



**WESTON
CONSULTING**
planning + urban design



Date: October 11, 2019

To: Sustainable Development Committee c/o Lauren Vraets

Re: 2421 and 2431 New Street, City of Burlington, Ward 2

City File: #505-02/18 and 520-02/18

Description: Official Plan and Zoning By-law Amendment SDC Comments Response Letter

Weston Consulting is the authorized planning consultant for TRG (New-Guelph) Inc., the registered owner of the lands municipally known as 2421 and 2431 New Street (subject lands), in the City of Burlington, Regional Municipality of Halton. The following provides responses to the comments received from Burlington Sustainable Development Committee (SDC) on June 20, 2018 following the Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA) applications submitted on December 22, 2017. Since the December 2017 submission, and subsequent comments received from SDC, there has been a Public Consultation Meeting on May 16, 2018; a presentation at the Burlington Urban Design (BUD) Advisory Panel February 19, 2019; and partial resubmission of Staff requested materials in June 19, 2019. The comments and responses noted below will be included as part of the fulsome Comments Response Matrix prepared by Weston Consulting and will be submitted along with supporting materials on the next round of application submissions.

The proposed development contemplates an 11-storey mixed-use residential apartment with 342 units consisting of 197 Retirement units and 145 Residential Condo units. The comments received from SDC reflect the Official Plan Amendment and Zoning By-law Amendment applications and refer to specific design and building elements that are specific to sustainability and can be discussed in greater detail during the Site Plan Approval stage. The recommendations noted below by SDC will be reviewed and implemented where possible during the detailed Site Plan Approval application stage. The Owner is amenable to sustainable practices and suggestions from Staff and will work with Staff in providing a building that is of high quality and design.

Please see the extract from the Comments Response Matrix below that details the Sustainable Development Committee suggests and review of the project as well as the responses provided by various members of the Applicant's consulting team of professionals.

We trust this letter and the below responses is sufficient for Staff review and to facilitate a positive Staff Report to be provided at the November Planning and Development Committee meeting for the Official Plan Amendment and Zoning By-law Amendment application. It is recognized that further discussions will take place with Staff during the Site Plan Approval phase for the proposed development on the subject lands.

Weston File: #8537

Address: 2421 and 2431 New Street, Burlington

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Overall Recommendation: SDC supports the application with recommendations as noted.	
<p>General</p> <p>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 proposed development seeks to redesignate the subject lands from Neighbourhood Commercial to Residential- High Density areas. The proposal exceeds the permitted Residential-High Density density of 185 units per net hectare. An Official Plan Amendment requested to increase the permitted density to 470 units per hectare/ FAR of 3.71:1.</p>	Noted.
<p>Site Specific Considerations</p> <p>The subject property is located on the north side of New Street between Guelph Line to the east and Beverly Drive to the west. The subject property is generally rectangular in shape, has a combined area of approximately 0.7 hectares (1.74 acres) and has approximately 80 metres of frontage on New Street. The subject property is currently occupied by three separate low-rise commercial/ retail buildings, one being a stand-alone restaurant on the southeast corner of the lot. The subject property has a relatively flat topography and no significant features on site that would prevent the proposed redevelopment of the subject property.</p>	Noted
<p>The proposed residential apartment building contains a total gross floor area of 11,428 square metres, including 2,790 square metres of amenity space. The residential condominium is proposing a unit mix of 97 one-bedroom units and 42 two-bedroom units. There will be no units on the 7th floor of the residential condominium building as this space will be occupied by the Memory Care living space, part of the senior's retirement residence. The proposed senior's retirement residence building contains 223 Retirement Living units and a total gross floor area of 17,058 square metres, including 3,255 square metres of amenity space. There is an outdoor patio at the north end of the retirement living building on the ground floor, in addition to the 306 square metre rooftop terrace on the 6th floor. The development proposes a total gross floor area of 28,486 square metres resulting in a sitewide density of 4.05 times the area of the lot.</p>	<p>Noted – building configuration has been altered; revised plans we're provided to Planning staff in June, 2019. Residential Apartment gfa has been decreased to 10,042 sq.m. Similarly, the retirement building gfa has been reduced to 15,315 sq.m. The density proposed at that time was 3.68 FAR.</p> <p>It is important to note that Planning staff has requested further amendments to the building design which include additional terracing on the</p>



