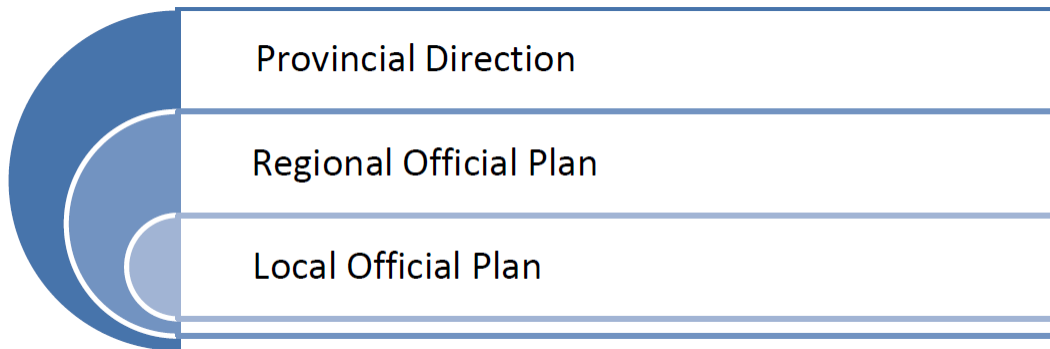


# Interim Control By-law Land Use Study

Community Planning, Regulation and Mobility Committee  
January 14, 2020



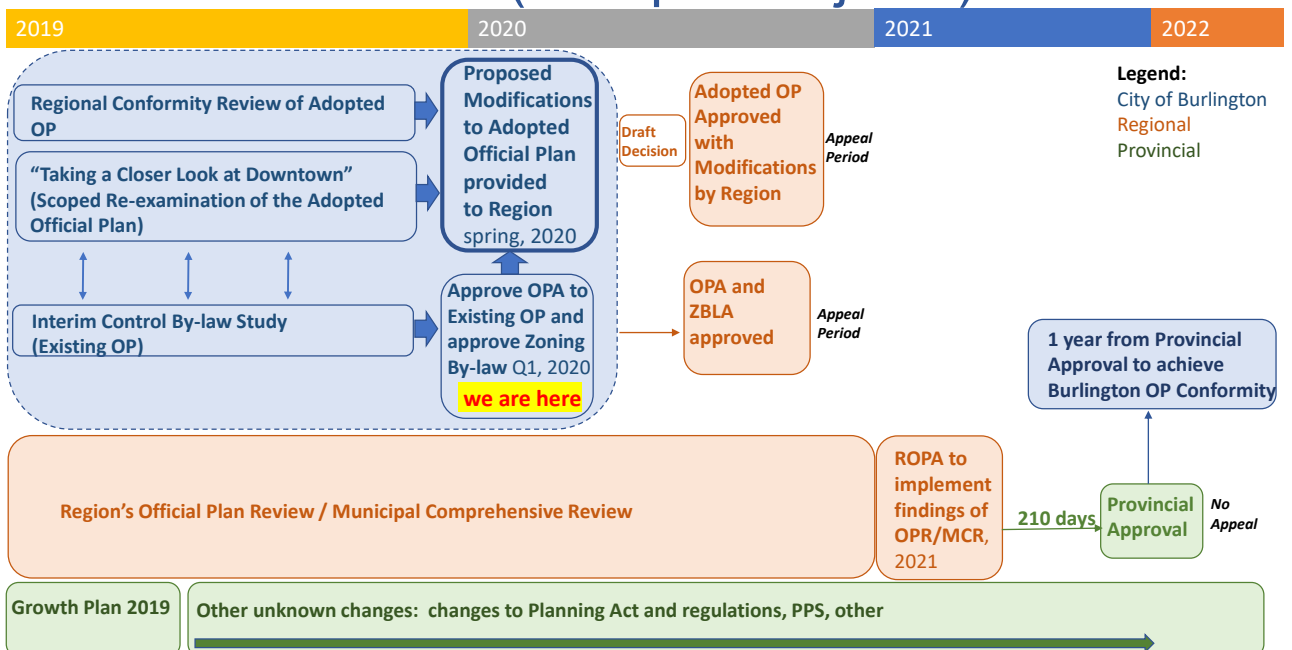
## Policy Framework for the ICBL Land Use Study



