



**SUBJECT: Official Plan and Zoning By-law Amendment Applications
for 4853 Thomas Alton Boulevard**

TO: Community and Corporate Services Committee

FROM: Planning and Building Department

Report Number: PB-63-16

Wards Affected: 6

File Numbers: 505-05/15 and 520-08/15

Date to Committee: July 11, 2016

Date to Council: July 18, 2016

Recommendation:

Direct the Director of Planning and Building to prepare an Official Plan Amendment for consideration by Committee and Council at a future meeting in accordance with the modifications proposed by Planning staff to the application submitted by Adi Development Group to amend the City of Burlington Official Plan from Residential-High Density to Residential-High Density - Site Specific Policy to permit a residential development consisting of traditional townhouses, stacked townhouses, and apartments as outlined in Report PB-63-16; and

Direct the Director of Planning and Building to prepare a Zoning By-law Amendment for consideration by Committee and Council at a future meeting in accordance with the modifications proposed by Planning staff to the application submitted by Adi Development Group to rezone the lands at 4853 Thomas Alton Boulevard from "RAL4-331" to "RAL4-Exception" to permit 19 storey apartment building, traditional townhouse, and stacked townhouse units, and subject to Section 37 negotiations, as outlined in Report PB-63-16; and

Direct staff to hold discussions with the applicant to secure community benefits in accordance with Section 37 of the Planning Act and to return to Committee and Council with a report outlining the recommended community benefits.

Purpose:



The purpose of this report is to advise Council of Planning staff's recommendation to approve Official Plan and Zoning By-law amendments that differ from the amendments sought by the applications to permit additional residential development at 4853 Thomas Alton Boulevard. Further, the purpose is to also seek direction from Council to prepare Official Plan and Zoning By-law amendments for Council's consideration that reflect the modifications proposed by Planning staff. The applications for amendments as sought by the Applicant, along with the Official Plan and Zoning By-law amendments proposed by Planning staff, if so directed, will be brought forward for Committee and Council's consideration and decision at a future meeting.

Approval of the applications, or a modified Official Plan and Zoning By-law recommended by Planning staff would permit residential intensification of a vacant site within 120 m of Appleby Line and about equal distance to Highway 407 and Dundas Street (approximately 500 m), and within walking distance to community services and other neighbourhood conveniences. The development proposal aligns with the following objectives in Burlington's Strategic Plan 2015-2040:

A City that Grows

- Intensification
- Focused Population Growth

A Healthy and Greener City

- Healthy Lifestyles
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REPORT FACT SHEET

RECOMMENDATIONS:		<i>Staff Direction</i>	Ward No.:	6
Application Details	APPLICANT/OWNER: FILE NUMBER: TYPE OF APPLICATION: PROPOSED USE:	Adi Development Group/Adi Morgan Development (Thomas Alton) Inc. 505-05/15 and 520-08/15 <i>Official Plan and Zoning By-law Amendments</i> <i>Residential development proposal consisting of 685 dwelling units</i>		
Property Details	PROPERTY LOCATION: MUNICIPAL ADDRESSES: PROPERTY AREA: EXISTING USE:	<i>between Thomas Alton Boulevard and Palladium Way, east of Appleby Line</i> <i>4853 Thomas Alton Boulevard</i> <i>2.02 ha / 4.99 acres</i> <i>Vacant Land</i>		
Documents	OFFICIAL PLAN Existing: OFFICIAL PLAN Proposed: ZONING Existing: ZONING Proposed:	<i>Residential – High Density</i> <i>Site-specific policies to increase max. density and height</i> <i>RAL4-331</i> <i>Modified RAL4 – Exception (TBD)</i>		
Processing Details	KEY ISSUES: NEIGHBOURHOOD MEETING: STATUTORY MEETING: PUBLIC COMMENTS:	<i>Traffic impacts, built form compatibility</i> <i>December 1, 2015</i> <i>February 16, 2016</i> <i>40 emails, 2 neighbourhood meeting comment sheets, 2 letters, and a petition with 511 signatures</i>		



	PROCESSING TIME:	<i>8 months from date of complete applications (8 weeks following submission of revised plans)</i>
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Background and Discussion:

Site Description

The site is approximately 2.02 hectares and is located west of Appleby Line within the Alton (Central East) Planning Community (see Appendix 1: Location Sketch). It has frontage on the north side of Thomas Alton Boulevard of approximately 180 m and frontage on the south side of Palladium Way of 100 m. Both Thomas Alton Boulevard and Palladium have a planned right-of-way width of 26 m.

The site is currently vacant.

The surrounding land uses include:

North: Palladium Way and then vacant employment lands;

East: two 2 storey multi-unit mixed-use buildings;

South: Thomas Alton Boulevard and then 2 storey townhouses; and

West: 3 storey townhouses and then 2 storey townhouses and single-detached dwellings.

Site History

The site has previously been the subject of several planning applications (File Nos. SP 535-018/12 (Phase 1), A049/2013, SP 5353-004/14 (Phase 2), and A111/2013) for a phased 234 unit residential development, consisting of three 4 storey apartment buildings and a 2 storey shared private amenity recreational building. Draft Site Plan Approval was issued for the Phase 1 development consisting of a 78 unit apartment building. However, the site plan applications were subsequently withdrawn and closed, upon the written request of the previous owner (Emery Homes).

The subject applications to amend the Official Plan and Zoning By-law were deemed complete on October 21, 2015.



A public meeting was held by the Community and Corporate Services Committee on February 16, 2016, at which time a Planning and Building Department Report (PB-27-16) was presented and received for information.

The Information Report is available at: http://www.burlington.ca/en/services-for-you/resources/Planning_and_Development/Current_Development_Projects/Ward_6/Thomas_Alton/Staff-Report-PB-27-16.pdf

Applications Details:

Applications for an Official Plan Amendment and Zoning By-law Amendment (Rezoning) initially seeking approval for a 691 residential unit development consisting of 12 back-to-back townhouse units, 21 traditional townhouse units, 160 stacked townhouse units, and 498 apartment units were submitted in September 2015. A number of issues were raised at the statutory public meeting in February, including concerns respecting density, traffic impacts, building height, and adequacy of private amenity area, servicing infrastructure and school capacity.

In light of these issues, staff engaged an urban design consultant (Brook McIlroy) and held an Urban Design Workshop with the applicant and their design consultants on March 15, 2016. The key considerations for discussion included:

- distribution of density – opportunities to reduce the height of the towers through a more mid-rise character;
- creating a stronger frontage on Thomas Alton Boulevard – realigning townhouse units at the west edge to frame Thomas Alton Boulevard as well as potential for a mid-rise building form on the east block;
- Increase the size of the shared private outdoor amenity area (common open space), reconsider its shape to be uniform and regular, and locate it such that it is framed by adjacent buildings and accessible to all within the community;
- creating a more efficient internal circulation network, providing appropriate separation distances between buildings as well as increased setbacks from adjacent properties.

In response to concerns raised with the initial development proposal at both the Statutory Public Meeting and through consultation at the Urban Design Workshop, the applicant has made several modifications to the proposed concept plan. The proposal considered in this report was submitted on April 26, 2016, and includes the following changes:

- Decreasing the total number of residential units from 691 to 685;



- Decreasing the number of apartment units from 498 to 494;
- Increasing the height of the connecting podium of the two towers from 5 to 6 storeys;
- replacing the block of 12 back-to-back townhouse units with a 1,700 m² shared private outdoor amenity area (common open space);
- Increasing the number of stacked townhouse units from 160 to 170;
- replacing the four internal blocks of 70 stacked townhouse units with four blocks of 80 units;
- Additional changes and modifications have been made to the siting of the proposed apartment towers, internal circulation, and layout of the stacked townhouse units adjacent to Thomas Alton Boulevard and internal to the site.

The overall development would have a gross floor area of approximately 51,227 m² and a floor area ratio (FAR) of 2.54:1.

The revised plan proposes 832 parking spaces provided above and below grade. One level of below grade parking is proposed for the stacked townhouse units. A separate four levels of below grade parking is proposed for the apartment units. All visitor parking spaces would be provided below grade. The only above grade parking is 2 spaces per traditional townhouse unit for a total of 42 residential parking spaces. Thus, 790 parking spaces would be provided below grade between two separate underground parking garages.

A total of 380 bicycle parking spaces are proposed within the underground garages. An additional 227 m² of shared private outdoor amenity space is proposed on the sixth floor of the connecting podium.

Discussion:

POLICY FRAMEWORK

The applications are subject to the following policy framework: the Provincial Policy Statement (PPS), the Growth Plan for the Greater Golden Horseshoe (the "Growth Plan"), the Halton Region Official Plan (ROP), the City of Burlington Official Plan (OP), and the City of Burlington Zoning By-law 2020. Staff's analysis of the planning merits of the applications within this planning framework is discussed in the following sections.



Provincial Policy Statement, 2014

The PPS is intended to promote a provincial policy-led planning system, which recognizes there are complex interrelationships among environmental, economic and social factors in land use planning. The PPS focuses growth and development within urban and rural settlement areas and recognizes that the wise management of land use change may involve directing, promoting or sustaining development. Land use must be carefully managed to accommodate appropriate development to meet the full range of current and future needs, while achieving efficient land use and development patterns. Efficient development patterns optimize the use of land, resources and public investment in infrastructure and public service facilities. The PPS recognizes areas like Burlington are facing challenges related to accommodating and managing the development and population growth which is occurring, while protecting important resources and the quality of the natural environment.

