

# Taking a Closer Look at the Downtown: Preliminary Preferred Concept

January 2020



Prepared by:



Prepared for:





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## **Appendix A: Evaluation Matrix**

## **Appendix B: Preliminary Preferred Concept Descriptions and Visions**

/Volumes/SGL Server Data/Projects/DP.BU Downtown OP update Burlington/Team Reports/Phase 3 Evaluation/Jan 6 submission/Final Preliminary Preferred Concept Interim Report Jan 16 2020.docx

# 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 26<sup>th</sup>, 2018. The approved Council motion directs Staff 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 Spring 2020 for their adoption.

## 1.2 What is the purpose of this Report?

This report is provided on behalf of the City of Burlington by SGL Planning and Design Inc. as an interim summary of the Preliminary Preferred Concept Plan. The full report will be finalized based on the endorsed concept. The completion of the technical studies, based on the endorsed concept will include transportation, servicing, fiscal analysis and floodplain analysis.

The purpose of this report is to provide a summary of the evaluation of concept 1 and concept 2 that were presented to the public in the fall and Council on December 5, 2019 and provide a description of the preliminary preferred concept.

## 2 Evaluation Process



### 2.1 Evaluation Process

An evaluation matrix (Matrix) was prepared based on the study principles, background and initial technical reports (e.g Heritage, Market Analysis, E.I.S), input from public engagement and input from City staff and the Planning and Development Committee.

The principles that guided the evaluation are noted in detail in the previous report *Taking a Closer Look at the Downtown: Themes, Principles and Land Use Concepts*, and are highlighted in the Matrix. As part of the evaluation process it was determined that some criteria addressed more than one of the Principles and a result were consolidated to minimize repetition within the evaluation. Some Principles were removed from the evaluation as it was determined that there is enough detail at this stage to differentiate between the concepts and that existing policies or legislation will address these criteria or will be further detailed in the next phase with the preparation of Official Plan policies. For example:

- Maintaining the Character of the Downtown/Heritage Preservation
  - Principle 11: Protect and integrate heritage buildings – will be addressed through existing polciies/legislation
- Variety of Housing Options and Affordability
  - Principle 18: Provide opportunities for a variety of housing options – will be addressed through existing and new policies

The criteria and measures were developed based on the principles. The Matrix, attached in **Appendix A**, details the evaluation of the Concept 1 and 2. A snapshot of the Matrix shown in **Figure 1** shows how the principles, criteria, and measures have been used to evaluate the Concepts and the colours identify the preferred option for each of the measures.

## Figure 1: Evaluation Matrix Snapshot

**Table 1: Evaluation of City of Burlington Downtown Precinct Concepts 1 and 2**

The following tables set out the evaluation of the two concepts by criterion and measures. The coloured legend indicates their evaluation in relation to the measures:

|                |                   |                |
|----------------|-------------------|----------------|
| More Preferred | Equally Preferred | Less Preferred |
|----------------|-------------------|----------------|

### Green Space, Open Space and Parks

The public's vision for the Downtown is to provide for a walkable, accessible, vibrant downtown. 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.

**Principle:** Create additional parks, trails and open spaces

**Principle:** Enhance and create safe inclusive public spaces

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

### Criterion 1) Ability to incorporate new parks and trails into the existing urban fabric

| Measure  | Concept 1  | Concept 2  | Rational for Preferred Concept  |
|--|--|--|---|
| 1. Has new parkland, trails or open space been proposed? | A new park is proposed at the intersection of Brant and Ghent, as well as a central park within the No Frill's Plaza block.<br>A trail is proposed along Rambo Creek from Caroline to north of Victoria. | A new park is proposed at the intersection of Brant and Ghent, as well as a central park within the No Frill's Plaza block.<br>A trail is proposed along Rambo Creek from Caroline to north of Victoria. | Both concepts are based on the same precinct/land use plan and therefore both propose new parks and trails.<br><br>An on-street trail connection is proposed to link the Rambo Creek trail to the Elgin Promenade and south to the waterfront trail along Elizabeth Street.<br><br>A further detailed block plan study is required to determine the size, specific location and configuration of the two new Parks.<br>An extension of Elgin promenade is further proposed to extend west of Brant Street to west of Burlington Avenue. |

A description of the evaluation of each Concept by each criteria and measure is provided in the Matrix along with an explanation of the rationale for the preliminary preferred concept.

Not all principles were used to inform the evaluation as they did not differentiate between the Concepts but will be used to inform the Official Plan policies for the Downtown.

Technical analyses of the preliminary preferred plan including fiscal, stormwater, servicing and transportation analyses will inform future policy requirements to implement the preliminary preferred concept.