# Policy Framework for the ICBL Land Use Study

Designation	Document	Process to modify / Decision Maker
Urban Growth Centre	A Place to Grow: Growth Plan for the Greater Golden Horseshoe; Legislation; Defined and mapped in Regional Official Plan.	Province amend Provincial Plan, amend Regional Official Plan
Major Transit Station Area	Defined in A Place to Grow: Growth Plan for the Greater Golden Horseshoe; Defined and mapped in Regional Official Plan	Province: Definition modification Regional Official Plan Review: Mapping
Mobility Hub	Defined and mapped in Regional Official Plan	Regional Official Plan Review: Definition and Mapping

## Process Timelines (Multiple Projects)



# Study Purpose and Scope

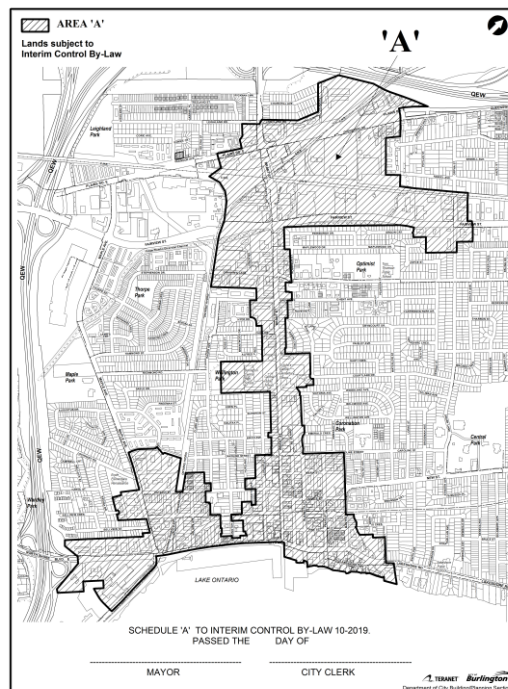
## In Scope:

1. Assess the role and function of the downtown bus terminal and the Burlington GO Station as Major Transit Station Areas, including assessing the existing and long range planned transit service for the Study Area and the connections between the two respective MTSAs;
2. Examine the planning structure, land use mix and intensity for lands in the Study Area; and
3. Update the Official Plan and Zoning By-law regulations, as needed.

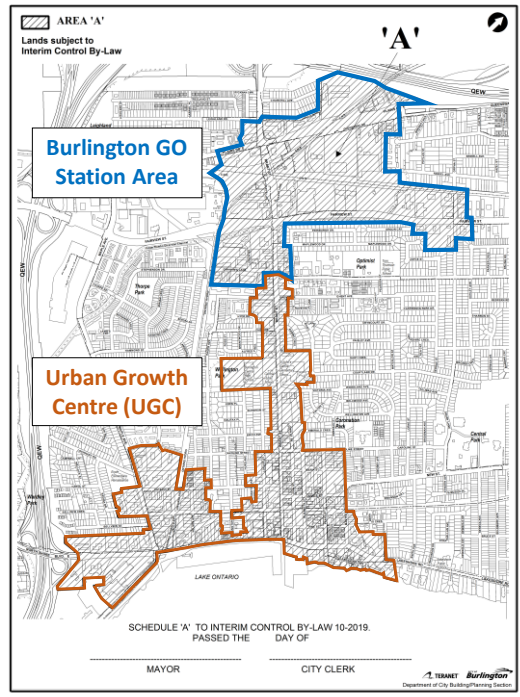
## Out of Scope:

- Proposing changes to Provincial and Regional designations (e.g. Urban Growth Centre, Major Transit Station Area, Mobility Hubs)

## Study Area



# Study Area



## City of Burlington Interim Control By-Law Land Use Study

Statutory Public Meeting  
January 14<sup>th</sup>, 2020



## ICLB Land Use Study

Study report addresses the following:

1. Role and function of Downtown John Street Bus Terminal and Burlington GO Station
2. Examination of planning structure, land use mix and intensity for lands in the Study Area
3. Official Plan and zoning recommendations



CITY OF BURLINGTON

Interim Control By-Law Land Use Study

December 2019



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# Summary of Key Conclusions

## What is a Major Transit Station Area (MTSA)?

- Defined by the Province as:

“The area including and around any existing or planned *higher order transit* station or stop within a settlement area; or the area including and around a major bus depot in an urban core. Major transit station areas generally are defined as the area within an approximate 500 to 800 metre radius of a transit station, representing a 10 minute walk.”