Pursuant to Section 3 of the *Planning Act*, City Council's planning decisions "shall be consistent with the" PPS.

The PPS states that "planning authorities shall identify and promote opportunities for intensification and redevelopment where this can be accommodated" and "new development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities."

Staff finds the development proposal is consistent with the policies of the PPS as it efficiently uses land, supports a compact form and adds to the range of housing options in this area of the city, and is located in an area with appropriate levels of infrastructure.

Growth Plan for the Greater Golden Horseshoe, 2006

The Growth Plan provides a framework for implementing the Province's vision for building stronger, prosperous communities by better managing growth. The Growth Plan directs growth to built-up areas through intensification where development proposals can efficiently use existing transportation and servicing infrastructure.

Pursuant to Section 3 of the *Planning Act*, a decision of the council of a City Council's planning decisions "shall conform with...or shall not conflict with" the Growth Plan.

The subject property falls within a designated greenfield area, which is defined as "the area within a settlement area that is not built-up area". Staff finds the subject applications conform to the Growth Plan as they support a more compact and efficient form within a designated greenfield area.



Halton Region Official Plan (2009)

Regional staff have confirmed that the subject property is designated Urban Area (Settlement Area), as shown on Map 1 of the ROP. The Urban Area consists of areas where urban services (municipal water and/or wastewater systems or components thereof) are or will be made available to accommodate existing and future urban development and amenities.

The subject property falls outside of the Built Boundary, and is neither within an Employment Area nor Urban Growth Centre.

The Regional Structure also sets out targets for intensification and development density in designated greenfield areas. Table 2A of the 2009 ROP directs that a minimum development density in designated greenfield areas for Burlington is 45 residents and jobs combined per gross hectare.

Section 76 of the 2009 ROP establishes that the range of permitted uses and the creation of new lots within the Urban Area will be in accordance with the applicable Local Official Plan and Zoning By-laws. All development, however, shall be subject to the ROP policies in effect.

Section 89 (3) requires that all new development in the Urban Area be on the basis of connections to Regional Servicing.

Regional staff noted with respect to the original proposal that a number of technical matters remain outstanding and should be addressed prior to a recommendation being provided on these applications.

Regional staff were circulated with the revised plans and technical studies. At the time of writing this report City staff have yet to receive a formal response. The technical issues will be resolved over the coming weeks and will be reported on when Planning staff bring forward a report containing recommended Official Plan and Zoning By-law amendments, if so directed by Council.

Official Plan

The City of Burlington's Official Plan (OP) identifies the subject property on two schedules, as follows:

1. Residential Areas on Schedule A – Settlement Pattern; and
2. Residential-High Density on Schedule B – Comprehensive Land Use Plan – Urban Planning Area.



Residential Areas provide for housing and other land uses that are part of a residential environment. Housing may take many forms ranging from detached homes to high-rise apartment buildings. To provide opportunities for the broad range of residential uses that will satisfy the City's housing requirements, and provide for compatibility issues to be suitably addressed; three categories of residential land use have been identified on Schedule B of the OP (i.e. Residential-Low Density, -Medium Density, and -High Density). These categories are based on the function, permitted uses, location, density and scale of development.

A number of principles, general objectives, and policies provide a framework that will guide future development decisions for residential areas.

Part III, Section 2.2.1 a) states:

“To encourage new residential development and residential intensification within the Urban Planning Area in accordance with Provincial growth management objectives, while recognizing that the amount and form of intensification must be balanced with other planning considerations, such as infrastructure capacity, compatibility and integration with existing residential neighbourhoods.”; and

Part III, Section 2.2.1 c) states:

“To provide housing opportunities that encourage usage of public transit, pedestrian and bicycle transportation networks and decrease dependence on the car.”

As noted above, the subject property is designated “Residential-High Density”. The general policies for this designation permit a range of building forms including street townhouses and stacked townhouses, back to back townhouses, attached housing and apartments (ground or non-ground oriented housing units) with a density ranging between 51 and 185 units per net hectare (uph). Moreover, the following site specific policy in Part III, Subsection 2.2.3 f) (iii) is relevant to the proposed development:

“Notwithstanding the policies of Part III, Subsection 2.2.2 a) to g) of this Plan, residential development in Alton Community shall be subject to the following additional policies:...

- (iii) in Residential-High Density designations, housing forms include street townhouses and stacked townhouses, attached housing and apartments to a maximum height of 10 storeys.”

The Official Plan Amendment requests an increase in the maximum permitted density to 335 uph from 185 uph and maximum permitted height to 19 storeys from 10 storeys.



Part III, Section 2.5 of the City's OP sets out the objectives and general policies related to housing intensification. A list of criteria that must be considered when evaluating proposals for housing intensification within established neighbourhoods is provided in Part III, Subsection 2.5.2 a). Staff has reviewed each evaluation criterion carefully with respect to the subject applications and provided our analysis below:

(i) adequate municipal services to accommodate the increased demands are provided, including such services as water, wastewater and storm sewers, school accommodation and parkland;

The development applications were circulated for comment to Halton Region, the City's Capital Works Department, the School Boards and the City's Parks and Open Space Department and no objections or servicing constraints were raised.

Halton Region advise there are no capacity related concerns respecting water and wastewater services at this time to accommodate the development proposal. Specific conditions related to water/wastewater capacity and availability of that capacity will be addressed at the site plan stage. They further advise that servicing capacity will be re-assessed at the servicing permit stage and that formal allocation of capacity occurs with the issuance of a Regional Services Permit or execution of a Development Agreement.

Capital Works (Site Engineering) responded with typical conditions to be addressed at the site plan stage, including provision of stormwater quantity and quality control requirements, submission of a geotechnical study, site servicing and grading plans, road restoration details, execution of legal agreements registered on title, and an updated environmental noise assessment.

Parks and Open Space staff advise adequate parkland is available to accommodate this development given Doug Wright Park is located within the 0.8 km distance for a neighbourhood park and Norton Community Park is within the 2.4 km distance for a community park of the subject property. Cash-in-lieu of parkland dedication is therefore recommended for this development.

School Board staff submitted standard signage and warning clause conditions.



(ii) off-street parking is adequate;

The applications request a reduction from the parking rates established in Zoning By-law 2020 and included a parking study prepared by Paradigm Transportation Solutions Limited in support of this request. Transportation Services staff have reviewed this report, together with parking demand studies conducted by City staff, and have had regard for recently accepted parking standards for other applications, in order to determine the number of parking spaces for this development. The goal is to provide an appropriate number of spaces for residents and visitors, to encourage alternate modes of travel and maximize the amount of green space on the site. Key considerations in this parking review are listed below:

- Under Zoning By-law 2020 a total of 1176 parking spaces would be required for the proposed 685 residential dwelling units. Of which 932 parking spaces are required for the proposed unit mix, with an additional 244 parking spaces required for visitors. This is based on the following regulations:

Dwelling Type	Parking Rate (space/unit)	Visitor Parking Rate (space/unit)
Traditional Townhouse	2	0.50
Stacked Townhouse (1-Bedroom)	1.25	0.35
Stacked Townhouse (2-Bedroom)	1.50	0.35
Apartment (1-Bedroom)	1.25	0.35
Apartment (2-Bedroom)	1.50	0.35

- The City is in the midst of a parking study to update parking standards in the Zoning By-law. Staff is aware existing standards do not align with current development requirements and in many cases are higher than rates in comparable municipalities;



- The applicant's revised plan proposes 832 parking spaces (including visitor parking) for 685 dwelling units, a combined rate of approximately 1.21 spaces/unit;
- The site is well located in terms of accessibility to Burlington Transit Routes 11, 15A/15B, and 51, with stops located adjacent to the site along Thomas Alton Boulevard. Route 11 provides connection between the Appleby GO Station and Burlington Carpool Lot at Dundas Street and Highway 407.

Taking into account the matters discussed above, staff recommend support of an amendment to Zoning By-law 2020 that provides for a combined resident/visitor parking rate for this site of 1.25 spaces/unit or 853 parking spaces. The applicant's proposal for 832 parking spaces results in a deficit of 21 parking spaces. It is not feasible to assume that this parking shortfall can be accommodated off-site. Accordingly, if Council eventually considered and approved the Zoning By-law amendment recommended by staff would require as a condition of re-zoning the submission of a comprehensive Transportation Demand Management (TDM) plan outlining mitigation measures to lessen on-site and off-site impacts with respect to this deficit.

- (iii) the capacity of the municipal transportation system can accommodate any increased traffic flows, and the orientation of ingress and egress and potential increased traffic volumes to multi-purpose, minor and major arterial roads and collector streets rather than local residential streets;**

Access to the site is to be provided by way of two separate private roads, one accessing Palladium Way and one accessing Thomas Alton Boulevard. Both Palladium Way and Thomas Alton Boulevard are classified as collector streets in the City's OP. In this regard the ingress/egress criterion above is satisfied.