### 3 Preliminary Preferred Concept



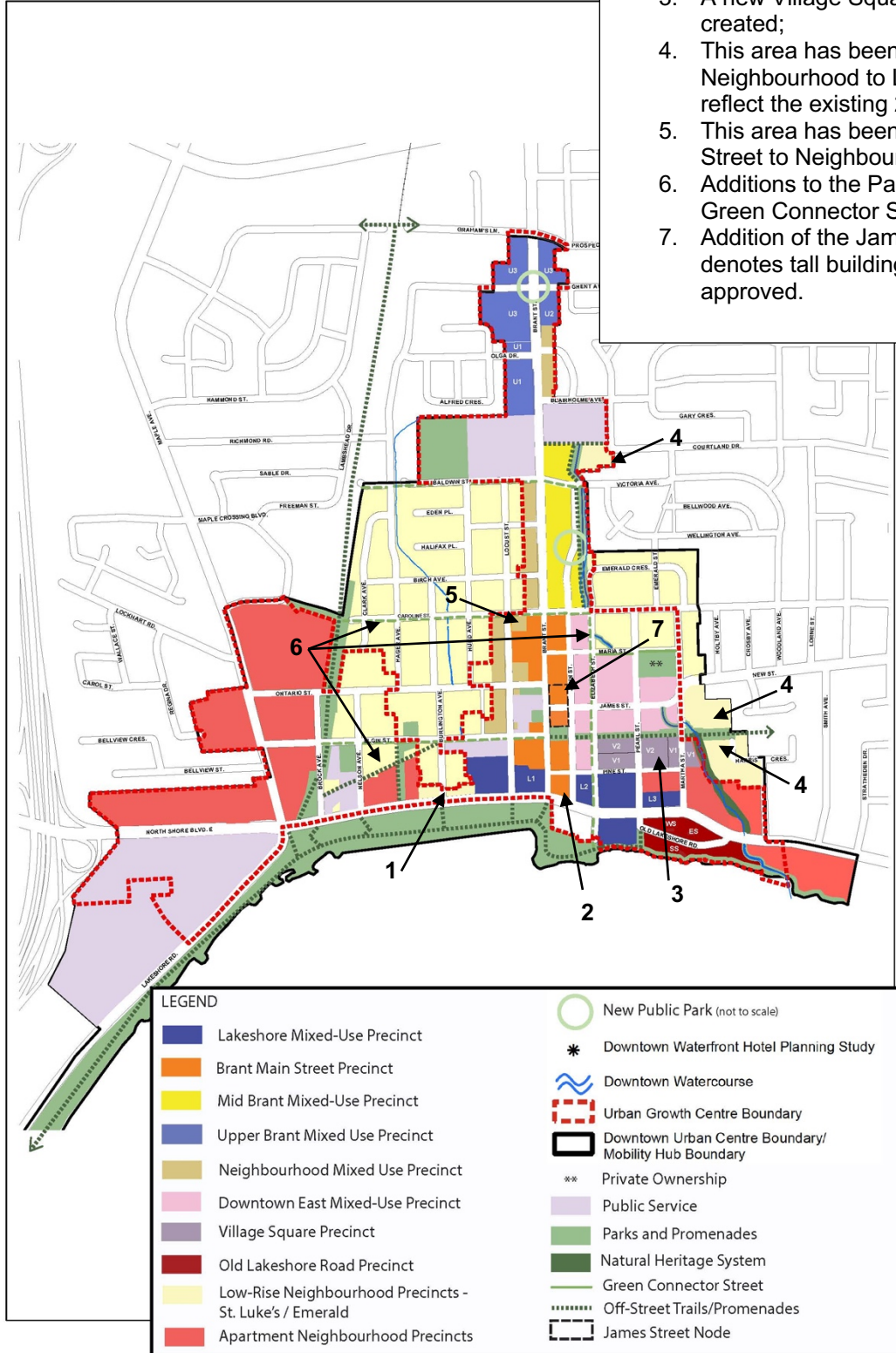
The results of the evaluation were informed by the fall engagement ,Committee and Staff input, and technical studies. Based on the results of the evaluation, a preliminary preferred concept was confirmed. The preliminary preferred concept is based on Concept 1 with further refinements. The preliminary preferred concept also refines the boundaries of some of the precincts and the visions associated with each precinct and is detailed in the table found in **Appendix B**, Preliminary Preferred Concept Plan Descriptions and Visions. The table provides details of the vision, height and built form for each Precinct as well as some details that will further inform the development of the Official Plan Policies.

The concept and precinct boundaries are shown in **Figure 2 - Preliminary Preferred Concept**. A few changes were made to the precincts based on the evaluation and public input. These changes are noted below and highlighted in **Figure 3 – Precinct Changes**

1. This existing low rise area has been changed from Apartment Neighbourhood to Low Rise Neighbourhood;
2. The block has been changed from Lakeshore Mixed Use to Brant Main Street;
3. A new Village Square Precinct has been created;
4. This area has been changed from Apartment Neighbourhood to Low Rise Neighbourhood to reflect the existing 2 and 3 storey built form.;
5. This area has been changed from Brant Main Street to Neighbourhood Mixed Use Precinct;
6. Additions to the Parks, Promenades, Trails and Green Connector Streets; and
7. Addition of the James Street Node which denotes tall buildings under construction and approved.



## Preliminary Land Use Precincts



**Figure 3 – Precinct Changes**

## 4 Next Steps



Following the January 16, 2020 Community Planning, Regulation and Mobility Committee meeting, the endorsed plan will be confirmed through the next phase of the project through Q1 2020, based on comments received and technical reports, including fiscal, stormwater, servicing and transportation analyses. The endorsed concept, including any refinements will inform the preparation of the draft Official Plan policies. In the Spring of 2020, Council will consider the final report which will include policies to implement the preferred concept and modify the Adopted Official Plan Policies.

## Appendix A: Evaluation Matrix



**Table 1: Evaluation of City of Burlington Downtown Precinct Concepts 1 and 2**

The following tables set out the evaluation of the two concepts by criteria and measures. The coloured legend indicates their evaluation in relation to the measures:

|                |                   |                |
|----------------|-------------------|----------------|
| More Preferred | Equally Preferred | Less Preferred |
|----------------|-------------------|----------------|

**Green Space, Open Space and Parks**

The public’s vision for the Downtown is to provide for a walkable, accessible, vibrant downtown. 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 east and west of Brant Street will also be maintained as an important pedestrian precinct to ensure the Downtown’s sense of place is preserved.

- Principle:** Create additional parks, trails and open spaces  
**Principle:** Enhance and create safe inclusive public spaces  
**Principle:** Create spaces for year-round activities and festivals in the public and private realms

**Criterion 1) Ability to incorporate new parks and trails into the existing urban fabric**

| Measure  | Concept 1  | Concept 2  | Rationale for Preferred Concept  |
|--|--|--|--|
| 1. Has new parkland, trails or open space been proposed? | A new park is proposed at the intersection of Brant and Ghent, as well as a central park within the No Frill’s Plaza block.<br>A trail is proposed along Rambo Creek from Caroline to north of Victoria. | A new park is proposed at the intersection of Brant and Ghent, as well as a central park within the No Frill’s Plaza block.<br>A trail is proposed along Rambo Creek from Caroline to north of Victoria. | Both concepts are based on the same precinct/land use plan and therefore both propose new parks and trails.<br><br>An on-street trail connection is proposed to link the Rambo Creek trail to the Elgin Promenade and south to the waterfront trail along Elizabeth Street.<br><br>A further detailed block plan study will be required to determine the size, specific location and configuration of the two new Parks.<br><br>An extension of Elgin promenade is further proposed to extend west of Brant Street to west of Burlington Avenue. |

Criterion 2) Ability to enhance and create safe and inclusive public gathering places

| Measure                                 | Concept 1   | Concept 2  | Rationale for Preferred Concept   |
|---|---|--|---|
| 1. Ability to create safe public spaces | All proposed parks and trails are visible and open to the public both by view and access. With the proposed John Street extension along Rambo creek, the proposed trail would be an open, safe public space to walk or ride a bike. | All the proposed parks and trails are visible and open to the public both by view and access, except the proposed extension along Rambo Creek given that the open space will be located to the rear of the mid-rise blocks. Locating the trail along Rambo Creek behind the proposed mid-rise built form may create a more unsafe or uncomfortable space for the public. | Concept 1 is preferred over Concept 2 due to the visibility and public access to the proposed trail along Rambo Creek adjacent to the proposed John Street extension. |