## Burlington GO Station Role and Function

- Burlington GO Station area is a Major Transit Station Area from both a **policy** and **operational** perspective
- Regionally important transit function
- GO service improvements will increase level of service through RER
- Lands around Burlington GO have an opportunity for future intensification to support the function of the station



Burlington GO Station

## Downtown Burlington Bus Terminal Role and Function

- John Street Bus Terminal functions as a relatively important transfer point in the context of the City's system
- City-wide important transit function
- From a **policy** perspective, there is a strong basis for identifying the area around the station as an MTSA
- Supports the Downtown UGC



*Downtown Burlington John Street Bus Terminal*

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## Not all MTSA's are equal

- There is hierarchy for transit services
- Hierarchy coincides with the intensity of development required to support the services
- Accordingly, services in dedicated rights of way, such as subways, LRTs and commuter rail systems have higher density targets than bus services operating in mixed traffic
- Both Burlington GO and John Street Terminal are considered to be MTSA's with different functions



*Burlington GO Station*

## How well does current planning framework align with the transit function for Burlington GO and Downtown John Street Terminal?

- The City's current in-force Official Plan is generally supportive of the transit function for the Downtown and Burlington GO MTSA
- There are a number of opportunities to strengthen and align the policies with the latest Provincial and Regional policies
- There is a need to recognize the different functions of each MTSA

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## There are number of on-going initiatives which once implemented will help to strengthen the Official Plan

- Completion and endorsement of Scoped Re-examination of the Downtown (as part of the new Official Plan)
- Approval of the new Official Plan
- Completion, adoption and approval of an Area Specific Plan for Burlington GO Station Area MTSA
- Completion of Halton Region's MCR process



*Downtown Burlington Waterfront*

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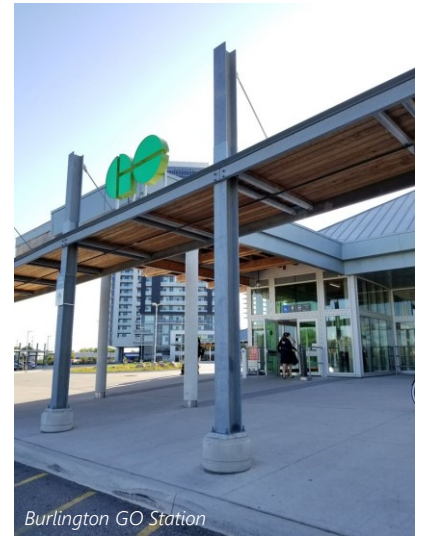
## In the interim, there is a need to implement a number of measures to guide growth and development in the Study Area

- Until the new Official Plan comes into force and effect and the Area Specific Plan process is completed, there is a need to implement a number of interim-measures to guide growth and development in the Study Area, including:
  - Updates to the current in-force Official Plan; and,
  - Modifications to the Zoning by-law.

# Summary of Key Policy and Zoning Recommendations

## Summary of Key Policy and Zoning Recommendations

- Summary of key Official Plan recommendations are organized around the Official Plan Structure:
  - Part I Policy Framework
  - Part II Functional Policies
  - Part III Land Use Policies
  - Part VIII Definitions



Burlington GO Station

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## Part I: Policy Framework

- This section of the Official Plan provides strategic guidance on the overall vision for the City
- This part of the Official Plan should be updated to introduce and establish the Major Transit Station Area concept and establish the need for transit supportive development



Example of transit oriented development

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## Part II: Functional Policies

- Functional policies of the OP provide the principles, objectives and policies which apply across the City, regardless of the specific land use designation
- The functional policies of the OP should be strengthened to include:
  - Recognition of the relationship between land use and transit
  - Identification of the elements that make development transit supportive (including built form, urban design, densities, and mix of land uses)
  - Importance of planning for complete communities

