



SUBJECT: Information report for the plan of subdivision, official plan and zoning by-law amendments for Surrey Lane, Warwick Drive and Georgian Court

TO: Planning and Development Committee

FROM: Department of City Building - Planning Building and Culture

Report Number: PB-33-19

Wards Affected: 1

File Numbers: 505-04/17, 520-11/17 and 510-03/17

Date to Committee: April 2, 2019

Date to Council: April 23, 2019

Recommendation:

Receive and file department of city building department report PB-33-19 regarding the proposed plan of subdivision, official plan and zoning by-law amendments for Surrey Lane, Warwick Drive and Georgian Court.

Purpose:

The purpose of this report is to provide background information for the statutory public meeting required under the Planning Act for Official Plan and Zoning By-law amendment and Draft Plan of Subdivision applications.

The report provides an overview of the proposed applications, an outline of the applicable policies and regulations and a summary of technical and public comments received to date.

The report relates to the following objectives of the City of Burlington Strategic Plan:

A City that Grows

- Targeted Intensification
 - Architecture and buildings are designed and constructed to have minimal impact on the environment reflecting urban design excellence that create buildings and public spaces where people can live, work or gather.

- Older neighbourhoods are important to the character and heritage of Burlington and intensification will be carefully managed to respect these neighbourhoods.
- Focused and Directed Population Growth
 - Burlington is an inclusive and diverse city that has a growing proportion of youth, newcomers and young families and offers a price range and mix of housing choices.
 - Future development will be higher density, walkable and accessible, transit-oriented with appealing streetscapes. The City will become a leader in walkability and bikeability scores in the province and will be fully aligned with provincial strategy and goals.

A City that Moves

- Increased Transportation Flows and Connectivity
 - Walkability and cycling has guided the development of new and transitioning neighbourhoods and the downtown so people rely less on automobiles.

A Healthy and Greener City

- Healthy Lifestyles
 - Residents will live within a 15 to 20-minute walk from parks or green spaces
 - A healthy natural heritage system that is protected, well connected, conserved and enhanced within the city's urban area.

An Engaging City

- Good Governance
 - Community Building through Arts and Culture via Community Activities
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REPORT FACT SHEET

RECOMMENDATIONS:		<i>None. Statutory Public Meeting</i>	Ward No.:	<i>1</i>
Application Details	APPLICANT: OWNER: FILE NUMBERS: TYPE OF APPLICATION: PROPOSED USE:	<i>QuadReal Property Group</i> <i>bc IMC Realty Corporation.</i> <i>505-04/17, 520-111/17 and 510-03/17</i> <i>Official Plan and Zoning Bylaw Amendments and Draft Plan of Subdivision</i> <i>1450 residential units comprised of a mix of townhouse, mid-rise and high-rise buildings.</i>		
Property Details	PROPERTY LOCATION: MUNICIPAL ADDRESSES: PROPERTY AREA: EXISTING USE:	<i>South side of Surrey Lane, west of Francis Road Bikeway, north of Marley Road and east of King Road</i> <i>610, 611 Surrey Lane; 865 King Road; 615, 699 Marley Road and 847,871, 894, 917 Warwick Drive</i> <i>8.4 hectares (20.75 acres)</i> <i>280 rental townhouse units</i>		
Documents	OFFICIAL PLAN Existing: OFFICIAL PLAN Proposed: ZONING Existing: ZONING Proposed:	<i>Residential - Medium Density</i> <i>Residential - Medium Density and Residential – High Density</i> <i>‘RM2’ Residential Medium Density</i> <i>‘RM2-x and RH2-x’ Residential Medium and Residential High Density</i>		
Processing Details	APPLICATION RECEIVED STATUTORY DEADLINE NEIGHBOURHOOD MEETING: PUBLIC COMMENTS:	<i>October 30, 2017</i> <i>May 28, 2018</i> <i>November 20, 2017</i> <i>Staff has received multiple emails and letters.</i> <i>Note: Some constituents sent multiple letters</i>		

Background and Discussion:

The purpose of this report is to provide an overview of the proposed applications, an outline of the applicable policies and regulations, and a summary of the technical and public comments received to date. This report is intended as background information for the statutory public meeting. As such, no recommendations on the applications are being made at this time.