The applicant's traffic impact study provides an estimate of trip generation based on the Institute of Transportation Engineers (ITE) Trip Generation Manual, 8th edition as follows:

- AM peak hour – 0.91 & 0.98 trips/unit – 290 trips generated
- PM peak hour – 0.78 & 0.99 trips/unit – 332 trips generated

Transportation Services staff have reviewed the revised traffic impact study and are in agreement with the conclusions that the proposed



development can be accommodated and that traffic impacts are acceptable as proposed. However, Transportation Services staff have identified a concern with respect to the location of the proposed Driveway 'A' access to Thomas Alton Boulevard. Staff prefer that this access driveway align with Columbus Drive. The reasons for this is twofold: (1) it would provide more available queue storage for vehicles exiting from the underground parking garage, which provides exclusive use to residents and visitors of the stacked townhouse units; and (2) reduces interference with eastbound traffic on Thomas Alton Boulevard, which is anticipated to operate near capacity at the AM peak hour in the future. Staff strongly recommends that the parking garages be interconnected in addition to relocating Driveway 'A'. This would permit vehicles allocated to the stacked townhouse garages can exit the site through the apartment underground parking garage to the proposed Driveway 'B' access to Palladium when queuing occurs at the stacked garage ramp as a result of vehicles exiting the site through Driveway 'A' to Thomas Alton Boulevard.

Appleby Line and Dundas Street are identified as a Major Arterials on Schedule J – Classification of Transportation Facilities of the OP. Highway 407 is identified as a Provincial Freeway. Highway 407 and Dundas are identified as Higher Order Transit Corridors on Map 3 – Functional Plan of Major Transportation Facilities of the ROP.

This proposal would include lifting of a 3 m reserve to provide access to Palladium Way.

(iv) the proposal is in proximity to existing or future transit facilities;

As noted above, the site is well located in terms of accessibility to Burlington Transit Routes 11, 15A/15B, and 51, with stops located adjacent to the site along Thomas Alton Boulevard. Route 11 provides connection between the Appleby GO Station and Burlington Carpool Lot at Dundas Street and Highway 407.

(v) compatibility is achieved with the existing neighbourhood character in terms of scale, massing, height, siting, setbacks, coverage, parking and amenity area so that a transition between existing and proposed buildings is provided;

Staff have assessed the compatibility of the proposed development in terms of scale, massing, height, siting, setbacks, coverage, parking and amenity area and its overall urban design merits. As proposed, staff is of the opinion that the site is over congested and the apartment towers are too bulky. Staff would not recommend approval of the Official Plan and



Zoning By-law amendment applications as submitted. However, staff are of the opinion that these impacts can be addressed through a modified design. Accordingly, staff present a number of design principles and recommendations below (see “Design Approach” section), as modifications or minimum measures to mitigate or reduce the adverse impacts to acceptable levels.

Collectively, separation, setbacks, and step backs between buildings and building elements that align with the below recommendations will assist in achieving a higher degree of compatibility and in creating desirable public/private spaces on the development site and appropriate transitions to the adjacent properties.

- (vi) effects on existing vegetation are minimized, and appropriate compensation is provided for significant loss of vegetation, if necessary to assist in maintaining neighbourhood character;**

The soil conditions on the vacant site are currently disturbed. There is no existing vegetation on-site. Staff note that a detailed landscape plan, including the provision for street trees and a high standard of landscaping for the proposed open space and any stand-alone underground parking facilities, will be a requirement of site plan approval.

- (vii) significant sun-shadowing for extended periods on adjacent properties, particularly outdoor amenity areas, is at an acceptable level;**

The applicant submitted a sun-shadow study to assess the impacts of the revised proposal on adjacent properties. The study demonstrates that the shadows from the proposed development will have negligible impacts to the existing and proposed residential uses west and south of the subject property, namely, due to the placement and orientation of the proposed tall building elements. These impacts are considered acceptable.

Notwithstanding the above, staff note that significant shadowing occurs to the north and northeast of the subject property during the winter solstice (December 21) and spring equinox (March 21), particularly at 3:30 pm. The shadow impacts are on employment and commercial lands. Staff note that the recommendations set out below in the Design Approach section of this report should reduce these impacts.

- (viii) accessibility exists to community services and other neighbourhood conveniences such as community centres, neighbourhood shopping centres and health care;**



The subject property abuts a mixed use employment site and is within 500 m of a major retail area at the intersection of Dundas Street and Appleby Line. The following community amenities are within walking distance: St. Anne Catholic School Elementary Doug Wright Park, and St. Georges Anglican Church. Other area schools include Dr. Frank J. Hayden Secondary School and Alton Village Public Elementary. While Norton Community Park (Splash Pad, Skateboard Park), Palladium Park, Haber Recreation Centre, and the Alton Branch Library are also easily accessible from the subject property.

(ix) capability exists to provide adequate buffering and other measures to minimize any identified impacts;

Staff note that the apartment building (which consists of a north tower, connecting podium, and south tower) and stacked townhouses (blocks 8-12) are generally sited to frame the adjacent public streets – Palladium Way and Thomas Alton Boulevard, respectively. Moreover, staff acknowledge that the proposed high-rise components are well located at the northeast corner of the site and that the placement of the proposed 3 storey traditional townhouses and addition of the larger central open space area help to provide a better transition from the tall buildings down to the adjacent low-scale residential neighbourhood than the original proposal.

(x) where intensification potential exists on more than one adjacent property, any re-development proposals on an individual property shall demonstrate that future re-development on adjacent properties will not be compromised, and this may require the submission of a tertiary plan, where appropriate;

The lands to the west and south have recently developed for low-rise residential purposes and are not anticipated to re-develop in the near future. Lands to the north and east may re-develop in the shorter-term. Staff are satisfied with the proposed 6 m setback to the east property line and consider this setback having had regard for the future re-development of adjacent properties, namely, 4903 Thomas Alton Boulevard. If feasible, staff have encouraged the applicant to step back the south tower, incl. balconies, from the base building (podium) of at least 3 m. This would create a minimum tower setback from the east side property line of 9 m, which would help to mitigate a scenario where the adjacent property's access to sunlight, sky views, privacy and day lighting, is restricted by the subject development. This has been achieved in a recent proposed revision by the applicant.



- (xi) **natural and cultural heritage features and areas of natural hazard are protected;**

No features or areas have been identified on site therefore this policy is not relevant.

- (xii) **where applicable, there is consideration of the policies of Part II, Subsection 2.11.3, g) and m); and**

These policies are only relevant if the site were to contain a regulatory floodplain or watercourse or be located within the South Aldershot Planning Area. This is not the case and therefore these policies are not relevant.

- (xiii) **proposals for non-ground oriented housing intensification shall be permitted only at the periphery of existing residential neighbourhoods on properties abutting, and having direct vehicular access to, major arterial, minor arterial or multi-purpose arterial roads and only provided that the built form, scale and profile of development is well integrated with the existing neighbourhood so that a transition between existing and proposed residential buildings is provided**

The subject property is located at the periphery of the Alton Community, one property removed from direct vehicular access to a major arterial road (Appleby Line). It abuts a mixed use corridor, and provides convenient vehicular access to Appleby Line via two collector roads. The site currently permits high-density residential development, and given its location at the periphery of the existing residential neighbourhood, is an appropriate site for additional height. Staff have recommended a number of design parameters that will help to ensure the built form, scale, and profile of the development respects the existing and planned context.

Alton Central East Urban Design Study and Guidelines

The portion of the subject property abutting Thomas Alton Boulevard is identified as containing Priority Lots in the Design Study. Priority Lots are recognized as visually prominent locations within the community and within the streetscape. These lots should receive a higher level of design articulation. Additionally, both Thomas Alton Boulevard and Palladium Way are identified as Character Streets in the Design Study. These streets should be developed with combined consideration for the site planning and built form in the abutting private lands and the design of the elements within the street zone.



The Design Study also sets out the following objectives for High Density Residential Areas:

1. To ensure the siting of built form along the street edge is balanced between forming a strong edge to the street and providing a visual foreground to the structure;
2. To design built form that creates a consistent and attractive edge to the street.
3. To design interfaces between high density residential areas and adjacent land uses which are visually attractive;
4. To minimize the visual impact of parking, garbage storage and equipment storage areas on the streetscape;
5. To encourage variety and alternatives in the design of built form; and
6. To ensure that the design of private outdoor amenity areas are visually attractive from the street.

These objectives establish a context for coordinated development and should be used as a tool to ensure appropriate built form that is consistent with the OP and area specific zoning. As noted above, the guidelines include specific policies with regards to the subject site. The vision for the subject property is a low- to mid-rise built form that relates to the street and creates a strong and consistent edge. The servicing and parking for this site should be screened from the street. Staff's recommended modifications to the development will create these street edges.

Staff has considered the OP objectives and policies for residential areas and the evaluation criteria for housing intensification discussed above, together with the objectives and design guidelines set out in the Alton Central East Urban Design Study and Guidelines. Staff finds that the proposal, when modified in accordance with staff recommendations, would satisfy residential objectives "to provide, where compatible, housing opportunities in proximity to employment areas and residential support uses such as shopping and recreation areas to create opportunities to reduce travel times", to encourage the integration of a diverse range of housing types, including housing which is affordable and accessible for all residents, and "to require residential development to be compatible with surrounding properties". It is staff's opinion that the applications for Official Plan and Zoning By-law amendments when modified as recommended by Staff, would represent an appropriate form of development and thus conform to the overall intent of the OP.



Design Approach

It is important to understand, first, the important design principles for this site as it helps frame the design recommendations described below.

- Principle 1 – Achieve compatibility in terms of height and density with the adjacent townhouses to the west of the site. This is achieved with the row of traditional townhouses at the west edge of the site and the driveway/access road to these townhouses.
- Principle 2 – Provide an urban form of development along Thomas Alton Boulevard. This is achieved through the stacked townhouses that reflect the height and scale of development on the south side of Thomas Alton Boulevard.
- Principle 3 – Provide open space on the site. This is achieved through the large open space area at the north/central portion of the site.
- Principle 4 – Use the podium of the higher density housing to frame the open space on the site. This is achieved.
- Principle 5 – Implement tall building best practices. The modified design recommendations from staff (below) achieve this principle.
- Principle 6 – Provide appropriate transitions between buildings. This is achieved with the modified design recommendations.
- Principle 7 – Provide access points to Palladium Way and Thomas Alton Boulevard. This is achieved.