Criterion 3) Improve walkability of the Downtown

| Measure  | Concept 1  | Concept 2   | Rationale for Preferred Concept  |
|--|--|---|--|
| 1. Potential to improve walkability of the Downtown and improve the comfort of the pedestrian. | <p>New Trails are proposed as part of the precinct/lands use plan.</p> <p>Provides for realistic development opportunities, which can create wider boulevards/sidewalks through development or re-development particularly on Brant Street and Lakeshore Road.</p> <p>The three storey built form along Brant Street and Lakeshore Road is preferred as it creates more of an intimate streetscape and sense of openness for the pedestrian.</p> | <p>New trails are proposed as part of the precinct/lands use plan.</p> <p>Provides for realistic development opportunities, which can create wider boulevards/sidewalks through development or re-development particularly on Brant Street and Lakeshore Road</p> <p>A six storey built form along Brant Street and Lakeshore Road could create a sense of enclosure.</p> | <p>Both options provide opportunities for improving walkability throughout the Downtown with proposed trails and opportunities for wider sidewalks.</p> <p>Concept 1 is preferred along Lower Brant Street and Lakeshore Road to create a sense of openness.</p> |

**Preserving and Encouraging Places to Shop and Work**

Maintaining retail space and encouraging additional retail space along Brant Street, Lakeshore Road and Pine Street will create vibrant streetscapes. Providing the opportunity for small urban squares through redevelopment at key locations can also improve the vibrancy of downtown streets. Creating a vibrant downtown requires a full range of activities including shopping, living, working and recreating. Providing opportunities for office space is essential to providing additional opportunities to increase employment. Village Square is a unique shopping destination within the Downtown that residents value.

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

**Principle:** Plan for office and other employment opportunities

**Principle:** Protect the Village Square

**Criterion1) Provide a range of employment opportunities**

| Measure  | Concept 1  | Concept 2  | Rationale for Preferred Concept   |
|--|--|--|---|
| 1. Ability to maintain and create vibrant places and streetscapes        | Both concepts create the opportunity to create vibrant retail streetscapes by increasing retail space, creating wide boulevards and providing opportunities for small urban squares.   | Both concepts create the opportunity to create vibrant retail streetscapes by increasing retail space, creating wide boulevards and providing opportunities for small urban squares.   | Along Brant Street and Pine Street, the Official Plan should set a maximum store frontage to ensure a varied shopping street which can improve the walkability and vibrance of the shopping streets.  |
| 2. Ability to attract office space in stand-alone or mixed-use buildings | The Downtown East Mixed-Use Precinct provides an opportunity to incorporate office employment in mixed use buildings, although the entirety of the Precinct is not required to accommodate planned office development. The mid-rise buildings south of the Elgin Promenade east of John Street are not needed to accommodate offices. Anticipated office space demand can be accommodated north of the promenade. The mid-rise buildings provide a better transition to the Village Square and to the existing mid and low-rise buildings in and adjacent to the Precinct. | The Downtown East Mixed-Use Precinct provides an opportunity to incorporate office employment in mixed use buildings, although the entirety of the Precinct is not required to accommodate planned office development. The tall buildings south of the Elgin Promenade are not preferred as they are not required for office development and don't provide an opportunity for transition to adjacent low-rise development. | Concept 1 is preferred. However, it is proposed to reduce the size of the Downtown East Mixed Use Precinct and create a new Village Square Precinct generally south of the Elgin Promenade which does not require office development as part of a mixed use building. |
| 3. Ability to protect Village Square                                     | Village Square is maintained with low rise as the permitted height which is preferred to maintain its unique character.  | Mid-rise is permitted within and around Village Square which likely will not maintain its unique character.  | Concept 1 is preferred as it permits a low-rise built form to encourage the existing buildings to remain or appropriate buildings to be re-developed within Village Square.   |

Maintaining the Character of the Downtown

Maintaining the character of the Downtown is very important to residents. Some refer to it as the “small town” identity particularly of Brant Street. This reference to “small town” is referring to the low-rise character of Brant Street as well as the intimate shopping street generally south of Caroline Street and the large homes on the west side of Brant Street.

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

Principle: Maintain Low to Mid-rise built form on Brant Street

Criterion 1) The character elements of Brant Street are maintained

| Measure  | Concept 1  | Concept 2  | Rationale for Preferred Concept   |
|--|--|--|---|
| 1. Low rise built form character at street level is maintained | <p>A maximum 3 storey low-rise character is best able to maintain the existing low-rise character of Brant Street. The 20 metre Step back to mid-rise buildings will create a sense of openness along Brant Street.</p> <p>The mid-rise building façade on John Street could create an uncomfortable pedestrian environment without setbacks above the streetwall.</p> | Proposed a mid-rise built form where no step back is required resulting in the potential for a 6-storey building with no podium to be built on Brant Street. This built form does not maintain the low-rise character of Brant Street. | <p>Concept 1 is best able to maintain a low-rise character of 1 to 3 storeys along Brant Street to encourage existing buildings to remain or appropriate scaled buildings to be redeveloped.</p> <p>The mid-rise buildings along John Street should require a 45 degree angular plane step back above a 5 storey podium.</p> <p>The five storey height reflects 80% of the street width and the angular plane above five storeys, minimizes the sense of building mass and height from the pedestrian realm. From the sidewalk on John Street, only five storeys will be visible.</p> |
| 2. Character of small retail shops is maintained               | The eclectic character of small retail shops could be maintained, or infill may replicate the small, low-rise character along Brant Street.  | The eclectic character of small retail shops may be replaced with a maximum 6 storey built form with no step back/podium along Brant Street.   | <p>Concept 1 with a maximum height permission of 3 storeys in the first 20 metres, provides a greater opportunity to maintain the existing retail space and existing 1 to 3 storey buildings along Brant Street.</p> <p>As noted above, the Official Plan should set a maximum store width in the Brant Main Street Precinct to replicate the unique small retail shops along Brant Street.</p>   |

Criterion 2) The built form on Brant Street maintains Low to Mid-rise height.

