



BURLINGTON
Waterfront Hotel Planning Study
PLANNING JUSTIFICATION REPORT



City of Burlington | The Planning Partnership

March 23, 2022

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1.1 Background

Burlington is experiencing a time of change with many infrastructure, planning and development projects that will advance a city-building agenda. It is also in the midst of re-imaging its urban structure, which, together with new Provincial, Regional and Local policies, will guide growth to 2051.

The Downtown has historically been the City's focus for new growth and intensification. This has been long established through identification of the Downtown as an Urban Growth Centre by the Growth Plan, and reinforced and implemented by Regional and Local policy. However, this framework is changing.

The Burlington Waterfront Hotel site (Figure 1) is located next to two of Burlington's most significant landmarks, Spencer Smith Park and the Brant Street Pier. The site anchors the south end of Downtown's Brant Street and is at the convergence of two important streets in the Downtown, being Lakeshore Road and Brant Street.

The Waterfront Hotel occupies a prominent place within this landmark location with a potential that has long been recognized by the City. In 2005 and 2006, City staff approached the landowner/ developer of the Waterfront Hotel site to collectively evaluate options for the future of these lands.

In 2015 the City of Burlington approved the Terms of Reference for the Study to establish a framework to guide redevelopment.

In 2017, The Planning Partnership ("TPP") was retained to undertake the Burlington Waterfront Hotel Planning Study.

In 2018, after completing most of Phase 3 of the five phase study, TPP was directed to pause their work with the intent to allow the City to undertake other studies to better understand the role of the Downtown within its broader Regional and Local Urban Structure. During this pause, significant changes occurred to the policy and urban design regime of the Downtown. At the same time, intensification of the Downtown continued.

On January 11, 2022, City Council approved a motion to re-engage TPP to complete the Study with the intention of fast-tracking the process of selecting a preferred concept, and establishing a planning and design framework for City

staff to assess the redevelopment proposal for the site. TPP was asked to complete Phases 4 and 5 of the work. This involved the selection of a preferred Land Use Concept and recommendations that would form the basis for site specific land use policies, zoning and urban design guidelines.

1.2 Purpose of the Study

The purpose of the Waterfront Hotel Planning Study is to establish a land use and urban design framework to inform site specific policies that will guide development on the site. The Study was conducted through a public consultation process which provides the opportunity for all of those who were interested in the development of the site to participate and share their thoughts. The Study includes Official Plan policies, zoning regulations and urban design guidelines. These implementation tools have been informed by a preferred concept plan for the site.

Many other city-led studies have been completed and contribute to informing this Study.

The Study considers the work that has been done to-date by the City since the Study's pause in 2018.

The Study is site-specific and is not intended to provide broader direction to new policies that will apply to other areas of Downtown.

01 INTRODUCTION

1.3 Study Process

The Study was completed in five phases:

- Phase 1 - Site and Context Review
- Phase 2 - Opportunities and Constraints
- Phase 3 - Development and Evaluation of Alternative Land Use Concepts (Explorations, Options, Emerging Preferred Options)
- Phase 4 - Selection of Alternative Land Use Concept (Preferred Concept)
- Phase 5 - Draft Official Plan Policies, Draft Zoning and Urban Design Guidelines



Figure 1: Subject Site and Study Area

02 BASIS OF THE STUDY

2.1 Subject Site

The Burlington Waterfront Hotel is located at the southeast corner of Lakeshore Road and Brant Street, municipally known as, 2020 Lakeshore Road (the “Subject Site”). It is prominently located at the foot of Brant Street and is considered an important “landmark” site in the City’s downtown. The in-force Official Plan addresses the importance of this identification through Part III, Policy 5.5.9.2.1) which reads “any further development shall provide a high quality of urban design reflecting the landmark nature of this site”. As such, the Subject Site is one of the City’s most important parcels and warrants a rigorous urban design evaluation, and a plan that achieves a broad range of objectives.

The Subject Site (Figure 1) is 0.76 hectares in size with approximately 105 metres of frontage along Lakeshore Road, and approximately 50 metres of frontage along Elizabeth Street. Additionally, the site borders Spencer Smith Park along the west and south sides with these frontages measuring approximately 65 metres and 118 metres respectively. The Subject Site is approximately 80 metres from the shore of Lake Ontario; this condition requires a 30 metre Shoreline Erosion Setback be imposed on the Subject Site. The Subject Site includes a 6-storey hotel and a 300 space ground-level parking lot. The owner has expressed an interest for redevelopment of the lands in a coordinated manner with the City.

2.2 Study Area

The Study Area which was defined in the terms of reference in 2017, includes lands in the immediate context of the Subject Site (Figure 1). The northern edge of the Study Area extends mid-block between Lakeshore Road and Pine Street while the western edge of the Study Area is Locust Street and its eastern edge is Pearl Street. The southern edge of the Study Area extends along the shoreline of Lake Ontario to include a segment of the Waterfront Trail. The Naval Ships Memorial Monument and the Brant Street Pier are included in the Study Area.

The policy and built form context has changed since the Study Area was established. This change in context merits an additional evaluation of the site, within its immediate Downtown context and broader regional structure. Accordingly, this Study also evaluates and considers emerging trends that extend beyond the boundaries of the Study Area.

The area immediately adjacent to the site is characterized as follows:

North: The northern edge of the Subject Site fronts onto Lakeshore Road. The area north of Lakeshore Road, along Brant Street includes a vibrant mix of fine grained retail and mixed uses, with a mix of lower and taller buildings forms.

East: The Bridgewater development is located East of the Subject Site. The development includes the 8-storey Pearle Hotel and two mixed use condominium buildings that are 7-storeys and 22-storeys respectively. There is a mix of commercial and residential uses located further east.

South: The Great Lakes Waterfront Trail and Spencer Smith Park is located to the South. Further South is the Brant Street Pier which extends into Lake Ontario and provides a lookout point for residents and tourists.

West: Spencer Smith Park abuts the western side of the Subject Site and extends down to the Dofasco Waterjet Plaza and Rotary Centennial Pond. The Waterfront Trail traverses this area and connects the various green and open spaces to provide greater community access. Additionally, the Burlington Performing Arts Centre and Burlington City Hall are located northwest of the Subject Site.

02 BASIS OF THE STUDY

2.3 Downtown Burlington Context

Downtown Burlington is the historic core of the City, known for its commercial district and vibrant residential neighbourhoods, parks, open spaces, schools and cultural institutions. It is home to an eclectic mix of businesses and services that contribute to the area's unique identity and charm.

Parks and Open Spaces

Downtown Burlington has a number of parks and open spaces that include local parks such as Lions Park, Apeldoorn Park, and Brock Park. They provide important community gathering and socialization spaces.

The public space at the base of Brant Street and Lakeshore Road is the most iconic and recognizable public space in the City, it is a gateway to the Great Lakes Waterfront Trail and the principal entrance to Burlington's most historic and popular Regional Waterfront Park.

Active Transportation

The Study Area is centrally located within an active transportation system comprised of a series of on-street cycling facilities and multi-use trails and recreational pathways. The western portion of the Study Area intersects this system through the Spencer Smith Promenade. Lakeshore Road also contains on-street separated bike lanes buffered. However, the Subject Site is a gap in this active transportation network and presents an opportunity to connect to the broader network (Figure 4).

John Street Bus Terminal

The Downtown has until recently, been the focus of mixed use intensification in the City, much of which was premised on the notion of the John Street Bus Terminal being a major transit interchange and "mobility hub". The John Street Bus Terminal serves as an important interchange terminal for local bus service. Since this Study paused in 2018, the City embarked on several studies to evaluate the planned function and role of the John Street Bus Terminal.



Figure 2: Regional context

02 BASIS OF THE STUDY

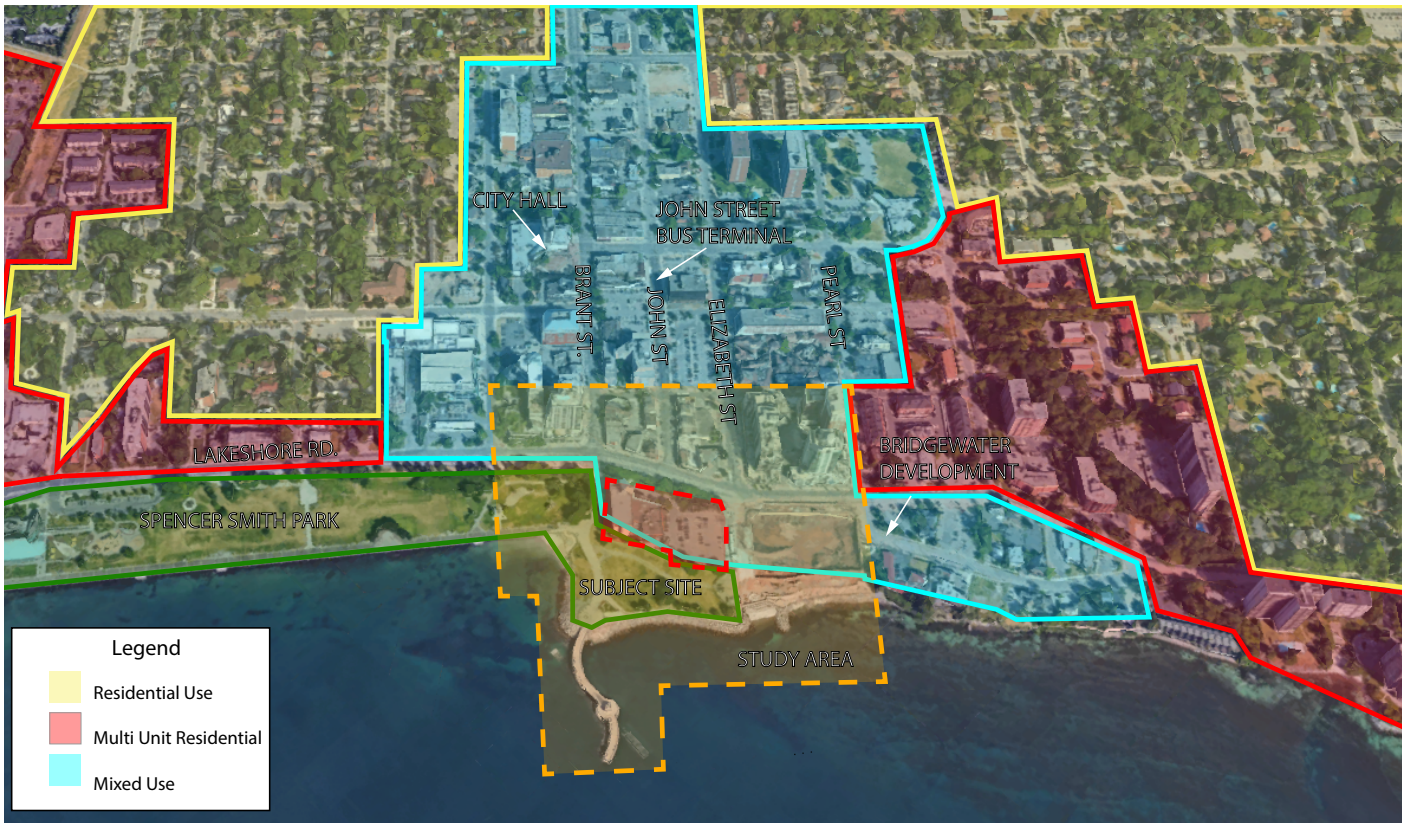


Figure 3: Surrounding uses and points of interest

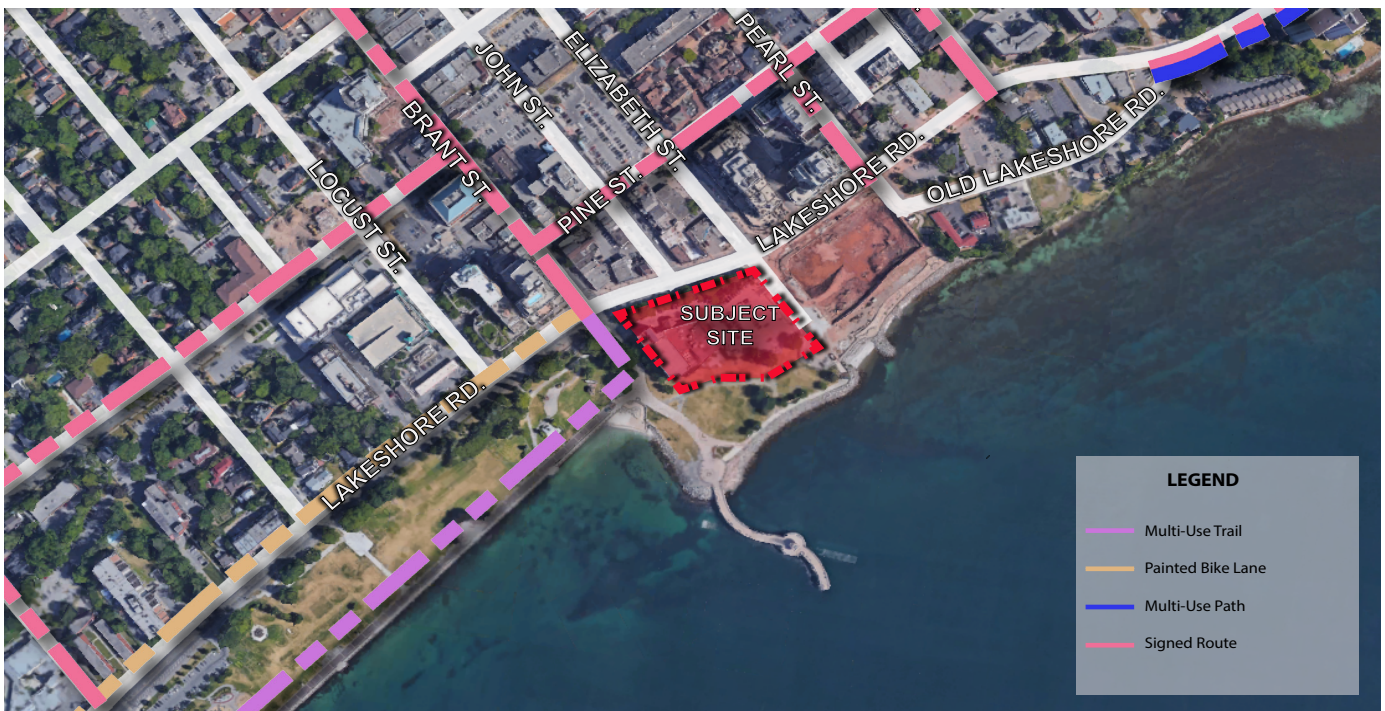


Figure 4: Local active transportation routes

02 BASIS OF THE STUDY

Mixed Use Corridors

Brant Street and Lakeshore Road contain a series of mixed-use residential and commercial buildings with compact pedestrian-oriented buildings. These buildings provide a mix of uses, which are distinct in their form and function, within the overall downtown urban structure.

Brant Street is the City's historic main street and features many fine grained retail uses at-grade primarily in 2- to 3-storey buildings.

Lakeshore Road serves an important role not only to the Downtown, but the broader Region as well. Lakeshore Road features a much wider right-of-way than Brant Street and as such, accommodates more significant flows of traffic, including transit. Like Brant Street, Lakeshore Road contains non-residential uses at grade, but they are generally incorporated as part of newer mixed use development. The boulevard for Lakeshore Road is also wider, providing for additional areas to support spillover retail spaces, enhanced landscaping and active transportation.