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	south, east and north sides. This will further reduce the GFA's illustrated in June, 2019. These changes are reflected in Staff's amendment recommendations.
The City of Burlington Zoning By-law No. 2020 zones the subject property CN1 – Neighbourhood Commercial. The 'CN1' zone permits various uses including Retail, Service Commercial, Office, Community, Hospitality, Automotive, Entertainment & Recreation, Residential and Industrial uses. The proposed development seeks to rezone the subject lands to the RH4 – Residential High Density zone. The RH4 zone permits an apartment building as well as retirement home. A site-specific Zoning By-law Amendment is requested to permit certain development standards proposed, including relief to the required minimum setbacks (Front Yard: from 12.5m to 3m, Side Yard: from 21.3m to 7.5m, Back Yard: from 21.54m to 18.72m), the proposed parking count (from 385 spaces to 319 spaces), width of the landscape buffers (from 6m to 3m) and other development provisions.	Noted
The proposed development should address design elements to reduce the use of energy and minimize GHG emissions. As this iconic building will be in place for many years, it should help the City move towards its goal of being net carbon neutral.	This comment is acknowledged. The detailed design to review sustainable features has not occurred yet. These elements will be assessed and incorporated at the forthcoming site plan stage.
We would welcome discussions with the applicant to consider how the sustainability of the building could be enhanced, including at the Site Plan stage. We encourage the applicant to review the Sustainable Building and Development Guidelines and enhance the sustainability aspect of the design.	Noted. The applicant welcome's SDC's comments during the site plan application process.
<u>Recommendations:</u>	
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:	
Use a Low Impact Design approach to stormwater management	The applicant has not reached the stage in the approval process where regarding energy conservation, low impact development techniques and construction waste management design elements have been assessed.
Use of sustainable practices to manage construction waste	
The applicant has not provided information on design elements to encourage the conservation of energy. The building should be designed and built to help Burlington to achieve its goal of being net carbon neutral. SDC recommends:	



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<ul style="list-style-type: none"> Construction of a very efficient building shell. The proposal to use a substantial amount of glass in the tower is of concern (R-value reduces over times with seals failing and provides a large solar heat gain) 	<p>The applicant is working with potential vendors to work through detailed design matters. The items outlined above will be assessed at that time.</p>
<ul style="list-style-type: none"> Renewable energy generation 	
<ul style="list-style-type: none"> Incorporation of active and passive solar design elements 	
<ul style="list-style-type: none"> Reduction in the use of energy through efficient fixtures and appliances, and 	
<ul style="list-style-type: none"> Individual energy metering of each unit 	
<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 Burlington GO Station and City of Burlington transit. SDC supports:</p> <ul style="list-style-type: none"> Reduced parking spaces 	<p>The proposed development intends to use the draft parking standards proposed through the City-wide Parking Review commissioned by IBI, which provides less parking spaces and encourages greater transit use.</p> <p>It is our understanding that City Planning Committee approved these rates in Sept. 2019</p>
<ul style="list-style-type: none"> Providing ample bike storage 	<p>We agree that ample bike parking should be provided, especially with the addition of the Community Institution use. The appropriate number of spaces, for a senior's focused development, will be addressed at the site plan stage.</p>
<ul style="list-style-type: none"> Providing ample electric vehicle charging capacity 	<p>The potential inclusion of EV charging stations and car-share will be explored with the vendor.</p>
<ul style="list-style-type: none"> Providing an on-site vehicle sharing program 	<p>Noted – detailed design to be confirmed at the Site Plan Approval stage.</p>
<ul style="list-style-type: none"> Incorporating a “lay-by” area in the site plan for transit 	<p>Noted – Lay-by parking is difficult given the location on New Street; however, the Owner is</p>