Site Description

The subject applications are located along the west side of King Road, south of Surrey Lane, east of the Francis Road Bikeway and north of Marley Road, known municipally as 610, 611 Surrey Lane; 865 King Road; 615, 699 Marley Road and 847,871, 894, 917 Warwick Drive. Warwick Drive cuts through the overall site in a north/south direction connecting Surrey Lane and Marley Road and Surrey Lane cuts through the property in the north-west corner of the site. The subject lands comprise a total area of approximately 8.4 hectares (20.75 acres) with frontage along King Road, Surrey Lane, Warwick Drive and Marley Road.

As shown in Figure 1, to the north of the subject properties is predominantly high density residential uses (ie. apartment buildings) with medium density residential uses located along King Road (ie; townhouses); further north are commercial business uses along Plains Road East; to the west and south of the subject properties is low density residential uses (ie. single detached dwellings); and to the east is the Francis Street Bikeway with low density residential located on the east side of the Bikeway.

The Francis Road Bikeway is located within the floodplain and regulated by Conservation Halton.

Description of Applications

On October 30, 2017, the Planning and Building Department acknowledged that complete applications had been received for Official Plan and Zoning By-law amendments and Draft Plan of Subdivision. The applications propose the development of 1450 residential units comprised of a mix of townhouse, mid-rise and high-rise buildings as illustrated in Appendix II – Detail Sketch.

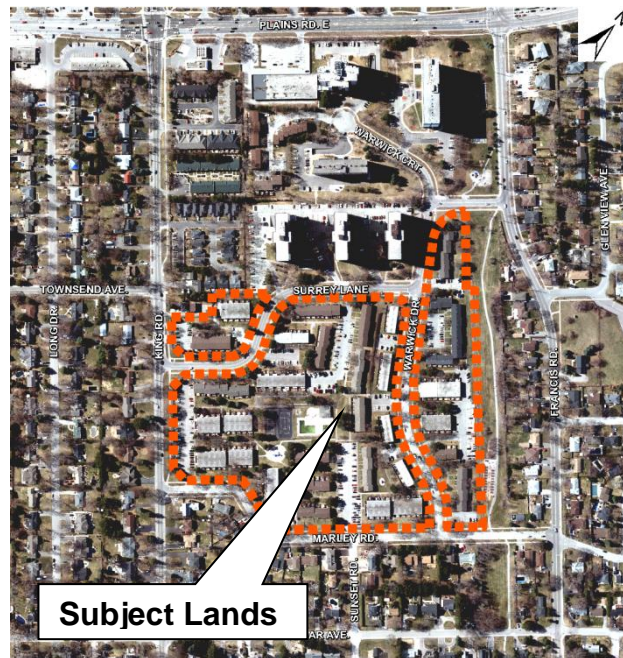


Figure 1 - Aerial Photograph

A total of 2411 parking spaces are being proposed.

Technical Reports

The following technical reports were submitted in support of the applications:

- [Draft Conceptual Site Plan](#), prepared by Urban Strategies Inc., dated July 21 2017;
- [Draft Plan of Subdivision](#), prepared by Bousfields Inc., dated July 12, 2017
Surveyor's Certificate
- [Plan of Survey](#), prepared R. Avis Surveying Inc, dated December 20, 2016
- [Conceptual Landscape Plans](#), prepared by the Mbtw Group, dated September 2017;
- [Tree Inventory and Preservation Plan/Arborist Report](#), prepared by Urban Forest Innovations Inc., dated July 20, 2017;
- [Tree Protection Schedule](#), prepared by the Mbtw Group, dated September 2017;
- [Planning Justification Report](#), prepared by Bousfields Inc., dated September 2017;
- [Urban Design Brief](#), Urban Strategies, dated July, 2017;
- [Noise Feasibility Study](#), prepared by Valcoustics Canada Ltd., dated September 20, 2017;
- [Phase I Environmental Site Assessment](#), prepared by Pinchin, dated May 18, 2017
- [Financial Impact Study](#), prepared by Altus Group, dated September 14, 2017
- [Functional Servicing and Stormwater Management Report](#), prepared by Urbantech, dated September 2017;
- [Hydrogeological Investigation Report](#), prepared by MMM Group, dated January 2017
- [Pedestrian Wind Assessment](#), prepared by RWDI dated July 19, 2017
- [Master Plan Application Transportation Considerations](#), prepared by BA Group, dated September 20, 2017;
- [Geotechnical Investigation Report](#), prepared by WSP Canada Inc., dated January 5, 2017

The applications along with these materials have been circulated to various departments and agencies for technical review. The applications remain under technical review with revisions requested by various agencies (comments included below in the Technical Review section). The technical reports can also be accessed and reviewed on the City's website at www.burlington.ca/georgiancourt.

