

Taking a Closer Look at the Downtown: Themes, Principles and Land Use Concepts

October 2019



Prepared by:



Prepared for:



Table of Contents



1	Introduction.....	1
1.1	Why is the City Re-examining the Adopted Official Plan?	1
1.2	Why Does the City Prepare a Land Use Plan?.....	1
1.3	What is the Purpose of This Report?.....	2
1.4	What Has Been Done to Date?	3
2	The Process.....	5
2.1	How Were the Concepts Developed?.....	5
2.2	What are the Themes and Principles?.....	6
3	The Concepts.....	9
3.1	Why are the Precincts being Changed?	9
3.2	What Changes are being Proposed to the Precincts?	12
3.3	What is the Vision for the Downtown?	12
3.4	What is the Vision for Each Concept?	13
3.5	What is the New Vision and Alternative Concepts for Each Precinct?.....	20
	Lakeshore Precinct.....	20
	Brant Main Street Precinct.....	23
	Mid Brant Precinct	26
	Downtown East Precinct.....	29
	Upper Brant Precinct	32
	Neighbourhood Mixed Use Precinct	33
	Old Lakeshore Road Precinct.....	33
	Low-Rise Neighbourhood Precincts: St. Luke's /Emerald Neighbourhoods.....	33
	Apartment Neighbourhood Precincts	34
3.6	How Many Units and Employment Would Result from the Concepts and How does this compare to the Market Forecast?	35
4	How Will the Concepts be Evaluated?.....	38
5	Connections to Other Studies and Projects	44

5.1	Supporting Background Studies	44
5.2	3D Modelling.....	46
5.3	Interim Control Bylaw Status	46
6	Next Steps.....	47
	Appendix A: 3D Model Technical Assumptions.....	48

1 Introduction



1.1 Why is the City Re-examining the Adopted Official Plan?

On February 7, 2019 Burlington City Council voted to re-examine the policies in the City's Official Plan which was adopted by Council on April 26th, 2018. The approved Council motion directs Burlington's Director of City Building to commence a process to re-examine the policies of the Official Plan in their entirety as they relate to matters of height and intensity and conformity with provincial density targets.

A Council workshop was held on March 18, 2019 to obtain further Council feedback on this direction. Council's further feedback resulted in focusing the work on the Downtown and on refinements to the Neighbourhood Centres policies. This report focuses on the Downtown only.

The outcome of this work will be modified policies for the Downtown that will guide development in the Downtown until 2031, including the height and density of buildings. The modified policies will be informed by both the public engagement and finalized technical reports. The policies will be documented in a Final Report prepared by SGL Planning and Design Inc. and will be forwarded to Burlington City Council in March 2020 for their adoption.

1.2 Why Does the City Prepare a Land Use Plan?

Land Use Plans are a guide to long term development that organize city building elements such as homes, buildings, employment, schools, parks, roads and infrastructure. These Plans help to make sure a city's homes and amenities are organized to support residents, provide efficient ways to travel to work, shopping and activities. A Land Use plan provides residents with a long-term vision for how a city should grow and change.

Overtime the vision and plans need to be revisited and updated to ensure they reflect changes as a city evolves including changes in market and demographics and changes in Provincial and Regional policy. As part of this study, the Vision for the Downtown, the Precincts and the land use policies are being re-examined to help inform an update of the current land use plan and Official Plan policies for the Downtown. In addition,

Neighbourhood Centre policies of the Adopted Official Plan are being reviewed, through a separate report, to ensure the purpose and intent of the policies are clear.

1.3 What is the Purpose of This Report?

This report is provided on behalf of the City of Burlington by SGL Planning and Design Inc. to provide you with the following: an understanding of the process to date; how public engagement input has been used to this point; an overview of proposed changes to the Downtown Precincts; and an overview of the proposed land use and built form Concepts for the Downtown policies. **Figure 1** illustrates all the inputs that have gone into re-examining the Official Plan.



Figure 1: Official Plan Inputs

1.4 What Has Been Done to Date?

The work plan for re-examining the Official Plan policies was presented by City Staff to the Planning and Development Committee on May 21, 2019 and was approved by Burlington City Council on May 27, 2019. **Figure 2** provides a high-level timeline for this project.

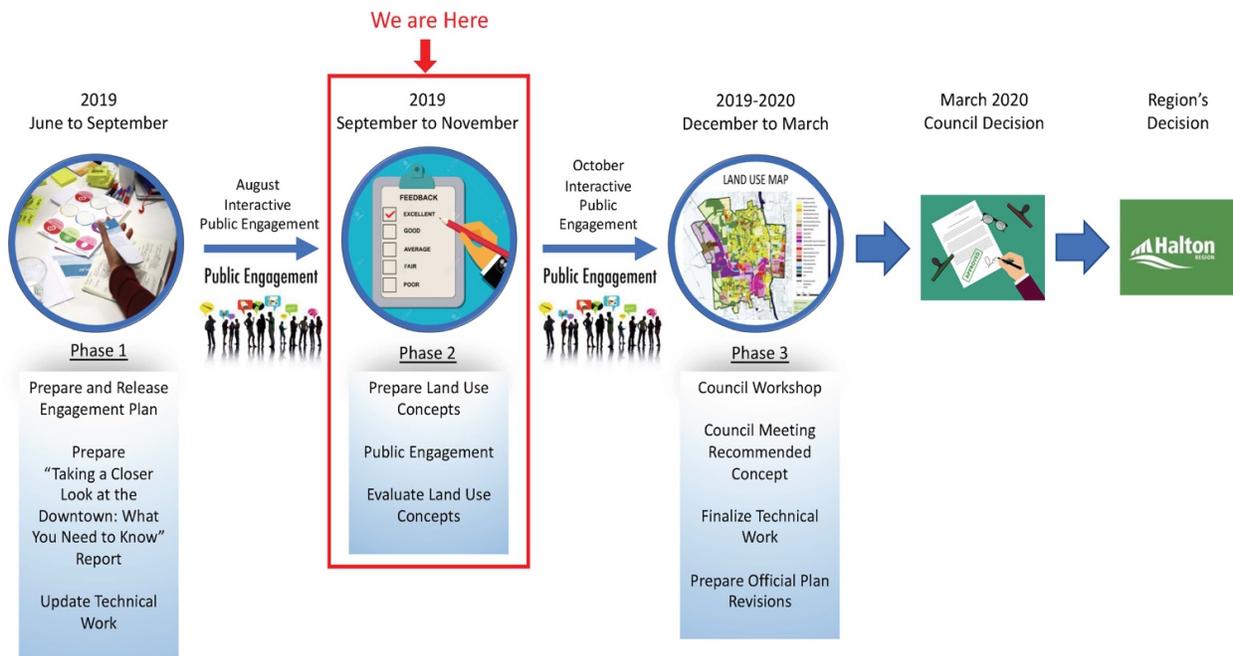


Figure 2: Scoped Re-examination Milestones and Timing

Phase 1

As part of the phase 1 work the City released:

[Taking a Closer Look at the Downtown Policies in the Adopted Official Plan Public Engagement Plan](#) prepared by the City of Burlington in July of 2019. This report provided the scope of the engagement and description of the public engagement plan for re-examining the Adopted Official Plan for the Downtown.

[Taking a closer look at the Downtown; what you need to know](#), prepared by SGL in August 2019. This report introduced the City's re-examination of the Adopted Official Plan for the Downtown; provided an overview of the relevant land use policies; summarized the findings from the public engagements that informed the Adopted

Official Plan; described the policy framework that applies to the Downtown; and described how to provide input on in the project.

[Taking a closer look at the Downtown: Feedback Report](#) prepared by the City of Burlington in September of 2019. This report summarizes the responses to an online and in-person survey, 17 pop-up events and to two Citizen Action Labs held in August 2019. These public engagement events focused on identifying what is important to the community about the Downtown. In addition, the report confirms the Vision for the Downtown and provides information to help with the development and evaluation of alternative land use and built form concepts (hereafter referred to as concepts).

Phase 2

We are currently in phase 2 of the study, which identifies principles, vision and alternative concepts for discussion. The principles and vision have been informed by the feedback from the August public engagement events. The basis for the concepts were then informed by both the principles and by changes to the Precincts. The report also describes how the concepts will be evaluated including criteria to be used in the evaluation.

2 The Process



2.1 How Were the Concepts Developed?

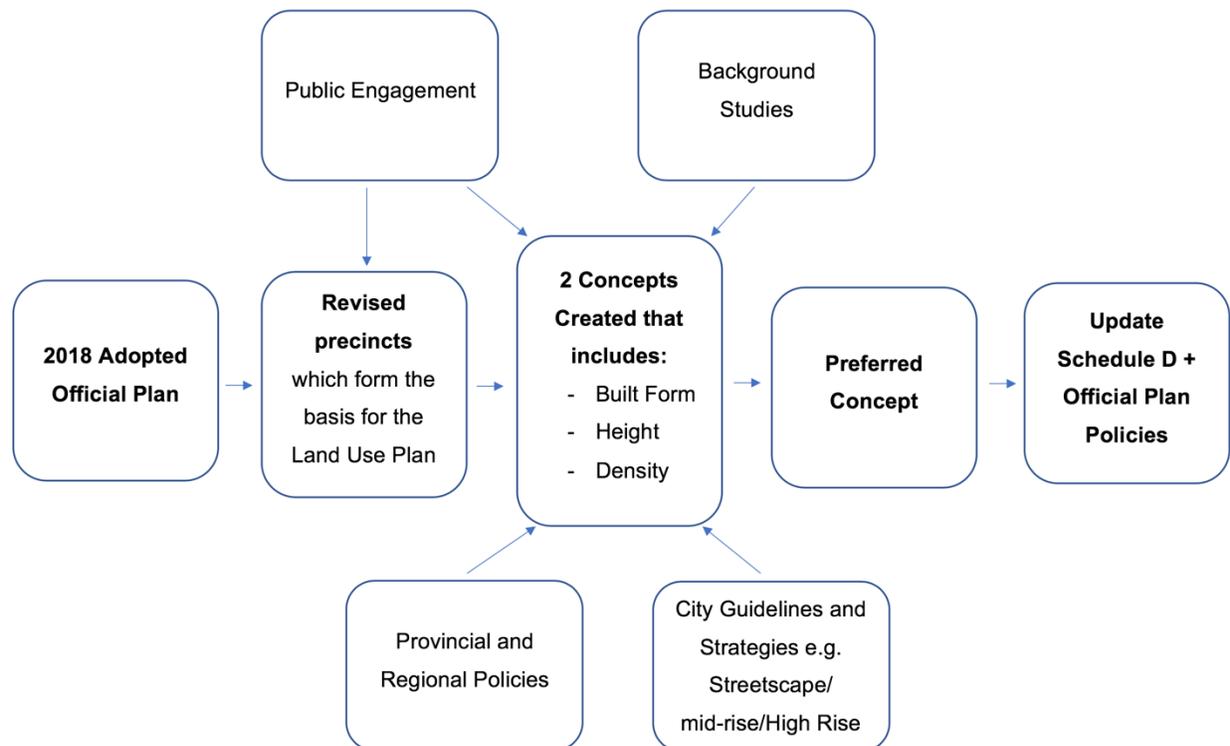


Figure 3: Process for developing a revised Schedule D-Land Use and Official Plan Policies

Public engagement, background studies, Provincial and Regional Policies and City guidelines and strategies were all inputs into the development of the two concepts. The concepts are prepared for discussion and to help inform the development of a preliminary preferred concept plan. **Figure 4** below details how the concepts were developed.