| Measure   | Concept 1   | Concept 2   | Rationale for Preferred Concept  |
|---|---|---|--|
| 1. Low to mid-rise built form is permitted along Brant Street | <p>This concept proposes low-rise built form adjacent to Brant Street and mid-rise abutting John Street.</p> <p>The mid-rise building façade on John Street could create an uncomfortable pedestrian environment without setbacks above the streetwall.</p> | <p>This concept proposes a low to mid-rise built form along Brant Street.</p> <p>A six storey low to mid-rise built form along Brant Street could create a sense of being too enclosed.</p> | <p>Concept 1 is best able to maintain a low-rise character along Brant Street.</p> <p>The mid-rise buildings along John Street should require a 45 degree angular plane step back above a 5 storey podium.</p> |

**Preservation of Connections to the Waterfront**

The waterfront south of Lakeshore Road is a key asset of the City and a unique characteristic of Burlington’s Downtown. People cherish the waterfront and the open space within Spencer Smith Park. The real opportunities for improved pedestrian connections and access to the waterfront are within the blocks south of Lakeshore Road, but those blocks are either under construction (between Elizabeth Street and Pearl Street) or not subject to the re-examination (Waterfront Hotel and Old Lakeshore Precinct). Opportunities to maintain public views can be addressed through built form along the north-south streets.

**Principle:** [Maintain public views of waterfront and pedestrian connections](#)

**Criterion 1) Public views of the waterfront are maintained**

| Measure   | Concept 1  | Concept 2   | Rationale for Preferred Concept   |
|---|--|---|---|
| 1. Ability of the built form to maintain public views of the waterfront | <p>Concept 1 calls for tall buildings beyond 20 metres from Lakeshore Road with slender point towers with a maximum floor plate of 750 sq. m. above the first 3 storeys.</p> <p>In comparison, the 17 storey Berkeley tower on Maria Street has an 856 sq. m. floor plate.</p> <p>These narrow towers set back above a 3 storey podium can best provide for increased views looking along the sidewalk of north-south streets.</p> | <p>Concept 2 calls for mid-rise buildings on the remaining undeveloped blocks along Lakeshore Road mid-rise buildings have larger floor plates that reduce the views looking along the sidewalk of north-south streets.</p> | <p>In Lakeshore Mixed Use Precinct Concept 1 is preferred for the blocks east of Brant Street with slender point towers.</p> <p>However, for the block west of Locust Street a mid-rise building is preferred to fit into the character of that block and transition to the low-rise neighbourhood to the west.</p> |

**Built Form, Height and Neighbourhood Transition**

Both Concepts propose a variety of built form and heights ranging from 1 to 25 storeys. However, appropriate transitions to the adjacent low-rise neighbourhoods are a significant concern amongst residents. The evaluation looks to confirm what is the right built form and height for the right locations.

**Principle:** Provide appropriate transition to low-rise neighbourhoods

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

**Principle:** Limit additional Tall buildings on Lakeshore Road

**Criterion 1)** The built form adjacent to existing low-rise neighborhoods allows for appropriate transitions

| Measure  | Concept 1   | Concept 2   | Rationale for Preferred Concept  |
|--|---|---|--|
| 1. Ability to Respect Existing Physical Character <sup>1</sup>                   | Maintains existing low-rise character of Village Square and Brant Street.   | Changes to the character of Village Square may occur given the proposed mid-rise built form for Brant Street and Village Square   | Concept 1 is preferred as it permits a built form that respects the character in key areas including Brant Street and Village Square.  |
| 2. Ability to provide for a compatible transition to existing residential areas. | <p>Provides for appropriate transitions throughout the downtown including around the Village Square.</p> <p>Provides better opportunity for transition within the Mid Brant precinct with proposed low-rise buildings adjacent to Rambo Creek and existing neighborhood.</p> <p>The Upper Brant Precinct does not provide appropriate transition to low-rise houses on Alfred Crescent or Grove Tree Lane.</p> <p>Downtown East Precinct does not provide for transition to low-rise neighbourhoods east of Martha Street.</p> <p>The Apartment Neighbourhood Precincts include existing low-rise buildings in some</p> | <p>Provides for appropriate transitions through the downtown with the exception of Mid Brant along Rambo creek where proposed mid-rise buildings may provide less of an appropriate transition and around Village Square.</p> <p>The Upper Brant Precinct does not provide appropriate transition to low-rise houses on Alfred Crescent or Grove Tree Lane.</p> <p>Downtown East Precinct does not provide for transition to low-rise neighbourhoods east of Martha Street.</p> <p>The Apartment Neighbourhood Precincts include existing low-rise buildings in some areas, which may lead to incompatible development.</p> | <p>Concept 1 is preferred but reinforcement of the need for a transition to low-rise neighbourhoods will be made in a few locations.</p> <p>The low-rise lots on either side of Burlington Avenue along Lakeshore Road should be changed to low-rise neighbourhood to reflect the low-rise character of these lots and adjacent homes along Burlington Avenue.</p> <p>The low-rise townhouses and apartments at the south-east corner of James Street and Martha Street should be changed to low-rise neighbourhood to reflect the low-rise character of these lots.</p> <p>The low-rise apartments on Courtland Drive and the singles and low-rise apartments on Harris Crescent should be changed to low-rise neighbourhood.</p> |

<sup>1</sup> 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”.

|  |  |  |   |
|--|--|--|---|
|  | areas, which may lead to incompatible development. |  | Transition policies will be provided in Upper Brant adjacent to low-rise neighbourhoods and along Martha Street north of Pine Avenue adjacent to low-rise neighbourhoods. |
|--|--|--|---|

**Criterion 2) Greater heights are permitted in northern part of the Downtown**

| Measure   | Concept 1   | Concept 2   | Rationale for Preferred Concept  |
|---|---|---|--|
| 1. Ability to locate tall buildings in the Upper Brant Precinct | Provides for Tall Buildings as part of the Upper Brant precinct. As well as some tall buildings within the Mid Brant Precinct and the Downtown East Precinct. | Provides for Tall Buildings in the Upper Brant Precinct and Downtown East Precinct. | Both concepts provide for tall buildings in the upper Brant Precinct.<br><br>It is proposed that the 3 storey streetwall for the first 20 metres be extended through the Upper Brant Precinct.<br><br>Some of the blocks will not provide an appropriate transition to the adjacent low-rise neighbourhoods with tall buildings. It is proposed that the western block south of Olga Drive and the eastern block south of Ghent Avenue be limited to mid-rise buildings. |