The comments and recommendations below are based on staff's review of infill development, site design, and best practices in tall building design including the City of Mississauga Downtown Core Built Form Standards (2013), City of Toronto Tall Building Design Guidelines (2013), Town of Richmond Hill Urban Design Guidelines (2013), City of Mississauga Port Credit Built Form Guide (2014), and the City of Hamilton DRAFT Tall Buildings Guidelines (2016). The tower design guidelines are especially important to the design on this site. In order to provide an appropriate transition in scale from the proposed tall buildings down to the lower scale residential buildings – both on- and off-site, staff have assessed the proposal against the above design guidelines as the City currently does not have tall building design guidelines.

It is important to acknowledge that the revised submission in support of the applications addressed a number of key points to improve the site and building design. These include:



- Framing the design of the site to include a significant open space area within the site. It is also noted that the open space area has a distinct and definite shape and is easily accessed by walking in and around the development;
- A strong internal grid street pattern supporting walkability within the development and to the Alton Community;
- A floor area ratio that is at transit supportive densities;
- Improved design of the towers. Of note, the external balcony treatment is highly distinctive and creates a strong architectural interest;
- A strong cycling infrastructure component;
- Improvements to the parking and circulation plan; and
- Properly achieving most of the design principles articulated above.

1. Integration of Open Space and Transition on the Site

Staff acknowledge that the proposed high-rise components are well located at the northeast corner of the site. The placement of the proposed 3 storey traditional townhouses at the west end of the site and addition of the large open space area helps to provide a transition from the tall buildings down to the adjacent low-scale residential neighbourhood.

Recommendations:

- i. Design the base building (podium) to better frame the open space area through the creation of built form edge (e.g. re-orient the podium to enclose this amenity area). Through conversations with the developer, revised drawings create a stronger presence through windows and architectural design. Staff note that the traditional townhouses and stacked townhouses front on single-loaded internal roads that wrap the open space, which emphasizes passive security or “eyes on the” open space; and
- ii. With respect to the north building, where the podium fronts on Palladium Way, consider a creative street wall treatment that responds to the curvature of Palladium Way (i.e. a wall built parallel to Palladium Way). Palladium Way is identified as a Character Street in accordance with the Alton Central East Urban Design Guidelines, and this is a way to bring a high level of design articulation to



the street. Staff is of the opinion that this curve is a unique site characteristic that can be explored through an appropriate design expression.

2. Framing the Public Realm and Public Streets

The apartment building (north tower and the north side of the connecting podium) and stacked townhouses (blocks 8-12) are generally sited to frame the adjacent public streets – Palladium Way and Thomas Alton Boulevard, respectively.

Recommendations:

- i. The first choice is to replace the traditional townhouses at the south west corner of the site with a block of stacked townhouse units (to a minimum side yard setback of 7.5 m) in order to complete the framing of Thomas Alton Boulevard. This will form a stronger, consistent, and attractive edge to the street along Thomas Alton Boulevard rather than a side elevation and rear yard condition. It will also effectively hide views of the proposed traditional townhouses, their driveways, and the proposed private road from Thomas Alton Boulevard.

However, the servicing for the traditional townhouses will be on this driveway which eliminates the opportunity for the stacked townhouses to be extended on Thomas Alton Boulevard. The alternative is an exterior side elevation with a design treatment that includes the main entry door and massing in terms of height that appropriately transitions from the existing 3 storey townhouses, to the proposed 3 ½ storey stacked townhouses. This is similar to what has been achieved in the Millcroft Community.

3. Tall Building Design

Recommendations:

- i. Floor Plate (size and shape)
 - a) Size: The applicant proposed 781 m² as the floor plate on each floor above the podium (floors 7-19). The tower floor plates should be 750 m² or less per floor. This is consistent with the tower guidelines for other municipalities. The size and shape of a tower's floor plate work together with the height and placement of the tower to determine a building's overall three-dimensional massing. Towers with smaller floor plates and regular shape perform better with respect to shadow impacts, access to sky view, wind conditions, and overall impressions of whether the building is too massive or more slim and less imposing.



b) Shape: Towers should be designed to be as square as possible as larger or elongated building lengths draw attention to a building's overall massing and bulk, and consequently creates greater physical and visual impacts. Best practices identify the maximum length of a tower wall, including balconies, should be 30 m for buildings over 16 storeys. The applicant proposed 40 m. At a reduced length of 30 m as the widest dimension of the tower, the floor plates would be approximately 630 m². This approach is intended to achieve a point tower form rather than a slab tower typical of 1960s and 1970s building design (e.g. Burlington Square or Upper Canada Place). Staff also recognize that the City of Mississauga uses a maximum length of 35 m and this could be supported. This leads to a floor plate of 735 m² which is appropriate for this site.

ii. Tower Separation

For sites that are large enough to accommodate more than one tower, adequate tower separation distances between towers maintains protection of sky view, access to natural light, reduces the overall massing of the two towers, reduces wind impacts, and provides for privacy. Best practices in tall building design require a minimum separation distance between towers of 25 m. The applicant proposed 21.5 m separation based on 780 m² floor plates. If the placement of the towers remains static, however, the widest dimension of the proposed towers (approximately 40 m) were shortened by 5 m to 35 m (taking 5 m off the eastern extent of the north tower and 5 m off the northern extent of the south tower), then the separation between the two towers is increased to greater than 27.5 m. This dimension is recommended;

iii. Tower Placement

Provide tower step backs, including balconies, from the base building (podium) of at least 3 m. By placing the tower away from the building base adjacent to Palladium Way, the proposed open space, traditional townhouses, stacked townhouses, and neighbouring properties, physical and visual impacts are reduced. To this end, towers, especially larger or elongated floor plates, which meet the ground directly, can generate uncomfortable wind conditions, such as those identified by the submitted Pedestrian Wind Assessment. Tower step backs, together with appropriate floor plate size and shape, improve these wind conditions as well as create an appropriate sense of pedestrian (human) scale at ground level. The applicant proposed a 7 m step back from the podium to north tower adjacent to the traditional townhouses and internal north-south driveway access to Palladium Way. In addition, staff are recommending a step back from the podium adjacent to Palladium Way, the proposed open space, and stacked townhouses internal to the site of 3 m;



iv. Podium Height and Scale

Require the building design to clearly differentiate between the base, middle, and top of each tower. This will help to achieve an appropriate transition between the tall building elements down to the adjacent low-scale neighbourhood. The role of the base building (podium) is to help a tall building fit harmoniously within the existing or planned context of a neighbourhood, generally achieved through a height to street width ratio of 1:1. However, the height of the podium should also relate directly to an established streetwall context (or height and setback of adjacent buildings). This helps to frame the public realm and create an urban living room. Thus, the height of the podium must relate directly to the planned right-of-way width of Palladium Way (26 m) to the north and the height of the existing (and proposed) townhouses to the west and proposed stacked townhouses to the south. The applicant proposed a 3 storey podium (approximately 9.15 m in linear height) at the west of the north tower that transitions to a 5 storey podium (approximately 15 m in linear height) at the northeast corner of the site, a height that is approximately 60% of the adjacent Palladium Way right-of-way. Additionally, the design of the top of the buildings should be unique and highlight the character of the skyline. These approaches by the applicant can be supported; and

Provide a minimum separation distance of 15 m where the podium of the proposed apartment building is adjacent to the proposed townhouse and stacked townhouse units. Moreover, with tower step backs incorporated into the overall design, a greater degree of separation will be achieved between the proposed towers and proposed townhouse and stacked townhouse units. The applicant proposed a 13 m separation distance between the face of the south tower and the faces of the stacked townhouse units in block 7. With the 3 m podium setback in addition to the 13 m separation distance this distance of 13 m can be supported.

v. Further design considerations

Materials – Provide high quality materials that respond to the physical and cultural surroundings (e.g. the Niagara Escarpment). Materials should be used to break-up the massing and scale of the proposed towers, staff are of the opinion that the proposed colour scheme, as shown on the proposed elevations (see Appendices 5a and 5b) should be inverted such that the darker (heavier) colours are used at the ground and the lighter colours used as the buildings rise; and

Tower Top – Enclose and integrate all rooftop mechanical penthouse equipment, units, or telecommunications into the design and massing of the building. These enclosures should be further step backed from the tower shaft.



4. Stacked Townhouse Building Design

Recommendations:

- i. Provide a minimum separation distance between the faces of the stacked townhouse blocks of 15 m. This design principle ensures sunlight and sky views, particularly for the below-grade units and private outdoor amenity areas, and reduces overlook conditions. The applicant proposed 15.15 m; and
- ii. Provide a minimum building separation of 2.4 m between stacked townhouse blocks. Staff would prefer that the side walks be removed between the stacked townhouse blocks, and appropriately landscaped, in favour of a single mid-site pedestrian connection. The proposed sidewalks would be narrow, long and dark. It is better to have the single connection, which will also be safer.