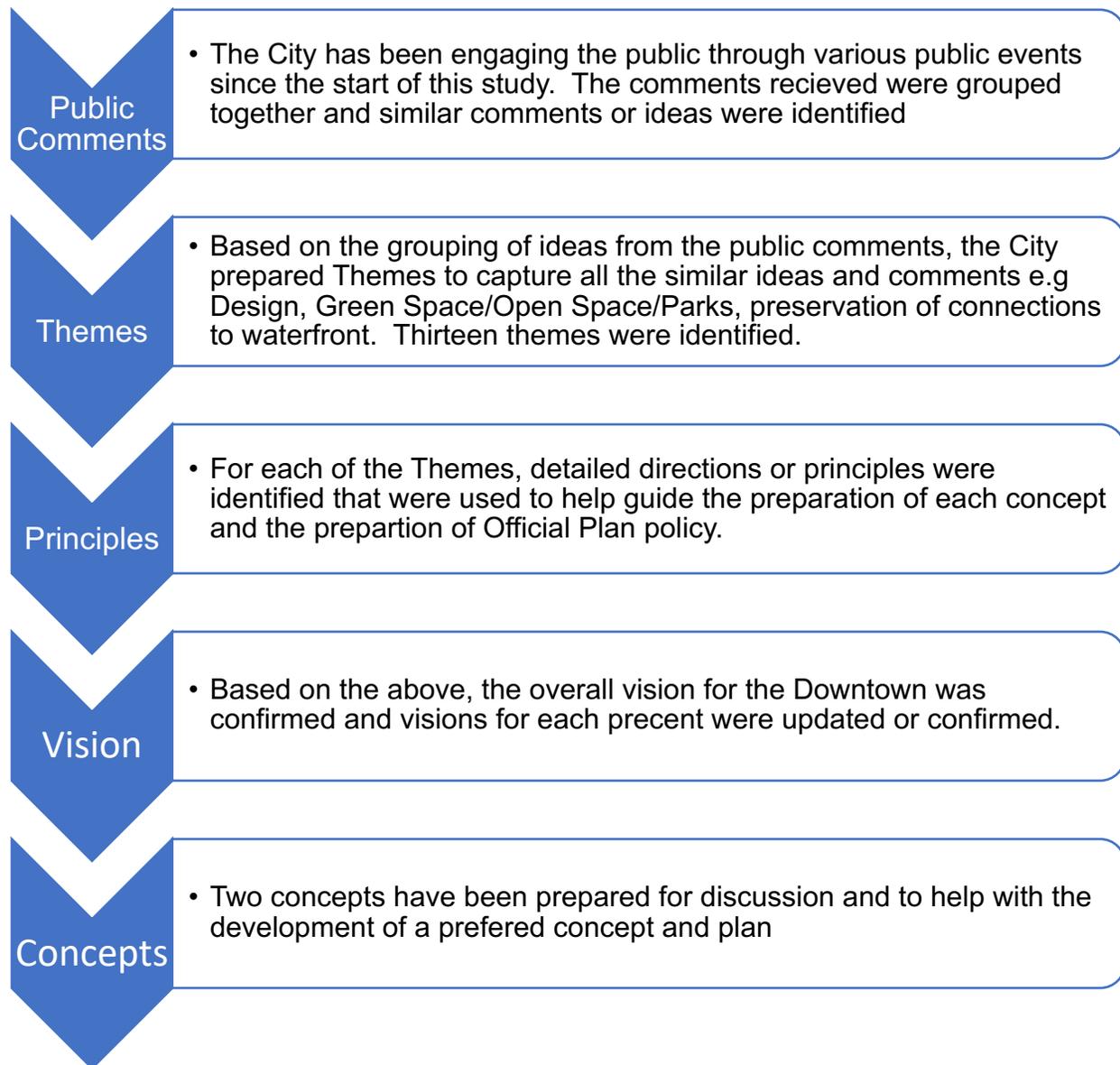


Figure 4: Outline of Concept Development

2.2 What are the Themes and Principles?

The comments heard at the public engagement events were grouped into 13 themes. For each of these themes, a series of Principles were identified. The Principles are action-oriented directions that the City can use to guide change in the Downtown. These Principles were used to confirm the vision for the Downtown and to develop the proposed concepts. The Principles were also used to develop criteria to assist in the

evaluation of concepts. Additionally, the Principles will be used as the basis for new Official Plan policies.

Not all of the Themes and Principles were used to prepare the vision and the two concepts. Some of them are implementation related and will be incorporated into Official Plan policy to implement and guide the ultimate development of the Downtown.

Below details the 13 themes and associated principles.

Theme: Green Space/Open Space/ Parks

Principle 1: Create additional parks, trails and open spaces

Principle 2: Provide opportunities to enhance the urban forest to increase social and environmental health

Theme: Safer, More Useable and Inclusive Public Spaces

Principle 3: Enhance and create safe inclusive public spaces

Theme: Arts, Culture, Events, People & Amenities

Principle 4: Create spaces for year-round activities and festivals

Theme: Walkability: Safer, More & Better Pedestrian Spaces that are Less Car-Centric with More Transit & Cycle Options & Infrastructure

Principle 5: Enhance pedestrian priority areas

Theme: Traffic Congestion

Principle 6: Provide a road network that allows for efficient and safe travel through Downtown Burlington

Theme: Parking

Principle 7: Ensure availability of parking

Theme: Preserving and Encouraging Places to Shop and Work

Principle 8: Enhance and create vibrant places and streetscapes to encourage businesses to locate downtown

Principle 9: Plan for office and other employment opportunities

Principle 10: Protect the Village Square for retail space

Theme: Maintaining the Character of the Downtown/Heritage Preservation

Principle 11: Protect and integrate heritage buildings

Principle 12: Enhance and maintain the “small town” identity of Brant Main Street Precinct

Theme: Preservation of Connections to the Waterfront

Principle 13: Maintain public views of waterfront and pedestrian connections

Theme: Built Form, Height and Neighbourhood Transitions

Principle 14: Maintain low to medium built form on Brant Street

Principle 15: Provide appropriate transition to low rise neighbourhoods

Principle 16: Permit greater heights in northern part of the Downtown

Principle 17: Limit additional tall buildings on Lakeshore Road

Theme: Variety of Housing Options and Affordability

Principle 18: Provide opportunities for a variety of housing options

Theme: Vision

Principle 19: Land use vision provides for cohesive long-term plan

Principle 20: Land use vision is defensible

Theme: Design

Principle 21: Design that fits with the existing built form and provides transitions to the new built form

Principle 22: Encourage sustainable building design

Principle 23: Encourage buildings with interesting architectural design

3 The Concepts



Based on input from the August public engagement events, staff and SGL have simplified the precincts which form the basis of the Schedule D – Land Use – Downtown Urban Centre and prepared two concepts to be explored and discussed through public consultation.

This section of the report details the proposed changes to the precincts (see **Figure 5**), discusses the vision for each precinct, describes the two concepts (see **Figures 10 and 11**) by precinct, and describes the differences or pros and cons of each concept.

3.1 Why are the Precincts being Changed?

The City of Burlington started using the term precinct in the Official Plan adopted through OPA 55 in 2006, to recognize a patchwork of different planning visions for different parts of the Downtown. The Precincts were partly named for heritage-based names, but neither the boundaries nor the names reflected the function or location of the Precincts.

From the public engagement feedback, it was clear that residents saw the Precincts differently. Their focus was on Lakeshore Road and Brant Street and they differentiated Brant Street between north and south of Caroline Street and also north of the schools and Blairholm Avenue.

As part of the re-examination of the Downtown, the Precincts are simplified with a focus on their location and function. **Figure 5** depicts the proposed changes to the Precincts while **Figure 6** shows the existing Precinct boundaries in the 2018 Adopted Schedule D.