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## Part III: Land Use Policies (Urban Planning Area)

- This part of the plan is currently silent on the location, role and function of MTSAs. This section should be updated to reflect the current MTSA typology recognizing the different functions within the City's context, including:
  1. MTSAs along Priority Transit Corridors (Burlington GO and Appleby GO)
  2. MTSAs with higher order transit but not part of a the Priority Transit Corridor designation (Aldershot GO)
  3. MTSAs not located on a Priority Transit Corridor nor serviced by higher order transit (Downtown Burlington bus Terminal)
- Provide context guidance for planning around transit based on the appropriate typology

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## Part III: Land Use Policies (cont.)

- Consider strengthening the connection between Burlington's MTSA's



Transit signal priority on Brant St north of the Downtown to improve transit reliability and transit times



Exploring potential for dedicated HOV and/or queue jump lanes when approaching Burlington GO Station



Introducing additional comfort shelters

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## Part III: Land Use Policies (cont.)

- **Downtown Burlington MTSA:**
  - Current OP is silent on role/function of Downtown MTSA
  - Add policy describing role and function of the Downtown Burlington bus terminal as an intercity bus transfer point
  - Recognized as a Mobility Hub in the Halton Region OP and an MTSA in the Growth Plan
  - Given its location within the UGC, the lands within the MTSA should be planned to contribute to the 200 ppl + jobs combined/hectare that the UGC is planned to achieve by 2031.
  - Given the limited function of the Downtown John Street Bus Terminal, the MTSA is not expected to be a significant driver for intensification beyond that which is required by the Downtown UGC; and,
  - Detailed OP policies are needed to identify the appropriate mix of land use, planned density, built form and character of the MTSA and Urban Growth Centre.

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## Part III: Land Use Policies (cont.)

- **Burlington GO MTSA**

- The in force OP is silent on the role and function of the Burlington GO MTSA
- Policies should be added to clearly articulate the role and function as it relates to ability to accommodate growth, mix of land use, planned densities, built form and character
- Area specific planning work will confirm the appropriate mix of uses, densities, built form and character



*Burlington GO Station Area and surrounding development*

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## Part III: Land Use Policies (cont.)

- **Burlington GO MTSA (cont.)**

- In absence of an Area Specific Plan for Burlington GO, the Official Plan should include some transit-supportive development criteria to assess development applications
- Opportunity to make minor adjustments to several designations to better align with transit supportive principles (Mixed Use Corridor, Mixed Use Commercial, Mixed Use General, Mixed Use Employment and General Employment)



*Example of transit oriented development*

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## Part VII: Definitions

- Official Plan should be updated to include the latest Provincial definitions, including the following
  - Major Transit Station Area
  - Transit Supportive
  - Major Trip Generator
  - Priority Transit Corridor
  - Higher Order Transit
  - Frequent Transit
  - Complete Communities
  - Public Service Facilities
  - Multimodal
  - Compact Built Form
  - Complete Streets
  - Mid-Rise and Tall Buildings