5. Amenity Area

Amenity area for the apartment building includes private balconies and a shared outdoor space (terrace) on the 6th floor of the connecting podium. While privacy area for the traditional townhouse units include a balcony, deck, and backyard. The privacy areas for the stacked townhouse units include patios, terraces, and rooftop deck/terrace. Staff note that privacy areas may be counted toward the site's total amenity area. Notwithstanding, and including the proposed 1,700 m² shared private outdoor amenity area (common open space), the requested amendment seeks approximately a 63% reduction in amenity area for the site. By way of comparison, the proposed amenity area is less than half of what would be required in the downtown. Notwithstanding, staff acknowledge that the existing zoning standards do not align with current development requirements, and given the intense nature of the proposal are supportive of an alternative urban rather than traditional suburban standard. Accordingly, staff would support a minimum amenity area requirement a rate of 18.5 m² per dwelling unit. This rate is based on a recent Amenity Area Review Study prepared by Dillon Consulting for the City of Kingston.

Recommendation:

- i. Provide Amenity Area at a rate of 18.5 m² per dwelling unit. At this recommended rate, the current proposal would require approximately 2,000 m² of additional amenity area. This may be achieved with internal amenity area – the details of the internal amenity area (exercise rooms are an example) need to be confirmed. The standard of 18.5 m² per unit is appropriate.



6. Access, Loading, Parking and Site Servicing

Access to the site is proposed from both Palladium Way and Thomas Alton Boulevard by private condominium roads. Access to the underground (u/g) parking garages, for the proposed apartment and stacked townhouse units, is provided on-site by two separate freestanding vehicle ramps and access stairs. All visitor parking, and presumably carshare parking, spaces are to be provided within the u/g garages.

Recommendations:

- i. Integrate the u/g parking ramps within the buildings. If not feasible, then they should be located to limit negative impacts on the safety, comfort, and quality of the private/public realm, including screening of all freestanding u/g parking ramps using high-quality architectural elements and landscape design. Careful design is required to ensure safe, comfortable, and attractive environments for residents and will also help to mitigate noise and air quality concerns. This has been largely achieved with the applicant's recent revisions and can be supported;
- ii. Consider shared servicing infrastructure for vehicular access (e.g. u/g garage ramps) and to promote an efficient site layout. The proposal maintains two ramps; revisions recently proposed minimize the impact of the ramps and can be supported; and
- iii. A portion of the required accessible, visitor, and carshare parking spaces should be highly-visible and available at grade (as surface parking). This has been achieved in a recent proposed revision by the applicant.

City of Burlington Zoning By-law 2020

The subject property is zoned RAL4-331 (Alton Community Residential) under Zoning By-law 2020, as amended (see Appendix 2: Location/Zoning Sketch). The site-specific exception 331 limits the built form or building type permitted on the subject property to apartment building and sets minimum and maximum ranges with respect to density (min. 100 units per hectare; max. 185 units per hectare) and height (min. 4 storeys; max. 10 storeys).

The proposed Zoning By-law Amendment seeks to further amend the property's RAL4-331 zone to a modified RAL4 zone that would expand upon the permitted building forms (building types) to include varying low-rise, townhouse forms and high-rise apartment buildings, increase the maximum allowable density and floor area, and introduce site-specific performance standards for each of the proposed building forms (e.g. reduced amenity area, parking, and yard requirements). Table 1 below, lists the current RAL4-331 zone regulations, the applicant's proposed requirement, identifies compliance/non-



compliance, and provides a staff comment where the proposed requirement is non-compliant.

Table1: Proposed Site-Specific Zoning Amendments

Zoning Provision	RAL4-331 Zone Regulations	Proposed	Complies	Staff Comment
Lot Width:	Palladium Way: 95 m Thomas Alton Blvd.: 175 m	Palladium Way: 97 m Thomas Alton Blvd.: 182 m	✓	Complies.
Lot Area:	2 ha	2.02 ha	✓	Complies.
Density:	Minimum 100 units per hectare Maximum 185 units per hectare	Minimum 100 units per hectare Maximum 355 units per hectare	×	Support amendment with modification: Staff recommends a number of modifications to the proposal. As a result density is subject to change. Staff anticipates the density will decrease in response to design changes.
Building Height:				
Apartment Building	4 storeys minimum; 10 storeys maximum	3 storeys minimum; 19 storeys maximum	×	Support amendment with modification: Staff recommends a number of modifications to the proposed apartment buildings to optimize building placement and ensure an appropriate fit and transition in scale.
Stacked Townhouse* (Flat Roof Dwellings)	Maximum: 3 storeys to 10 m	Maximum: 4 storeys to 14 m	×	Support amendment: The proposed building type conforms to the OP. Staff is supportive of this form of dwelling configuration subject to certain performance and design standards outlined above.
Townhouse**	Maximum: 3 storeys to	Maximum:	×	Support amendment:



Zoning Provision	RAL4-331 Zone Regulations	Proposed	Complies	Staff Comment
(Flat Roof Dwellings)	10 m	3 storeys to 10 m		See note above.
Yard abutting Palladium Way:	<p>7.5 m minimum (at grade)</p> <p>12 m minimum (at grade)</p> <p>For each storey above 6 storeys, an additional 3 m is required from the minimum setback</p>	4.5 m	x	<p>Support amendment with modification:</p> <p>The proposal aligns with OP policies and Alton Community Design Guidelines to create a strong street edge. Modification is required to ensure an appropriate interface. Staff propose to modify the requirements as applied to the proposed apartment building to include a provision that would require a min. 3 m tower step back from the podium. Moreover, staff support a further reduction to a min. setback for the podium of 3 m in order to achieve a design that mimics the curve of Palladium Way and facilitates a shift in the north tower easterly while at the same time allowing for a min. 25 m tower separation to be maintained between the north and south towers.</p>
Yard abutting Thomas Alton Blvd.:	<p>7.5 m minimum (at grade)</p> <p>12 m minimum (at grade)</p> <p>For each storey above 6 storeys, an additional 3 m is</p>	6 m	x	<p>Support amendment:</p> <p>The proposal aligns with OP policies and Alton Community Design Guidelines to create a strong street edge.</p>



Zoning Provision	RAL4-331 Zone Regulations	Proposed	Complies	Staff Comment
	required from the minimum setback			
Yard abutting a pipeline easement:	10 m	6 m	x	Support amendment with modification: However, modification is required to ensure an appropriate interface. Staff propose to modify the requirements as applied to the proposed apartment building to include a provision that would require a min. 3 m tower step back from the podium at a 6 m setback.
Yard abutting RAL3 zone :				
Apartment building Buildings up to 6 storeys Buildings over 6 storeys (building wall 30 m or less in length)	15 m 15 m plus 1 m for each storey over 6 storeys	36 m	✓	Complies.
Stacked Townhouse*	12 m	6 m	x	Support amendment with modification: The proposal aligns with OP policies and Alton Community design guidelines to create a strong street edge. Modification is required continuing the block of stacked townhouse units toward the west property line (to a minimum side yard setback of 7.5 m) in order to complete the framing of Thomas Alton Boulevard.
Townhouse**	6 m	6 m	✓	Complies.



Zoning Provision	RAL4-331 Zone Regulations	Proposed	Complies	Staff Comment
(Rear Yard)				
Floor Area Ratio:	1:1	2.54:1	x	Support amendment with modification: staff recommends a number of modifications to the proposal. As a result Floor Area Ratio is subject to change. Staff anticipates the ratio to decrease.
Amenity Area:				
Apartment Building	25 m ² per bedroom; 15 m ² per efficiency	4,101 m ²	x	Support amendment with modification: staff recommends a minimum amenity area of 18.5 m ² per dwelling unit.
Shared private outdoor amenity area (common open space)	n/a	1,700 m ²	x	
Stacked Townhouse*				
Unit 1	25 m ² for each bedroom in a unit	2.8 m ²	x	
Unit 2		5 m ²	x	
Unit 3		3.4 m ²	x	
Unit 4	15 m ² for each efficiency unit	38 m ²	x	
Unit 5		24 m ²	x	
Privacy Area:				
Stacked Townhouse*				Support amendment: The requested amenity areas are appropriate as the amenity space for some of the units far exceeds that standard and provides an overall balance of amenity area.
Unit 1	10 m ² per unit	2.8 m ²	x	
Unit 2		5 m ²	x	
Unit 3		3.4 m ²	x	
Unit 4		38 m ²	✓	
Unit 5		24 m ²	✓	
Townhouse**	20 m ² per unit	Ranging from 36 m ² to 62 m ² per unit	✓	Complies.
Below grade enclosed occupant parking:	75%	95%	✓	Complies.
Landscape Area:				
Abutting Palladium	6 m	4.5 m	x	Support amendment:



Zoning Provision	RAL4-331 Zone Regulations	Proposed	Complies	Staff Comment
Way				This is the only area on the site where a minor reduction to the landscape area is proposed. Staff finds this reduction to be minor and helps to reinforce the intent to create a strong street edge with an appropriate podium placement.
Abutting Thomas Alton Blvd.	6 m	6 m	✓	Complies.
Abutting a residential zone	6 m	6 m	✓	Complies.
Abutting a MXE zone	3 m	6 m	✓	Complies.
Built Form:				
Balconies facing Palladium Way	Not permitted	Permitted	x	Support amendment with modification: Staff recommends that balconies are only permitted on the tower elements and subject to the same setbacks/step backs as the tower. In this regard, impacts on privacy and massing will be mitigated.
Balconies facing Thomas Alton Blvd.	Not permitted	Permitted	x	
Vehicle access to Palladium Way	Permitted	Permitted	✓	Complies.
Townhouse**	The number of townhouse units per block shall not exceed 8	Max. 8	✓	Complies.
Parking:				
Apartment Building	1.25 + 0.35 visitor/1 bedroom unit 1.50 + 0.35 visitor/2 bedroom unit	1.00 + 0.18 visitor/unit	x	Support amendment with modification: Staff is able to support the proposal for 832 parking spaces based on the parking surveys for other sites, the
Stacked Townhouse*	1.25 + 0.35 visitor/2 bedroom unit	1.00 + 0.18 visitor/unit	x	



Zoning Provision	RAL4-331 Zone Regulations	Proposed	Complies	Staff Comment
	1.50 + 0.35 visitor/2 bedroom unit			specific attributes of this development proposal and the applicant's commitment to a TDM plan as outlined above. The amending by-law will require a min. of 142 visitor parking spaces and no deviation will be supported for changes to the accessible parking requirements.
Townhouse**	2 + 0.50 visitor/ unit	2/unit	x	
The following regulations apply to Townhouse only				
Encroachments:	<p>a) Covered porches are permitted to encroach a maximum distance of 1.5 m into the front yard and side yard abutting a street.</p> <p>b) Where the side yard is less than 1.2 m, the encroachment shall be no closer than 60cm to the lot line.</p>	Not specified in application	unknown	No changes requested
Driveways and Garages:	The maximum driveway width shall be 3 m	Not specified in application	unknown	No changes requested

* Building Type is not permitted under the current RAL4-331 zone regulations. Staff has reviewed the proposal in accordance with the RAL4 zone regulations, subject to RM3 zone regulations.