Figure 5: Proposed Revised Precincts

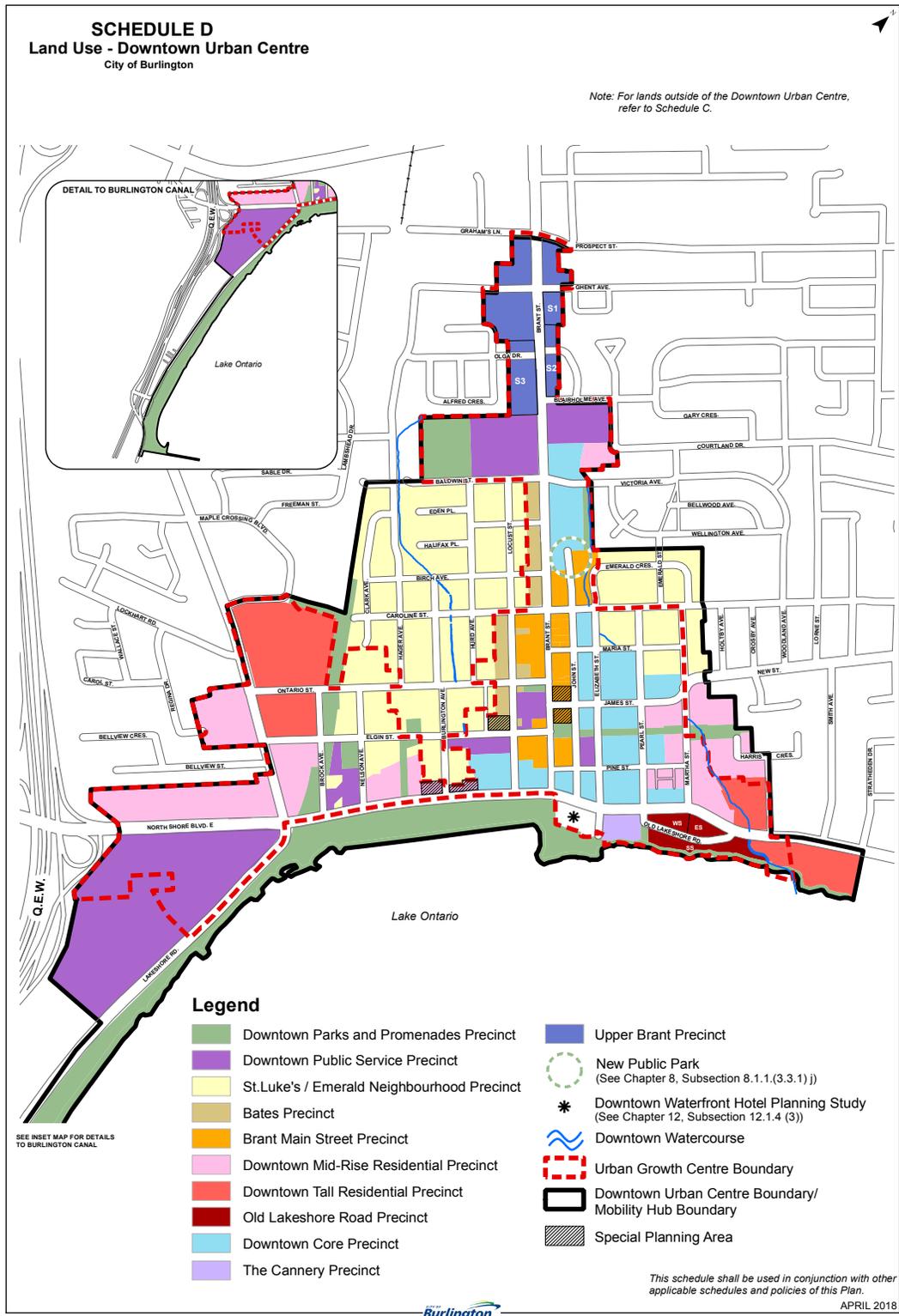


Figure 6: Adopted Official Plan Schedule D – Land Use – Downtown Urban Centre, 2018 showing the existing Precincts

3.2 What Changes are being Proposed to the Precincts?

To simplify the precincts and to better align with their intended function, the precincts are proposed to be changed by:

1. Redefining the Downtown Core Precinct into three new precincts: Lakeshore Mixed-Use; Downtown East Mixed-Use; and Mid Brant Mixed-Use;
2. Focusing the Precincts along Brant and Lakeshore;
3. Renaming precincts to focus on location and function;
4. Revising the visions for each precinct;
5. Referring to “Parks and Promenades” and “Public Service” as land uses; and
6. Adding a new park.

The Downtown Core precinct has been divided into three new precincts - Lakeshore Mixed-Use, Mid Brant Mixed-Use; and Downtown East Mixed-Use. These new Precincts reflect the public feedback related to the uniqueness of each area and the importance of Brant and Lakeshore. In order to incorporate some of the public comments, the visions for each Precinct were re-visited and updated. Some Precincts were re-named to better express the location of the Precinct, its character and function.

Parks and Promenades and Public Service lands are land uses that are located throughout the Downtown and, as such, have been identified by their land use and not as precincts. Finally, based on the comments received, a new park at Brant and Ghent is being proposed as part of the update to Schedule D.

3.3 What is the Vision for the Downtown?

The public’s vision for the Downtown is to provide for a walkable, accessible, vibrant downtown which is similar to that set out in Section 8.1.1 of the Adopted Official Plan. However, the public’s vision also stresses the need to maintain and add new green spaces and trees, while providing additional space for year-round activities and festivals. The character of Brant Street as the ‘retail main street’ of Burlington with its eclectic mix of shops, meeting places and culture will be supported and enhanced. Lakeshore Road as the gateway to the waterfront will be maintained as an important pedestrian precinct to ensure the Downtown’s sense of place is preserved.

3.4 What is the Vision for Each Concept?

While the overall vision for the Downtown remains the same, the two proposed concepts are distinct and provide different ways in which to achieve the overall vision.

The two concepts are based on the revised Precincts. The development of the concepts is not starting from scratch. It was also necessary to take the following factors into account when developing the land use concepts: existing context; other related City policy; Provincial and Regional policy; and the directions given by Council for the re-examination including specifying 2031 as the planning horizon.

Within each Precinct, there is an existing context of built and approved residential towers, office buildings and heritage buildings that is not anticipated to change before 2031 but which influences the character of the precinct. **Figure 7** illustrates the existing and approved built form and building heights that are unlikely to change by 2031 and **Figure 8** identifies the registered and designated heritage buildings. A heritage overlay will be placed on listed and designated buildings within the Precincts to guide the protection of these buildings.

Also influencing the concepts are the existing and designated retail streets along Brant Street, Lakeshore Road, Pine Street and the southern portions of John and Elizabeth Streets as set out in the City's Official Plan as shown in **Figure 9**. Provincial and Regional policy direction also influenced the concepts as the Urban Growth Centre is to be planned as a focal area for investment and population and employment growth.

Concept 1: Low Rise transitioning to Mid Rise – an opportunity for an eclectic Brant Main Street

In addition to the overall Downtown vision, Concept 1 respects the low-rise built form character by permitting only up to 3 storey buildings along Lower Brant and parts of Lakeshore and extends it through Mid Brant. The low-rise permission provides an opportunity for greater number of existing buildings to be maintained along Brant Street, while any new low-rise buildings will allow for greater flexibility in store sizes and unique store fronts, which provides the ability to maintain the eclectic look and feel that creates the unique sense of place of Brant Street. Mid-rise buildings are directed to John Street and taller buildings are directed to precincts north of Caroline Street and within parts of the Downtown East Precinct north of the Elgin Promenade.

When reference is made to categories of buildings (i.e., low-rise) the following summarizes the range of possible building heights for each building type:

- Low-rise: up to 3 storeys
- Low-mid Rise: 4 – 6 storeys
- Mid-rise: 7 – 11 storeys
- Tall: 12 + storeys

Concept 2: Mid Rise – an opportunity for an increased pedestrian realm and open spaces

In addition to the overall Downtown vision, Concept 2 provides for a renewal of the Downtown through a low-mid rise built form along Lower Brant and Mid Brant and mid-rise built form along parts of Lakeshore. This ‘in between’ scale of buildings provides a human scale, walkable public realm that will provide opportunities for future gathering places and open space, through potential additional setbacks and privately owned publicly accessible open spaces (POPS¹) along the vibrant streetscapes. The taller mid-rise buildings allow for wider sidewalks and more open space at the street through greater building setbacks. Taller buildings are directed to precincts north of Caroline Street and within the Downtown East Precinct.

The following **Figures 10 and 11** illustrate the future potential built form in Concepts 1 and 2.

Currently no maximum height is identified for Tall Buildings. Input received through the engagement process will be used to inform the evaluation and confirm a maximum Tall Building height for each Precinct to be included in the preliminary preferred Concept.

¹ Privately Owned Publicly Accessible Open Spaces (POPS) are private spaces that are publicly accessible which are usually developed during the construction phases of high density developments based on municipal planning policy.