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## Zoning Recommendations

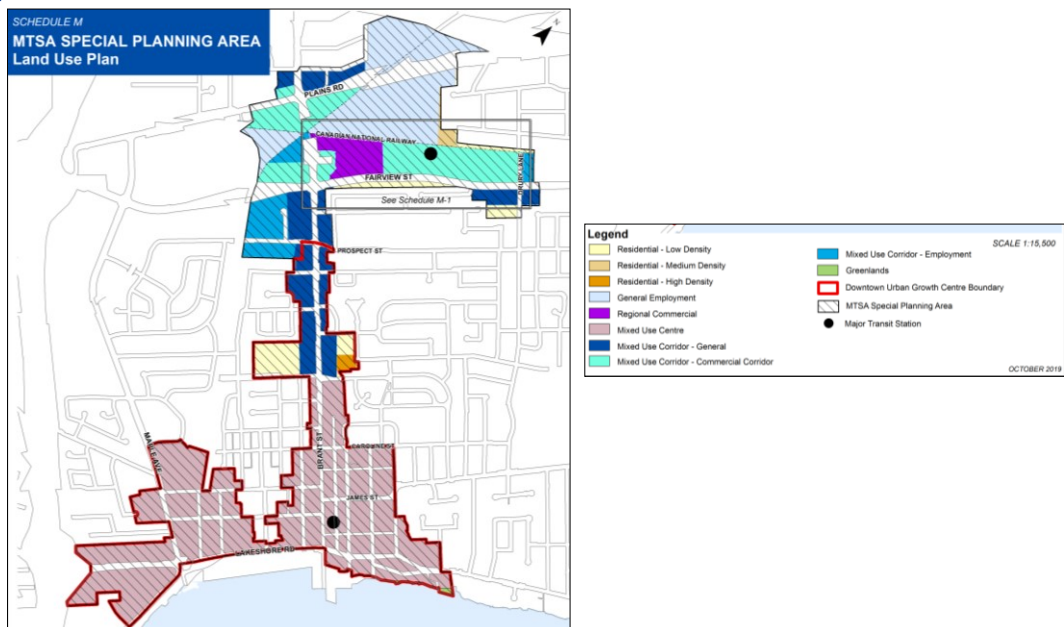
- Consider refinements to a number of specific zoning permissions which are not transit supportive for lands near the Burlington GO station (MXG, MXC, MXE, MXT)

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# Proposed Official Plan Amendment

OP Section	Proposed Amendment
Part I – Policy Framework	<ul style="list-style-type: none"> <li>New language describing MTSAs as component of City's Urban Planning Area</li> </ul>
Part II – Functional Policies	<ul style="list-style-type: none"> <li>New policy language to strengthen references to active transportation, transit and complete communities</li> <li>New section to highlight importance of transit-supportive development city-wide and support safe active transportation options</li> </ul>
Part III - Land Use (Urban)	<ul style="list-style-type: none"> <li>New section to include:               <ul style="list-style-type: none"> <li>MTSA Typology</li> <li>Special Planning Area</li> <li>Development Criteria</li> <li>Burlington GO MTSA and Downtown MTSA subsections</li> </ul> </li> </ul>
Part VII – Schedules & Tables	<ul style="list-style-type: none"> <li>Updated Schedules B and E</li> <li>New Schedules M and M-1</li> </ul>
Part VIII – Definitions	<ul style="list-style-type: none"> <li>New or updated definitions to align with provincial plans and/or assist in policy interpretation</li> </ul>

# Proposed Official Plan Amendment



# Proposed Official Plan Amendment

## Part III of the Official Plan

1. Creation of an MTSA Typology
2. Development Criteria for all applications in the Special Planning Area
3. Additional policy direction for lands in proximity to Burlington GO Station

## Part III of the Official Plan

### 1. MTSA Typology

#### 1. MTSAs on Regional Express Rail (RER)

- a) The **Burlington GO** and **Appleby GO** are **MTSAs on the Priority Transit Corridor**, as identified in the Growth Plan.
- b) The **Aldershot GO** *MTSA* is also located along frequent, higher order transit routes and **Regional Express Rail (RER)**, **however it is not identified on a Priority Transit Corridor** in the Growth Plan.

#### 2. MTSAs not on Regional Express Rail (RER)

The **Downtown Burlington** *MTSA* is **not located on a Priority Transit Corridor nor is it supported by higher order transit, nor by frequent transit within a dedicated right of way.**



## Part III of the Official Plan

### 2. Development Criteria – All Development Applications

- New policy language introduces development criteria which all development applications in the Special Planning Area must satisfy
- Criteria includes:
  - Compatibility with other land uses
  - Built form compatibility
  - Consistency with MTSA Typology
  - High quality urban design
  - Supported by available infrastructure and public service facilities
  - Tree protection and replacement
  - Adequate buffering
  - Multi-modal considerations
  - Protect and enhance Natural Heritage System
  - Conservation of cultural heritage resources
  - Provides stormwater management and addresses natural hazards
  - Considers existing or planned transit facilities
  - Public realm considerations