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	<p>open to the addition of on-street lay-by spaces during the site plan process.</p> <p>It should be noted that the City has implemented free transit for seniors in non-peak periods and those with low incomes. Further, the City is considering transit options for the proposed Community Institutional component of the development.</p>
<p>Would like to see reference to: • Commitment to installation of energy efficient appliances (if provided)</p>	<p>The applicant cannot commit to energy or water efficient appliances at this time. These will be determined by the vendor.</p>
<p>Efficient use of water</p>	
<p>Use of bio-swales and detention basins along the property's joint perimeter with gas station</p>	<p>There is potential for a swale along the east property line. This can be explored at the detailed design site plan stage. However, the applicant cannot control or force the adjacent land owner to implement a swale.</p>
<p>Creation of gardens for seniors. These gardens can contribute to low-impact development and stormwater management on site</p>	<p>There is the potential for additional gardens at the north end of the property. This can be explored with the vendor at the site plan stage.</p>
<p>This proposal will remediate the existing contaminated site which promotes health.</p>	<p>The owner is undertaking remediation measures with the City and Region through consultation with their Consultant EXP.</p>
<p>Provide fixtures and appliances that conserve water.</p>	<p>The applicant cannot commit to energy or water efficient appliances at this time. These will be determined by the vendor.</p>
<p>Collected rainwater can be used to fill water features, irrigate gardens and maintain landscapes. Innovations in onsite water management technologies is encouraged.</p>	<p>Detailed LID measures will be addressed at the site plan stage.</p>
<p>Green roofs act as a natural way of filtering runoff.</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>Garbage rooms in both buildings have been sized to accommodate sorting and recycling of waste. The waste management strategy will be designed by the vendor.</p>



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<p>The site allows for planting a significant number of trees. More trees should be provided to support the urban greenspace. 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. The applicant should improve and clarify the proposed number of trees for this project.</p>	<p>The proposed development preserves all the mature trees along the north and east property lines. Addition tree plantings are provided which significantly increase the number of trees over what is currently on site today.</p> <p>Further, as part of Planning staff's amended recommendation, the underground parking garage will be pulled back from 0.7m to 3m to allow for new mature tree growth along New Street.</p> <p>A detailed landscape plan will be provided at the site plan stage.</p>
<p>Insufficient green space has been incorporated into this development. Green roofs, rooftop gardens and/or terrace gardens should be considered.</p> <p>The proposed development supports healthy and walkable neighbourhood design. However, landscaping is not incorporated to low-impact development.</p>	<p>The site currently contains no landscape areas. The proposed landscape plan will significantly improve the existing condition with new trees, gardens, grasses areas and paths. There are also rear terraces on the 6 story and a terrace between the buildings on the bridge.</p> <p>Any additional LID measures can be explored at the site plan stage.</p>
<p>The proposed density and setbacks are of concern. This is a high-density development. This growth, were it to be replicated across the neighbourhood and nearby areas, would not be sustainable in terms of traffic and in terms of services such as parking and transit without intensive upgrades to those services.</p>	<p>The site is located on a planned intensification corridor and secondary growth node. The proposed density and height should and cannot be replicated across the neighbourhood. It was the City's intention to direct growth to properties such as this.</p>
<p>The proposal does not include commercial space on the ground level. The design of the commercial spaces are encouraged and they can accommodate necessary businesses for seniors in the building and community.</p>	<p>Senior's oriented commercial programming, such as Senior's support services that are community focused, are being considered at the Ground Level.</p>



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It is not clear through the current proposal how the development will “foster community interaction” (an objective of the BOP) and help to create a “complete community”. Memory Care living space at L-7 could help to promote a sense of community in the development.	In addition to the memory care units, retirement residence and senior’s rental building, a Community Institutional use has been added to the rental building which will offer assisted support services to seniors in the community. Large boulevards are provided along New Street to allow for space to animate the streetscape.
The area is very walkable and there is easy access to the bus stops.	Noted.
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.	Noted – detailed design to be confirmed at the Site Plan Approval stage.
SDC supports the applicant’s provision of limited parking space as it encourages the use of alternate modes of transport. A small portion of the parking is allocated for visitors.	Noted.
The SDC encourages the applicant to provide an on-site car sharing program.	Car share program will be considered at the time of site plan application with the vendor.
This proposal supports this objective.	Noted
SDC supports LID measures, including cistern storage to allow reuse of storm water for irrigation. The applicant is encouraged to provide on-site retention basins.	The applicant has not reached the stage in the approval process where regarding energy conservation, low impact development techniques and EV charging design elements have been assessed. The applicant is working with potential vendors to work through detailed design matters. The items outlined above will be assessed at that time.
The applicant has not provided information on design elements to encourage the conservation of energy. The building should be designed and built to help Burlington to achieve its goal of being net carbon neutral.	
The applicant should provide electric vehicle charging stations for residents and visitors.	
The applicant should provide a terrace garden facility for residents.	The proposed development provides 6 storey terraces for the use of the memory care facility. These terraces will be secured for the protection of memory care patients. The 8 th storey terrace between the building will be available to residents of both the rental and