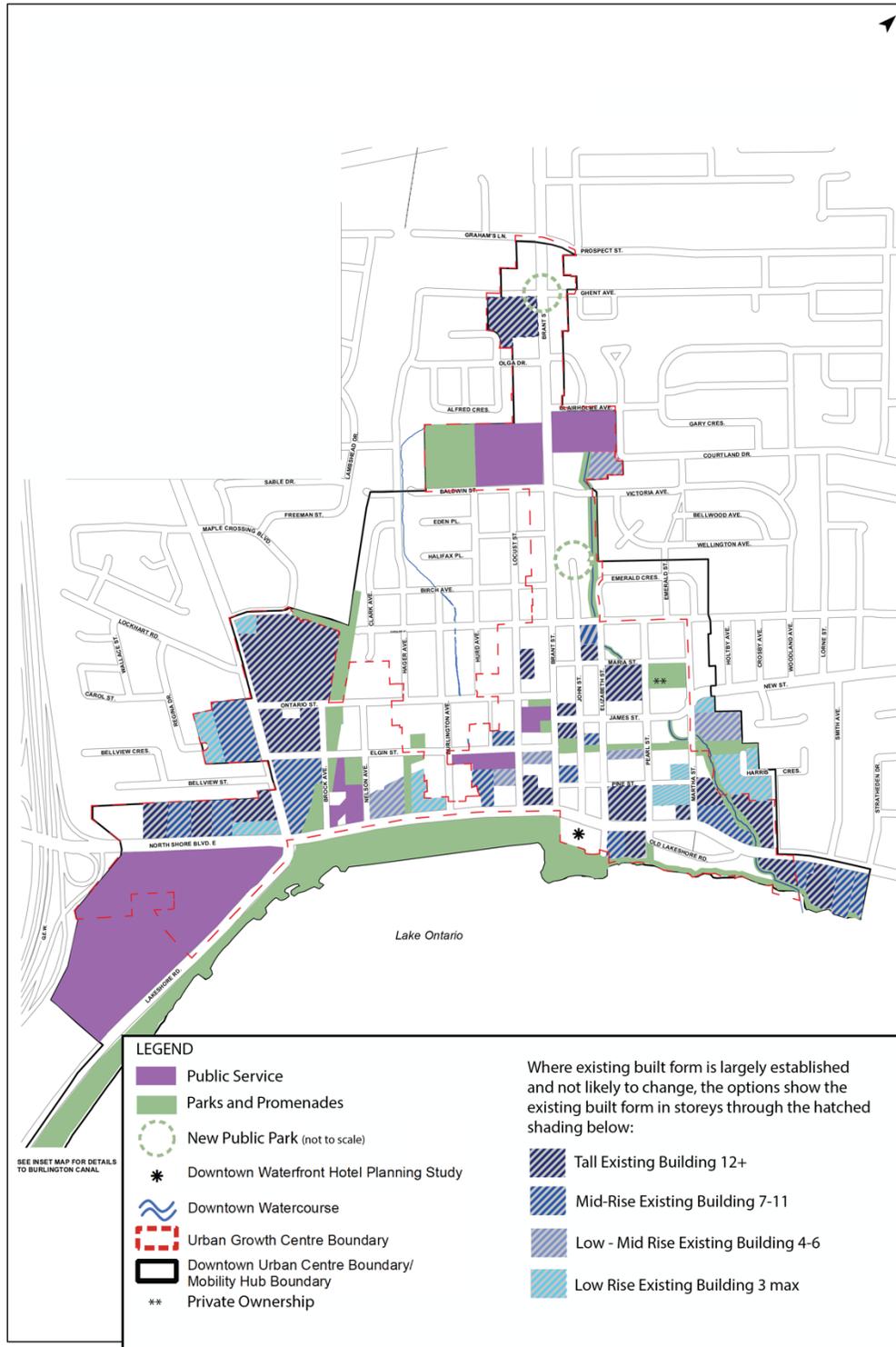


Figure 7: Existing Built and Planned Context

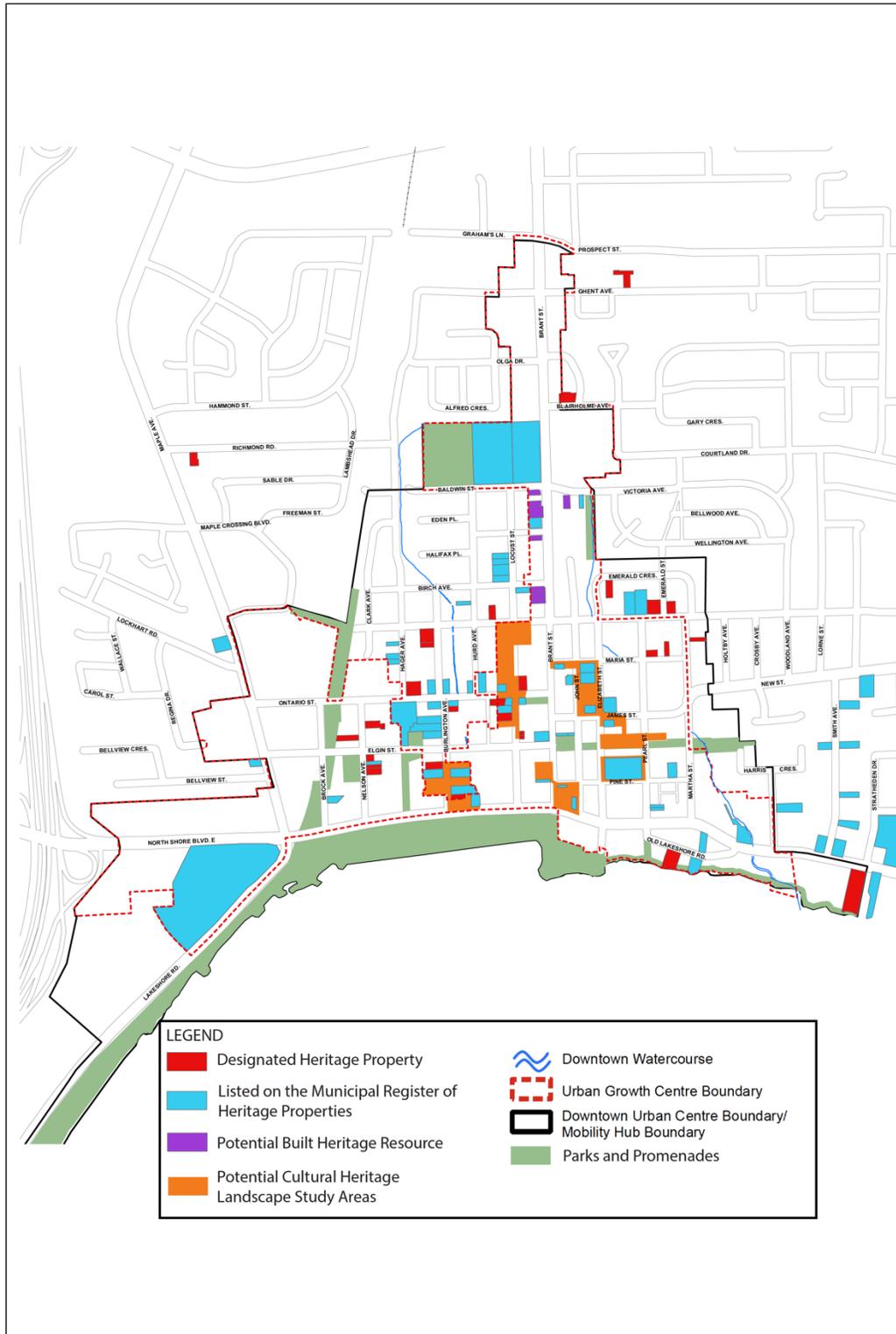


Figure 8: Registered and Designated Heritage Buildings

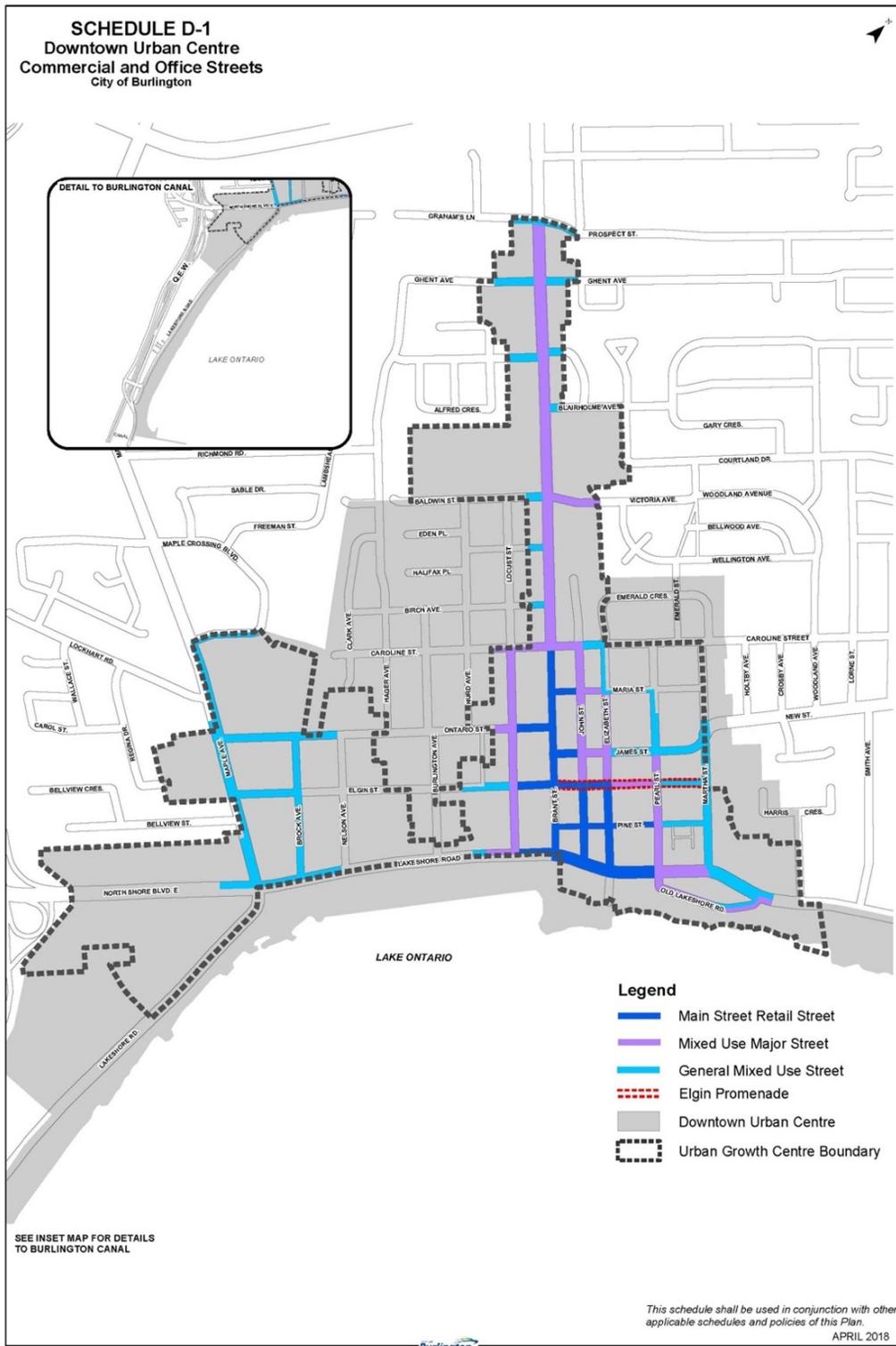


Figure 9: Retail and Mixed-Use Streets, Schedule D-1

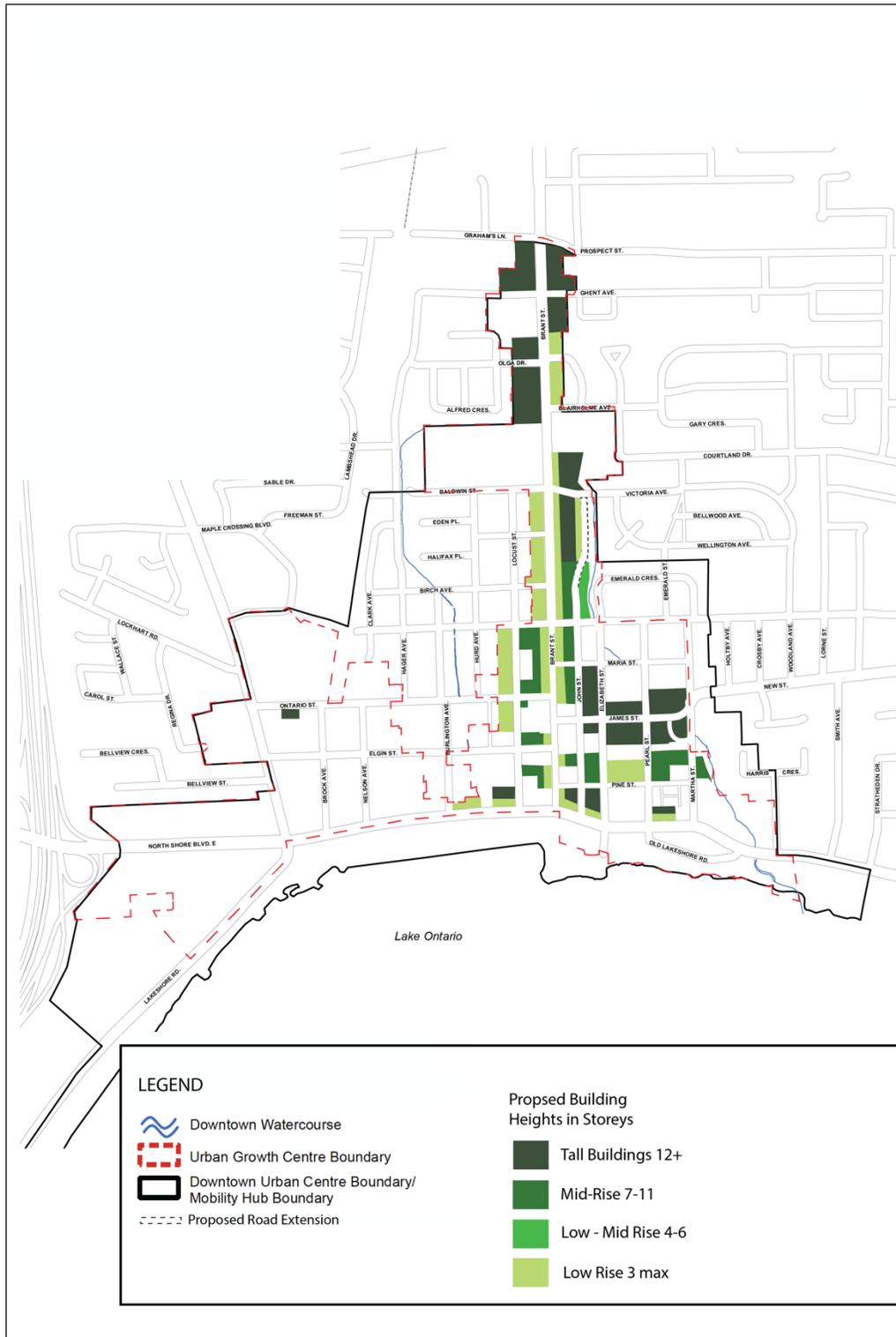


Figure 10: Concept 1 Building Heights

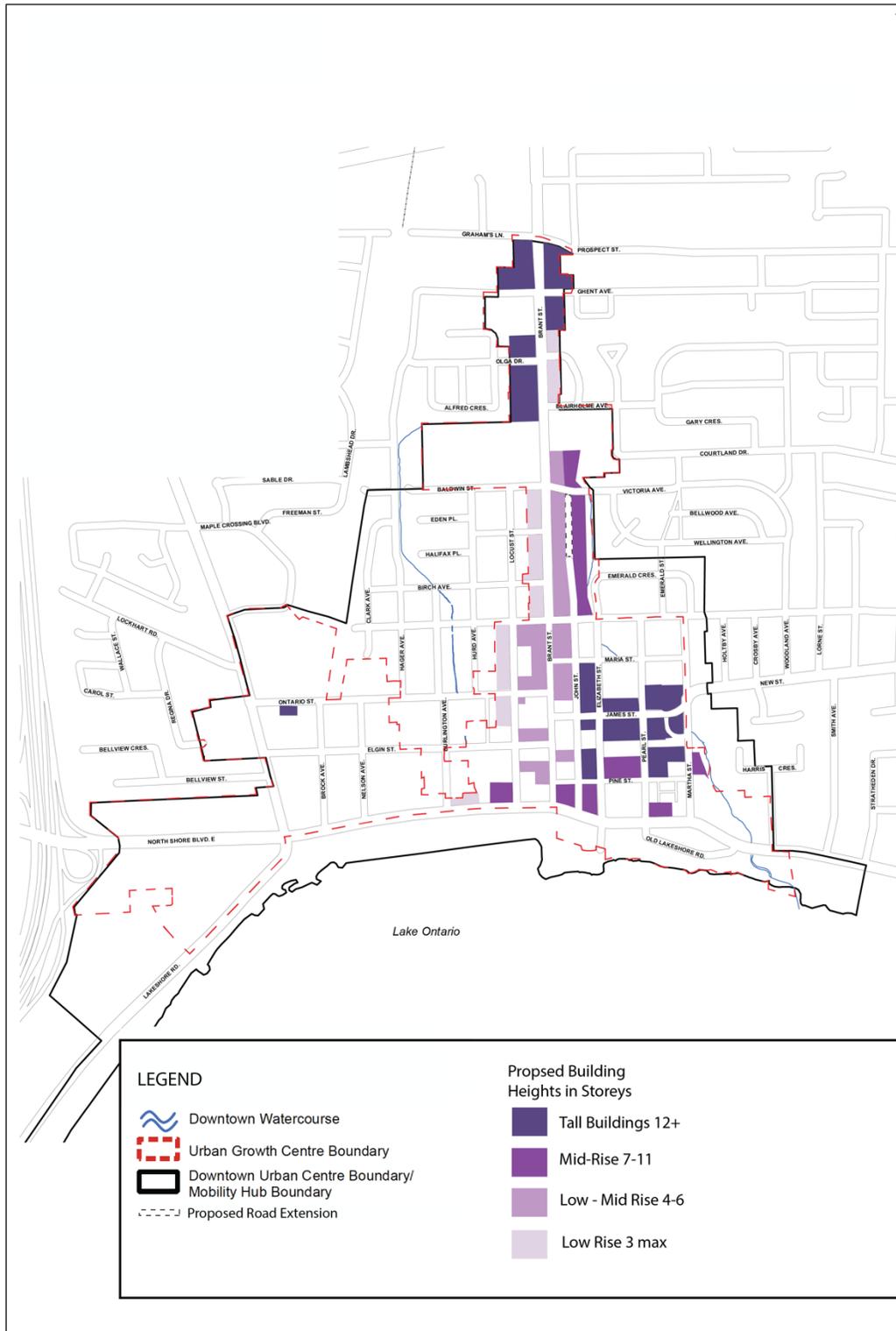


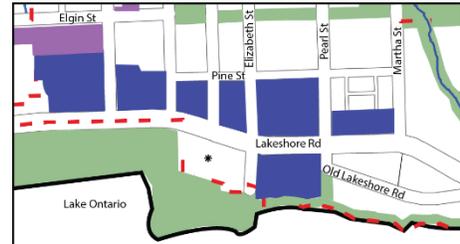
Figure 11: Concept 2 Building Heights

3.5 What is the New Vision and Alternative Concepts for Each Precinct?

This section describes the changes being proposed to the Precinct boundaries, the vision for each Precinct and the two alternative Concepts which seek to achieve the vision for the Precinct.

Lakeshore Precinct

The Lakeshore Precinct is a new precinct which has been created out of the lower section of the previous Downtown Core Precinct in order to highlight the gateway nature of Lakeshore Road.



Vision

The Lakeshore Precinct will serve as the gateway to the Waterfront. This precinct will continue to develop as a priority retail main street particularly on the north side of Lakeshore Road. Permitted uses are primarily retail and service commercial uses on the ground floor with residential uses above. Lakeshore Road is identified as a Pedestrian Priority Street² where the streetscape provides a safe and comfortable environment with Clear Path Zones³ and bump outs⁴ to narrow the distance to cross at key intersections.

The Precinct is largely developed with existing buildings ranging from 12 to 17 storeys on the north side of Lakeshore Road and one approved building of 26 storeys and with one site with permission up to 22 storeys on the south side of Lakeshore Road. Only parts of 4 blocks remain for redevelopment.

² Pedestrian Priority Streets encourage pedestrian use of the space by making walking the easiest form of transportation

³ Clear Path Zones provide an unobstructed and clear path of travel for pedestrians

⁴ Bump outs refer to extending a small width of the sidewalk curb out into the street to slow traffic

Concept 1	Concept 2
<p>On the remaining undeveloped blocks, a low-rise built form character will frame the street.</p> <p>On the east side of Brant Street and north side of Lakeshore, only low-rise buildings will be permitted within the first 20 metres from Brant Street and Lakeshore Road. On the remaining parts of these blocks tall buildings will be permitted</p> <p>Taller buildings will have a “slender” or point tower form with a maximum floor plate of 750m above the first 3 storeys.</p>	<p>On the remaining undeveloped blocks, mid-rise buildings will be permitted.</p> <p>Buildings that are mid-rise will incorporate a 3-storey podium with a minimum 3m setback.</p>