** Building Type is not permitted under the current RAL4-331 zone regulations. Staff has reviewed the proposal in accordance with the RAL4 zone regulations, subject to RAL3 zone regulations.

Technical Review



The Official Plan Amendment, Rezoning application, and supporting documents were circulated to internal departments and external agencies for review. Written responses to the technical circulation have been received from Burlington Hydro Inc., Halton District School Board, Halton Catholic District School Board and Canada Post. No objections have been identified by these agencies and requested agency conditions will be included in a Residential Development Agreement.

Formal comments on the revised proposal have not yet been received from Halton Region.

Responses received have been used to assist in evaluating the applications.

Financial Matters:

The applications were processed under the standard development application fees.

Part VI, Section 2.3 of the OP allows the City to approve height and/or density increases greater than permitted by the zoning by-law pursuant to Section 37 of the *Planning Act* in return for the provision of facilities, services or other matters as indicated in the OP. The proposal qualifies. The recommendation contained in this report request Council to direct staff to initiate discussions with the applicant to secure community benefits and to return to Council with a Section 37 report prior to enactment of the zoning by-law.

Public Engagement Matters:

Public Circulation

The applications were subject to the standard notification requirements. A public meeting and request for comments were circulated in November 2015 to all landowners within 120m of the subject property. Notice signs were also posted on the property. A further notice will be distributed in June 2016 advising individuals of the date committee will consider this recommendation report.

Neighbourhood Meeting

On December 1, 2015, a neighbourhood meeting was held at Corpus Christi Secondary School and was attended by approximately 40 members of the public.

Statutory Public Meeting

A statutory public meeting was held on February 16, 2016. Nine delegates expressed concerns with the proposal at this meeting.



Public Comments

Beginning in November 2015, staff began receiving correspondence from members of the public regarding the proposed development. To date, staff has received 40 emails, 2 neighbourhood meeting comment sheets, and 2 letters (44 total). A neighbourhood petition with 511 signatures has also been received. The public comments received to date and a copy of the petition were included in Appendices III and IV, respectively, of the Information Report to Council.

Generally the public are opposed to the proposal and have raised a number of concerns.

Comment

The proposed building height of 19 storeys and increase in density is a concern with residents commenting that they are too high and not appropriate. Questions were asked with regards to privacy impacts.

Response

The applicant submitted a shadow study that indicates acceptable levels of impact on adjacent residential properties. The City's OP and Zoning By-law provide criteria and regulations to be considered when higher density development is proposed adjacent to existing low-density residential dwellings including size (bulk/height), type, and placement of buildings. Furthermore, staff are of the opinion that a modified plan in keeping with staff recommendations will provide an adequate transition from the proposed 19 storey high-rise elements down to the existing lower-scale neighbourhood as discussed in the Official Plan and Design Approach sections of this report above.

Comment

Concerns with regards to the additional vehicular traffic the development may generate and the impacts it would have on the existing street network. The residents indicated that traffic is already an issue in the area and that Thomas Alton Boulevard is particularly difficult to use and is consistently backed up. The introduction of the proposed density, it is felt, would make the situation even worse and would not offer any solutions to the existing problem.

Response

The site is located within a Residential – High Density land use designation, a designation intended for concentrated growth. Comments from the City's Transportation Services regarding traffic volume are included in discussion under the Official Plan section of this report, specifically with respect to housing intensification evaluation criteria (iii).



Comment

Members of the public have raised concerns with respect to the proposed parking arrangement as well. Feeling it is inadequate to accommodate residents and visitors. Questions were asked about location of visitor parking, why is such a large parking reduction being sought? And how many levels of underground parking are proposed? Concerns were raised regarding overflow parking spilling over onto Thomas Alton Boulevard.

Response

If approved, as modified, the applicant will be required to provide all parking for residents and visitors on-site and in accordance with the City's Transportation Services accepted parking rate of 1.25 spaces/unit. Parking for both residents and visitors will be provided above grade within surface parking areas or below grade parking in either of the two proposed parking garages (i.e. a one level parking garage for the stacked townhouse units or a four level parking garage for the apartment units). Staff supports the parking numbers discussed in Table 1 of the City of Burlington Zoning By-law 2020 section of this report subject to the implementation of a comprehensive Travel Demand Management plan.

Comment

Lastly, residents raised concerns over capacity at local schools and the municipal water/waste water services and adequacy of amenity area (open space). Residents are concerned that the local schools may not be able to accommodate the increase in population and ask where children will go to school.

Response

The applications have been reviewed by Halton Region and Capital Works staff and no concerns have been raised about servicing capacity constraints. Servicing details will be addressed at the site plan stage. Also, School Board staff have no objections to the subject applications and have provided standard signage and warning clause conditions.

Conclusion:

Staff has worked diligently with the applicant toward a development proposal that will achieve a high-quality of urban design. Staff has outlined a number of guiding design principles, which we feel promote a development that will fit harmoniously within the existing community. Staff has emphasized the creation of a built environment that relates and responds to the existing and planned lower-scale buildings and open space, and one that will have minimal impact on the proposed private spaces, public realm, and pedestrian environments. Despite meeting with the applicant on seven different



occasions, staff has not been presented with a proposal that incorporates these principles, and therefore, we are not in a position to bring forward a report in support of the Applicant's applications for Official Plan and Zoning By-law amendments at this time.

Notwithstanding the above, having reviewed the applications in accordance with applicable Provincial, Regional, and Municipal planning policies, in principle, staff is of the opinion that the proposed Official Plan Amendment and Rezoning, when modified as recommended by staff, represent an appropriate form of development that makes efficient use of land, supports the construction of compact form, provides a mix of housing, and subject to the design modifications outlined above, will be compatible with the surrounding lands uses in terms of heights, transitions, site and urban design.

Respectfully submitted,

Todd Evershed

Planner II

905-335-7600 ext. 7870

Appendices:

Appendix 1: Location Sketch

Appendix 2: Location/Zoning Sketch

Appendix 3: Detail Sketch – Original Proposal

Appendix 4: Detail Sketch – Revised Proposal

Appendix 5a: East & South Elevations

Appendix 5b: North & West Elevations

Notifications:

Lorraine Roberts (lorraine@adidevelopments.com)

Report Approval:

All reports are reviewed and/or approved by Department Director, Director of Finance and Director of Legal. Final approval is by the City Manager.



Appendix 1 LOCATION SKETCH

Applications by ADI Development Group Inc. to amend the Official Plan and Zoning By-law of the city of Burlington to permit the development of 685 residential dwelling units,