Discussion:

POLICY FRAMEWORK

The proposed Official Plan and Zoning By-law amendment and Draft Plan of Subdivision applications are subject to the following policy framework: the Provincial Policy Statement (PPS), 2014; Places to Grow, Growth Plan for the Greater Golden Horseshoe, 2017; Halton Region Official Plan; City of Burlington Official Plan, and the City of Burlington Zoning By-law 2020.

Planning Act

When dealing with their responsibilities under the *Planning Act*, Municipalities shall have regard to a wide range of matters of provincial interest with respect to matters such as protection of the environmental features and agriculture, efficient use of infrastructure and services, adequate provision of housing, employment and facilities, sustainable and transit supportive development and accessibility for all persons.

Provincial Policy Statement (PPS) 2014

The Provincial Policy Statement provides broad policy direction on matters of provincial interest related to land use planning and development that support the building of viable, healthy and strong communities. The PPS focuses growth and development within established settlement areas and promotes efficient development and land use patterns which sustain financial well-being of municipalities over the long term. The PPS policies provide for an appropriate mix and range of housing and employment to meet the needs of current and future residents through opportunities for intensification and redevelopment.

The PPS supports improved land use planning and management based on policies that contribute to the efficient use of land and infrastructure, protection of natural and built resources, creation of healthy, active and transit supportive communities, protection of public health and safety and increased accessibility for all members of the community. It is noted that all decisions affecting planning matters “shall be consistent with” the PPS.

Growth Plan for the Greater Golden Horseshoe (2017)

The Growth Plan for the Greater Golden Horseshoe provides a growth management policy direction and framework for implementing the Province’s vision for building stronger, prosperous complete communities by better managing growth within existing urban areas.

The Growth Plan encourages transit supportive densities and a healthy mix of housing, employment growth and access to services in order to achieve compact, vibrant and complete communities. This type of development optimizes investments in infrastructure and public service facilities and accommodates people at all stages of life and includes a

mix and range of housing and jobs as well as easy access to stores and services to meet the daily needs of residents.

The Growth Plan contains population and employment forecasts to plan for and manage growth to the horizon of the Growth Plan and requires Municipalities to develop and implement through their official plan policies and strategies for achieving allocated intensification.

Halton Region Official Plan

The Region's Official Plan (ROP) provides goals, objectives and policies to direct physical development and change in Halton Region. The ROP provides population and intensification targets for all of the local municipalities including the City of Burlington.

The subject property is designated "Urban Area" in the Region Official Plan. The Urban Area is where urban services (municipal water and/or wastewater systems) are or will be provided to accommodate existing and future development. The Regional Official Plan states that permitted uses shall be in accordance with local Official Plans and Zoning By-laws and subject to other policies of the Regional Official Plan.

City of Burlington Official Plan

The subject lands are located within the urban boundary and are designated as Residential - Medium Density on Schedule B of the City's Official Plan.

The residential policies provide for housing that includes ground or non-ground oriented housing units with a density ranging between 26 and 50 units per net hectare. The Official Plan speaks to maintaining a sufficient supply of owner occupied and rental housing to meet existing and future needs through a broad range of housing types. The housing policies require where demolition of rental housing occurs, replacement housing units are to be provided for the demolished rental units.

One of the residential policy objectives encourages new residential development and residential intensification within the Urban 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, integration with existing residential neighbourhoods and protection of the natural environment. Another objective is to provide housing opportunities that encourage usage of public transit, pedestrian and bicycle transportation networks and decrease dependence on the car. The designation also encourages the integration of a wide range of housing types and tenure, while requiring new residential development to be compatible with surrounding properties.

Adopted City of Burlington Official Plan, April 2018

The proposed New Official Plan was adopted by Council on April 27, 2018 and has been developed to reflect the opportunities and challenges facing the City as it continues to evolve. Halton Region has identified areas of non-conformity, and as such, the adopted Official Plan will be subject to additional review and revision prior to its approval. Further, City Council has directed a new staff review and public engagement process to consider potential modifications, including a review of height and density provisions.

City of Burlington Zoning By-law 2020

The subject lands are zoned Residential (Medium Density) RM2 as shown in Appendix 1 to this report. The applicant is proposing to rezone the site to RM2-x and Residential (High Density) RH2-x, as mapped in Figure 2.