Pros and Cons	Pros and Cons
<p>Differs from the Adopted OP, which permits 12 to 17 storeys, by permitting only low-rise built form adjacent to the street with slender tall buildings being permitted 20 metres back from the street.</p> <p>Maintains existing low rise-built form adjacent to the street and slender towers being set back from the low-rise towers.</p> <p>Only 3 storey buildings permitted within 20 metres of Brant and Lakeshore.</p> <p>Twenty metre depths provide flexibility to maintain existing retail stores or accommodate new retail space.</p> <p>Tall buildings permitted in the back half of the blocks away from Brant / Lakeshore.</p>	<p>Differs from the Adopted OP, which permits 12 to 17 storeys, by lowering the height limit to a maximum of 11 storeys with a 3-storey podium.</p> <p>Creates an opportunity for mid-rise built form by lowering the maximum building height to 11 storeys from 12 to 17 storeys.</p> <p>To accommodate the lower density of mid-rise buildings, only a 3 m podium setback provided instead of the 20 metres.</p> <p>Apartment towers may limit flexibility of retail space due to placement of structural columns.</p> <p>No tall buildings.</p>



The Image above is an example of a 20 m podium setback as proposed for Brant Street and Lakeshore Road



The Image above is an example of a 3 m podium setback which would be allowed by Concept 2 with a mid-rise building height up to 11 storeys



The 3D Model Image above demonstrated a proposed 20 m podium setback as proposed for Brant Street and Lakeshore Road. The view is Lakeshore looking east.



The 3D Model Image above demonstrates a 3 m podium setback which would be allowed by Concept 2 with a mid-rise building height up to 11 storeys. The view is Lakeshore looking east.

Brant Main Street Precinct

Applies to the portion of Brant Street that residents associate with the traditional downtown main street. Residents noted that the portion north of Caroline Street has a different character and it is now part of the Mid Brant Mixed-Use Precinct.

Vision

The Brant Main Street Precinct will serve as a unique destination within the Downtown and City-wide. It will be enhanced as a priority retail main street where the character of small retail shops lining the street is maintained.



Brant Street is identified as a Pedestrian Priority Street where the streetscape provides a safe and comfortable environment with Clear Path Zones and bump outs to narrow the distance to cross at key intersections.

A new large festival square, which is partially completed, will be located on the City parking lot between Brant and John Streets.

Permitted uses are primarily retail and service commercial uses on the ground floor with residential uses above.