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	retirement buildings. It is expected that this terrace will be landscaped. Details we be determined at the site plan stage.
<p>This proposal supports Assisted Housing.</p> <p>The City should consider the potential impact of this building on nearby street and residential buildings during the construction phase.</p>	<p>Noted.</p> <p>A construction management plan has been requested by Planning staff. The CMP will be provided, and approved, as part of the zoning by-law application.</p>
<p><u>Summary of Above Discussion and Recommendations/Action Items:</u></p> <p>The proposed density and setbacks are of concern. This is a high-density development with 362 units over ~0.7 ha. This growth, were it to be replicated across the neighbourhood and nearby areas, would appear to not be sustainable in terms of traffic and in terms of services such as parking and transit without intensive upgrades to those services. The community benefits provided by the applicant in the Planning Justification Report to justify exceeding the density and height limits are not sufficient and should be improved. The applicant is requesting two levels of intensification combined (CN1 to RH4 and RH4 to higher) which is 11 times the exiting density. The applicant should clarify if and how this development responds to affordable housing as this option may justify the above-noted intensification</p>	<p>The proposed development will not be defined as affordable housing. It will, however, offer housing types that are in need within the city.</p> <p>The rental building will include 500 sq.m of Community Institutional space which will be used to assist senior's with low incomes by providing support services.</p>
<p>The proposed development has positive components within the current proposal e.g.:</p> <ul style="list-style-type: none"> • The proximity to transit, walkable streets • Bicycle storage on site • Creating some lay-by space to allow for pick up/drop off of residents (who will rely less on using private vehicles) • Reduced parking 	Noted.
<p>The proposed development should be further enhanced by addressing issues such as:</p> <ul style="list-style-type: none"> • Design elements to reduce the use of energy and reduce GHG emissions: <ul style="list-style-type: none"> ○ There is a lot of glass (R-value reduces over times with seals failing and provides a large solar heat gain) 	Noted – detailed design to be confirmed at the Site Plan Approval stage.



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<ul style="list-style-type: none"> Proposal for vehicle sharing program 	This will be explored with the vendor at the site plan stage.
<ul style="list-style-type: none"> Integration of a bike lane into the proposal 	The Owner cannot control how the city streets are utilized. Any future bike lanes are at the discretion of the City. It should be noted that there was a bike lane pilot project that was in place in 2016 to 2017; City council voted to end the project.
<ul style="list-style-type: none"> Inclusion of 3-bedroom units that can accommodate families 	The type of facility (retirement and senior's rental) don't require units that have 3 bedrooms.
<ul style="list-style-type: none"> Increasing the amount of commercial space to increase the opportunity for employment 	75sq.m Commercial space was removed and replaced with 521 sqm of Community Institutional space.
<ul style="list-style-type: none"> Widening the sidewalk area around the building and including more landscaping 	The side yards were not increased to allow for the widening of the interior courtyard to accommodate full movements for waste vehicles.
<ul style="list-style-type: none"> Providing for more outdoor amenity space (e.g. garden areas) for residents 	Additional outdoor amenity space was added through the removal of the hammerhead driveway and internalization of garbage storage.
<p>The applicant has an opportunity to create a building that can set a standard for new development within the greater context by incorporating sustainable practices and LEED level components such as:</p> <ul style="list-style-type: none"> Use of recycled building materials Use of heat pumps The use of effective recycling and waste facilities on-site 	Noted – detailed design to be confirmed at the Site Plan Approval stage.
<p><u>Future Site Plan & Building Permit Considerations:</u></p> <p>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</p>	Noted.



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<p>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:</p> <p>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</p>	
<p>The Sustainable Development Committee requests a response from the applicant related to the above recommendations. The committee would be pleased to meet with the applicant to discuss these comments in further detail.</p>	<p>This comment response matrix is our formal response to SDC comments.</p>