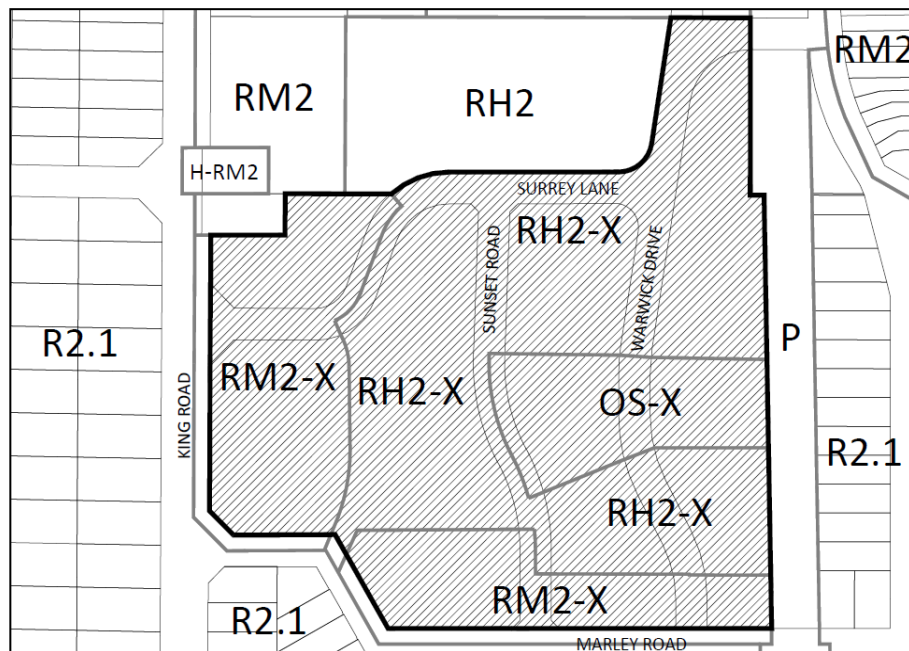


Figure 2 – Requested Zoning Map

The applicant is requesting changes the RM2 zoning requirements to also permit street townhouse and back-to-back townhouse units with site specific modifications described below in Table 1. The applicant is also requesting the addition of an RH2 zone in the locations identified in Figure 2 with site specific exceptions to allow for the development of back-to-back townhouse and apartment units with the site specific modifications described below in Table 1.

The applicant has also requested an Open Space zone for the site which reflects the area identified for park land.

Table 1 – Requested Zoning amendments to RM2 and RH2

Regulation	Required RM2 **	Requested amendments to RM2	Required RH2	Requested amendments to RH2
Lot Width	45 m	Not requested	45 m	Not requested
Lot Area	0.4 ha	Not requested	0.2 ha	Not requested
Front Yard	7.5m	Not requested	Varies (7.5 m +)	3 m
Rear Yard	9m	Not requested	Varies (7.5 m +)	3 m
Side Yard	4.5m	Not requested	Varies (7.5 m +)	3 m
Street Side	6m	3 m	Varies (7.5 m +)	3 m
Yard abutting a creek block	7.5 m or 4.5 m with 3 m buffer	Not requested	7.5 m or 4.5 m if 3 m buffer	Not requested
Parking Structure below grade	3 m	Not requested	3 m	0 m
Max. Density	40 units/ha	Not requested	50 units per hectare plus an additional 1.5 units for each 100 sm increase over 2000 sm up to 100 units per hectare	302 units per hectare over RH2 area
Amenity Area	25m ² / bedroom	20 m²/ unit	25%	10 m²/ unit
Privacy Area	20m ² /unit	10 m²/ unit	Not applicable	
Maximum height	2 storeys	3 storeys	18 storeys	20 storeys
Landscape Area	4.5 m <27 m ROW 6 m >26 m ROW	5 m along King Road	4.5 m <27 m ROW 6 m >26 m ROW	Not requested
Landscape Buffer (abutting an RM2 zone)	Not applicable		3 m	Not requested
Driveway/Parking Setback from Habitable Room	Not applicable		4 m	0 m
Balcony, canopy projection	50 cm or 1 m	2.5 m	Half distance of required front /street yard	2.5m
Porch projection	65 cm	1 m		
All other encroachments	Varied	Not requested	Varied	1 m
Parking structure below grade	3 m	Not requested	3 m	0 m

Staff acknowledge that site specific modifications may change dependant upon the resubmission of revised plans. Staff will review any changes to the requested zoning which will be identified by staff in the future report to Committee.