**Criterion 3) Additional Tall buildings are limited on Lakeshore Road**

| Measure  | Concept 1  | Concept 2  | Rationale for Preferred Concept  |
|--|--|--|--|
| 1. Permitted heights on Lakeshore Road be limited and appropriate for their context. | <p>Concept 1 provides 3 storeys within 20m of Lakeshore Road and tall buildings behind which is appropriate.</p> <p>However, tall buildings are not appropriate for the block west of Locust Street.</p> <p>For the block east of Pearl Street, setting back a tall building 20 metres from Lakeshore Road will place it closer to the townhouses to the north. A greater separation should be provided to the townhouses.</p> | <p>On the remaining undeveloped blocks, mid-rise buildings are proposed.</p> <p>Mid-rise buildings west of Locust Street best fit in to the context of the buildings on that block and the low-rise neighbourhood to the west.</p> <p>However, east of John Street, mid-rise buildings are not defensible when considering the adjacent context of the existing tall buildings in the block from Elizabeth to Pearl Street, approved west of Martha Street, under-construction on the Bridgewater site, permitted within the Old Lakeshore Road Precinct and</p> | <p>Neither Concept 1 nor 2 are preferred overall as the preferred concept along Lakeshore depends upon the context within each block.</p> <p>West of Locust Street in the Lakeshore Precinct mid-rise built form is preferred with a maximum 3 storey built form in the first 20 metres from Lakeshore.</p> <p>In the blocks between Brant Street and Elizabeth Street, low-rise built form up to 3 storeys in the first 20 metres of Lakeshore should be permitted with tall buildings to the north of the 3 storey built form. In the Brant to</p> |

|  |  |   |   |
|--|--|---|---|
|  |  | contemplated on the Downtown Waterfront Hotel Site through the master planning project which is currently on hold . | <p>John block, a maximum of 15 storeys should be permitted. In the John to Elizabeth block, a maximum of 17 storeys should be permitted.</p> <p>In the block east of Pearl Street, further analysis of the current application is required to determine the appropriate maximum height including consideration of the existing and planned context, the potential impact on the townhouses to the north, the heritage building on site, separation distance to the proposed tower to the east and the relationship to the pedestrian realm along Lakeshore Road and Pearl Street.</p> |
|--|--|---|---|

**Transportation Network and Active Transportation**

The capacity of the current road network was assessed and the opportunities for network improvements were considered.

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

**Criterion 1) Capacity of the road network**

| Measure   | Concept 1   | Concept 2   | Rationale for Preferred Concept  |
|---|---|---|--|
| 1. Ability of road network to accommodate anticipated traffic | The existing conditions traffic analysis found that the existing road network has capacity.   | The existing conditions traffic analysis found that the existing road network has capacity.   | Further traffic analysis will be conducted of the preferred concept.   |
| 2. John Street Extension                                      | John Street is proposed to be extended as a local road north to Victoria Avenue. This connection is important to provide local access to the block. If a public road were not extended a private road would be required for access. A public road adjacent to Rambo Creek is preferred to increase access to the widened open space along Rambo Creek and to act as a wider transition to the low-rise neighbourhood to the east. | John Street is proposed to be extended as a local road north to Victoria Avenue. This connection is important to provide local access to the block. If a public road were not extended a private road would be required for access. | Concept 1 is preferred as it extends John Street as a local road north adjacent to the expanded open space along Rambo Creek which creates a wider transition to the low-rise neighbourhood to the east. |

Defensibility

The concept must be defensible from both the perspective of meeting Provincial and Regional policy as well as being economically feasible to develop and being compatible with the existing and planned adjacent context.

Principle: Land use vision is defensible

Criterion 1) Land use plan is defensible

| Measure   | Concept 1   | Concept 2   | Rationale for Preferred Concept   |
|---|---|---|---|
| 1. Land use plan meets the policy requirements of the Province and the Region                           | The concept meets the Growth Plan and Regional policy requirement to accommodate significant population and employment growth to serve as a high-density major employment centre and to be a focal area for commercial, recreational, cultural and entertainment uses.  | The concept meets the Growth Plan policy requirement to accommodate significant population and employment growth to serve as a high-density major employment centre and to be a focal area for commercial, recreational, cultural and entertainment uses.   | Both concepts will meet the Growth Plan and Regional policy requirements.   |
| 2. Existing and approved buildings have been considered as part of the proposed built form and heights. | <p>In Downtown East and Upper Brant precincts existing tall buildings are present. As such additional tall buildings are defensible. Tall buildings are not defensible where a transition is not provided adjacent to low rise neighbourhoods.</p> <p>Along Lakeshore Road, tall buildings are defensible east of Brant Street when considering the adjacent context of the existing tall buildings in the block from Elizabeth to Pearl Street, approved west of Martha Street, under-construction on the Bridgewater site, permitted within the Old Lakeshore Road Precinct and contemplated on the Downtown Waterfront Hotel Site through the master planning project which is currently on hold.</p> <p>Tall buildings are not defensible west of Locust Street due to compatibility to the low-rise neighbourhood to the west.</p> | <p>In Downtown East and Upper Brant precincts existing tall buildings are present. As such additional tall buildings are defensible. Tall buildings are not defensible where a transition is not provided adjacent to low rise neighbourhoods.</p> <p>Tall buildings are not appropriate in the south portion of the Downtown East Precinct due to the existing mid-rise buildings and the low-rise built form of the Village Square.</p> <p>Along Lakeshore Road, mid-rise buildings are defensible west of Locust Street to provide a transition to the adjacent mid-rise building and the low-rise neighbourhood to the west.</p> <p>However, mid-rise buildings are not defensible east of John when considering the adjacent context of the existing tall buildings.</p> | <p>Concept 1 is generally preferred.</p> <p>However, transition policies will be provided in Upper Brant Precinct adjacent to low-rise neighbourhoods and along Martha Street north of Pine Avenue adjacent to low-rise neighbourhoods.</p> <p>In addition, refinements to the Lakeshore Precinct should be made in accordance with the Rationale for Preferred Concept under Criterion 3: Additional Tall buildings are limited on Lakeshore Road on page 8.</p> |