Concept 1	Concept 2
<p>Brant Street will have a low-rise built form character.</p>	<p>Brant Street will have a low to mid-rise built form character.</p>
<p>Only low buildings will be permitted within the first 20 m. of Brant Street.</p>	<p>Only low to mid-rise buildings will be permitted.</p>
<p>The remainder of these blocks adjacent to John Street and Locust Street will permit mid-rise buildings.</p>	

Pros and Cons	Pros and Cons
<p>The Concept is most similar to the Adopted OP requiring low rise-built form character at street level but with a greater setback of 20 metres to mid-rise buildings.</p>	<p>Compared to the Adopted OP, this concept permits shorter mid-rise buildings without setbacks.</p>
<p>Maintains a maximum 3 storey low-rise character along Brant Street.</p>	<p>No setback is required resulting in the potential for a 6-storey building to be introduced on Brant street.</p>
<p>Twenty-metre-deep building podiums provide flexibility to maintain existing retail stores or accommodate new retail space.</p>	<p>Apartment towers limit flexibility of retail space due to columns.</p>
<p>Allows mid-rise along John Street and Locust Street.</p>	<p>Permits low to mid-rise buildings.</p>



Image above represents the opportunity for buildings along Brant to be maintained with tall buildings in behind



Image above represent a 6 storey Midrise building, an example of what could be built



The 3D Model Image above demonstrates the opportunity for buildings along Brant to be maintained with tall buildings in behind. The view is Brant and James looking south to the lake.



The 3D Model Image above demonstrates Midrise buildings along Brant. The view is Brant and James looking south to the lake.

Mid Brant Precinct

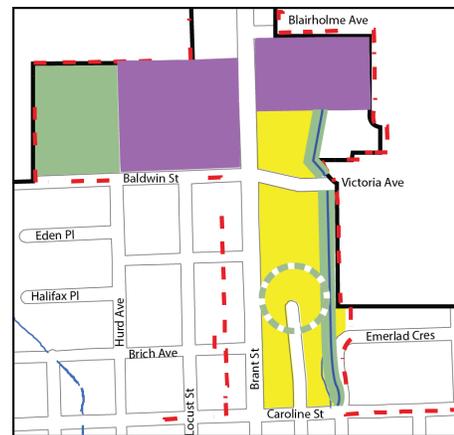
The Mid Brant Precinct is located north of Caroline Street and south of the schools and contains the NoFrills plaza. It was created out of the Brant Main Street Precinct and Downtown Core Precinct of the Adopted OP.

Vision

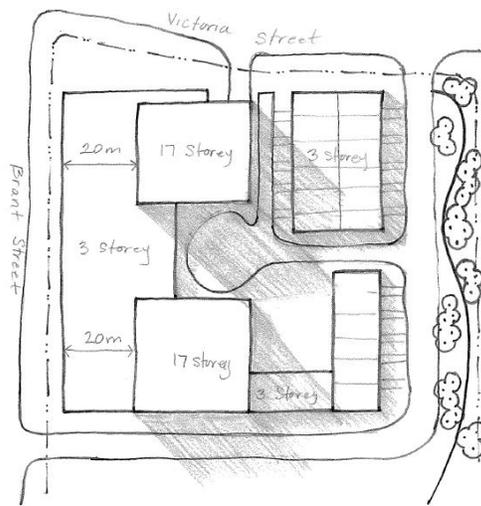
The Mid Brant Precinct will serve as a mixed-use neighbourhood containing a significant amount of retail space including servicing a food store function. The precinct will function as a major retail centre that serves the day-to-day and weekly shopping needs of Downtown residents.

To support a walkable community the entire area must provide an accessible and attractive pedestrian environment with wide sidewalks, and greenway connections to adjacent residential neighbourhoods. Future development will also result in the filling of surface parking lots and the intensification of under-utilized buildings.

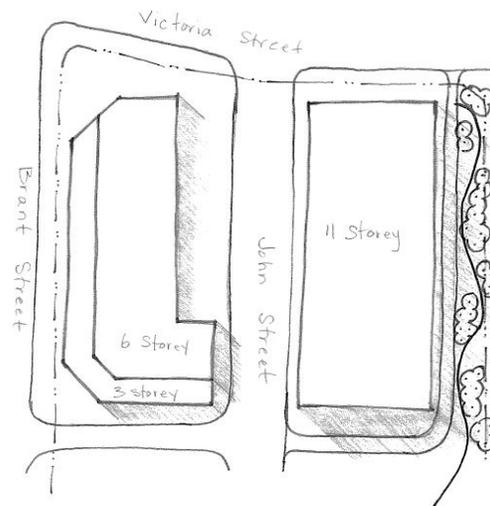
Brant Street will be enhanced as a Pedestrian Priority Street with wide sidewalks, bringing buildings close to the street and small urban squares adjacent to Brant Street. An increased buffer will be provided along Rambo creek with a walking trail along the west side of the Creek. A new public urban park will also be created.



Concept 1	Concept 2
<p>Brant Street frontage will have a low-rise character.</p> <p>The east side will allow for 3 storeys within the first 20 m. Beyond 20m, tall buildings are permitted.</p> <p>A proposed extension of John Street to Victoria is incorporated beside Rambo Creek, which provides increased separation to low-rise neighbourhoods.</p> <p>A step down in height along the west side of the John Street extension will provide a transition from the existing neighborhood.</p>	<p>Brant Street frontage will have a low to mid-rise built form.</p> <p>Adjacent to Brant Street, low to mid-rise built form will be permitted in the first block depth. In the second block depth, mid-rise buildings are permitted.</p> <p>A proposed extension of John Street to Victoria is incorporated in the centre of this precinct.</p> <p>A step down in height along the west side of Rambo Creek will provide a transition to the exiting neighborhood.</p>
Pros and Cons	Pros and Cons
<p>Additional green space and a trail will be required on the west side of the creek.</p> <p>This concept introduces a low-rise character to the Precinct which was not provided for in the Adopted Official Plan.</p> <p>Includes a road extension of John Street to Victoria Avenue and requires transitional step-downs to the neighbouring precinct to the east which was not required previously.</p> <p>Maintains low-rise character on Brant Street.</p> <p>Tall buildings are permitted.</p>	<p>Additional green space and a trail will be required on the west side of the creek.</p> <p>The concept introduces mid-rise buildings to the Precinct.</p> <p>Includes a road extension of John Street to Victoria Avenue and requires transitional step-downs to neighbouring precinct to the east which was not required previously.</p> <p>Allows mid-rise character on Brant Street.</p> <p>As only mid-rise buildings are permitted, the block may not have a variety of built form.</p>



Mid Brant is an area where re-development will likely occur. The Image above shows how 3 storeys are permitted within 20m of Brant and beyond that 17 storeys with a transition to existing residential



Mid Brant is an area where re-development will likely occur. The Image above shows how Mid-rise could be accommodated in this area.



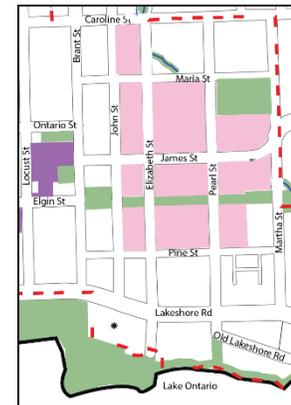
The 3D Model Image above demonstrates the Mid Brant precinct where re-development will likely occur. The Image above shows how 3 storeys are permitted within 20m of Brant and beyond that 17 storeys. The view is at Brant and Caroline looking north.



The 3D Model Image above demonstrates the Mid Brant is an area where re-development will likely occur. The Image above shows how mid-rise is permitted along Brant. The view is at Brant and Caroline looking north.

Downtown East Precinct

The Downtown East Precinct is a new precinct that is made out of a portion of the Adopted Official Plan's Downtown Core Precinct. It is a mixed use Precinct east of the Brant Street corridor and north of Lakeshore. It contains a mix of commercial, office, institutional and residential buildings as well as large parking lots. Existing residential buildings range from recent 3 storey townhouses to tall buildings of up to 18 storeys. The Village Square and the Elgin Promenade are also located within this Precinct.



Vision

The Downtown East Precinct will serve as a pre-eminent destination for major office, post-secondary education institutions and residential uses. The precinct will also be a focus for the provision of public parking.

The character, scale and sense of place of the Village Square area will be maintained and celebrated as a retail destination within this Precinct. Significant office or institutional employment uses will be required in each new development.

Concept 1	Concept 2
<p>South of the Elgin Promenade, mid-rise buildings will be permitted. North of the Elgin Promenade, tall buildings will be permitted.</p> <p>Tall buildings will have a slender form with a maximum floor plate of 750 m. above the first 3 storeys.</p> <p>Village Square will be limited to low-rise buildings.</p> <p>The ground related retail building facades and enclave character of Village Square is to be maintained.</p> <p>A transition of height is required adjacent to the low-rise neighbourhoods.</p>	<p>Tall buildings will be permitted.</p> <p>Tall buildings will have a slender form with a maximum floor plate of 750 m. above the first 3 storeys.</p> <p>Village Square will be limited to mid-rise buildings.</p> <p>The ground related retail building facades and enclave character of Village Square is to be maintained.</p> <p>A transition of height is required adjacent to the low-rise neighbourhoods.</p>

Pros and Cons	Pros and Cons
<p>Differs from the Adopted OP, by requiring mid-rise buildings south of the Elgin Promenade and low-rise buildings only in the Village Square.</p>	<p>Differs from the Adopted OP, by permitting tall buildings throughout with the exception of Village Square which is required to be mid-rise only.</p>
<p>Maintains existing character of Village Square.</p>	<p>Allows for mid-rise buildings in Village Square.</p>
<p>Only allows mid-rise south of Elgin Promenade.</p>	<p>Permits tall buildings throughout the precinct.</p>
<p>Tall buildings are permitted north of Elgin Promenade.</p>	<p>Provides a balance by permitting more tall buildings in this precinct and more mid-rise in other precincts.</p>
<p>Both proposed concepts provide for Village Square to be maintained</p>	<p>Both proposed concepts provide for Village Square to be maintained</p>
<p>Requires tall buildings to be slender and stepped back with a 3-storey podium.</p>	<p>Requires tall buildings to be slender and stepped back with a 3-storey podium.</p>
<p>Taller Buildings financially accommodate Office</p>	<p>Taller Buildings financially accommodate Office</p>



Image of Village Square – permitted to be maintained as part of Concept 1



Image Represents a Mid Rise Mixed Used Residential Building permits 7 to 11 Storeys



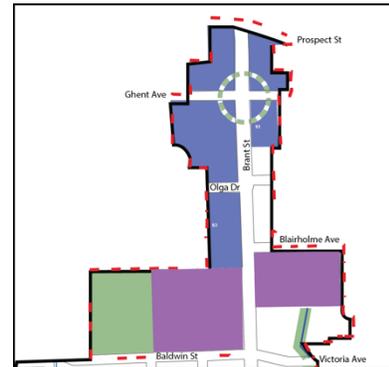
The 3D Model demonstrates 3 storey podiums with slender towers within the Downtown East Precinct. This is a birdseye view overlooking the precinct from the lake.