Technical Review

On October 23, 2017, staff circulated a request for comments to internal and external agencies, including Halton Region and Conservation Halton. Formal comments on the applications have been now been received. Agency comments will be addressed in the subsequent recommendation report.

BEDC

BEDC is interested in the affordable housing component of this application from the standpoint of attracting a younger demographic to live and work in Burlington.

Ministry of Transportation

The proposed development is outside the MTO's permit control. If the Ministry identifies traffic-related issues, the Ministry would like to work alongside the City to develop solutions.

Halton District School Board (HDSB)

HDSB has commented that this area is currently within the King's Road Public School, Maplehurst Public School and Aldershot Elementary Public School and Aldershot High School catchment areas. Schools are under OTG capacity and a decline in enrolment will negatively impact viability of the schools. HDSB expressed concern with the transition from the current to the redeveloped community and the displacement of students.

Halton Catholic District School Board (HCDSB)

HCDSB has no objection to the proposed applications, as submitted. If the development were to proceed immediately, elementary students generated from this proposal would be accommodated at Holy Rosary (Burlington) Catholic Elementary School located at 261 Plains Road East. Secondary school students would be directed to Assumption Catholic Secondary School located at 3230 Woodward Avenue.

Canada Post

Canada Post has no objections to the development proposal.

Parks and Open Space – Capital Works Department

Staff are encouraged to see mid-block connections through POPS to improve the pedestrian/cycling connections through the site. Capital Works will require a public park a minimum of 1.5 hectares in size with the remainder of any required parkland

dedication made via cash-in-lieu of park dedication. The park block is to be located with public road frontage with preference for centralized location.

Site Engineering – Capital Works Department

Site Engineering staff reviewed the submitted documents. There is important additional information and revisions to the submitted documents required in order for Site Engineering staff to complete a full review and provide a recommendation to planning staff.

Urban Forestry – Capital Works Department

At this time, Urban Forestry and Landscaping staff are unable to provide a recommendation to approve this application, based on the following:

1. The proposed development does not meet our Strategic Plan goal of ensuring that the “city’s urban forest and tree canopy increases and continues to thrive” through ensuring that “streetscape plans and private development will increase the city’s tree canopy”.
2. Revisions to site design, reports, and materials are expected.

Transportation Department

Transportation Planning reviewed the Master Plan Application Transportation Considerations (Transportation Impact Study) and are comfortable with the Summary and Conclusions contained in the submitted Transportation report.

Transportation Planning also note that all new public streets must have sidewalks on both sides of the entire length and incorporate complete streets elements, such as raised crosswalks, curb bulb-outs to minimize pedestrian crossing distances, textured pavements, etc. The applicant should also consider the provision of car share parking spaces and vehicles, on-site bicycle parking, electric vehicle charging stations and promotion of transit to residents.

Conservation Halton

Conservation Halton is unable to support the applications, as submitted, until additional information is provided including revised drawings and reports as part of the next submission.

Hydro One

Hydro One has no comments or concerns at this time.

Union Gas

Union Gas requests that as a condition of final approval that the developer provide Union Gas with any necessary easement and/or agreements required for the provision of gas services for this project, in a form satisfactory to Union Gas.

Halton Region

Regional Staff are not in a position to provide a recommendation to City planning staff on the subject applications until additional information and updates to reports are received to address groundwater, possible soil contamination and servicing concerns.

Financial Matters:

In accordance with the Development Application Fee Schedule, all fees determined to date have been received.

Public Engagement Matters:

Public Circulation

The application was subject to the standard circulation requirements. A public notice and request for comments were circulated in October 2017 to surrounding property owners / tenants. Notice signs were also posted on the property, which depicted the proposed development. All technical studies and supporting materials were posted on the City's website at www.burlington.ca/georgiancourt.

Neighbourhood Meeting

A neighbourhood meeting was held on November 20, 2017 at École élémentaire catholique Saint-Philippe and was attended by approximately 80 members of the public, the Ward Councillor, City staff, the applicant and various consultants that contributed to the applicant's submission. Planning Staff provided a brief presentation of the planning process and introduced the application.

Comments and concerns included the following:

- Traffic;
 - Concern with increase in traffic volumes on neighbourhood streets that are already busy because of IKEA;
 - Plains Road already busy; how will it accommodate more traffic?
 - What about all new development proposed on Plains Road, has it been considered?
 - Will there be any road widening proposed for Francis or Plains Road?
- Loss of affordable housing
 - Chose Georgian Court because it was only affordable place in Burlington; will the new units still be affordable?
 - Rent increases are unrealistic
 - Is there other rental properties being proposed or built in Burlington?