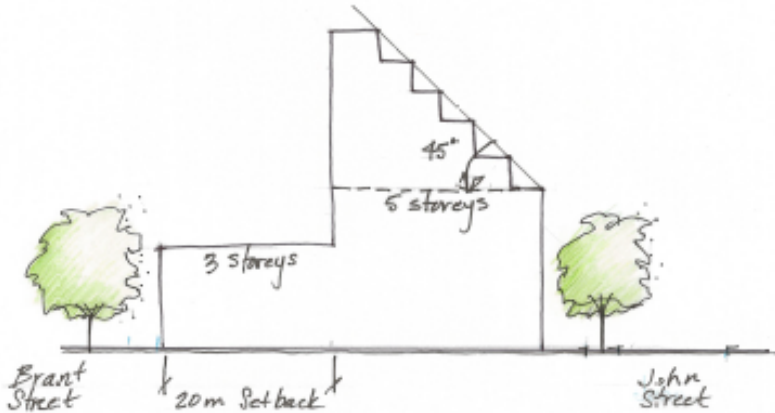

Criteria 2) Land Use Concept is economically viable

| Measure                             | Concept 1  | Concept 2   | Rationale for Preferred Concept  |
|-------------------------------------|--|---|--|
| 1. Assessment of economic viability | <p>Mid-rise buildings with ground floor retail are economically viable. Concept 1 accommodates mid-rise buildings in Main Street Brant Precinct while still providing a sense of openness along Brant Street with up to 3 storey built form for the first 20 metres.</p> <p>Concept 1 accommodates tall buildings in the Downtown East Precinct north of the Elgin Promenade which could viably provide for at least 2 floors of commercial offices.</p> | <p>Buildings at the high end of the low to mid rise built form may be viable with at grade retail but will result in a sense of enclosure along Brant Street.</p> <p>Concept 2 accommodates tall buildings which could viably provide for at least 2 floors of commercial offices, but the entire area is not required to meet the market demand.</p> | <p>Concept 1 is preferred along Brant Main Street Precinct to provide mid-rise buildings as a viable built form with commercial at grade and achieves a sense of openness along Brant Street with up to 3 storeys in the first 20 metres of Brant Street.</p> <p>Concept 1 is preferred; however, it is proposed to reduce the size of the Downtown East Mixed Use Precinct and create a new Village Square Precinct generally south of the Elgin Promenade which does not require office development as part of a mixed use building.</p> |

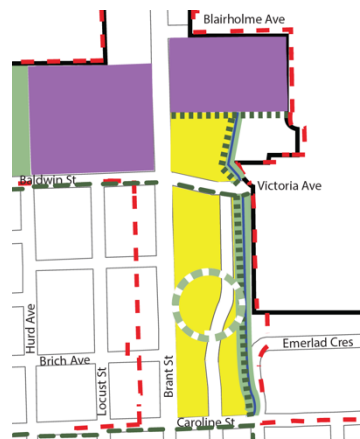
## **Appendix B: Preliminary Preferred Concept Descriptions and Visions**



Preliminary Preferred Concept Descriptions and Vision

| Precinct  | Max Heights   | Vision  |   |
|---|---|---|---|
| <div>Brant Main Street</div> <div></div> | <ul style="list-style-type: none"><li>• Max. 3 storeys for 20 m. from Brant Street</li><li>• Mid rise – max. 11 storeys with a 45 degree angular plane above 5 storeys on John Street</li></ul> | <p>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.</p> <p>Permitted uses are primarily retail and service commercial uses on the ground floor with residential uses above. A maximum storefront size will be implemented.</p> <p>To reduce the massing of the mid-rise buildings along John Street, buildings should be set back above the 5<sup>th</sup> storey on a 45 degree angular plane, which means each floor is setback approximately 3 metres from the floor below.</p> <p>To ensure a vibrant retail streetscape with varied small retail shops, the Official Plan set out a maximum width of a retail store front.</p> <p>Brant Street is identified as a Pedestrian Priority Street. New buildings should have a 6 m. setback from the curb to create enhanced public sidewalk space.</p> <p>Where possible the pavement width of Brant Street should be minimized, and the sidewalk/boulevard space maximized to create a safe, comfortable and animated pedestrian environment with Clear Path Zones and bump outs to narrow the distance to cross at key intersections. Consideration should be given to converting Brant Street to a flex street south of Caroline Street.</p> <p>A new festival square, which is partially completed, could be located on the City parking lot between Brant and John Streets, potentially with underground parking, with due consideration for constraints on the site including an existing pipeline.</p> <p>James Street node recognizes the existing tall building currently under construction and an approved tall building currently under appeal.</p> <p>Only those buildings designated under the Heritage Act are currently protected from demolition.</p> | <div></div> <div></div> |

**Mid Brant**



- Max. 3 storeys for 20 m. from Brant Street.
- 3 storeys abutting Rambo Creek
- Max. 17 storeys in centre of the block subject to a 45 degree angular plane from the western property line of the creek block.

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.

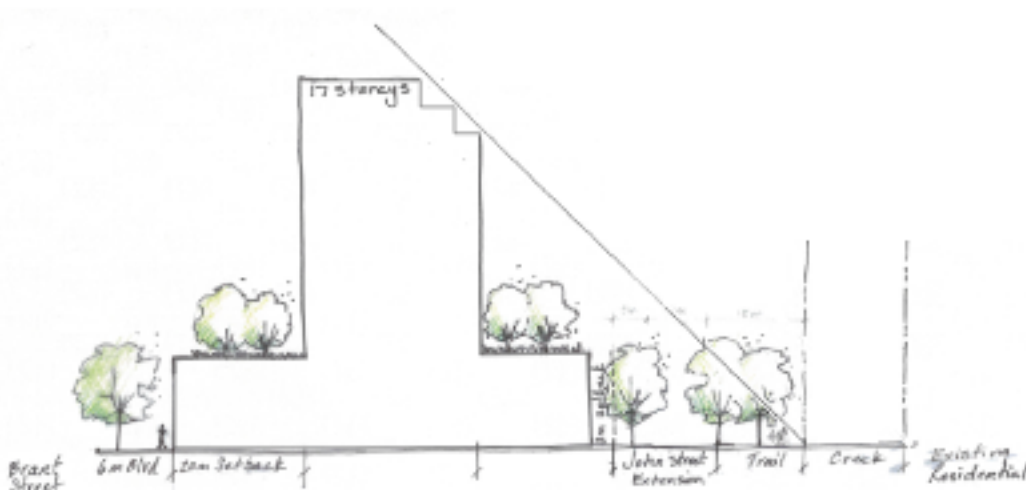
To support a walkable community the entire area must provide an accessible and attractive pedestrian environment with wide sidewalks, and greenway connections to adjacent residential neighbourhoods. Future development will also result in the redevelopment of surface parking lots and the intensification 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. The extension of John Street will reduce the number of driveways necessary along Brant Street and help to improve the pedestrian priority of Brant Street through this precinct.