## Part III of the Official Plan

### 2. Development Criteria – Official Plan Amendments

- New policy language introduces criteria which all Official Plan Amendment applications in the Special Planning Area must satisfy
- Criteria includes:
  - Affordable, rental housing; **or**
  - Affordable, assisted or special needs housing; **or**
  - The co-location of community space or public services facilities; **and**
  - Additional sustainable building design measures that contribute to City's Strategic Plan and/or climate change and energy plans

# Part III of the Official Plan

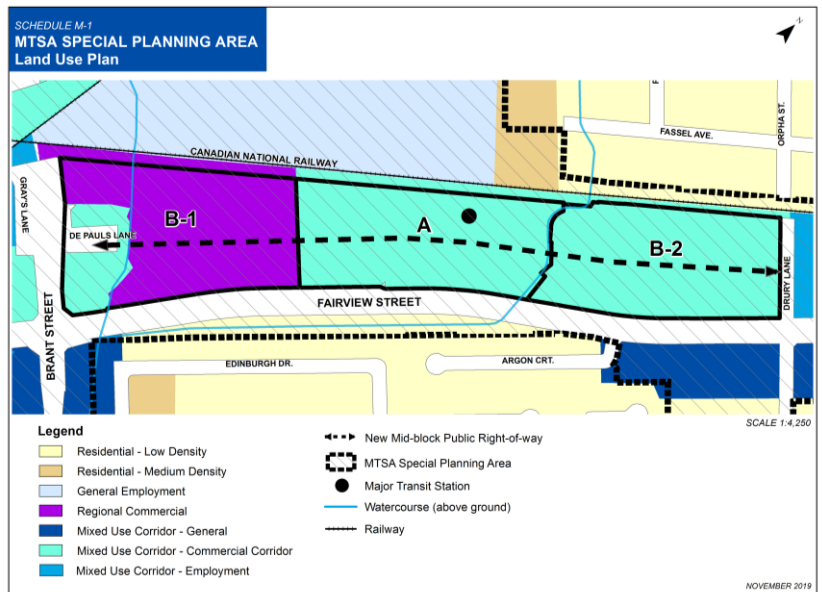
## 3. Approach to lands close to Burlington GO Station

- New policy language provides guidance for development applications bounded by Brant St., Fairview St., Drury Ln. and the rail corridor, submitted prior to the completion of a secondary plan for the Burlington GO MTSA



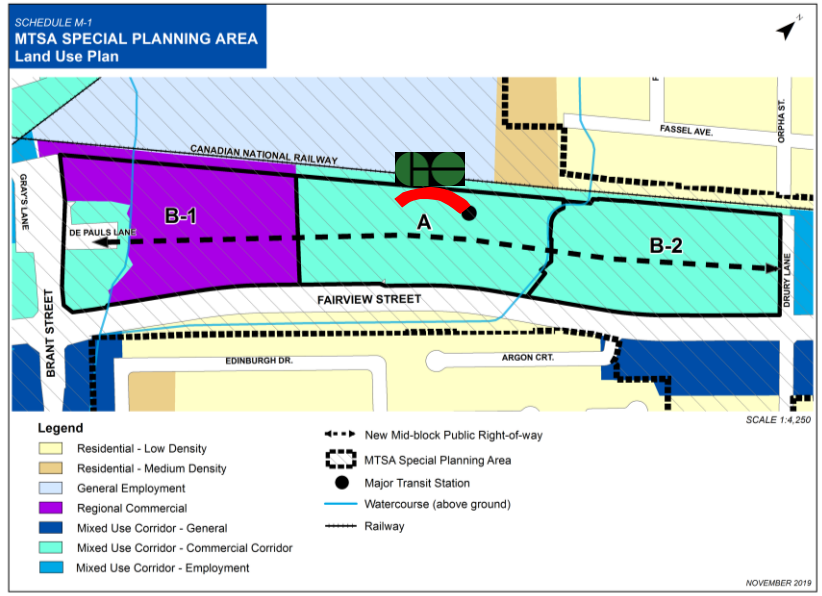
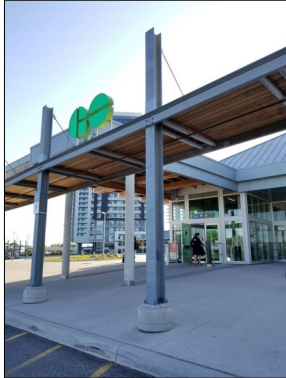
## Approach to lands close to Burlington GO