- Will there be consideration of loyalty program for long time residents (20 plus years)
- Will people be forced to move out of the neighbourhood/Burlington? There is no where else to go in Burlington
- Phasing will allow for relocation within the community but will I have to move more than once? What if there is not a townhouse to move into? Prefer townhouses to apartments as have front yard and can walk to cars
- Impact on schools given the size of proposal?
 - Will kids have to be bussed out of area?
- Amenities
 - What will be provided in the park?
 - Will there be swimming pool, tennis courts or skating rink?
- Building heights/Density
 - Loss of privacy of backyard
 - Don't want more density
 - Already a dense area
- Infrastructure
 - Will existing infrastructure be able to accommodate development of this size?
 - Flooding
- Phasing
 - How many times will I have to be relocated?
 - Concern with 10 year phasing and living in construction zone that long
 - Safety of children during construction
 - Construction noise for 10 years
- Concern about compatibility with neighbourhood
 - Loss of existing community feel within Georgian Court
 - Will negatively impact property values

In addition to the Neighbourhood Meeting, staff and the applicant have met with the Georgian Court Neighbourhood Advisory Committee to discuss their concerns and obtain additional input on the applications. The concerns raised by the Neighbourhood Advisory Committee were similar to the public comments received and also included loss of existing neighbourhood/community feel, loss of green space/amenities, equal replacements and affordability, displacement and phasing of project and overcrowding and traffic.

Public Comments

As a result of the public consultation, several written comments and a position paper were received from members of the public. Public comments can be found in Appendix III and IV of this report. The comments received highlighted the following themes and areas of concern about the development and are summarized below:

- Traffic & safety;
 - Concern with increase in traffic volumes and existing traffic congestion;
 - Safety of children playing/crossing the street;
 - Concern with speed of traffic on King and Marley
 - Trip generation in the TIS seems low not based on reality;
- Concern about affordability and phasing
 - Last place in Burlington with affordable housing
 - Will rents continue to be affordable-how much will they increase?
 - Will existing tenants rent increase if they are forced to move?
 - No space left in city for low to mid income families
- Concern with number of units / height / density;
 - Proposed development constitutes over-intensification;
 - Buildings higher than existing apartments
 - Prefer a mix of condo and rental
 - High density leads to increase in crime
 - Concern about impact on schools
- Concern with loss of green space;
 - Add landscape median to Warwick
- Length of project – construction for 5-10 years
 - Disruption to surrounding residents,
 - Noise, dust, construction equipment
- Concern about compatibility with neighbourhood
 - Effect on quality of life
 - Size of buildings do not fit the neighbourhood
 - Loss of privacy
 - Will negatively impact property values
- What amenities will be provided
- Need for more Community facilities
 - Area underserved – community centre
 - Grocery store
- Concerns about tree removal

All questions and concerns raised by the public will inform staff's review of the application and will be addressed in a future report.

Sustainable Development Committee (SDC)

Overall the SDC does not support this application as it does not comply with sustainable building principles.

The SDC included a number of comments for consideration that would further enhance the proposed development. These included issues such as consideration of increased density and open space to create a more livable community; consideration of district energy; preservation of as many trees as possible and provision of additional tree planting to achieve at least 30% tree canopy in 20 years; enhancing Transit Demand Management measures to encourage residents to use forms of transportation other than automobiles; use of car share; provision of 60% less parking and all with EV chargers; enhancing stormwater management through such things as LIDS, reuse of stormwater for landscape irrigation and use of green roofs, where appropriate; and incorporation of sustainable building practices net zero and LEED level components. Additionally, consideration should be given for the provision of affordable and accessible housing.

The developer has met with the Sustainable Development Committee to review and discuss their comments in detail, which will be considered in the future resubmission.

The SDC comments are attached as Appendix D.

Next Steps:

Planning staff have met with the consulting team to discuss and review the comments received. This is a large scale redevelopment project of purpose built rental units that will have a very significant impact on the community and the City.

Given the importance of the applications, planning staff have been working through some of the technical issues identified with the applicant's consulting team. Planning staff will continue to work with the applicant and their consulting team as they finalize the additional necessary works and updates to the various reports/studies to determine how they can best address technical comments received from agencies/departments and comments received from the public.