The 3D Model demonstrates mid-rise within the Downtown East Precinct. This is a birdseye view overlooking the precinct from the lake.

Upper Brant Precinct

This Precinct is located along Brant Street between Prospect Street and Blairholme Avenue and is similar to the Adopted Official Plan. However, the south eastern section referred to as S2 in the Official Plan has been removed and made part of the Neighbourhood Mixed Use Precinct to account for the narrow nature of the area and the desire to create appropriate transitions to established residential neighbourhoods.



Vision

The Upper Brant Precinct will accommodate a variety of building heights proportional to the depth of lots along Brant Street between Prospect Street and Blairholme Avenue. The tallest developments in the Downtown will be located north of Ghent Avenue.

Development will generally achieve a height and density that reflects the precinct's walking distance to higher-order transit at the Burlington GO Station and contribute to the creation of a transit, pedestrian and cycling oriented area.

The area will achieve compatibility with adjacent established residential areas through a transition of heights to the adjacent *low-rise* neighbourhoods. Additionally, a new public urban park will be created along Ghent Avenue.

Other than the changes to the boundary, no change in land use or heights is recommended for this Precinct from the adopted Official Plan.

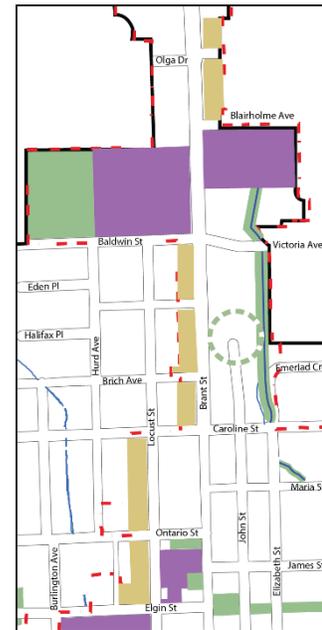
Neighbourhood Mixed Use Precinct

This Precinct was called the Bates Precinct in the 2018 Adopted OP. Lands north of Blairholme Avenue on the east of Brant have also been added to the Precinct. The Neighbourhood Mixed Use Precinct is a narrow precinct that maintains the existing low-rise house form character along the edge of the Urban Growth Centre.

Vision

The precinct provides a transition to the Low-Rise Neighbourhood Precincts to the west and east by maintaining the existing low-rise built form. The existing character of house form buildings will be maintained and adaptive re-use for office, retail and institutional use will be permitted.

It recognizes and conserves the historic character of the Downtown along sections of Brant and Locust Streets.



The Adopted Official Plan’s permission for 3 storeys is maintained. As such, only one concept is put forward for this Precinct.

Old Lakeshore Road Precinct

This area is not being reviewed in the Re-examination so no change from the Adopted Official Plan is recommended.



Low-Rise Neighbourhood Precincts: St. Luke's /Emerald Neighbourhoods

This area is not being reviewed in the Re-examination so no change from the Adopted Official Plan is recommended other than to clarify the function as low-rise neighbourhoods.



Apartment Neighbourhood Precincts

This precinct represents a consolidation of the Mid-Rise Apartment and Tall Apartment Neighbourhood Precincts located in three different areas of the Downtown.

Limited infill development will be permitted within the Apartment Neighbourhoods which reflects the existing context, including the cultural, natural, physical and surrounding built form.



3.6 How Many Units and Employment Would Result from the Concepts and How does this compare to the Market Forecast?

Watson Associates was asked to forecast the number of new residential units and employment that could likely be achieved in the Downtown Urban Growth Centre by 2031 based on current market trends. They forecast a growth of 2,350 new residential units, retail employment of 450 jobs and office / institutional employment of 725 jobs by 2031.

In comparison, we calculated the total amount of retail and office employment and residential units that could result if every possible site shown in **Figures 10 and 11** were redeveloped as modeled in Concepts 1 and 2. As shown in **Table 1**, between 5,700 and 5,855 units could result. In addition, currently approved but unbuilt buildings, buildings under construction, and recently completed buildings will create 1,067 units⁵.

These unit numbers assume that every single property identified in **Figures 10 and 11** are redeveloped at the maximum permitted heights. But this won't happen as the amount of redevelopment that will occur is market dependent.

Table 1 compares the Watson forecast to the maximum possible development in Concepts 1 and 2 and demonstrates that only approximately 23% of the potential units in Concept 1 and 22% of the potential units in Concept 2 will likely be built by 2031.

Table 1: Potential Jobs and Residential Units by Concept

	Retail Jobs	Office/Institutional Jobs	Residential Units
Concept 1	1,440	1,410	5,750
Concept 2	1,675	1,480	5,855
Watson Forecast by 2031	450	725	2,350

The comparison of the two Concepts by Precinct is shown in **Table 2**.

⁵ This analysis relies on the most recent Urban Growth Centre density analysis prepared by City staff in June 2019.

Table 2: Potential Jobs and Residential Units by Precinct and Concept as Modeled

Precincts	Concept 1 Jobs	Concept 2 Jobs	Concept 1 Residential Units	Concept 2 Residential Units
Lakeshore Precinct	230	275	605	515
Brant Main Street Precinct	265	335	745	645
Mid Brant Precinct	410	450	1,050	1,110
Downtown East Precinct	1,425	1,575	1,230	1,465
Upper Brant Precinct	520	520	2,120	2,120

Through A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019, the Province of Ontario requires regions and municipalities to plan to accommodate a certain amount of jobs and population based on the expected population growth in Ontario. The amount of jobs and population a municipality is required to plan for is based in part on the existing and planned transportation infrastructure, the existing connectivity of an area to major urban centres and the environmental restraints (e.g. the Green Belt, bodies of water etc.) impacting an areas ability to grow.

Within the Downtown Urban Growth Centre conforms, the Growth Plan requires a minimum density target of 200 residents and jobs combined per hectare by 2031.

The Downtown Urban Growth Centre is 104.6 ha⁶. The 2016 population in the Downtown Urban Growth Centre was 9,217⁷ and employment in 2016 was 7,162⁸. Recently completed projects and those under construction such as Bridgewater and Saxony total an additional 335 units plus commercial and office space, which results in a further 2,068 persons and jobs. Those projects that are approved but not yet built

⁶ Based on the Halton Region Official Plan and the City of Burlington Adopted New Official Plan.

⁷ Based on 2011 Statistics Canada custom data set plus Statistics Canada population growth by Dissemination Areas (2011-2016) which includes the UGC and portions of adjacent neighbourhoods. This assumes that all new growth over the 2011-2016 timeframe occurred in the UGC.

⁸ Based on Halton Region 2016 Employment Survey.

total an additional 732 units plus commercial space, which equals a further 1,225 people and jobs.

The Watson market forecast anticipates a further 1,280 units beyond those recently completed, under construction and approved will be developed by 2031, plus a further 570 commercial and office jobs.

Based on the 2016 population and employment, recently completed buildings, buildings under construction, approved buildings and market forecasts until 2031, the Downtown Burlington Urban Growth Centre could achieve a density of 213 residents and jobs per hectare by 2031.

The key for this study is understanding the market forecast of 2,350 new units and nearly 1,200 jobs by 2031 and where to accommodate them in the Downtown Urban Growth Centre in a desirable built form.

The Downtown Urban Growth Centre is envisioned as a place where public service, institutional, office, retail and commercial jobs are found, and additional job opportunities are created through mixed-use development.

4 How Will the Concepts be Evaluated?



Based on the Principles developed from the public engagement events, criteria and measures have been developed for each Principle. These criteria and measures will be used to evaluate the two concepts. The criteria and measures are listed under each of the Principles below.

Some of the Principles relate to implementation actions by the City or developers. These Principles will be reflected in the Official Plan policies and /or inform the later exercise of developing urban design guidelines to ensure implementation occurs appropriately. In the list below, these Principles are noted as “No evaluation – informs policy” or “no evaluation - informs basis for design guidelines”. Some of the Principles also relate to the overall vision for the Downtown and are identified as “No evaluation – informs basis for concepts and policies”.

Principle 1: Create additional parks, trails and open spaces

Criteria: Ability to create new parks

Measures: Parkland, trails or open space can be created through development

Principle 2: Provide opportunities to enhance the urban forest

No evaluation – informs policy

Principle 3: Enhance and create safe inclusive public spaces

Criteria: Ability to enhance and create safe and inclusive public gathering places

Measures: Ability to create urban squares and/or parkettes

Ability of built form to ensure “eyes on the street”

Principle 4: Create spaces for year-round activities and festivals in the public and private realms

No evaluation – informs policy

Principle 5: Enhance pedestrian priority areas

Criteria: Pedestrian connectivity is provided to a variety of uses

Measures: Opportunity to create additional trails are created

Land uses that activate the streetscape

Built form that creates a comfortable and safe environment (sun, shadow, wind, eyes on the street)

Criteria: Improve walkability of the Downtown

Measures: Potential to enhance streetscape

Ability to attract at grade commercial uses

Potential to increase size of pedestrian realm on City streets

Ability of proposed land use to create destinations to encourage walking and cycling

Principle 6: Provide a road network that allows for efficient and safe travel through Downtown Burlington

Criteria: Capacity of the road network

Measures: Road and intersection capacity analysis

Principle 7: Ensure availability of parking

No evaluation – informs policy

Principle 8: Enhance and create vibrant places and streetscapes to encourage businesses to locate downtown

Criteria: Concepts maintained to enhance retail main streets

Measures: Commercial spaces are required at street level

Opportunity to maintain and encourage eclectic retail stores

Land use promotes active at grade building fronts

Criteria: Land uses adjacent to retail areas provide connectivity to storefronts

Measures: Built form allows for wider sidewalks and connection to bike lanes and trails

Criteria: A variety of retail space sizes and built forms are permitted

Measures: Dedicated commercial spaces are provided for (ex: Village square)

A variety of spaces/land uses area provided for (small, medium, Large commercial/retail)

The retail function of Mid-Brant is maintained

Principle 9: Plan for office and other employment opportunities

Criteria: Provide a range of employment opportunities

Measures: Appropriate mix of uses to create employment opportunities

Ability to incorporate stand-alone employment buildings, and mixed-use buildings

Principle 10: Protect the Village Square for retail space

No evaluation – informs policy

Principle 11: Protect and integrate heritage buildings

Criteria: Heritage resources are protected

Measures: Land uses conserve listed and designated heritage buildings

Land uses allow for the incorporation of heritage buildings

Criteria: Potential enhancement of Cultural Heritage

Measures: Opportunities are provided through proposed land use to enhancement heritage buildings

Feasibility of enhancements

Principle 12: Enhance and maintain the “small town” identity of Brant Main

Street Precinct

Criteria: The character elements of Brant Street are maintained

Measures: Low rise at street level is maintained (ex: building podiums with setbacks)

Street level retail is protected

Built forms that reduce shadows and wind tunnels are provided

Room for street trees and street furniture is maintained

Streetscape allows for spaces to sit and gather

Principle 13: Maintain public views of waterfront and pedestrian connections

Criteria: Public views of the waterfront are maintained

Measures: Built form protects existing waterfront views from the public realm

Principle 14: Maintain low to mid-rise built form on Brant Street

Criteria: The built form on Brant Street maintains low to mid-rise height.