Residential Uses

Downtown Burlington's residential development features a mix of low, medium and high-rise buildings. Lower density residential uses such as single detached, semi detached and townhouses dwellings are generally concentrated to the north of Lakeshore Road, west of Locust Street, east of Martha Street.

Higher density residential (and mixed use developments) are generally located along Lakeshore east of the Study Area. Existing heights range from 5- to 22-storeys, and comprise apartment buildings, and mixed use developments. As noted in Section 2.4 below, higher density uses continue to be approved (including approvals at the Ontario Land Tribunal) or proposed in the Downtown.

Landmarks

There are a number of notable landmarks and features that distinguish the lands surrounding the Study Area. The most notable of these features is the Brant Street Pier, located south of the Subject Site. This feature is defined as a "signature destination" by the City of Burlington due to its unique design features, sightlines, and the distinguishable beacon light – that changes its colour for special occasions.



John Street Bus Terminal



View of the Waterfront from Brant Street

Additional landmark features, located in proximity to the Subject Site, include the Spencer Smith Park and the Discovery Landing Building. Spencer Smith Park is a waterfront feature that includes a variety of outdoor amenities while Discovery Landing is a unique banquet building whose architecture makes it a predominant destination on Burlington's Waterfront.

City Hall is also located nearby, within approximately 250 metres north of the Subject Site, on the west side of Brant Street.

02 BASIS OF THE STUDY

Heritage

Downtown Burlington provides a diverse array of heritage properties, with the majority of designated heritage properties located west of Brant Street. The heritage designation under the Ontario Heritage Act has been applied as a means to manage change in a way that ensures the character-defining attributes are conserved.

The Study Area includes two listed (both not designated heritage) buildings, located immediately adjacent to the Subject Site on the north side of Lakeshore Road. These listed buildings include the “LePatourel Drug Store First Location” and the “Shaver Building”.



Historic Brant Street clock tower

2.4 Surrounding Development

Over the past decade, the Downtown has seen an increase in the construction of high density, mixed-use buildings. These developments contribute to the vibrancy, activity and animation of the Downtown. At the same time, they help to promote a walkable community where residents can live in a range of housing types, and have access to retail, employment, and residential land uses.

Figure 5 illustrates the existing, approved for development, proposed and under construction buildings in the Downtown area. The majority of new mixed-use development has occurred along Lakeshore Road, east of John Street. As shown of Figure 5 and Table 1, more recent development proposals are for buildings that range from 9 to 29 storeys in height.

The development of the Downtown illustrates a general pattern of intensification in the southeastern portion. More specifically, the majority of new development has generally occurred east of Pearl Street along Lakeshore Road. The tallest approved building is located at 2069-2079 Lakeshore Road, which measures at 29-storeys and overall density of 9.38 FSI. The areas generally to the east of the Subject Site have generally experienced the greatest levels of intensification in the Downtown.

The Subject Site is well positioned within this context to support intensification and achieve a multitude of planning objectives established by Provincial, Regional and Local policy. Balancing the development context, with the emerging policy directions, particularly those at a local level, forms an important objective of this Study.



Figure 5: Surrounding heights in the context area

02 BASIS OF THE STUDY

| | ADDRESS | STATUS | FSI | STOREYS | HEIGHT | RES UNIT # | NON-RES GFA |
|--|--|--|-------|---------|----------|------------|--|
| A | 2020 Lakeshore Road | Proposed (Under Review) | 7.76 | 35 | 104.5 m* | 550 | 4,445 sm: Commercial 4,348 sm: Office 7,231 sm: Hotel |
| B | 2093,2097, 2101 Old Lakeshore Road & 2096, 2100 Lakeshore Road | Proposed - (No Decision) - OLT Appeal | 7.85 | 27 | 88.4 m* | 310 | 426.4 sm: Commercial |
| C | 2107 Old Lakeshore Road & 2119 Lakeshore Road | Proposed - (No Decision) - OLT Appeal | 10.3 | 27 | 102.5 m* | 150 | 598 sm: Commercial |
| D | 2069-2079 Lakeshore and 383-385 Pearl Street | Approved - (OLT Decision) - (Site Plan Review) | 9.43 | 29 | 95.95 m* | 318 | 502 sm: Commercial 213 sm: Live/Work |
| E | 374 Martha Street | Under Construction | 11.91 | 26 | 90.86 m* | 226 | 348 sm: Commercial |
| F | 2085 Pine Street | Proposed - (No Decision) | 4.33 | 9 | 30.7 m* | 38 | N/a |
| G | 407 Martha Street | Proposed - (No Decision) | 4.48 | 11 | 39.07 m* | 130 | N/a |
| H | 2082, 2086 and 2090 James Street | Approved - (OLT Decision) - (Site Plan Review) | 6.5 | 13 | 53m* | 150 | N/a |
| I | 409 Brant Street | Approved - (Council Decision) | 8.1 | 17 | 65 m* | 201 | 1,199 sm: Commercial |
| J | 421 Brant Street | Under Construction | 8.89 | 22 | 82.33 m* | 156 | 439 sm: Office 935 sm: Commercial |
| * Includes a mechanical penthouse | | | | | | | |
| Based upon status of ongoing development applications as of March 23rd, 2022 | | | | | | | |

Table 1: Surrounding development applications

02 BASIS OF THE STUDY

2.5 Key Considerations

1. Redevelopment of the site provides the opportunity to create more housing and jobs Downtown.
2. The unique location and context of the site demands a unique landmark development that will be distinct from other existing and future buildings on Lakeshore Road and the southern end of Brant Street. Views to the site from Brant Street, Lakeshore Road and the Brant Street Pier (Lake Ontario) should be considered in the design, height, massing and articulation of any future buildings on this site.
3. The City's Tall Building Guidelines and Downtown Streetscape Guidelines (see Section 7) lay the foundation for high quality urban design of the site. Site specific urban design guidelines will help to ensure a built form outcome that responds to the context and conditions of the site.
4. The City's Sustainable Building and Development Guidelines (see Section 7) will be the touchstone for development of the site.
5. Redevelopment of the site presents the opportunity for the City to work with the developer to achieve its broader objectives for parkland acquisition the waterfront park and trail system.
6. The recently endorsed Cycling Plan identifies Lakeshore Road as a key linkage in the overall cycling network and the extension of the Lakeshore Road painted buffered bike lanes will be achieved through redevelopment of this site.



Lakeshore Road and Brant Street (North)



Looking west toward Spencer Smith Park (South and West)



Painted bike lanes on Great Lake Waterfront Trail



View of the Downtown from the Brant Street Pier

03 PUBLIC ENGAGEMENT

The Burlington Waterfront Hotel Planning Study was framed around a process of public engagement where opportunities for the public and stakeholders to share their input were offered throughout the design process. This included three workshops, two online surveys and ongoing email communication with City staff. The initial phases of the Study were informed by a Stakeholder Advisory Committee that included the Mayor, Ward 2 Councillor, the landowner, representatives from the Burlington Downtown Business Improvement Association, the Conservation Authority, the Region, Burlington Downtown Business and two residents. The reports summarizing each of the workshops and the online survey are included in the Appendix.

3.1 Summary of Engagement 2017

Workshop 1 – Visioning (May 24th, 2017)

The first community workshop included committee meetings and two identical workshop sessions, one at 4:00 pm and the other at 6:30 pm. The purpose of the workshop was to report out on the team’s understanding the site’s opportunities and constraints and to invite participants to help develop a vision statement and design principles to form the foundation of the exploration of options for the Waterfront Hotel Site.

The following vision statement was crafted with the input from Workshop 1:

The Waterfront Hotel site is envisioned to be a landmark within Burlington’s downtown core area and a major gateway to the Lake Ontario waterfront. It will be developed as a welcoming, vibrant destination where residents and visitors may experience the best aspects of Burlington.

The general themes of workshop comments with respect to principles for land use and built form, green space and mobility and servicing are summarized in the graphic in the adjacent column.

Workshop 2 – Design Day (July 5th, 2017)

The second community workshop was set up as a design charrette where participants joined a member of the Project Team to discuss and prepare an Exploration (concept) for the site based on specific variables for built form, use, the public realm and access. Four design groups explored four variations on the variables. Approximately 60 people participated in the charrettes.

Land Use and Built Form

- New building(s) should be located closer to the east side of the site and should enhance the views from downtown to the water
- Building should be mixed-use, with a restaurant, patio and shops on the ground floor
- Building should provide community space
- New development should be low to mid-rise, set back on a podium and tiered. Building should incorporate sustainable building practices (e.g. green roof)

Green Space

- The amount of green space should be maximized, provide for passive recreation and add to the existing tree canopy
- The site should include public art
- The site should connect the downtown, the waterfront (pier) and Spencer Smith Park together
- Include a public washroom building

Mobility and Servicing

- Reduce traffic and extend/enhance pedestrian and cyclist connectivity (provide bike racks)
- Consider a passenger/shuttle bus drop-off and an underground parking garage (with public parking)
- The site should be barrier-free

03 PUBLIC ENGAGEMENT

Waterfront Hotel Planning Study – Concepts Survey (August 2017)

An online survey was posted from August 17th to September 7th 2017 on the City's website. The survey sought input on three options that were generated based on the outcome of Workshop 2.

The third community workshop took place at the Burlington Performing Arts Centre with approximately 80 people attending. The team provided a re-cap of the process and information presented to date before presenting the Emerging Concept. Following the presentation, participants were asked to share their thoughts on the Emerging Concept.

Following Workshop #3, the Study was put on hold. Key policy directions were outlined in June 2018 in a Staff Report PB-23-18, and endorsed by Burlington City Council on June 5th 2018 through the Planning and Building Committee. The key policy directions provide a foundation for the Preferred Concept (2022) (Appendix A).

3.2 Public Open House 2022

A virtual public open house was held on February 15, 2022 to present the emerging Preferred Concept (2022) described in Section 4.0 of this Report. The City, with support of the project team, responded to comments and questions that were received. The questions were primarily about the amount of park space, building height and views through to the waterfront.

3.3 Email/Online Input 2022

Following the virtual public open house on February 15, 2022, the City posted a survey from February 26 to March 1, 2022 to obtain comments on the emerging Preferred Concept (2022). The City also accepted emails and letters with comments. During this time period feedback received included:

- 19 emails
- 2 letters
- 154 responses via the Get Involved Burlington survey page

The following is a snap shot of the comments received (excluding the comments from the landowners):

Building

- Prefer no podium, but three stories is better than five;
- Building should be closer to Lakeshore, Burlington needs to take back the water and make it an attraction;
- Keep buildings in line with others already in the downtown core;
- Building design needs to be more distinct and unique;
- Suggest the underground parking garage be permitted with roof to provide a terrace and landscaping feature/a year round animated public amenity space overlooking Spencer Smith Park.
- Too high - limit to 15 storeys, limit to 12 storeys, limit to 8 storeys;
- Include affordable housing;
- Development should not be looming over the area;
- Height is acceptable;
- Blocks the view of the water;
- View corridor needs to be wider, at least as wide as Elizabeth Street;
- Prefer the developers proposal, excellent example of architecture, will be a landmark building visible from Skyway bridge;
- Building should be taller;
- Like to see high degree of sustainable design;
- Need to have restaurants and unique interesting stores at grade, rather than offices;
- Don't need more condos on the waterfront;
- Prefer the 2018 concept; and,
- Move the two buildings side by side to create more green space.

Green Space

- Setback is good, provides an extension to the park and an bigger view to the lake down Brant;

03 PUBLIC ENGAGEMENT

- View down John is not important;
- The height is acceptable and the larger green areas surrounding the buildings make it attractive on the waterfront;
- Preserves parkland, and does not continue the trend of “walling off” the Lakeshore;
- Lake views should not just be for those who can afford them;
- Area does not need more empty lawn space. needs to be animated and have activities, patios, vendors, etc. and more shade trees;
- Protect and broaden the view corridor to the lake as much as possible;
- Climate change is evident already at the waterfront, concern about safety of underground garages;
- Purchase the property and make a park;
- Too much hard surface in the park;
- Important to get as much parkland as possible;
- Apply the ‘thin red line’ to the park; and,
- Widening at Brant Street is important.

Roads and Parking

- Service entrance off Elizabeth might cause congestion due to hotel proximity;
- Like the addition of bike lanes;
- Eliminating surface parking enhances the area and improves options for active transportation;
- Concerned about more traffic in downtown core;
- Block vehicle access from Brant St across Lakeshore Rd;
- Should be multiple bicycle racks to make both the proposed facilities and Spencer Smith park usable by bike;
- Not enough parking;
- Concerned about disruption during construction;

Landowner Comments

The landowner submitted comments requesting clarification on the rationale for the following:

- The proposed building massing
- 3-storey podium
- 15- to 22-storeys as opposed to 30- to 35-storeys, and,
- Need for a public park.

04 VISION AND PRINCIPLES

The Vision and Principles for the site were developed in the initial phases of the study through the public consultation process. They provide the overarching directions for the future development of the site, and the framework for its

physical design, including site layout, the arrangement of public and private areas / elements and the relationships between these elements to one another and to adjacent areas. The key urban design principles include:

VISION STATEMENT:

The Waterfront Hotel site is envisioned to be a landmark within Burlington's downtown core area and a major gateway to the Lake Ontario waterfront. It will be developed as a welcoming, vibrant destination where residents and visitors may experience the best aspects of Burlington.

URBAN DESIGN PRINCIPLES:

01 LAND USE / BUILT FORM

A concentration, mix and intensity of uses will contribute to a vital and vibrant downtown.

High density development is transit-supportive.

Grade-related uses will activate and animate the public realm.



02 PUBLIC REALM

High-quality, pedestrian-oriented streets and open spaces will support walkability and access to transit.

Access and connections to the lake will enhance community life.

The Waterfront Trail will be enhanced.



03 MOBILITY / ACCESS

Pedestrian-scaled blocks will enhance connectivity.

Well-designed streets accommodate all modes of travel.

Loading and servicing areas will not detract from the quality of the pedestrian realm.

Priority will be given to walking, cycling and transit use.



05 OPTIONS & CONCEPTS

5.1 Concept Options (2017-2018)

Over the course the study and through the various conversations with stakeholders and the public, numerous development concepts were generated.

While Workshop #1 was focused on crafting a Vision and Design Principles, Workshops #2 and #3 generated physical models and plans that articulated different options for site layout, built form and open space.

In Workshop #2 participants, led by members of The Planning Partnership team, discussed, considered and explored options based on four different programs with variables in Land Use/Built Form, Public Realm and Mobility/Access. The intent of providing the different programs was to ensure a full range of options would be considered and evaluated for the site.

The explorations generated in this workshop resulted in the eight concepts, as shown below.

The workshop explorations illustrate variations in the disposition of buildings, circulation, green space and relationships to the surrounding streets and waterfront park.

Following Workshop #2, the design team coalesced the eight explorations into three options based on similarities, differences and common themes, that took into consideration the broader community objectives for placemaking and creating a walkable, transit-supportive, and vibrant downtown.

The three options were organized / described based on Land Use/Built Form, Public Realm and Access/Mobility.