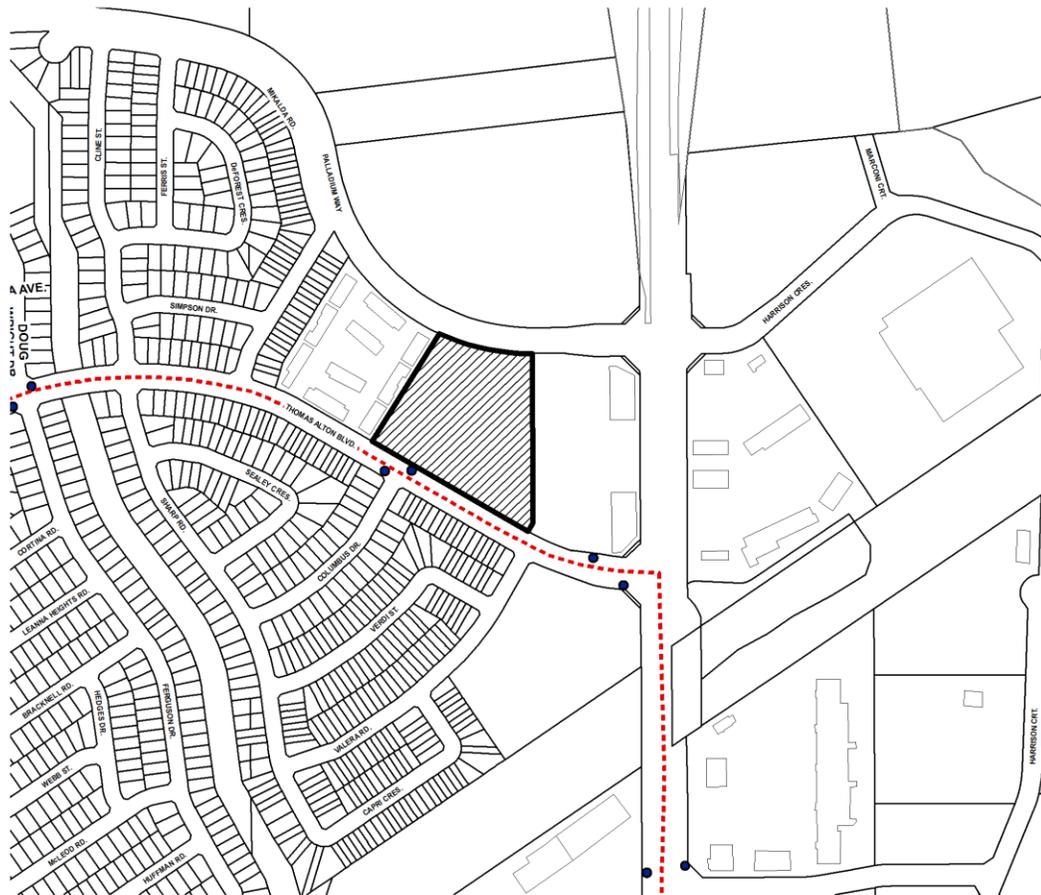


SUBJECT PROPERTY

Bus Routes

Bus Stops

FILE Nos. 505-05/15
520-08/15





Appendix 2 LOCATION / ZONING SKETCH



Applications by ADI Development Group Inc. to amend the Official Plan and Zoning By-law of the city of Burlington to permit the development of 685 residential dwelling units,

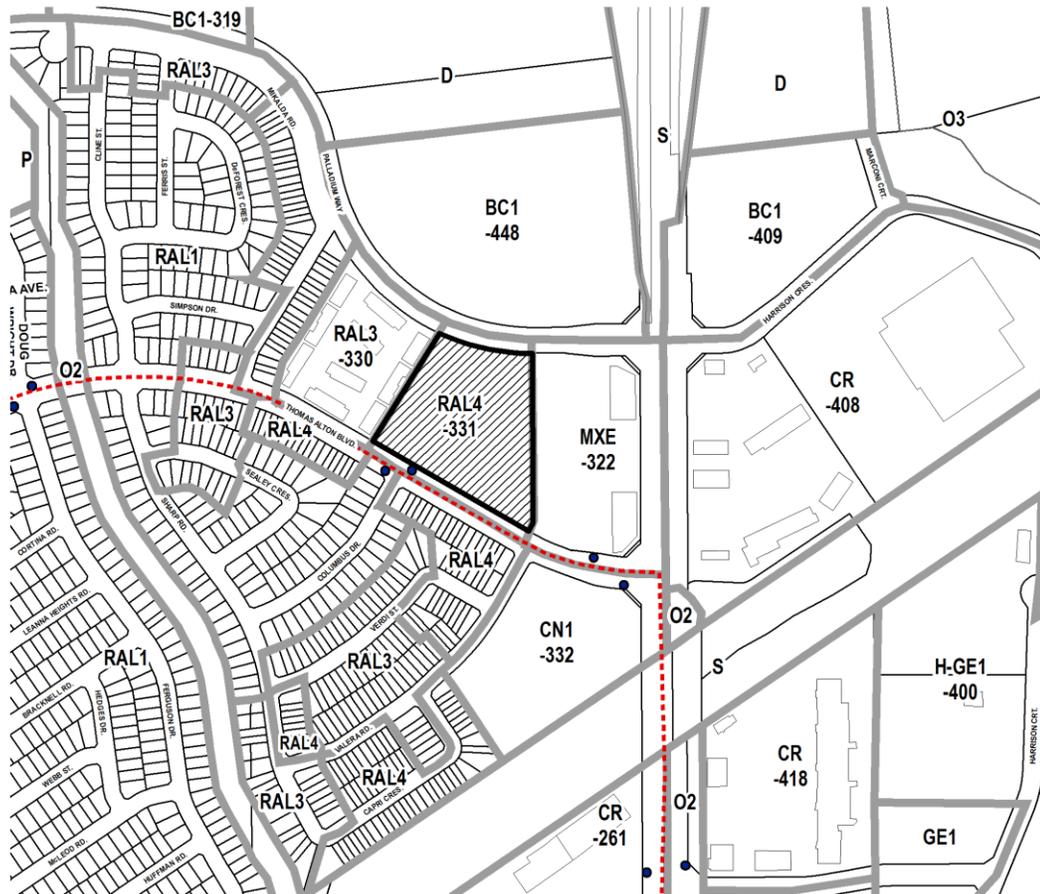


SUBJECT PROPERTY

- - - - - Bus Routes

● Bus Stops

FILE Nos. 505-05/15
520-08/15



GENERAL ZONING LEGEND

Low Density	Medium Density	High Density	Mixed Use	Commercial	Employment	Other
RAL1	RAL3	RAL4	MXE	CN1 CR	BC1 GE1	P D S O2

DATE: JUNE 20, 2016
Planning and Building Department
Development and Infrastructure Division





Appendix 3

DETAIL SKETCH - ORIGINAL PROPOSAL

The original proposal consisted of 12 back-to-back townhouse units, 21 (traditional) townhouse units, and 160 stacked townhouse units, and 498 apartment units. It included two (2) 19 storey apartment towers connected by a 5 storey podium.

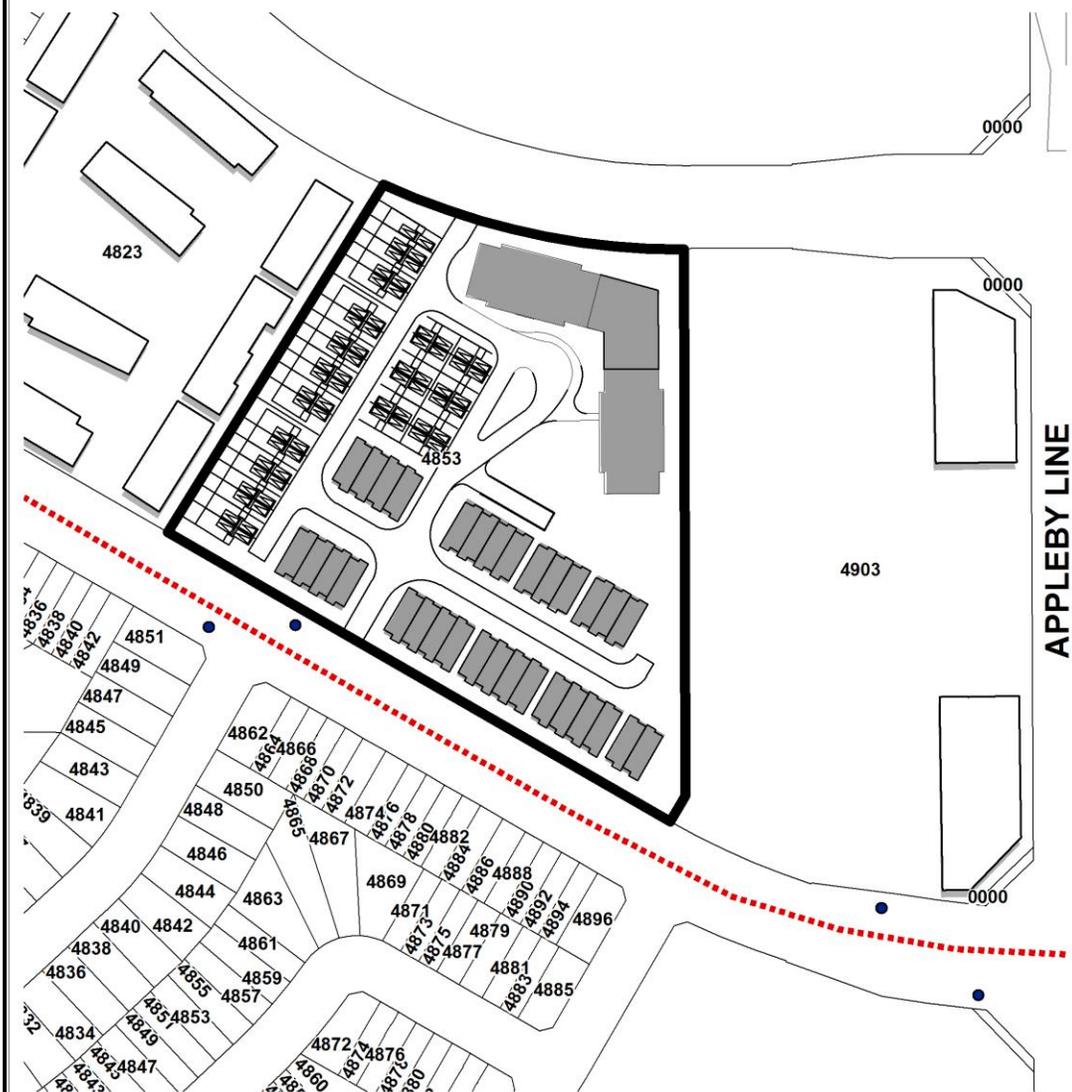


SUBJECT PROPERTY

Bus Routes

Bus Stops

FILE Nos. 505-05/15
520-08/15



DATE: JUNE 20, 2016
Planning and Building Department
Development and Infrastructure Division





Appendix 4

DETAIL SKETCH - REVISED PROPOSAL (APRIL 26, 2016)

The revised proposal consists of 21 (traditional) townhouse units, 170 stacked townhouse units, and 494 apartment units. It includes two (2) 19 storey apartment towers connected by a 6 storey podium.