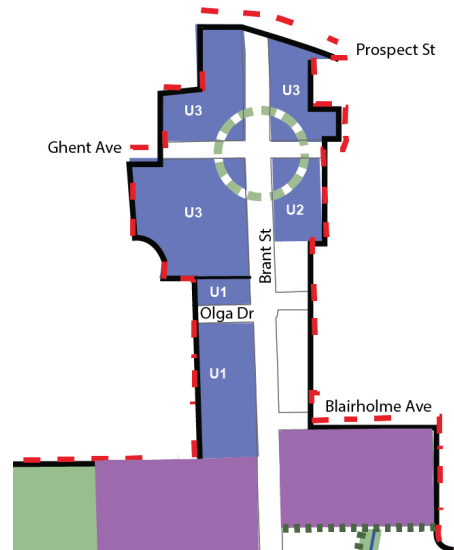
An increased open space buffer will be provided along Rambo creek with a walking trail along the west side of the Creek. John Street will be extended north as a local road abutting the open space. Together the open space and John Street will create a significant separation from the low-rise neighbourhood to the east.

To create an appropriate height transition to the neighbourhoods to the east, a 45 degree angular plane will be measured from the western property line of the creek block.

A new public urban park will also be created in the block. A detailed block plan study will be required prior to applications with the block from Caroline Street to Victoria Avenue to identify the size, location and configuration of the public park; the boundary of the open space along Rambo Creek; the configuration of the John Street extension and the siting of all buildings.



## Upper Brant



- Max. 3 storeys for 20 m. from Brant Street
- U1 – Mid-rise – max. 11 storeys with 45 degree angular plane from the rear property line of the existing low-rise properties to the west
- U2 – Mid-rise – max. 11 storeys with 45% plane from the rear property line of the existing low-rise properties to the east
- U3 – max. 25 storeys

The Upper Brant Precinct will accommodate a variety of building heights proportional to the depth of lots along Brant Street between Prospect Street and Blairholm Avenue with at grade commercial uses for buildings fronting onto Brant Street.

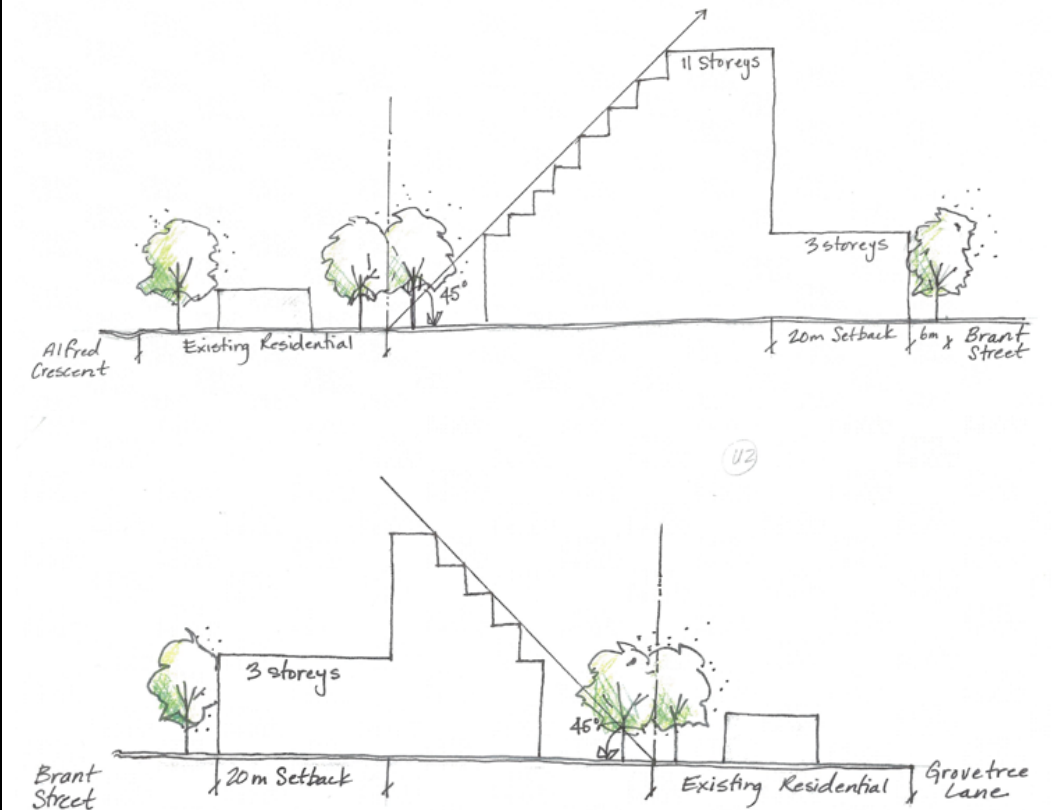
Development will generally achieve height and density that reflects that the Upper Brant Precinct is the closest precinct to higher-order transit at the Burlington GO Station within the Urban Growth Centre. This precinct will contribute to the creation of a transit, pedestrian and cycling oriented area.

The tallest buildings will be located north of Ghent Avenue in U3 as well as the existing building at the south western corner of Ghent Avenue and Brant Street.

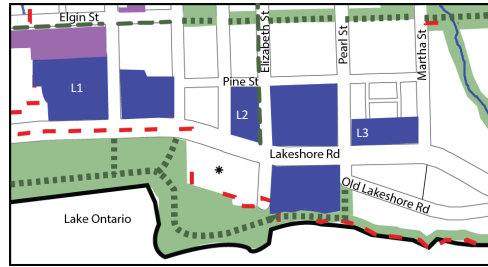
Adjacent to Brant Street, buildings are to be a maximum of 3 storeys for the first 20 metres.

South of Ghent Avenue in U1 and U2, compatibility with adjacent *low-rise* neighbourhoods will be achieved through a transition using a 45 degree angular plane resulting in a maximum mid-rise building height.

A new public urban park will be created along Ghent Avenue. A detailed block plan study will be required prior to applications north of Ghent Avenue and on the southeast corner of Brant Street and Ghent Avenue to identify the size, location and configuration of the public park and the siting of all buildings.