The three concepts also received comments from City staff, a public survey, the Stakeholder Advisory Committee and the technical evaluation of shadow, wind, transportation and urban design. These are described on the following pages.



Exploration 1a



Exploration 2a



Exploration 3a



Exploration 4a



Exploration 1b



Exploration 2b



Exploration 3b



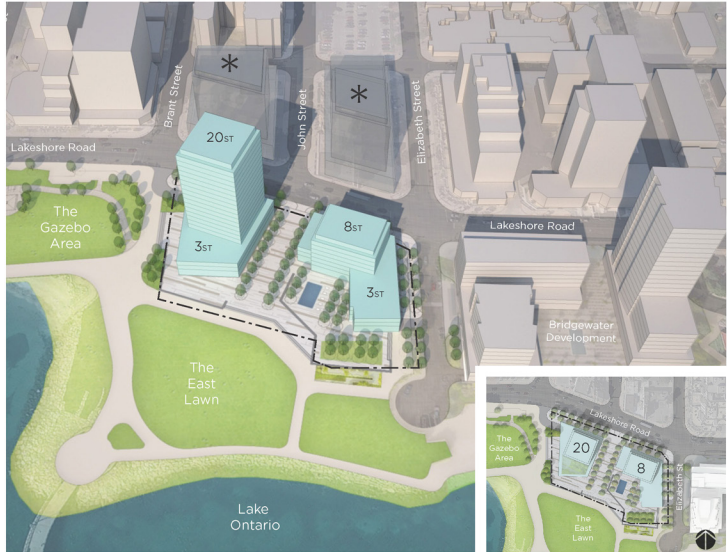
Exploration 4b

Figure 6: Styrofoam Models of Massing Explorations

05 OPTIONS & CONCEPTS

Figure 7: Concept Options (2017-2018)

OPTION 1



OPTION 2



OPTION 3



05 OPTIONS & CONCEPTS

OPTION 1 : Merges Explorations #1 and #2 which share similar program parameters.

LAND USE / BUILT FORM

Two mixed use buildings consisting of towers set on a 3-storey podium.

The buildings are 20-storeys in overall height and arranged to define Lakeshore Road while framing a central open space.

The west building is set back from Spencer Smith Park to open the existing view vista along Brant Street.

The west building may contain a hotel use within the podium, as well as other commercial/retail uses such as shops and restaurants that face the park and the lake.

PUBLIC REALM

The central view through the property is preserved by way of open space that is anticipated to be a POPS.

Lakeshore Road is an active urban streetscape with enhanced landscaping and commercial storefronts.

Open space is located along Elizabeth Street, providing access and activity along this public frontage.

Stepped seating along the south takes advantage of the existing grade condition and creates a potential amphitheatre and transition between the property and the east lawn of Spencer Smith Park. This open space interface is anticipated to include a POPS element (Privately Owned Public Space).

ACCESS / MOBILITY

The existing access at the foot of Brant Street is maintained as a ramp access to underground parking.

A second ramp access is located along Elizabeth Street.

OPTION 2 : Represents Exploration #3*.

LAND USE / BUILT FORM

One mixed use building consisting of towers set on a 3-storey podium.

The buildings are 20- to 30-storeys in overall height and arranged to define Lakeshore Road.

A 3-storey glass lobby is located at the terminus of John Street to allow views to the lake while providing an opportunity for public access in the winter; this space may contain public washrooms, gallery/event space, a restaurant or cafe.

The taller of the two towers is to be designed as an iconic/landmark building.

PUBLIC REALM

The central view through the property is preserved by way of the glass enclosed building lobby in the podium.

Lakeshore Road is an active urban streetscape with enhanced landscaping and commercial storefronts.

An urban square is located at Brant Street / Lakeshore Road to create a 'Gateway' to the waterfront. This is in combination with an enlarged open space area which is contiguous with the parkland to the west.

Stepped seating along the south takes advantage of the existing grade condition and creates a potential amphitheatre and transition between the property and the east lawn of Spencer Smith Park. This open space interface is anticipated to include a POPS element (Privately Owned Public Space).

ACCESS / MOBILITY

The existing access at the foot of Brant Street is removed to create an urban square.

Access to underground parking / service areas is located along Elizabeth Street.

*Originally intended to comprise two buildings and an open space located at the west however, the explorations for this option led to a preference for one single building and a significant open space adjacent to the waterfront park.

OPTION 3 : Represents Exploration #4, illustration the tallest buildings.

LAND USE / BUILT FORM

Two mixed use buildings consisting of towers set on a 3-storey podium.

The buildings are 30- to 40-storeys in overall height and arranged to define Lakeshore Road while framing the waterfront park.

The two towers are connected by a bridge which allows at-grade public access and views through the site to the lake.

PUBLIC REALM

The central view through the property is preserved by way of open space that is anticipated to be a POPS.

Lakeshore Road is an active urban streetscape with enhanced landscaping and commercial storefronts.

Open space is distributed across the site and creates a continuous / connected open space along the south side of the property.

Public access is provided throughout the site, including landscaped terraces that step down to the east lawn of Spencer Smith Park. This open space interface is anticipated to include a POPS element (Privately Owned Public Space).

ACCESS / MOBILITY

The existing access at the foot of Brant Street is maintained as a ramp access to underground parking.

A second access to underground parking / service areas is located along Elizabeth Street.

05 OPTIONS & CONCEPTS



Figure 8: Emerging Preferred Concept #1 (2017)

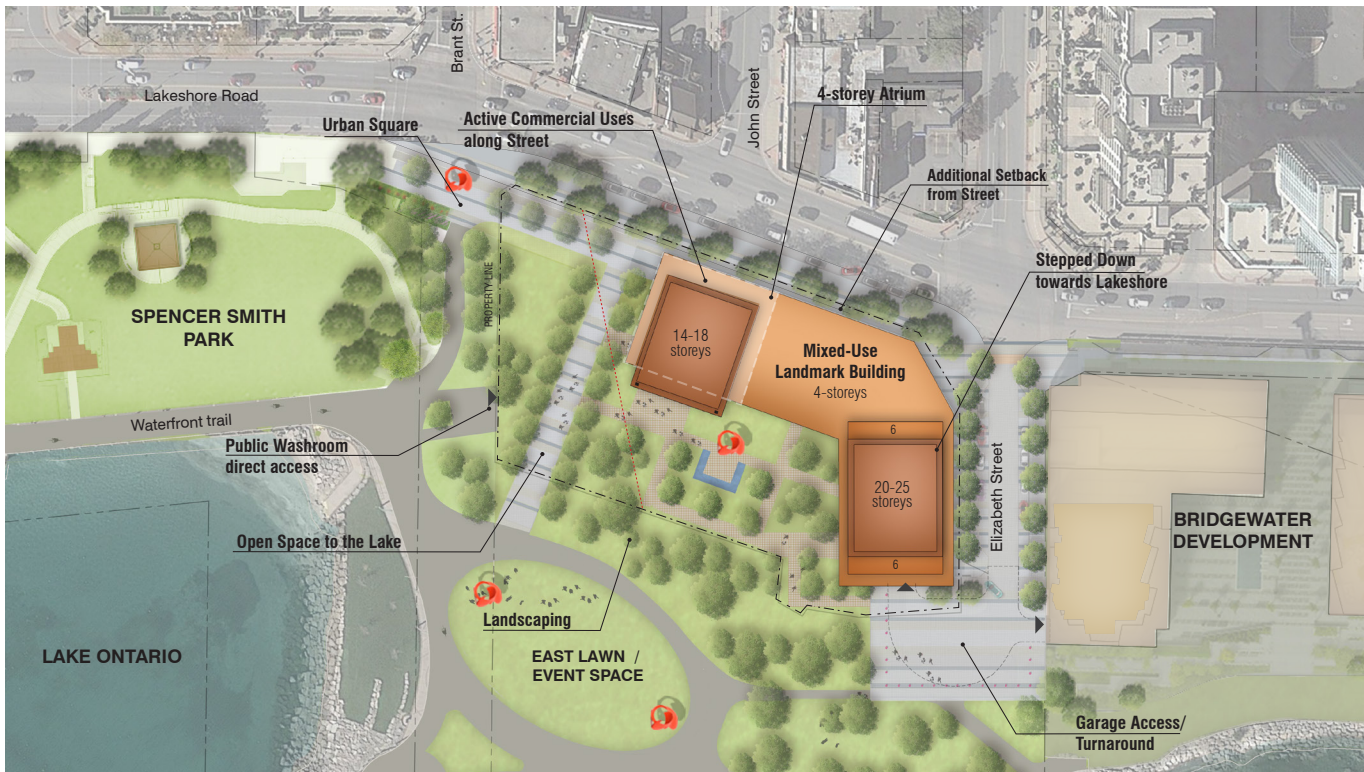


Figure 9: Emerging Preferred Concept #2 (2017)

05 OPTIONS & CONCEPTS

5.2 Additional Concept Options (2017-2018)

At the time that the three Options were being refined and evaluated towards a preferred option, the City, the property owner and Citizens Group PlanB met to discuss the evolving preferred concepts. The primary concerns discussed were public access and views to open space and the lake. These conversations resulted in additional concepts identified as Emerging Preferred Options 1 and 2, refer to Figure 8 and Figure 9.

It should be noted that the citizens group represents only a small group of people and that due in part to their delegation to Council, the additional meeting with its representatives was arranged. The meeting should not infer any special status to the group, any more than to other members of the community, stakeholders or participants of the public workshops.

EMERGING PREFERRED CONCEPT 1 :

Resulting from the evaluation and coalescence of Options 1, 2 & 3 and presented at Workshop #3 (September 14, 2017) as the Emerging Preferred Concept.

LAND USE / BUILT FORM

Two mixed use buildings consisting of towers set on a 4-storey podium.

The buildings are 14- to 18-storeys and 20- to 25-storeys in overall height and arranged to define Lakeshore Road, respect the John Street view corridor and provide open space contiguous with Spencer Smith Park (on the west and south sides of the property).

The massing of the tower portions are stepped down toward the park and the lake.

PUBLIC REALM

The John Street view corridor through the property is preserved by way of open space that is anticipated to be a POPS.

Lakeshore Road is an active urban streetscape with enhanced landscaping and commercial storefronts.

Open space is distributed across the site and creates a continuous / connected open space along the south side of the property.

Public access is provided throughout the site, including landscaped terraces that step down to the east lawn of Spencer Smith Park. This open space interface is anticipated to include a POPS element (Privately Owned Public Space).

ACCESS / MOBILITY

The existing access at the foot of Brant Street is removed.

A ramp access to underground parking is located mid-block along Lakeshore Road.

A second access to underground parking / service areas is located along Elizabeth Street.

EMERGING PREFERRED CONCEPT 2:

Resulting from the meeting with the City, Property Owner and (Citizens Group) Plan B.

LAND USE / BUILT FORM

One mixed use building consisting of two towers set on a 4-storey podium.

The buildings are 14- to 18-storeys and 20- to 25-storeys in overall height and arranged to define Lakeshore Road and provide a significant open space contiguous with Spencer Smith Park (on the west side of the property).

PUBLIC REALM

The John Street view corridor through the property closed.

Lakeshore Road is an active urban streetscape with enhanced landscaping and commercial storefronts.

The Brant Street view corridor is enhanced with the location of open space at the west edge of the property.

Open space is distributed across the site and creates a continuous / connected open space along the south side of the property.

Public access is provided throughout the site, including landscaped terraces that step down to the east lawn of Spencer Smith Park. This open space interface is anticipated to include a POPS element (Privately Owned Public Space).

ACCESS / MOBILITY

The existing access at the foot of Brant Street is removed.

Access to underground parking / service areas is located along Elizabeth Street.

05 OPTIONS & CONCEPTS

The Emerging Preferred Options 1 and 2, were further refined to create Emerging Preferred Option 3, refer to Figure 10, which sought to balance the general desire for additional open space on the west side of the property with the property owner's entitlement for development.

The concept is premised on the following:

- Achieving the Urban Design objectives for the Downtown
- Achieving key aspects of the Tall Buildings Guidelines
- Achieving a Floor Area Ratio (FAR) that balances the base permission of 5.0 with the developer's concept which (at the time) represented approximately 7.5 FAR.

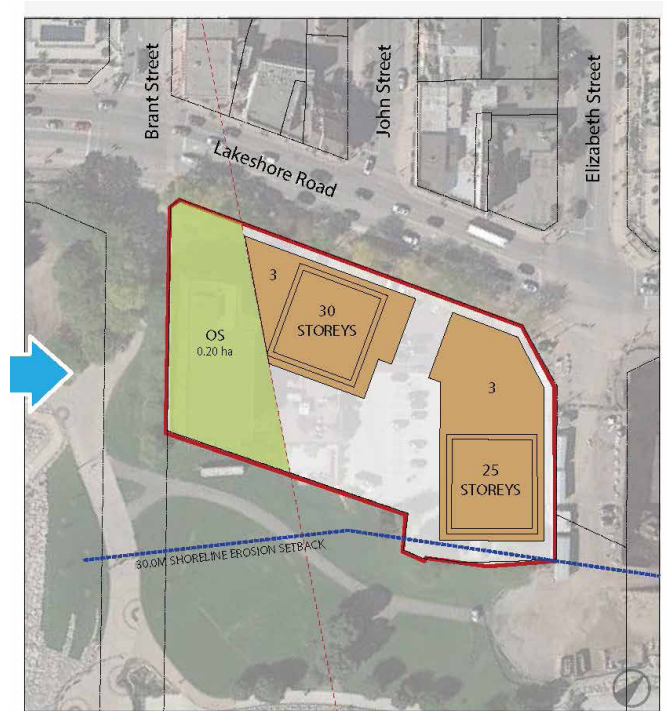


Figure 10: Emerging Preferred Concept #3 (2018)

EMERGING PREFERRED CONCEPT 3:

Resulting from the meeting with the City, Property Owner and (Citizens Group) Plan B.

LAND USE / BUILT FORM

Two mixed use buildings consisting of two towers set on a 3-storey podium.

The buildings are 30- and 25-storeys in overall height and arranged to provide a view through the site at the terminus of John Street as well as an enhanced view corridor at Brant Street, along the west side of the property.

Buildings provide a clear landmark visible from the waterfront park, Brant Street, John Street, Lakeshore Road and Lake Ontario.

PUBLIC REALM

Maintains the John Street view corridor through the property.

Lakeshore Road is an active urban streetscape with enhanced landscaping and commercial storefronts.

The Brant Street view corridor is enhanced with the location of a significant open space at the west edge of the property.

Open space is distributed across the site and creates a continuous / connected open space along the south side of the property.

ACCESS / MOBILITY

The existing access at the foot of Brant Street is removed.

Access to underground parking is located along Elizabeth Street.