Planning staff anticipate that there will be changes to the overall site design as well as tenure; however, at this time the details of these changes have not been finalized.

Conclusion:

This report provides a description of the development applications, an update on the technical review of this application and advises that public comments have been received. A subsequent report will provide an analysis of the proposal in terms of applicable planning policies and will provide a recommendation on the proposed applications.

Respectfully submitted,

Lola Emberson, MCIP, RPP

Senior Planner – Development Review

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Appendices:

- A. Location/Zoning Sketch
- B. Detail Sketch
- C. Concept Sketch
- D. Public Comments
- E. Sustainable Development Committee Comments

Notifications:

John Marrotta, QuadReal

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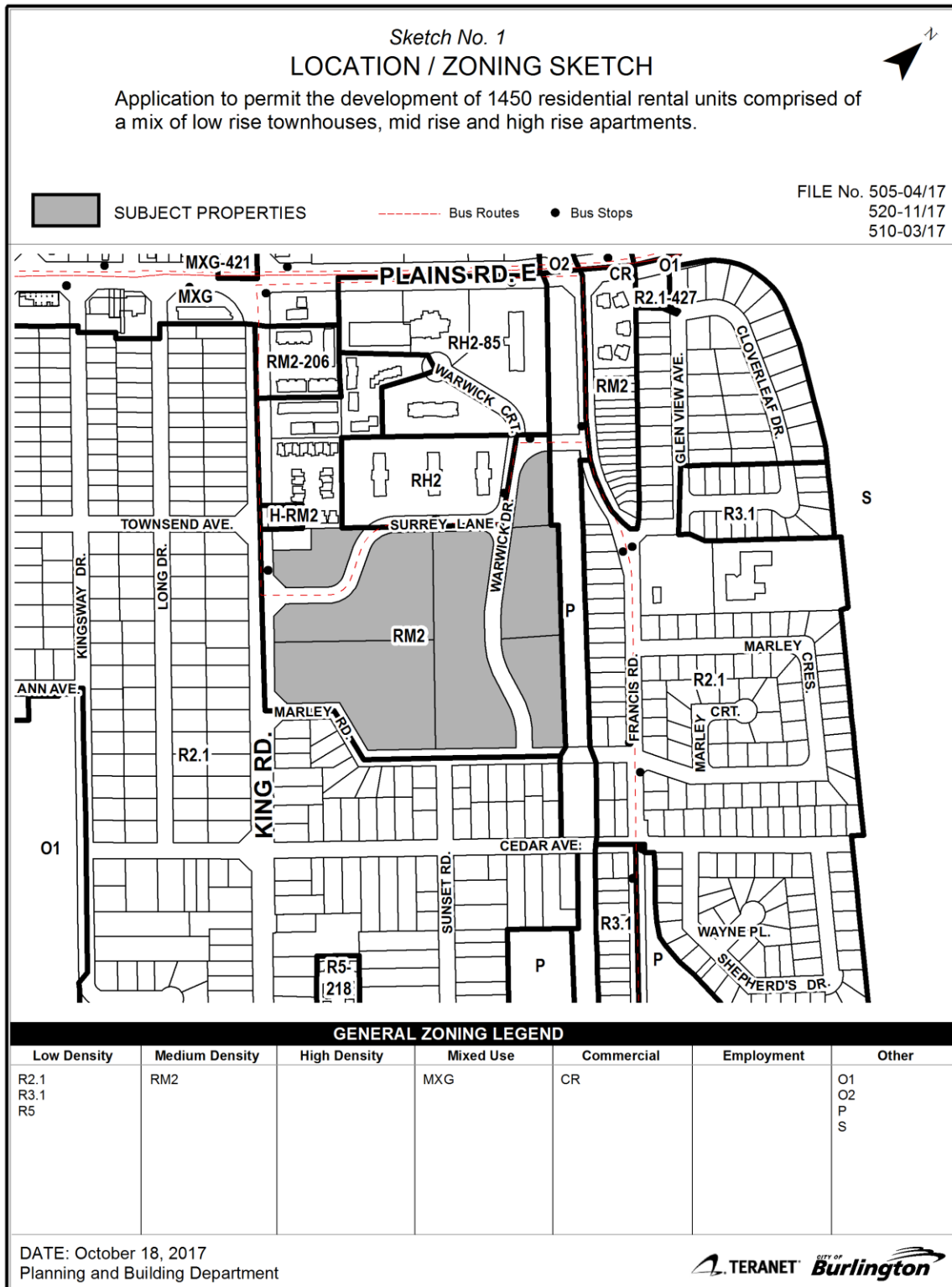
Ben Hoff, Urban Strategies

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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.