Measures: Market feasibility of low to mid-rise heights.

Principle 15: Provide appropriate transition to low rise neighbourhoods

Criteria: Surrounding Land Use impact

Measures: Ability to Respect Existing Physical Character⁹

Provides appropriate transitions to surrounding low rise residential areas

Enhances Existing Character of surrounding land use

Criteria: Integration with adjacent built form and uses

Measures: Ability to integrate with adjacent buildings and neighbourhoods.

Ability to provide for a compatible transition to existing residential areas.

Principle 16: Permit greater heights in northern part of the Downtown

Criteria: Greater heights are permitted in northern part of the Downtown

Measures: Location of highest heights

Principle 17: Limit additional tall buildings on Lakeshore Road

Criteria: Additional tall buildings are limited on Lakeshore Road

⁹ Physical Character is defined in the adopted Official Plan as “The distinctive qualities within a physical area which are defined by elements such as: scale, massing, vegetation, topography, lotting pattern, colour, texture, material and the relation between structures, spaces and landforms”.

Measures: Permitted heights on Lakeshore Road

Principle 18: Provide opportunities for a variety of housing options

Criteria: Provide for Housing Choice

Measures: Land use permits a mix of housing units in each precinct – including family housing

Economic viability of family housing

Ability to attract for rental housing

Principle 19: Land use vision provides for cohesive long-term plan

No evaluation – informs basis for concepts and policies

Principle 20: Land use vision is defensible

Criteria: Land use plan is defensible

Measures: Land use plan meets the policy requirements of the Province and the Region

Existing and approved buildings have been considered as part of the proposed built form and heights.

Criteria: Land Use Concept is economically viable

Measures: Assessment of economic viability and potential economic impacts

Principle 21: Design that fits with the existing built form and provides transitions to the new built form

No evaluation – informs policy and basis for design guidelines

Principle 22: Encourage sustainable building design

No evaluation – informs basis for design guidelines

Principle 23: Encourage buildings with interesting architectural design that improves the quality and modernity of Downtown

No evaluation – informs basis for design guidelines

Based on these proposed measures and feedback received from the public consultations, an evaluation matrix will be prepared to document the evaluation of the Concepts against each criterion. An evaluation chart (the matrix) will document how each Concept addresses each measures or criterion. The matrix will identify which Concept is preferred for each criterion. In some cases, both Concepts may equally meet the criterion and will show as such on the matrix. The final recommended Concept may be a hybrid of Concepts 1 and 2.

The criteria included within the matrix will be assessed through input received from the public as well as background and technical analysis by the consulting team.

The matrix will be used as input into the development of a preliminary preferred Concept Plan and proposed Official Plan policies to be recommended to Council.

5 Connections to Other Studies and Projects



5.1 Supporting Background Studies

Several background studies are being completed to help guide the development and evaluation of the proposed Land Use Plan and the proposed policy changes to the 2018 Adopted Official Plan.

Some studies have been completed and some are currently underway. Those underway will be used to evaluate the Concepts and / or assess the preliminary preferred Concept Plan for the Downtown. From these background studies, a recommended Concept Plan will be prepared.

The following background studies are being conducted:

⇒ Transportation Study

The transportation study is reviewed to identify if there is capacity for additional population densities in the Downtown and if there are any gaps that need to be addressed. The transportation study, being conducted by Cima, shows that based on the current and proposed applications there is transportation capacity for additional density in the Downtown.

⇒ Functional Servicing Report

The Functional Servicing Report, being written by Wood Consulting, looks at how much additional development the Downtown can handle while meeting storm water, wastewater and water needs and identifies any gaps in the system that need to be addressed.

⇒ Cultural Heritage Study

The Cultural Heritage Study for the Downtown, by ASI Cultural Heritage Services, was completed in May 2019. The Cultural Heritage Study provides recommendations on which cultural heritage resources, landscapes, and properties should be protected through land use and Official Plan policies. Suggestions on what should be included in Official Plan policies to best protect these resources are also provided within the report.

⇒ Market Analysis

The Market Analysis Study was completed by NBLC for the Mobility Hubs study in August 2017. An addendum update was completed in July 2019 for the purposes of the Re-examination. The Study evaluated residential and non-residential development trends based on current and projected long-term market including assessment of marketable uses, built-forms and densities. The study found that the attractiveness of the Downtown as a destination for residential apartments should continue, particularly as affordability in the home ownership market continues to erode.

The demand for office space is likely to increase but the rental rates for new office investment do not yet support stand-alone office building construction.

The study also found that mid-rise residential apartment buildings as low as 6 to 8 storeys are financially viable but adding ground floor commercial space reduces the feasibility particularly when adding office space. In order to provide just one floor of office space, a minimum 11 storey building is required to be financially viable. Further the study found that mid-rise buildings could drive unit prices higher to compensate for lower density, reduce potential for rental housing and delay investment.

⇒ Natural Heritage

The Environmental Impact Study, written by Dillon consulting, looks at natural heritage features, the aquatic environment and species at risk in the downtown. It conducts an impact assessment and recommends mitigation and enhancement opportunities that will influence policy. The draft report has identified a natural heritage system boundary that is reflected in the concept plans.

⇒ Fiscal Impact

A fiscal impact analysis will be undertaken to assess the two Concept Plans. An updated Fiscal Impact Analysis will further be undertaken of the preliminary preferred Concept Plan.

⇒ Flood Study Area

The Flood Study Area report, currently being prepared by Wood Consulting will identify areas within the Downtown that are at risk for flooding and what can be done to reduce flooding risks in the Downtown. Based on these

recommendations policies and mapping will be developed to address flooding risks.

⇒ Wind Shadow Study

The City of Burlington is currently undertaking a wind and shadow study to understand how the proposed built forms will impact shadows and wind levels at street level. Sunshine and wind are two important factors that influence our level of comfort and well-being when we're outdoors. As cities grow and new buildings are built, the size, shape, and articulation of these new buildings influence the amount of sunshine available at different times of the day, and change the patterns and speeds of air flow through the urban environment. This study investigates the best approaches for the City of Burlington to assess the expected impact of new buildings and developments on sun and wind, with an aim to maintain the high level of comfort and well-being currently enjoyed by its citizens and visitors. The findings of this study will be used in the evaluation of the Concepts as well as in policy recommendations for the Official Plan and will be delivered to Council in early 2020.

5.2 3D Modelling

3D modeling of the built form Concepts 1 and 2 have been developed to provide visualizations of what could be built based on the massing, height and building podium ideas set out in the two built form concepts. For detailed information on what has been modeled and the model limitations please see **Appendix A**.

5.3 Interim Control Bylaw Status

The Interim Control Bylaw Land Use Study is underway. It is expected that findings from this study will be delivered to Council in early 2020. The two projects have overlapping study areas and the findings from the Interim Control Bylaw Land Use Study may inform this study.

6 Next Steps



Following the release of this report, public consultations will take place to receive comments on the changes to the precincts and the two concepts.

Public comments, revised technical studies and the criteria outline in **Section 4** of this report will be used to develop a final recommended land use concept to update Schedule D of the Official Plan along with accompany policies. The recommended land use plan will be brought forward to Council in January 2020 to seek approval to proceed with this concept. Technical work will then be completed for the approved concept and modifications to the Adopted Official Plan policies for the Downtown will be made. The modifications to the Adopted Official Plan policies for Downtown will then be presented to the public at a Statutory Public Meeting. Following the public meeting, the modified Adopted Official Plan policies will be presented to Council for endorsement. Upon adoption, the modifications will be sent to Halton Region for final approval and the public will be informed of the Region's final decision.

Following the October 23rd Action Lab, the following next steps will take place:

- Review and summarization of the comments received from the October engagement;
- preparation of the evaluation matrix and the assessment of the Concepts;
- selection of a preliminary preferred Concept Plan based on the results of the evaluation;
- finalizing of background studies; and
- presentation of Concepts and the Preliminary Preferred Concept to Council which will include the findings from the October engagement and additional opportunity to provide input.

Appendix A: 3D Model Technical Assumptions



Built Form Concept Models

These two models show a possible built form outcome through two built form concepts.

The vision and built form concepts for the Downtown are based on the findings of public consultation, technical reports and, best planning practices. The two built form concepts represent two ways in which the identified vision for Downtown can be executed. The model massing was further guided by in force design guidelines such as the Mid-rise guidelines, Tall Building Guidelines and the Streetscape Design Guidelines.

The Principles and Criteria identified through the previous round of public consultation will be used to evaluate the two concept model's ability to execute the vision for the downtown and the likelihood of each built form concept in succeeding in meeting each of the criteria outlined through consultation. Below is a list of assumption and limitations to consider when reviewing this model.

These models are conceptual in nature and represent a demonstration of how the downtown could look if every property were to be redevelop to the full permissions identified by Concept 1 and Concept 2. However, this is highly unlikely due to various site constraints and market conditions.

What has been modelled

- The modelled sites were selected based on likelihood of redevelopment in the future. For example: sites that have been recently developed are not expected to be redeveloped in the future and were not included in the model.
- Applications submitted in the study area that are not yet approved have not been reflected in the model.
- The initial building footprints for the modelled buildings were initially designed based on best practices and design principles.
- The massing was then modelled based on Adopted Official Plan polices and with design guidelines applied to them.
- This model does not guarantee that a given site will be developed or promise a certain future, but a possible future based on generalized policy and design guidelines and buildout.

Model Limitations

- Future and site based technical information was not considered in the modeling of individual sites
- Constraints were not considered on a site by site basis
- Heritage has not been considered in the massing of the model. In the event of a site-specific development application, heritage and any other constraint or issue would be considered as part of a site-specific development application guided by Official Plan policies the Planning Act and the Heritage Act.



Planning & Design Inc.

1547 Bloor Street West
Toronto, Ontario
M6P 1A5
416-923-6630
info@sglplanning.ca