06 THE PREFERRED CONCEPT

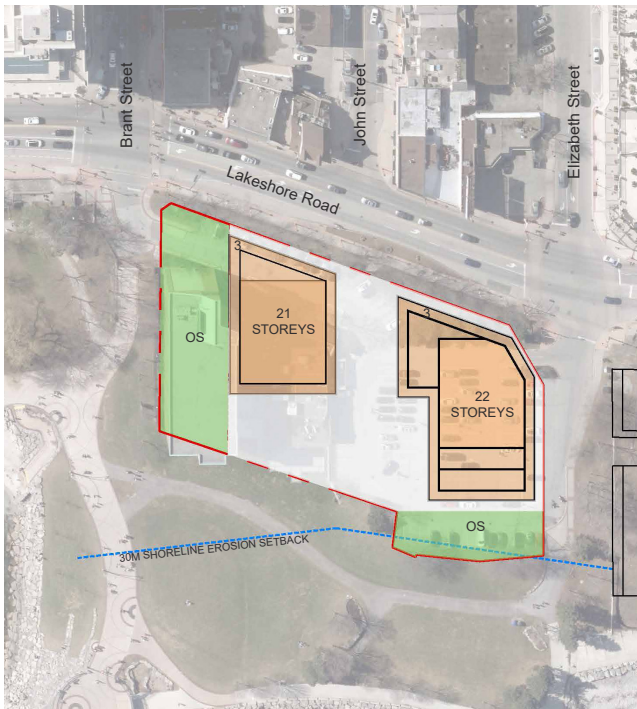


Figure 11: Snapshot of the Preferred Concept (2022)

6.1 Overview of the Preferred Concept (2022)

The project team was re-engaged in late 2021 to complete the study that had been put on pause in 2018. With this, staff provided direction to continue the work where it had left off based upon the Key Policy Directions approved by Council in June 2018 (Appendix A) and the Emerging Preferred Concept #3, (Figure 10) generated prior to the pause in the study.

The focus of the work was to review the Emerging Preferred Concept #2 (2018), in light of recent Provincial, Regional and Local policy directions to develop a Preferred Concept. The focus of this section is to present and describe the Preferred Concept (2022). A summary and analysis of the planning framework is contained in Section 7.

The Preferred Concept (2022) (Figure 12) generally represents the potential development statistics outlined in Table 2. It should be noted that these calculations are based on the conceptual diagram only and that they do not take into account the technical feasibility of development with respect to detailed building designs, market influences, traffic, parking, servicing, geotechnical, etc.

The Preferred Concept is illustrated on the facing page and described according to the three frameworks established at the commencement of the study.

The following section provides an urban design evaluation of the Preferred Concept (2022) based upon six design focuses – massing and built form, height and density, public waterfront access, parks and open space, parking and loading and circulation and pedestrian access.

| Preferred Concept Statistics | |
|--|----------|
| Height (Storeys) | 21, 22 |
| Units (Residential) <i>Based on 90m² avg. per unit</i> | 282, 393 |
| Area (m ²) | 7,623 |
| GFA (m ²) | 38,440 |
| <i>Residential</i> | 35,390 |
| <i>Commercial</i> | 3,050 |
| FSI | 5.0 |
| Public Open Space (hectares) | 0.18 |

Table 2: The Preferred Concept (2022) - Potential Development Statistics

06 THE PREFERRED CONCEPT

6.1.1 MASSING AND BUILT FORM

The Preferred Concept (2022), illustrates two buildings comprised of towers on podiums, refer to Figure 13.

- Both towers represent a 750 square metre floorplate; and,
- The towers are separated by a distance of 30 metres.

The above noted massing strategy for the towers implements the design directions of the new Official Plan and applicable urban design directions of the City. This tower massing strategy is intended to maximize sky views in the Downtown, views to the lake from the surrounding areas, while also mitigating the impacts of shadows and pedestrian level wind on the public realm.

Both towers sit atop 3-storey podiums which are oriented to define a streetwall, reinforce a pedestrian-scaled street environment and provide the opportunity for locating mixed-uses (non-residential uses), within a ground floor that relates to the street. These 3-storey podiums terrace upwards through gradual setbacks up to the tower elements of each building.

While the two podiums are intended to form the streetwall between Elizabeth Street and Brant Street they are disconnected to respect the John Street view corridor and the west building shortened to enhance the Brant Street view corridor.

The John Street view corridor through the site should generally be similar to the width of the John Street right-of-way north of Lakeshore Road and a minimum of 18 metres in width.

The Brant Street view corridor / open space has been conceptually illustrated based upon the distance resulting from the arrangement (position) of the potential buildings and tower elements to achieve a 30 metre tower separation distance.

At-grade, the podiums are set back from the Lakeshore Road right-of-way by a distance of 3 metres. The 3 metre setback is intended to provide additional space to the streetscape and adequate flexible space to accommodate pedestrian activities, street furnishings, and spill out area for at-grade non-residential uses as well as the preservation of the existing street trees.

Although the policies for the Downtown Precincts state that within 20 metres of Brant Main Street and Lakeshore Precincts in the new OP (2022), buildings are not to exceed 3 storeys, the Preferred Concept (2022), places the tower components of the buildings less than 20 metres within Lakeshore Road. The 3-storey base portion of the buildings serve to frame and define a pedestrian scaled the public realm at the street level where it will have the greatest influence on the character of the pedestrian realm. Above the podium additional setbacks to the tower will result in towers being located closer to the waterfront park and lake edge. It is important on this particular site, which is surrounded on all four sides by public space / public realm, to consider minimum tower setbacks along the Lakeshore Road frontage, in favour of maximizing tower distances from both the waterfront park and the lake.

On this basis, the Preferred Concept should have a tower setback distance of a minimum of 3 metres.

The arrangement and massing of the buildings seek to enhance view opportunities of Lake Ontario by emphasizing sightlines along Brant Street and John Street while also emphasizing the prominence of the site from the downtown as well as from the Lake. It is recommended that the towers step down towards Lake Ontario

6.1.2 HEIGHT AND DENSITY

The Preferred Concept (2022), illustrates two buildings with 21- and 22-storey towers atop 3 storey podiums. The 21- and 22-storey heights are consistent with the context of the built form in the local area.

The potential FSI represented by the Preferred Concept (2022) is 5.0.

The emerging height and density of the Preferred Concept (2022) are reflective of an overall alignment with the new Official Plan (appealed), ROPA 48 and emerging context within the Study Area. While the broader Regional Official Plan Review remains ongoing, ROPA 48 established the Regional Urban Structure. The Preferred Concept (2022) is also a response to the emerging downtown development context.

The Preferred Concept (2022) will deliver a vibrant mix of uses that will reinforce and support the continuing evolution of the Downtown. The Preferred Concept (2022) has regard for matters of Provincial Interest, policy and legislation and have been designed with consideration for the intent of the applicable Regional and Local Municipal policy and

06 THE PREFERRED CONCEPT



Figure 12: The Preferred Concept (2022)

PREFERED CONCEPT (2022) :

LAND USE / BUILT FORM

Two mixed use buildings consisting of towers set on a 3-storey podium which contain potential mixed-uses within the ground floor.

The buildings are 21- and 22-storeys in overall height and arranged to define Lakeshore Road, respect the John Street view corridor and create open space across the site, including open space that is contiguous with Spencer Smith Park (on the west and south sides of the property).

The massing of the east tower includes 6- and 8-storey portions that step down toward the lake. This massing provides opportunity for terraces / private amenity spaces that active this frontage a transition from the taller portion of the tower to the 3-storey podium.

PUBLIC REALM

The John Street view corridor through the property is preserved by way of open space that is anticipated to be a POPS.

The Brant Street view corridor is enhanced with the location of potential parkland along the western property line.

Lakeshore Road is an active urban streetscape with enhanced landscaping and commercial storefronts. Landscaping within the setback zone will contribute to the animation and enhancement of the pedestrian street zone / streetscape.

Open space (potential parkland) is distributed across the site facing the lake and contiguous with the waterfront park on the west and south sides of the property.

Public access is provided throughout the site, including landscaped terraces and potential amphitheatre condition that step down to the east lawn of Spencer Smith Park. This open space interface is anticipated to include a POPS element (Privately Owned Public Space).

ACCESS / MOBILITY

The existing access at the foot of Brant Street is removed.

Access to underground parking / service areas is located along Elizabeth Street.

06 THE PREFERRED CONCEPT



Figure 13: 3D Massing Model of the Preferred Concept (2022)

guidelines. An analysis of this framework occurs throughout the balance of this Study.

A tall mixed use building with commercial uses at grade, and residential and/or hotel uses addresses many Provincial, Regional objectives and would align with the overall directions established by ROPA 48. The Preferred Concept (2022) reinforces the preferred urban structure by the City for the Downtown Urban Centre, recognizing that further amendments may be required in the future to fully align with the emerging Provincial and Regional planning framework.

As noted in the City's submission on ROPA 48 (PL-20-21):

One key policy related to Regional Nodes is the requirement to prepare area specific plans in accordance with Policies 48 and 77(5). For reference City Staff, in preparing the area-specific policies for the Downtown Urban Centre were guided by the same policy framework and confirm that with the exception of specific targets for Affordable Housing, which is a city-wide issue and will be considered through the City's Housing Strategy,

all elements of the area specific planning policies with respect to a redevelopment of a community were considered as part of the preparation of the modifications to the Downtown Urban Centre policies.

The emerging policy and physical context are rapidly changing as the Region's Official Plan Review remains ongoing and new development occurs in the Downtown.

6.1.3 VIBRANT MIX OF USES

It is envisioned that the Preferred Concept (2022) will feature a minimum of 3 uses, including residential or hotel uses in the tower, and a variety of fine grained commercial uses at grade along Lakeshore. The distribution of the GFA for the Preferred Concept (2022) is indicated in Table 2. It is the intent that Preferred Concept (2022), and ultimately the implementing OPA for the site will support complete community building and a vibrant mix of residents and jobs.

06 THE PREFERRED CONCEPT

6.1.4 PUBLIC WATERFRONT ACCESS

The Preferred Concept (2022) seeks to improve Waterfront access for pedestrians. Figure 12 illustrates some potential locations for pedestrian access points within the Subject Site.

The Preferred Concept (2022) includes a number of potential new access points from Brant Street and Elizabeth Street as well as a publicly accessible privately owned and maintained connection between the two buildings which supports the intent of the new OP with respect to Public View Corridors, as set out in policy 8.1.1(3.18.5) a) Public View Corridors. The privately owned publicly accessible open space between the two buildings would need to be secured through the development approvals process. All pedestrian walkways would be designed in accordance with the Downtown Streetscape Guidelines.

6.1.5 PARKS, OPEN SPACES AND COMMUNITY FACILITIES

The Preferred Concept (2022) envisions an opportunity for on-site parkland dedication to enhance public access to Spencer Smith Park. The Emerging Preferred Concept #2 (2018) was intended to preserve public view corridors from Brant Street down to the Waterfront.

Public access to the Waterfront has been a longstanding principle of this Study. The Preferred Concept (2022) demonstrates how a potential on-site dedication may occur, recognizing that the development approvals process will confirm the extent of parkland that is desired by the City.

The east side of Spencer Smith Park is the main access into/out of the park for emergency vehicles, maintenance equipment, large event trucks and pedestrians. The east side of Spencer Smith park is not currently accessible by people of all ages and abilities and the current configuration is very constricted and the nearest accessible access to the park is located approximately 350 metres to the west.

The foot of Brant Street at Lakeshore Road is an existing entrance to Spencer Smith Park and represents a gateway to the waterfront. As such, it warrants a greater degree of design consideration, including enhanced landscape design and accessibility. The west side of the Subject Site provides the opportunity to create such a public space and accommodate an accessible entrance to the park. The City's Accessibility Standards is a higher standard than the Ontario Building Code and therefore requires more land to implement an accessible connection to the waterfront, particularly given

the existing grade condition and without the removal of the existing trees.

The Preferred Concept (2022) identifies a potential 0.13 hectare parkland along the west side of the Subject Site, at the base of Brant Street and Lakeshore Road, and a 0.05 hectare parkland at the south end of Elizabeth Street. The preferred general size and configuration of the potential parkland was determined through consultation with City parks staff.

Although POPS are potential elements of the Preferred Concept (2022), the City has noted their preference for public parkland over POPS agreements, which potentially require more monitoring to ensure that public access is always maintained.

As a general principle, public access to the waterfront is a once in a lifetime opportunity that can only be secured through the comprehensive redevelopment of the Subject Site. Enhancing and supporting the heavily used Spencer Smith Park is a desirable planning objective for this Study that supports a wide range of objectives.

6.1.6 PARKING AND LOADING

All parking for the site is to be located underground, and provided at the current Zoning By-law rate for the Downtown. Underground parking provides for a desirable urban condition by allowing for active uses to be located at-grade. It is envisioned that the two towers would have shared below-grade parking to allow for a singular parking garage access to Elizabeth Street.

A hydrogeological report would be required to confirm the water table requirements for the Preferred Concept (2022). Feasibility for below grade parking would need to be evaluated through detailed technical investigations and may warrant modifications to the Preferred Concept (2022). The Preferred Concept (2022) should feature short term and long term bicycle parking to support active transportation.

Loading and parking access for the hotel, commercial spaces and residential uses (for both towers) will be from Elizabeth Street.

6.2 Summary of Previous Supporting Studies

This Study seeks to establish broad planning and urban design principles to guide redevelopment of the Subject Site. As with any development, a range of technical and support studies are required to support the proposal. These studies may include functional servicing, hydrogeological, geotechnical, transportation, environmental impact, shadow studies, and wind studies to provide technical input.

A number of studies were prepared in September 2017 to inform the preferred concept, but have not been updated at the time of preparation of this Report. These studies include:

- Traffic Impact Study
- Functional Servicing Assessment
- Wind Study

Thompson Ho Transportation undertook a high level Transportation Assessment/Opinion of Options 1, 2 and 3 and concluded that all three (3) potential development options could be accommodated by the existing roadway and intersection infrastructure and operations. Since the Preferred Concept (2022) is not dissimilar in the number of buildings and a single underground access from Elizabeth street, to the previous three options, it is assumed that the earlier recommendations would be similarly applicable.

RWDI prepared a Pedestrian Wind Assessment of Options 1, 2 and 3, a qualitative assessment to identify any potential wind related issues as they relate to wind comfort conditions at the pedestrian level. Their report concluded with an opinion that Option 1 would create the least wind impact to the pedestrian areas on and around the development site. Since the Preferred Concept (2022) is very similar to Option 1 (2017), it is assumed that the earlier opinion would be similarly applicable.

SCS Consulting Group Ltd. reviewed the Options 1, 2 and 3 and identified that the servicing available or servicing updates required, do not differ from one option to another. The density considered and configuration of the options result in the same servicing details, as follows:

Based on preliminary sanitary sewer modeling, the available capacity in the downstream sanitary sewer system is sufficient to accommodate the proposed development.

- Note that any future growth in other areas that may be at various stages of the planning process has not been considered in this assessment.