## Lakeshore



- L1- Max. 3 storeys for 20 m. from Lakeshore then Mid rise – 11 storeys
- L2- Max. 3 storeys for 20 m. from Lakeshore then max. 15 storeys with max 750 sq. m. floor plate above 3 storeys
- L3 – Maximum height requires further analysis.

The Lakeshore Precinct will serve as the gateway to the Waterfront with linkages between the waterfront trail and north south green connector streets and off-street trails.

This precinct will continue to develop as a priority retail main street particularly on the north side of Lakeshore Road.

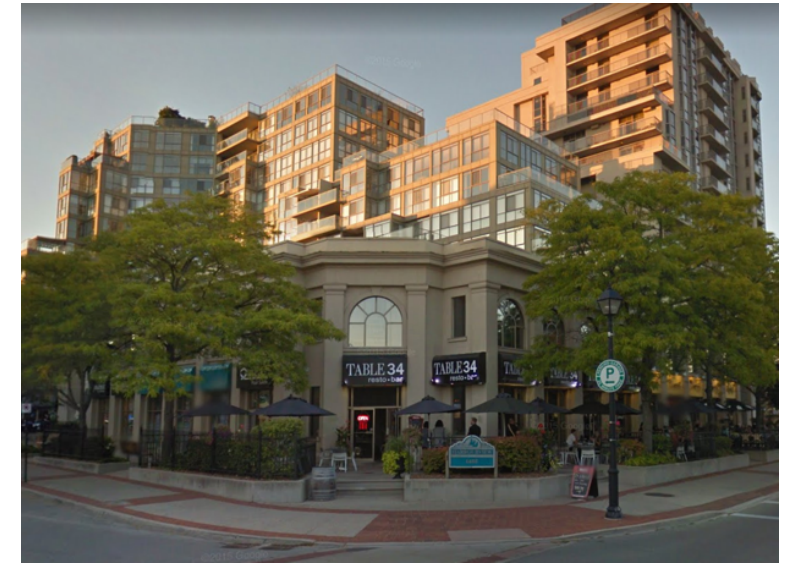
Permitted uses are primarily retail and service commercial uses on the ground floor with residential uses above.

Lakeshore Road is identified as a Pedestrian Priority Street<sup>1</sup> where the streetscape provides a safe and comfortable environment with Clear Path Zones<sup>2</sup> and bump outs<sup>3</sup> to narrow the distance to cross at key intersections.

The Precinct is largely already 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.

The permitted maximum heights shall be context specific for each block.

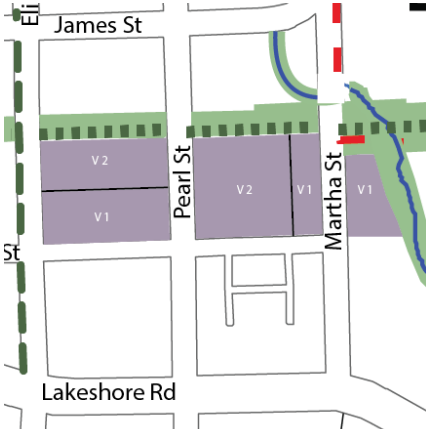



In the L3 sub area, further analysis is required to determine the appropriate maximum height including consideration of the existing and planned context, the potential impact on the townhouses to the north, the size of the tower floor plate in order to minimize shadowing, the heritage building on site, separation distance to the proposed tower to the east and the relationship to the pedestrian realm along Lakeshore Road and Pearl Street. The appropriate height and other built form parameters of this site will be addressed in the final report.



<sup>1</sup> Pedestrian Priority Streets encourage pedestrian use of the space by making walking the easiest form of transportation

<sup>2</sup> Clear Path Zones provide an unobstructed and clear path of travel for pedestrians

<sup>3</sup> Bump outs refer to extending a small width of the sidewalk curb out into the street to slow traffic

|   |   |   |  |
|---|---|---|--|
| <p><b>Village Square</b></p>   | <ul style="list-style-type: none"> <li>• V1- Max. 3 storey</li> <li>• V2 – Mid rise with 45 degree angular plane above 80% of the width of the street.</li> </ul>                 | <p>The character, scale and sense of place of the Village Square Precinct will be maintained and celebrated as a retail destination within this Precinct.</p> <p>Mid-rise buildings will provide a transition to the Village Square and will contain at grade retail along Pine Street.</p> <p>An existing 6 storey building north of the Village Square reflects this planned mid-rise character.</p> <p>To ensure a vibrant retail streetscape with varied small retail shops, the Official Plan will set out a maximum width of a retail store front.</p> <p>Retail along Pine Street will provide an intimate relationship to the street with a minimum setback of 4 metres from the curb.</p> <p>Abutting Martha Street, north of Pine Street, development should maintain the existing low-rise character.</p>                    |   |
| <p><b>Downtown East</b></p>  | <ul style="list-style-type: none"> <li>• Max. 17 storeys with max 750 sq. m. floor plate above 3 storeys</li> <li>• 45 degree plane from centre line of Martha Street.</li> </ul> | <p>The Downtown East Precinct will serve as a pre-eminent destination for major office, post-secondary education institutions and residential uses.</p> <p>The existing Presbyterian Church and the multiple heritage buildings in this precinct will limit the development potential. However, only those buildings designated under the Heritage Act are currently protected from demolition.</p> <p>The precinct will also be a focus for the provision of public parking.</p> <p>New buildings shall be required to provide for at least two levels of office space within the podium.</p> <p>Along Martha Street, compatibility with adjacent <i>low-rise</i> neighbourhoods will be achieved through a transition using a 45 degree angular plane from the centre line of Martha Street to the tower portion of the building.</p> |  |

Neighbourhood Mixed Use


- Max. 3 storeys.

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

The precinct recognizes and conserves the low-rise character of the Downtown along sections of Brant and Locust Streets.

Only those buildings designated under the Heritage Act are currently protected from demolition.



|   |   |   |  |
|---|---|---|--|
| <div>Apartment Neighbourhood</div> <div></div> | <ul style="list-style-type: none"><li>• Height of new buildings should be based on the surrounding context.</li></ul> | <p>Only limited infill development will be permitted within the Apartment Neighbourhoods which reflects the existing context within the precinct, including the cultural, natural, physical and surrounding built form and provides a transition to any adjacent low-rise neighbourhoods.</p> |  |
| <div>Old Lakeshore Road</div>   | <ul style="list-style-type: none"><li>• 6 to 15 storeys</li></ul>   | <p>Out of scope - no change to adopted Official Plan</p>  |  |



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