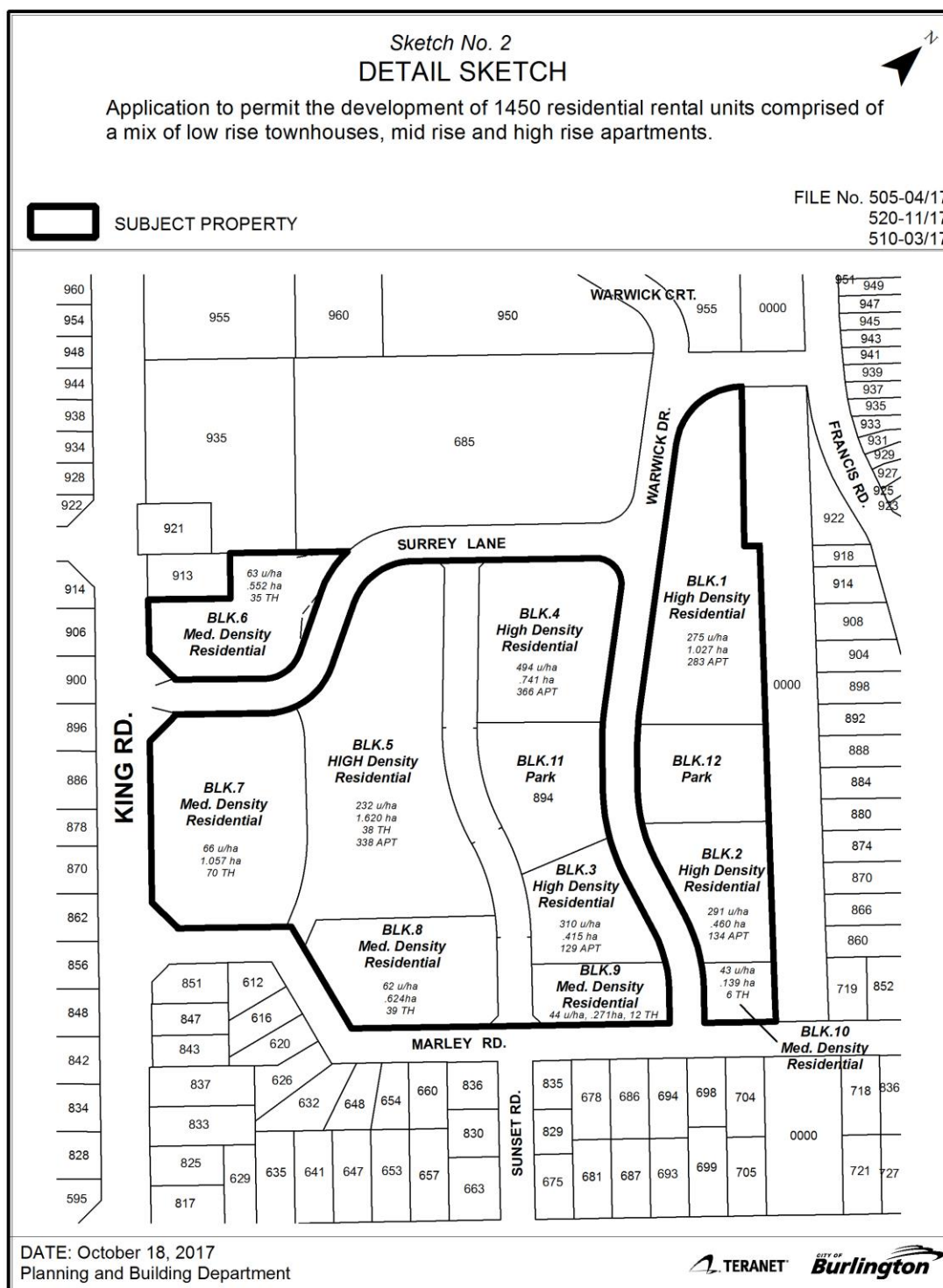
Appendix A – Location / Zoning Sketch



Application to permit the development of 1450 residential rental units comprised of a mix of low rise townhouses, mid rise and high rise apartments.

FILE No. 505-04/17
520-11/17
510-03/17

 SUBJECT PROPERTY



Appendix C – Concept Sketch