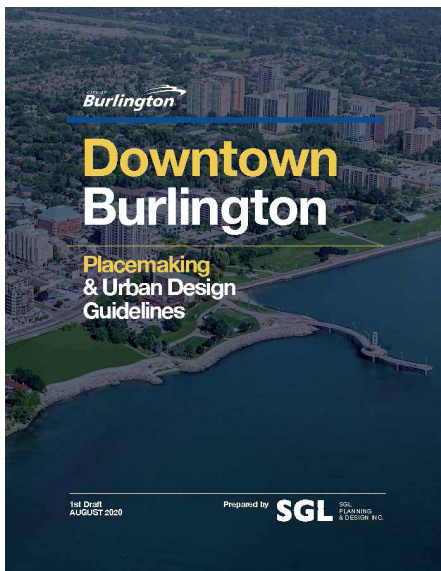
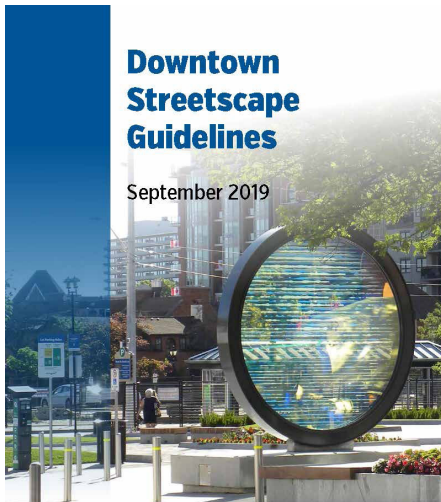
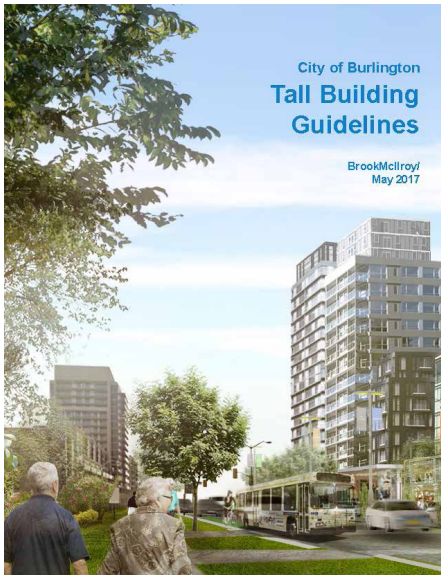
The existing Junction Street Sanitary Pumping Station (SPS) has been identified by the Region of Halton for upgrades, which is currently the subject of a Class Environmental Assessment.

- Note that the upgrade would be required to allow for the proposed development.
- Note that the Region should be made aware of this proposed development to allow for this growth in their Class Environmental Assessment for the Junction Street SPS.

Based on a preliminary assessment of existing infrastructure in the study area, water supply and pressure will be sufficient to accommodate the proposed development.

More detailed studies would be reviewed through site-specific development applications.

Should the City commission an update to these studies, the project team may revisit the Preferred Concept (2022). It is recognized that refinement may be warranted through these technical supporting studies. This may also be done prior to the enactment of the Official Plan Amendment for the Preferred Concept (2022).



6.3 Urban Design Guidelines

The development of the Burlington Waterfront Hotel Site represents an opportunity for the City to create buildings, landscapes and public spaces that promote excellence in design and sustainability and enhance the character of the downtown.

Section 4 outlined the Vision and Principles which provide the foundation for the development of the property. This includes consideration for the development of the site as a landmark in the downtown, and a gateway to the downtown and waterfront.

Section 7.7 will outline the City-wide Applicable Urban Design Guidelines and Directives that provide specific guidance on urban design matters, including building, landscape and urban design elements. These include:

- Downtown Burlington Placemaking and Urban Design Guidelines (Draft August 2020)
- Shadow Study Guidelines and Terms of Reference (June 2020)
- Downtown Streetscape Guidelines (2019)
- Sustainable Building and Development Guidelines (2018)
- Tall Building Guidelines (May 2017)
- Downtown Urban Design Guidelines (2006)

Development of the Waterfront Hotel site will be subject to these guidelines.

The intent of the following urban design guidelines is to augment and enhance the City documents by providing site-specific guidance related to the conditions and context of the site. They will work together with the guidance provided in the City’s design documents to implement the Vision and Principles established through the consultation process and subsequently endorsed in principle by Council in early 2018.

The site-specific design guidelines that shall apply to the development of the Waterfront Hotel property are as follows:

06 THE PREFERRED CONCEPT

6.3.1 BUILT FORM

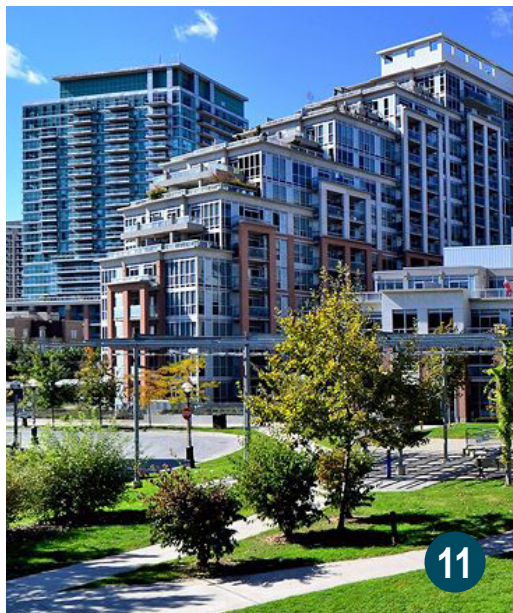
Building Placement

1. Buildings shall be placed to create a consistent street wall along Lakeshore Road and frame the street.
2. Along the John Street view corridor to the lake, buildings shall be placed a minimum of 18 metres apart at the ground level; and a minimal vertical distance of 10.5 metres shall be kept clear of buildings, including balconies and pedestrian bridges.
3. Where tower portions of buildings are connected, they may occur above the 3-storey podium.
4. Active frontages and facades shall be oriented toward Lakeshore Road and the east side of Spencer Smith Park to animate these public spaces, provide a sense of enclosure and enhance safety.



Building Height, Massing and Transition

5. The greatest building mass and height shall be oriented toward Lakeshore Road, away from the Spencer Smith Park and the lake.
6. Along Lakeshore Road, the building(s) above the 3-storey podium may include 6- to 8-storey tower portions to reflect the massing along the street.
7. Consideration shall be given to variation in the height of buildings to create interest in the skyline, with the greater height towards the east part of the site.



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A building setback 0 metres to the park, allows active uses located in the ground floor to spill out onto and animate the public space.

Commercial uses located in ground floor of podium, including potential shops, restaurants, and cafes provide, activate and animate the street. The City's Streetscape Design Guidelines call for a 'marketing zone' which allows these uses to become part of the street life.

Above the 3-storey podium, portions of the tower may be 6- to 8-storeys to reflect the massing of the existing buildings along the south side of the street.

A consistent 3-storey podium along Lakeshore reinforces a pedestrian-scale streetscape.

Towers are stepped back 3 metres above the podium.

Towers area separated by a minimum distance of 30 metres.



Buildings are separated by a minimum distance of 18 metres to preserve the John Street view corridor and create a mid-block pedestrian connection. Active uses located in the ground floor facing the POPS.

Building massing steps down towards the lake to provide opportunity for terraces, to animate the park frontage and transition from the taller portion of the tower to the 3-storey podium.

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Tower Separation

8. Towers shall be separated by a minimum distance of 30 metres, excluding balconies.

Podium Height

9. The maximum height of the podium / base building shall be 3 storeys, with the ground floor a minimum height of 4.5 metres (approximately 10.5m), to accommodate commercial uses.

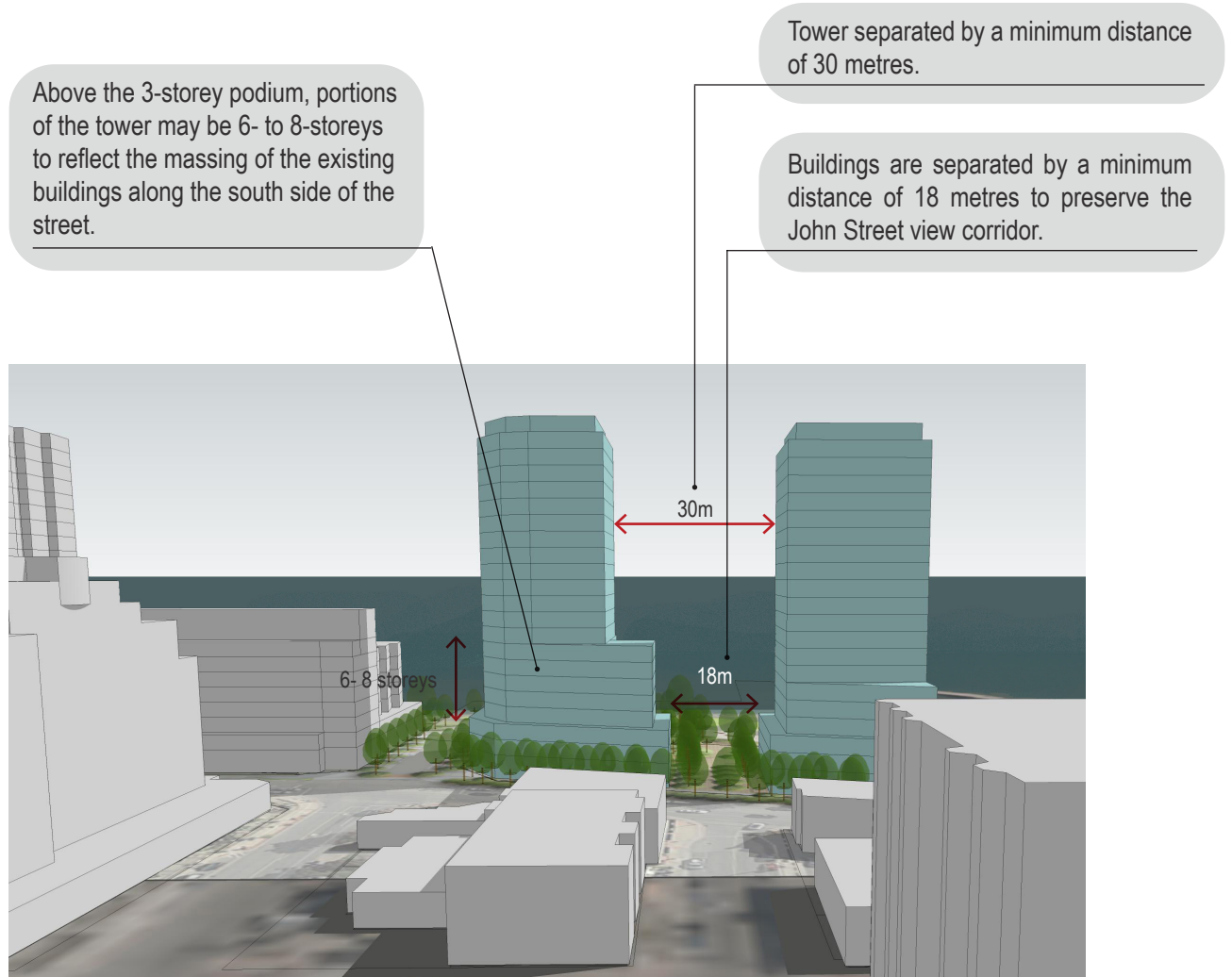
Setbacks / Stepbacks

10. Buildings shall be set back from the Lakeshore Road property line a minimum of 3 metres to enhance opportunities to preserve existing street

trees and implement the Downtown Streetscape Guidelines with respect to marketing, pedestrian and furnishings zones within the public realm.

11. Along Lakeshore Road, Elizabeth Street and Spencer Smith Park, towers shall be stepped back 3 metres from the podium (base building), excluding balconies.

12. Towards the lake, buildings may be stepped down to transition to the lake and to provide opportunities for landscaped terraces facing the waterfront.

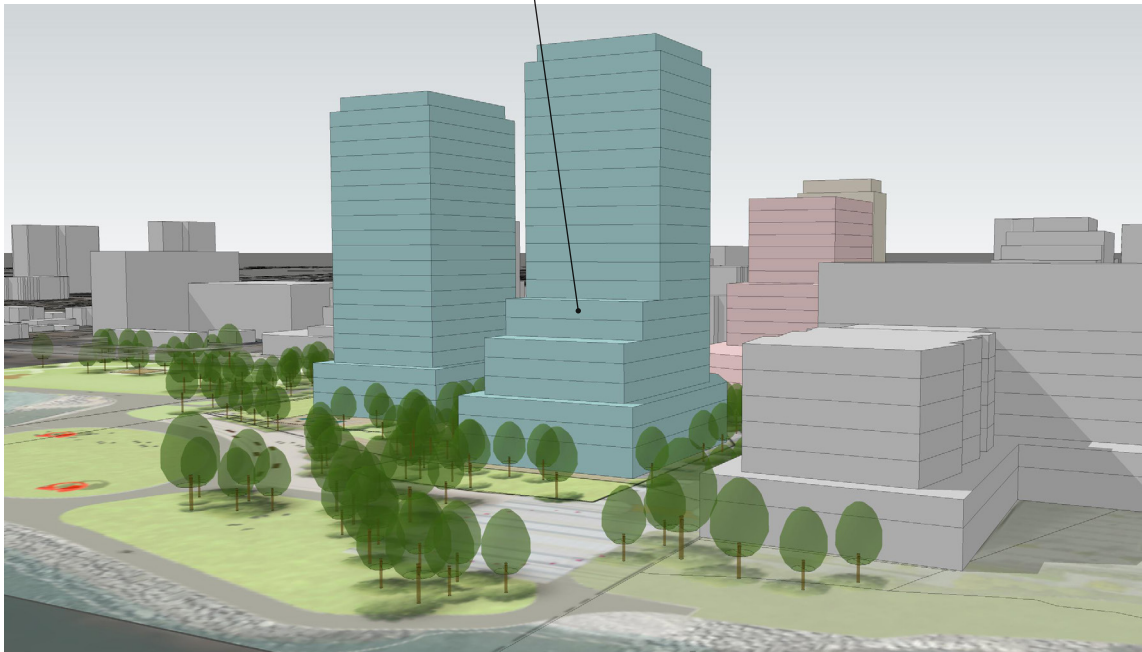


Conceptual Massing Model - View South toward the subject site

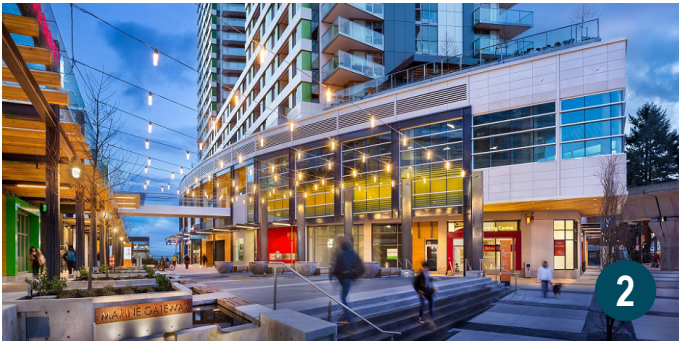
06

THE PREFERRED CONCEPT

Buildings are stepped down to transition towards the lake and to provide opportunities for landscaped terraces.



Conceptual Massing Model - View Northwest from Lake Ontario



6.3.2 PUBLIC REALM

John Street View Corridor

1. The John Street view corridor shall be designed as a Privately Owned Public Space – POPS and clearly signed as such.
2. At-grade active uses (non-residential), shall be encouraged to be located within the ground floor spaces in building(s) adjacent to the John Street view corridor, with direct entrances onto these spaces. This may include shops, restaurants, and residential uses common space / entry lobbies where more than 50% of the building face is glass.
3. Landscaping in the POPS shall be provided and designed to accommodate pedestrian flow as well as spill out area for adjacent uses; this should include a minimum 5m pedestrian clearway, planting in raised planter, planting in tree pits, seating and decorative paving.