### Key Principles



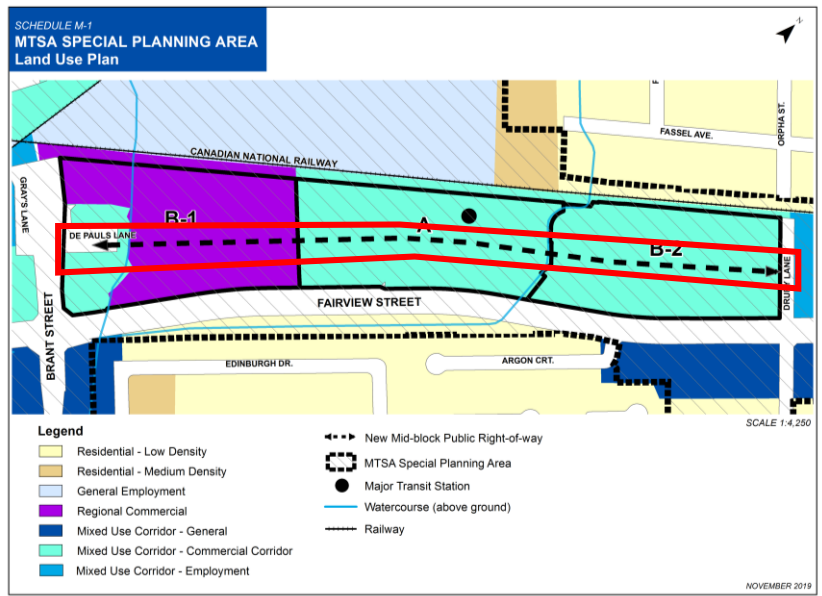
# Approach to lands close to Burlington GO

## Key Principles



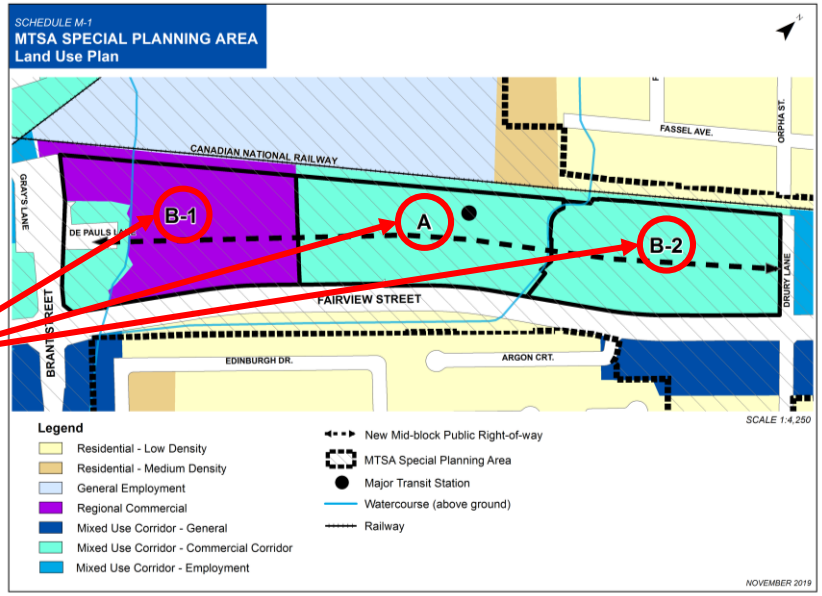
# Approach to lands close to Burlington GO