SUBJECT PROPERTY

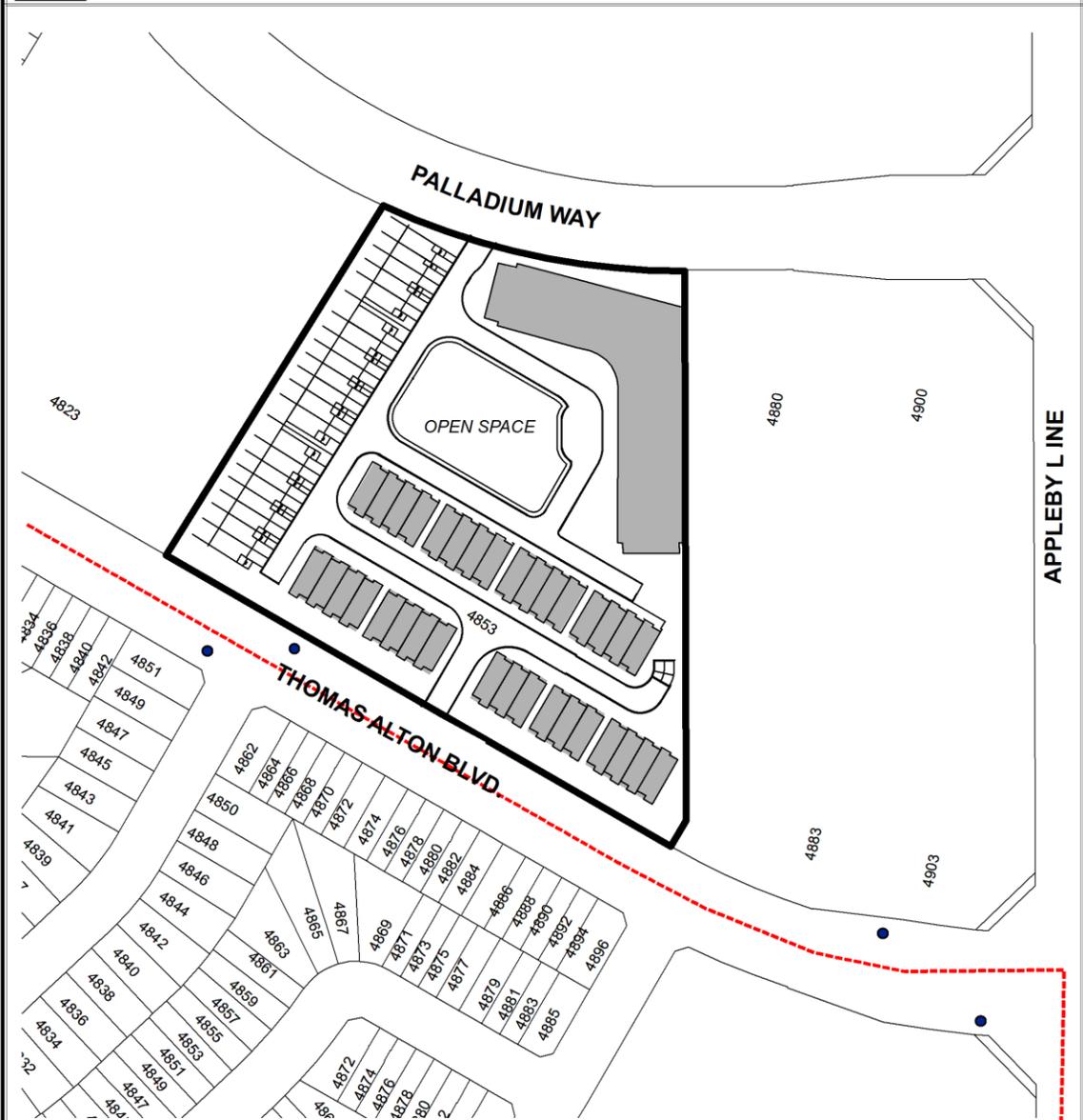


Bus Routes



Bus Stops

FILE Nos. 505-05/15
520-08/15



DATE: JUNE 24, 2016
Planning and Building Department
Development and Infrastructure Division





Appendix 5a ELEVATION SKETCH



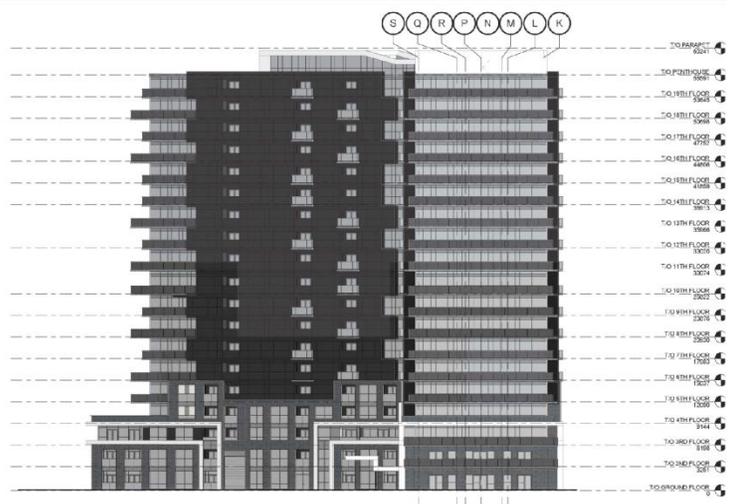
Applications by ADI Development Group Inc. to amend the Official Plan and Zoning By-law of the city of Burlington to permit the development of 685 residential dwelling units, including two (2) 19 Storey apartment towers connected by a 6 storey podium.

FILE Nos. 505-05/15
520-08/15



VIEW FACING WEST

TOWER 1 (WEST)
1:250



VIEW FACING SOUTH

TOWER 2 (SOUTH)
1:250

DATE: JUNE 20, 2016
Planning and Building Department
Development and Infrastructure Division



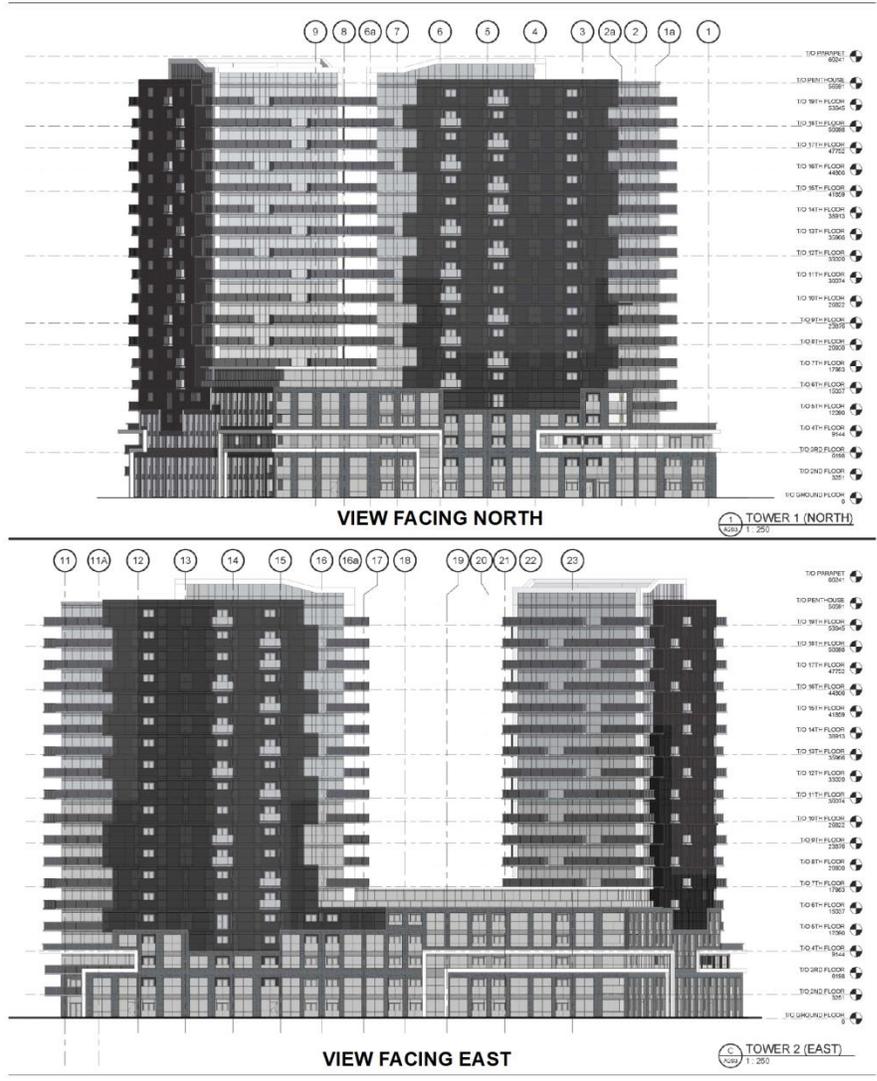


Appendix 5b ELEVATION SKETCH



Applications by ADI Development Group Inc. to amend the Official Plan and Zoning By-law of the city of Burlington to permit the development of 685 residential dwelling units, including two (2) 19 Storey apartment towers connected by a 6 storey podium.

FILE Nos. 505-05/15
520-08/15



DATE: JUNE 20, 2016
Planning and Building Department
Development and Infrastructure Division