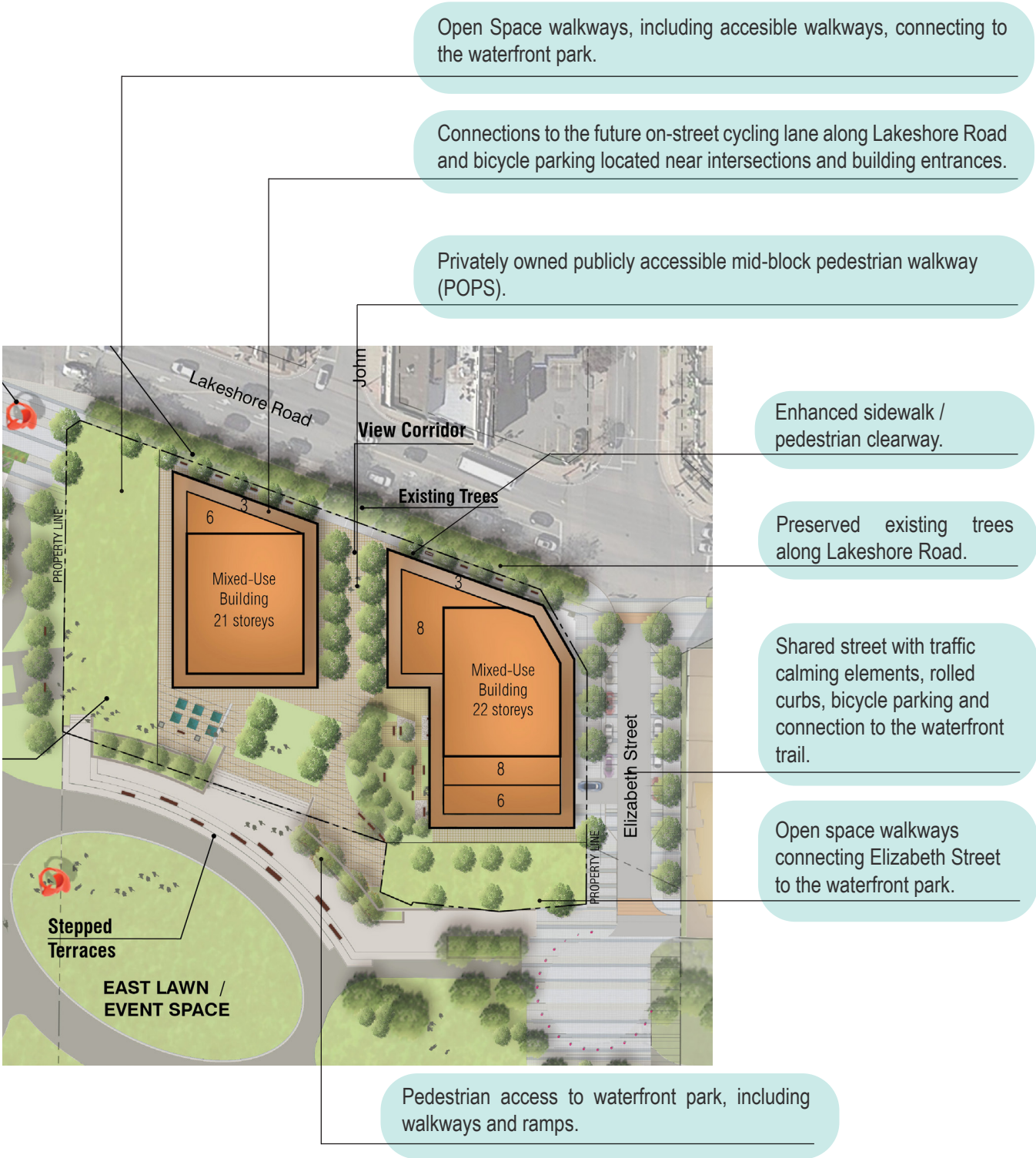
Spencer Smith Park

4. At-grade active uses (non-residential), shall be encouraged to be located within the ground floor spaces in building(s) adjacent to the Spencer Smith Park interface, with direct entrances onto the park. This may include shops, restaurants, and residential uses common space / entry lobbies where more than 50% of the building face is glass. Patios and spill out areas may occur within the 3m setback from the property line to the main building wall. The developer is encouraged to work with the City to ensure that an accessible public walkway is provided along the property line and building entrances and spill out areas are coordinated with the same.
5. Along the south side of the development, enhanced landscaping shall be coordinated with the City to ensure a seamless transition between the private and public areas, including public accessibility.
6. The City shall consider innovative designs along this interface to optimize the change in grade for park uses and accessibility.



06

THE PREFERRED CONCEPT



06 THE PREFERRED CONCEPT

Lakeshore Road

7. Within the 3 metre building setback along Lakeshore Road, measured from the property line to the main building wall, enhanced paving shall be coordinated with the design of the streetscape within the right-of-way to ensure a seamless and continuous design from building face to back of curb.
8. Planters are encouraged to be provided within the setback zone a coordinated with building entrances and spill out areas.
9. Raised planters should be no more than 400mm - 450mm high to serve as potential seating areas.

Elizabeth Street

10. Elizabeth Street shall be designed as a shared street, with coordinated enhanced paving treatments that extend from building face to building face.

6.3.3 ACCESS AND MOBILITY

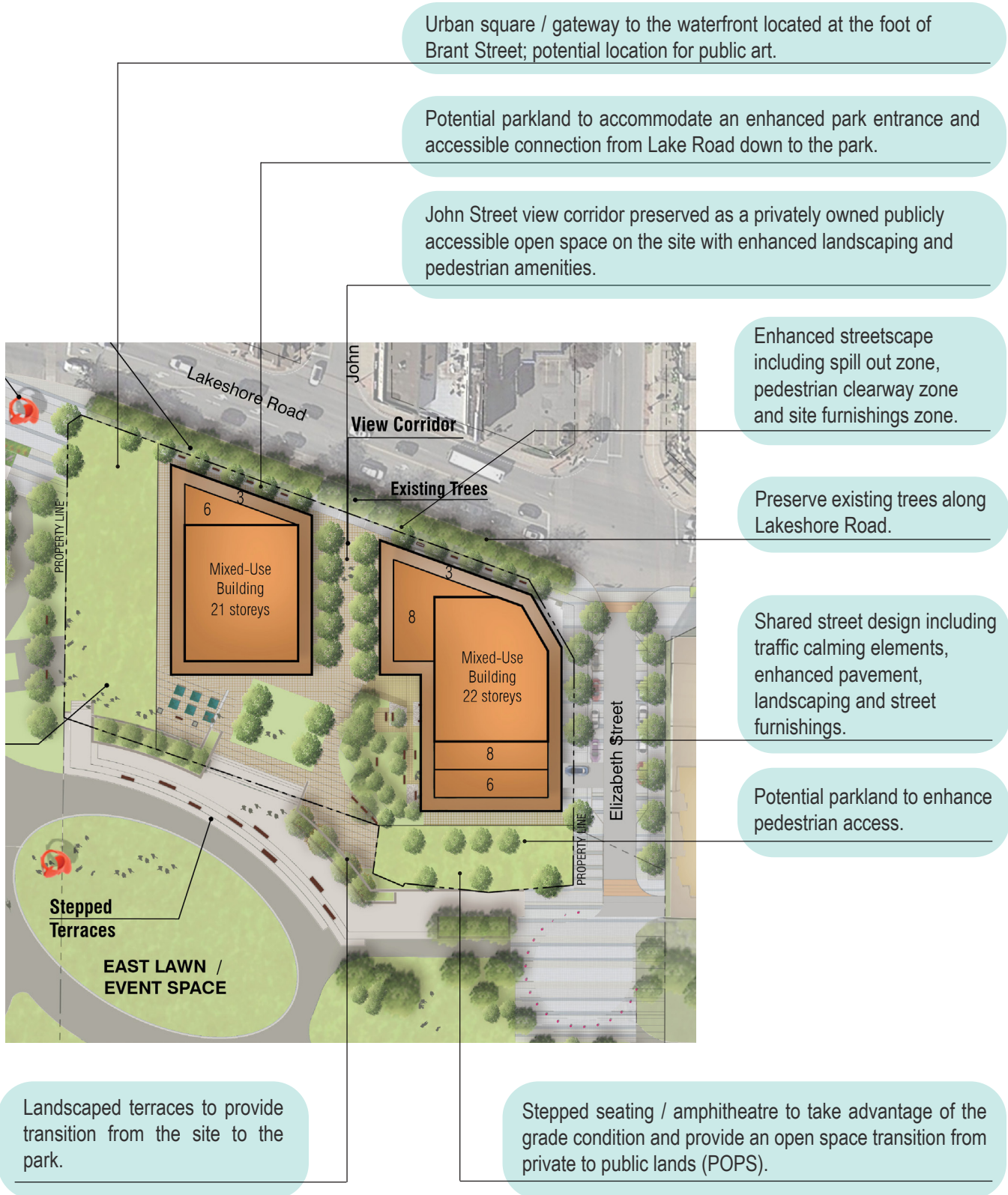
1. Access to parking and loading areas shall be from Elizabeth Street and, to the extent possible, be aligned with the same on the east side of the street.
2. Elizabeth Street shall be designed as a shared street for vehicles, pedestrians and cyclists.
3. A paved area at the south end of Elizabeth Street shall be provided and designed to accommodate vehicular turnaround.
4. Driveways shall be located and designed to minimize conflicts with pedestrians and cyclists.
5. Pedestrian access through the site shall be provided along the John Street view corridor with a connection to Spencer Smith Park to the south of the property.



In the next section of this Report (Section 7) an overview and evaluation of the applicable planning and design policies is outlined; the overview / evaluation provides the basis upon which the Preferred Concept (2022) has further developed since 2017/ 2018.

06

THE PREFERRED CONCEPT





View looking east from Spencer Smith Park towards the subject site

The purpose of this section is to provide an overview and evaluation of the Preferred Concept (2022) in the context of the current applicable planning and design policies.

This section will highlight the policy updates and/or changes that have occurred since the Study's pause in 2018 and that would impact the characteristics of the development on the Subject Site. Where relevant, this section will also identify key considerations for City staff as it relates to the implementation of this Study.

The policy framework for the Subject Site is one that is supportive of growth and intensification. However, emerging Regional and Local policies envision the Downtown that will play a new role as the City's Secondary Regional Node. Nevertheless, the Subject Site is identified as a strategic location where a portion of Burlington's expected population and employment growth is to be accommodated. The recommendations developed as part of this work and outlined in Section 8 of this Report will be consistent with the policies described above and provide a framework for future stages of work leading up to the draft OPA and Urban Design Guidelines for implementation, and future consideration for implementing Zoning By-law.

7.1 Planning Act

The Planning Act establishes the legislative framework for land use planning in Ontario. It provides the foundation that supports the process of planning how land will be controlled and used and the policy that directs those processes. Matters of Provincial Interest are discussed in Section 2 of the Planning Act.

On May 2, 2019, the Government of Ontario introduced Bill 108, the More Homes, More Choice Act, 2019. Bill 108 proposed significant changes to 13 pieces of legislation including the Planning Act, Development Charges Act, Environmental Assessment Act among others. Bill 108 proposed significant changes to how land use planning was to be conducted in Ontario, particularly in regards to harmonization of community benefits and parkland dedication.

In December 2019, the Province further refined the amendments to the Planning Act through the Bill 138, the Plan to Build Ontario Together Act. The Bill sets provide further refinements to the new Community Benefits Charge and provides information on transition matters related to parkland dedications from new development. Municipal

community infrastructure planning tools, such as Section 37 contributions, Section 42 parkland dedication, and a portion of the development charges were replaced with a Community Benefits Charge (CBC) that capped based on a percentage of land value (4%) prescribed by the Province.

In addition, the Planning Act was amended to allow for the implementation of Inclusionary Zoning. Inclusionary Zoning applies only to protected Major Transit Station Areas (MTSA), or areas subject to a Community Planning Permit System, as required by the Minister. The City is currently undertaking an Inclusionary Zoning Study, and CBC Study to align with the Planning Act.

These amendments have a significant impact in how community benefits are leveraged as part of new development. Municipalities are required to adopt Community Benefits By-laws by no later than September 18, 2022.

Summary Analysis

The Preferred Concept (2022) has regard for matters of provincial interest as outlined in Section 2 of the Planning Act, including: the orderly development of safe and healthy communities, the adequate provision of a full range of housing, the adequate provision of employment opportunities, the appropriate location of growth and development; and the promotion of built form that is well-designed, encourages a sense of place, and provides for public spaces that are high quality, safe, accessible, attractive and vibrant. This Study is non-statutory. It serves to inform future planning approvals under the Planning Act that will inform the redevelopment of this site.

7.2 Provincial Policy Statement

The Provincial Policy Statement (PPS) provides policy direction on matters of Provincial interest related to land use planning and development. The PPS states that intensification and redevelopment in built-up areas should provide a mix of uses, housing and employment opportunities, parks and open spaces, and transportation choices promoting pedestrian movement.

On February 28, 2020 the Ministry of Municipal Affairs and Housing issued a new PPS. The new PPS came into effect on May 1, 2020, replacing the previous 2014 PPS, and applies to all land use planning decisions made by a municipality on or after that date. Relevant changes to the PPS that occurred in 2020 are as follows:

- Requires that sufficient land must be made available to meet projected needs for a time horizon of up to 25 years;
- Increase housing land supply from 10 to 15 years;
- Require transit-supportive development and further prioritize intensification; and,
- Encourage municipalities to facilitate conditions for economic investment.

Key policy directions include:

- Settlement Areas are to be the focus of growth and development, which include both the existing built-up area and designated growth areas;
- Growth will feature densities and a mix of land uses that efficiently use land, resources, infrastructure, and public service facilities and support public transit and active transportation;
- Targeted levels of intensification and transit-supportive development will occur within built up areas at appropriate locations;
- An appropriate range and mix of housing types and densities, including affordable housing, must be provided to meet the needs of current and future residents;
- Reducing the number and length of vehicle trips and supporting the use of active transportation

and public transit are important goals;

- Safe, connected public spaces and streets will provide opportunities for social interaction, recreation, and active transportation;
- Long-term economic prosperity should be supported by encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character; and,
- The PPS also requires land use patterns to respond to and prepare for the impacts of a changing climate.

The PPS recognizes municipal Official Plans as the most important vehicle for implementing the PPS and Provincial Plans. Policy 4.7 of the PPS states that comprehensive, integrated and long-term planning is best achieved through Official Plans.

Policy 4.8 states that zoning and development permit by-laws are important for implementation of the Provincial Policy Statement, and that planning authorities shall keep their zoning and development permit By-laws up-to-date with their Official Plans and the PPS.

Summary Analysis

The Preferred Concept (2022) is consistent with the Provincial Policy Statement, and supports relevant policy objectives related to growth management, land use, housing, and employment. It represents a form of intensification that is encouraged by the PPS, which will result in a mix of uses and higher densities of development in an appropriate location. It represents a more efficient use of land, resources and existing infrastructure than the existing use of the Subject Site. The Preferred Concept (2022) will contribute to social well-being and economic prosperity through the provision of new jobs, as well as private and public open spaces. It will support active transportation and walkability of the Downtown.

7.3 Growth Plan, 2019 (Amendment 1)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the “Growth Plan”) sets out a long-term framework for managing growth by providing population and employment forecasts for upper- and single-tier municipalities within the Greater Golden Horseshoe and policy direction on where and how to grow.