## Key Principles



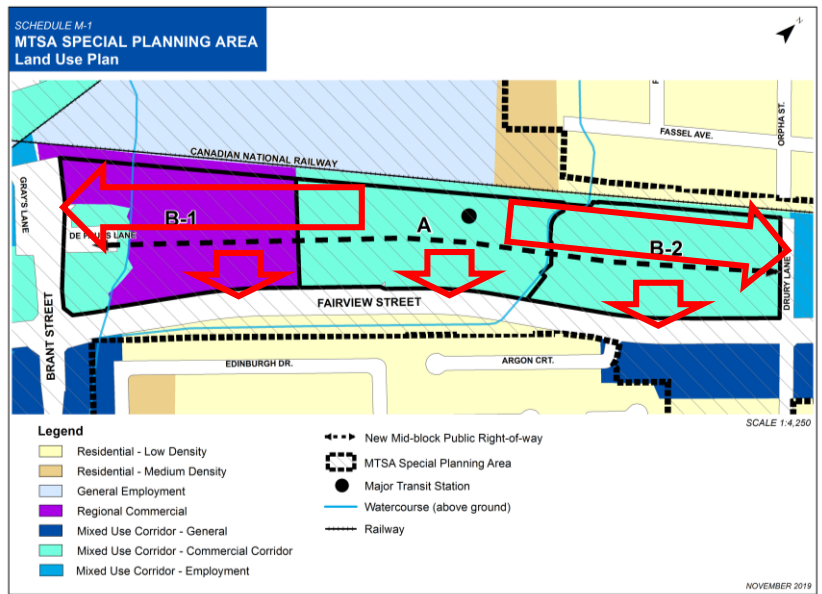
# Approach to lands close to Burlington GO

## Key Principles



# Approach to lands close to Burlington GO

## Key Principles

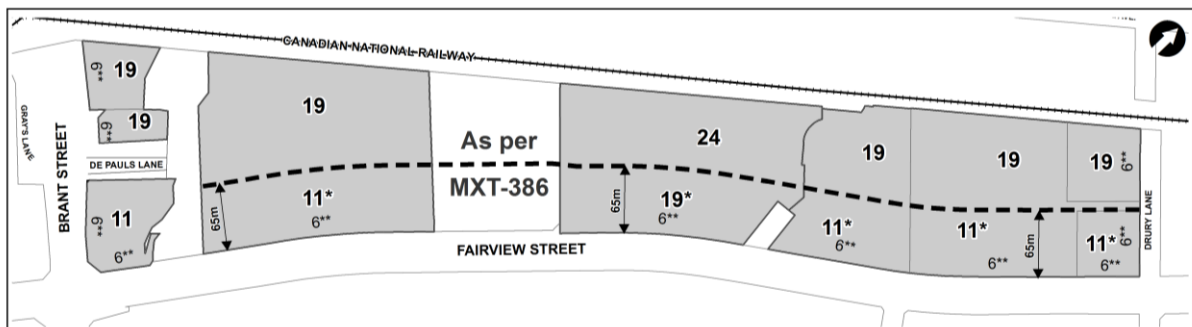


# Proposed Zoning By-law Amendment

	Description
Part 5 of Zoning By-law MXT	<ul style="list-style-type: none"> <li>Permit "Community Institution"</li> <li>Removing permission for various stand-alone townhouse forms</li> <li>Adding Diagram 5A to establish max heights (storeys)</li> <li>Requirements for bicycle parking</li> <li>Removing requirement for upper storeys of multi-storey buildings to be at least 50% of the gross floor area of the first storey</li> </ul>
Part 5 of the Zoning By-law Exception CR-351	<ul style="list-style-type: none"> <li>Adding Diagram 5A to establish max heights (storeys)</li> <li>Removing requirement for the gross floor areas of each upper storey of a building containing more than one storey to be at least 50% of the gross floor area of the first storey</li> </ul>

## Approach to lands close to Burlington GO

DIAGRAM 5A - BUILDING HEIGHT IN STOREYS



NOVEMBER 2019

\*The maximum building height shown in storeys is permitted within 65m of the Fairview St. street line.

\*\*Notwithstanding the maximum building height permitted in Diagram 5A, within 20m of Fairview St., Brant St. and Drury Ln. street lines, a maximum building height of 6 storeys is permitted.

## Next Steps

- Special Council Meeting on Jan 30<sup>th</sup> to approve OPA and ZBA
- Meeting Details:
  - Thursday Jan. 30
  - 9:30 a.m.
  - Council Chambers, 2<sup>nd</sup> Floor