On June 16, 2020, the Ministry of Municipal Affairs and Housing released Proposed Amendment 1 to a Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019 and Proposed Lands Needs Assessment Methodology for the Greater Golden Horseshoe. Amendment 1 of the Growth Plan came into effect in August of 2020 and provided adjustments to specific policies. Upper tier and single tier municipalities are required to bring their respective Official Plans into conformity with the Growth Plan by July 1, 2022.

Amendment 1 updated the Growth Plan policies to ensure continued alignment with the new PPS, which came into effect on May 1, 2020. These updates ensured that the Growth Plan reflects up to date references to the PPS and maintains consistency across the planning system with matters such as definitions and planning horizons.



Figure 14: Growth Plan Schedule 1

Amendment 1 also updates the planning horizon from 2041 to 2051. The revised Schedule 3 indicates that the Region of Halton will have a population of 1,100,000 and employment of 500,000 by 2051.

To support intensification, the Growth Plan states that following the next municipal comprehensive, and for each year after, a minimum of 50% of all residential development within Halton Region shall take place through intensification within the built up area.

To implement the Growth Plan’s growth management framework, policy 2.2.2.3 states that municipalities will “develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas”, which will:

- Identify Strategic Growth Areas to support achievement of the intensification target and recognize them as a key focus for development;
- Identify the appropriate type and scale of development in Strategic Growth Areas and transition of built form to adjacent areas;
- Encourage intensification generally throughout the delineated built up area;
- Ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;
- Prioritize planning and investment in infrastructure and public service facilities that will support intensification; and
- Be implemented through official plan policies and designations, updated zoning and other supporting documents.

The Growth Plan directs density to Strategic Growth Areas, including Urban Growth Centres, Major Transit Station Areas, and sets targets for population and employment density and supports expanded infrastructure in growth areas to protect and conserve rural and greenbelt lands.

The Region has recently delineated the new boundaries of the Burlington Urban Growth Centre/ Major Transit Station Area through ROPA 48. The City is now working to

implement a new policy regime to conform to the Region's delineated Major Transit Station Area and Urban Growth Centre boundaries. This is further discussed in Section 7.4 of this Report.

The relocation of the Urban Growth Centre boundaries has a significant impact on the overall urban structure and more specific planning context within this Study. Downtown Burlington is no longer assigned a minimum of 200 persons and jobs per hectare. While the majority of new growth and the highest densities will be directed the Burlington GO Urban Growth Centre centred on the GO Station, the Downtown will continue to play a role as a Secondary Regional Node in accommodating the forecasted growth of the Growth Plan.

Downtown Secondary Regional Node (as identified by ROPA 48) is considered to be a Strategic Growth Area by the Growth Plan. Strategic Growth Areas are defined as:

Within settlement areas, nodes, corridors, and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. Strategic growth Areas include urban growth centres, major transit station areas, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as Strategic Growth Areas.

Upper tier municipalities will develop a strategy to achieve the minimum intensification target and intensification. This includes the identification of the appropriate type and scale of development in Strategic Growth Area. The intensification strategy will be implemented through official plan policies and designations, updated zoning and other supporting documents.

The Growth Plan further notes that any development on lands within the boundaries of a Strategic Growth Area will not confer new land use designations nor alter existing land use designations. Any development on lands within the boundary of these identified areas is still subject to the relevant provincial and municipal land use planning policies and approval processes.

On a more general note, the Growth Plan promotes the creation of "complete communities". Complete communities are defined as:

Places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts.

It is important to note that municipalities may also plan for development beyond the 2051 horizon provided that there is also planning for the needed infrastructure and public service facilities, that the type and scale of development is contextually appropriate, and that the development can achieve the mix of diverse land uses and open space required to be a complete community.

Section 3 of the Growth Plan provides a framework to guide and prioritize infrastructure planning and investments to support and accommodate forecast growth. The Growth Plan places an emphasis on coordinating infrastructure planning, land use planning and infrastructure investment to identify the most cost effective options to support intensification in Strategic Growth Areas.

Summary Analysis

Downtown Burlington is unique in terms of its former status as an Urban Growth Centre. Burlington's Downtown has a well established context that features tall buildings, particularly to the east of the Elizabeth Street. The preferred concept is in keeping with this context.

The removal of the minimum density target of 200 persons and jobs tied to the former identification of the Downtown Urban Growth Centre is a big change. However, the building blocks for a great downtown are not directly tied to achieving "minimum targets". They are based upon good planning and urban design, which considers a myriad of factors and considerations. Focusing purely on an overall land use framework at a Regional level would not result in an optimal land use planning outcome for the Subject Site. The earlier phases of this Study included a robust engagement program, which involved the developer, the public and Staff to confirm core principles that would apply to this site.

Strictly focusing on the numerical implications related to density also does not consider elements that contribute to complete community building. Focusing solely on the achievement of a target is not in keeping with many of the themes identified through engagement including for example, the creation of a landmark, the provision of parkland, and providing for new housing and economic growth in the Downtown. Section 9 of this Study identifies how best to implement these themes in a future planning framework.

The Preferred Concept (2022) is located in the Downtown Strategic Growth Area, which is identified area that is intended to accommodate intensification that is appropriate for its context. Strategic Growth Areas, inclusive of the Downtown, continue to have an important role to play in achieving intensification targets of the Growth Plan. The Preferred Concept (2022) will support transit and will provide for the appropriate mixed-use intensification of the Subject Site.

7.4 Halton Region Official Plan

Halton's Regional Official Plan (ROP) guides the land use planning for the region. The ROP directs how development should occur to meet the current and future needs of its residents. The ROP plans for population and employment growth and establishes intensification and density targets for Burlington and the three other lower-tier municipalities in Halton Region.

The policies of the Regional Official Plan also include a range of policies for Intensification Areas including:

- Encouraging the use of development permit systems;
- Identifying that the Region considers Intensification Areas as the highest priority for urban development;
- Ensuring water, wastewater and transportation servicing capacity to support development densities;
- Requiring the adoption of zoning for the Intensification Area;
- Encouraging the development of parking standards to support the use of active transportation and public transit;
- Encouraging the consideration of incentives;
- Directing Regional and public services to these areas; and,
- Directing major office, retail and appropriate major institutional development to these areas; and monitoring the performance of the Intensification Areas.

Section 77(5) of the ROP outlines requirements for the preparation of area specific plans for "major growth areas" such as the Downtown Burlington. The policy requirements for area specific plans are to encourage land use patterns that promote compact transit supportive growth, housing and employment targets, built forms, active transportation and transit among other matters. The New OP provides the current area specific plan that is applicable to the Subject Site.

7.4.1 HALTON REGION OFFICIAL PLAN REVIEW

In 2016, Halton Region embarked on a Municipal Comprehensive Review to conform to recent changes to Provincial policy including the Planning Act, Growth Plan and PPS. The Region's MCR is being approved in phases.

On August 24, 2020, Burlington City Council requested that Halton Region, through its Municipal Comprehensive Review of the Regional Official Plan, adjust the boundary of the Downtown Burlington Urban Growth Centre and remove the Major Transit Station Area designation from the John Street Bus Terminal to Burlington GO Station. On November 10, 2021, the Minister approved ROPA 48 which amended the boundaries of the Downtown Burlington Urban Growth Centre as shown on Figure 15.

Regional Official Plan Amendment 48 (ROPA 48) implements components of the Regional Urban Structure to establish a hierarchy of Strategic Growth Areas in the Regional Official Plan. The purpose of ROPA 48 is to define and provide direction on a regional urban structure and components of a Regional Urban structure including Strategic Growth Areas such as Urban Growth Centres (UGC), Major Transit Station Areas (MTSA), Regional Nodes and Employment Areas. ROPA 48 has been approved by the Minister and is in force and effect and is not subject to appeal.

As mentioned throughout this Report, ROPA48 has significant implication for the Downtown including an adjustment to the boundaries of the UGC to the areas centred around Burlington GO Station. Downtown Burlington has been identified as a Secondary Regional Node by ROPA 48.

Objectives related to Regional Nodes can be found in the new Section 82:

- To recognize Strategic Growth Areas in the Region which are an integral component of the Regional Urban Structure, and are historic downtown areas, or contain a concentration of public service facilities (i.e. hospitals, universities) and/or transit-supportive, high density uses;
- To leverage infrastructure investments and the development of public service facilities to support forecast growth;
- To provide a range and mix of transit-supportive uses, such as residential, retail, office and public uses that supports the area in a pedestrian-oriented urban environment; and,

- To reflect and reinforce Local Urban Structure.

Secondary Regional Nodes continue to have an important role in the overall Regional structure. While no longer a primary focus of growth, the Secondary Regional Node continues to experience new growth that contributes to the existing context. ROPA 48 does not specifically distribute the forecast growth for each of the lower tier municipalities. This will occur through the forthcoming ROPA 49. However, based on the Region's Draft February 2022 Land Needs Assessment, Burlington is expected to accommodate an additional 71,500 persons and 26,400 jobs between 2021 and 2051. These numbers are subject to change as the Region's work on the MCR remains ongoing.

Secondary Regional Nodes are historic downtown areas or villages or areas have been identified for growth through mixed-use intensification at a scale appropriate for their context. The Downtown is a unique Secondary Regional Node. The Downtown already features a well-established context featuring tall building forms. This is especially true for lands generally along Lakeshore, generally East of Pearl. However, ROPA 48 is also the first step towards further understanding the new role of the Downtown. In this regard, the Region (with Local municipalities) are required to:

- Direct development with higher densities and mixed uses to Regional Nodes in accordance with the hierarchy identified in Section 79.2, and based on the level of existing and planned transit service.



Figure 15: Urban growth centre relocation

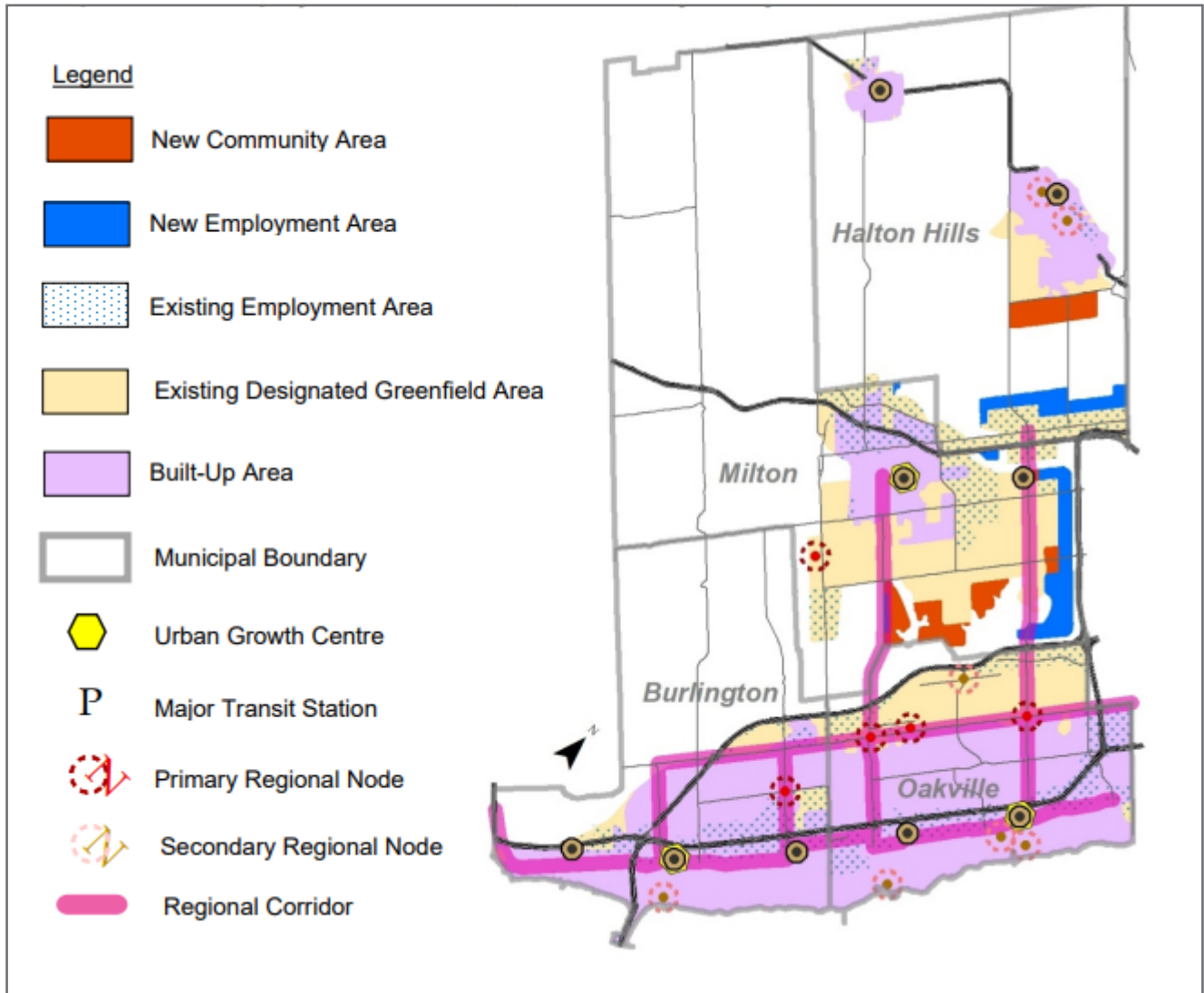


Figure 16: ROPA Preferred Growth Concept (November 2021) (Growth Concept Discussion Paper)

| Municipality | Population | | | | |
|--------------|------------|------------------|---------|------------------|---------|
| | 2021 | 2021-2031 Growth | 2031 | 2031-2051 Growth | 2051 |
| Burlington | 195,000 | +23,000 | 218,000 | +47,000 | 265,000 |

Table 3: Forecasted Burlington Population Growth (ROPA Preferred Growth Concept November 2021)

- Encourage the Local Municipalities to delineate the boundaries of Regional Nodes; and,
- Require the Local Municipalities to prepare detailed official plan policies or an Area-Specific Plan for Regional Nodes.

Section 80.3 provides transition for applications that were filed prior to ROPA 48 being approved by the Minister, as follows:

Sections 80 to 80.2 continue to apply to applications for official plan amendments, zoning by-law amendments and draft plans of subdivision or condominium approvals made prior to the approval by the Minister of Municipal Affairs and Housing of Amendment 48 to this Plan if the lands that are the subject of the application were within an Urban Growth Centre prior to the Minister's approval of Amendment 48.

ROPA 49

The Region is working towards the completion of ROPA 49. ROPA 49 is an important next step for the Regions to achieve conformity by no later than July 1, 2022. This is required by the Growth Plan.

In November 2021, a Council Workshop was held to provide Regional Council and the public with information on a Draft Preferred Growth Concept. The primary objective for the Region's Draft Preferred Growth Concept has been a "balanced approach to accommodating growth in Halton to 2051 in accordance with the Provincial Growth Plan and Land Needs Assessment methodology."

On February 16, 2022, Regional Council approved a motion directing Staff to revisit the preferred Growth Concept to accommodate all pre-2041 growth to the existing approved built boundary. Growth from 2041 to 2051 would be based on "providing a clear framework for when, and how planned growth should be distributed based on principles of minimizing land consumption, making the most efficient use of land and infrastructure, and achieving other principles of the Growth Plan."

In accordance with the Growth Plan, the Region's approach is based upon an intensification first approach will be the preferred (and only) manner to which planned growth will occur within the Region's 2041 planning horizon. The specific distribution of growth post-2041 will be defined in a ROPA prior to or in parallel with the next statutory 5 year OP review.

Summary Analysis

The Preferred Concept (2022) conforms with the Halton Region Official Plan, including those policies related to growth management, housing, intensification, complete communities, and transit-supportive design. The Study has been considered against the in force and effect policies of ROPA 48.

This Study has resumed at a highly unique and transitional juncture with respect to the Regional MCR process. ROPA 48 assigns the Downtown with a new role as a Secondary Regional Node. The Downtown Secondary Regional Node is no longer the primary focus of new growth in Burlington in terms of the City's growth hierarchy. The primary location of new growth in the City will be directed to each of the 3 GO Stations.

We have identified broad consideration of ROPA 48 for this Study:

- ROPA 48 does not provide site specific direction for built form and height. It also does not provide precise land use designations to which to direct local mix of uses. This is done at a local level through the approval of area specific plans. The in-force OP provides the current framework and area specific plan that is applicable to the Subject Site. The New OP (appealed) will provide a new comprehensive City-wide framework to replace the in-force OP;
- Regional staff are required, in consultation with the Local Municipalities, to further assess the implications of the overall Regional Structure. The Region will determine whether further changes to the Secondary Regional Nodes framework are required; and,
- The Minister approved ROPA 48, with a transition clause under Section 80.3. The transition clause states that the adjusted Urban Growth Centre boundaries in ROPA 48 will apply to any new planning applications that are made following the Minister's decision of November 10, 2021.

7.5 New Burlington Official Plan

The City of Burlington's New Official Plan (2020) directs how the City will grow to 2031. The New Official Plan was adopted by Council in November of 2018 and was approved by Halton Region in 2020. 48 appeals were received for the new Official Plan and are currently being considered by the Ontario Land Tribunal (formerly the Local Planning Appeals Tribunal). The interim working version of the Official Plan has been consolidated by the municipality until the appeals are resolved. The interim working version of the new Official Plan (New OP) outlines the following in the preamble:

In the case of any discrepancies between the Region of Halton Notice of Decision and this document, the Notice of Decision takes precedence. However, as the OLT process advances, the Burlington Official Plan, 2020 is subject to change and the interim working version will require periodic updates.

The New OP provides the current Council approved vision for the Downtown and warrants consideration by this Study. The New OP sets out the City's current directions for growth and development. However, the New OP remains appealed and the in-force OP remains in force. We have considered both versions of the OP as part of this Study.

Chapter 3 of the New OP provides policies that focus on creating complete communities in Burlington with the aim to provide access to amenities that fulfill the needs of the community. The chapter outlines the policies related to aspects of complete communities such as housing, public service facilities and institutional uses, parks, recreation and open space, cultural resources and cultural heritage resources.

The City's new Official Plan was prepared to conform to the Regional Official Plan reflective of Regional Official Plan Amendment 38, one of the implementing OPAs with respect to the Region's most recently completed Official Plan Review. The most recent changes to Burlington's urban structure through ROPA 48 (and the future ROPA 49) will be implemented through the OLT approval process given that any OLT decision must conform with ROPA 48.

Urban Growth Centre / Primary Growth Areas

The City's Official Plan currently identifies the "Downtown Urban Centre" as the City's UGC (Figure 16). The Downtown Urban Centre is required to be planned to achieve a

minimum density target of 200 residents and jobs combined per hectare, by 2031. The Downtown is further considered an area that will provide for higher intensity mixed use development, as well as a range of services and amenities that support transit oriented built form.

Through ROPA 48, Burlington's UGC has been adjusted to the Burlington GO station, which will be implemented at the local level through a conformity exercise. However, ROPA 48 is informed by local planning frameworks and priorities and more specifically on the City's planning work and studies on the Downtown. Furthermore, planning decisions (that are not subject to Section 80.3 of ROPA 48) must now conform to ROPA 48.

Major Transit Station Areas

The City's MTSA's will be planned to accommodate a significant share of population and employment growth. The delineation of the MTSA boundaries and the minimum density targets have been established by the Region of Halton through ROPA 48. Through ROPA 48, the John Street Bus Terminal is no longer identified as an MTSA. The City is currently working on a conformity update to implement the Region's delineated MTSA's in Burlington. The three MTSA Special Planning Areas identified in the OP are the Aldershot GO, Appleby GO and Burlington GO Stations.

Waterfront

Section 4.5.3(2) presents policy related to development close to the waterfront. It highlights that development should:

- Provide for public open space and Waterfront trail use, where feasible;
- Preserve or complement public views of Lake Ontario from public streets and trails;
- Animate the waterfront and connect to the downtown and key cultural facilities;
- Encourage design to include the imagery of water, through fountains, sculpture and colour; and,
- Incorporate public art and/or cultural elements.

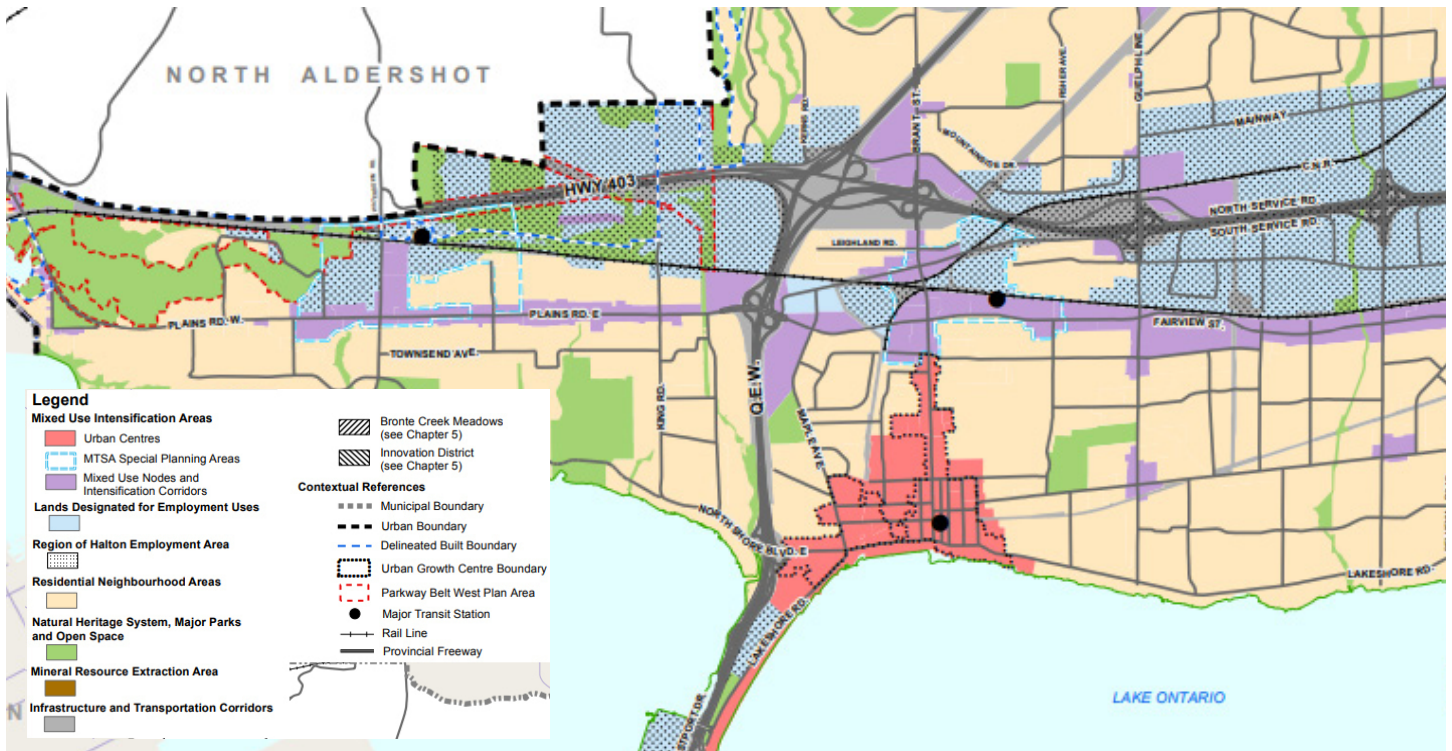


Figure 17: New Official Plan - Schedule B: Urban Structure (Excerpt)

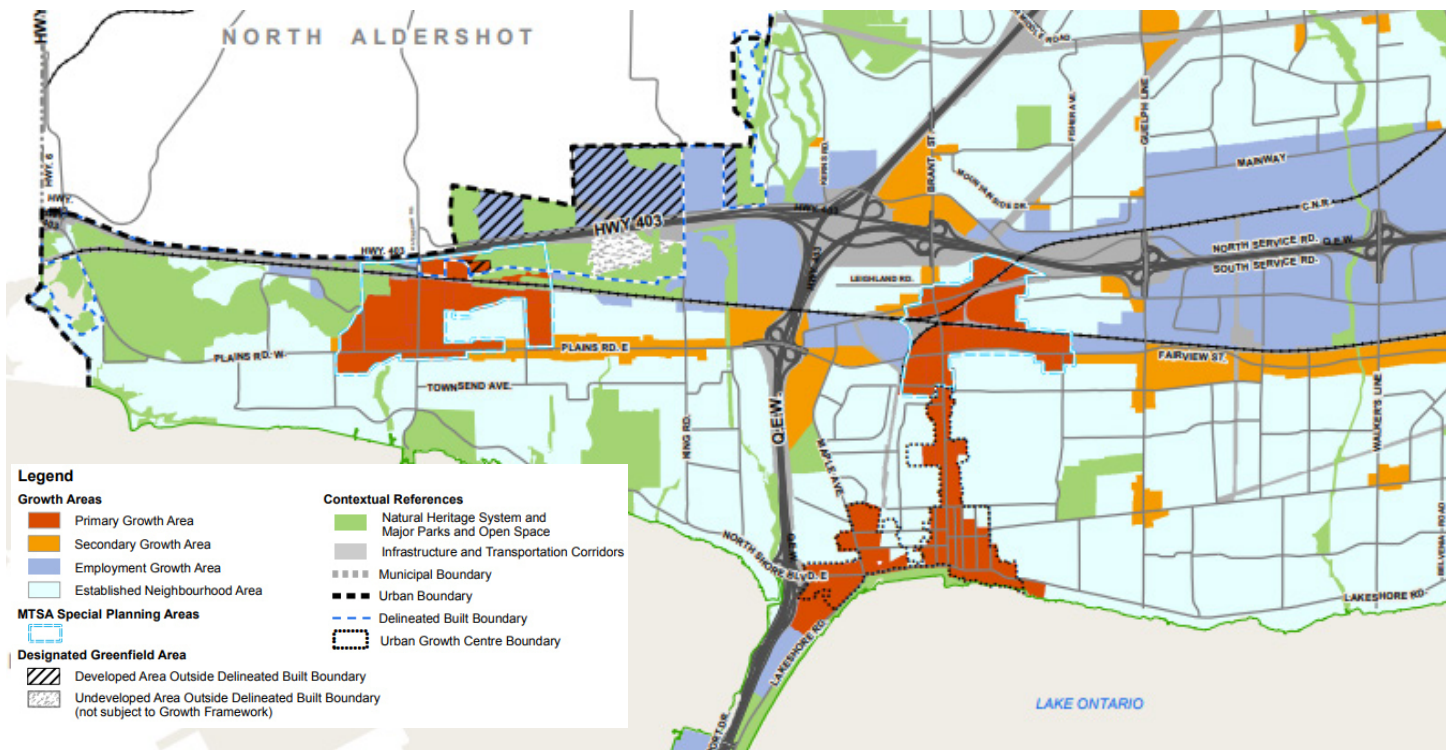


Figure 18: New Official Plan - Schedule B-1: Growth Framework (Excerpt)

Downtown Precincts (Brant Main Street and Lakeshore Precinct)

The Study Area includes several precincts that are applicable to the Downtown, including the Brant Main Street Precinct to the north, and the Lakeshore Precinct to the north, east and west (Figure 19).

The Subject Site is not included within the boundaries of these precinct areas (due to the site specific policy in Section 12 of the New OP, which provides the basis for this Study), but is nevertheless located at the strategic juncture of these precincts. Accordingly, this Study considers the site within the broader context of these precincts. Specific policy directions that are relevant to this Study are as follows:

- Development shall contain a minimum of two of a range of active non-residential and apartment residential uses, of and should contain three permitted uses, where feasible;
- Development shall be in the form of low-rise buildings with a height not to exceed three (3) storeys within 20 m of Brant Street and Lakeshore Road; and,
- New development shall protect and enhance public views to the Brant Street Pier and/or Lake Ontario from the north-south streets and shall enhance public access to the waterfront.

Parks and Open Space

Specific policy directions that are relevant to this Study are as follows:

Chapter 4 Environment and Sustainability

4.5 Waterfront - The Waterfront Hotel Study area is adjacent to the shoreline of Lake Ontario, one of the City's greatest assets and defining features. Burlington's Waterfront is a unique destination for residents and visitors. The Waterfront includes Spencer Smith Park. The City will seek opportunities to increase and improve public access to the waterfront. All future development surrounding the waterfront will be clean, open, connected, green, accessible, useable, diverse, attractive and environmentally sustainable.

4.5.2(1) PUBLIC ACCESS AND USE- OBJECTIVES

Providing a visible, inter-connected and publicly accessible

waterfront for the widest range of public activities, while maintaining natural waterfront features in an environmentally responsible manner

To establish, in a sustainable manner, more areas of publicly accessible waterfront through the acquisition of key access points, additions to the Waterfront Trail, Windows to the Lake and the development of waterfront parks.

To improve access to the waterfront by all modes of transportation while maintaining a pedestrian oriented atmosphere.

4.5.2(2) PUBLIC ACCESS AND USE- POLICIES

- b) The acquisition of land to create new or to add to existing Windows-to-the-Lake and Windows-to-the-Bay, or other forms of public open space, will be encouraged by the City, as a means to increase public access to the waterfront.
- f) A continuous Waterfront Trail shall be implemented through development along Lake Ontario and Burlington Bay/Hamilton Harbour where there is sufficient land between the water and a public or private street. In order of priority, this trail may be comprised of: (i) a shoreline trail immediately abutting the lake or bay; or (ii) a near shoreline trail located in the general vicinity of the lake or bay.
- g) The Waterfront Trail shall be connected to existing waterfront public open spaces and where appropriate, other points of interest in the general vicinity of the waterfront.

Urban Design

Chapter 7 of the New OP includes general urban design and built form policies, as well as public realm and sustainable design policies. The policies in Chapter 7 are general city-wide policies that are generally intended to promote a high standard of design. They also emphasize land use compatibility, a high quality built environment, and innovative design. As noted in Section 7.1.2.b), the policies of this Chapter of the New OP shall be implemented through the development application process and the comprehensive Zoning By-law.

Section 7.2 also states that "design guidelines" may be developed for certain types of building forms, land uses, City streetscapes, streets and roads or specific areas in the city.

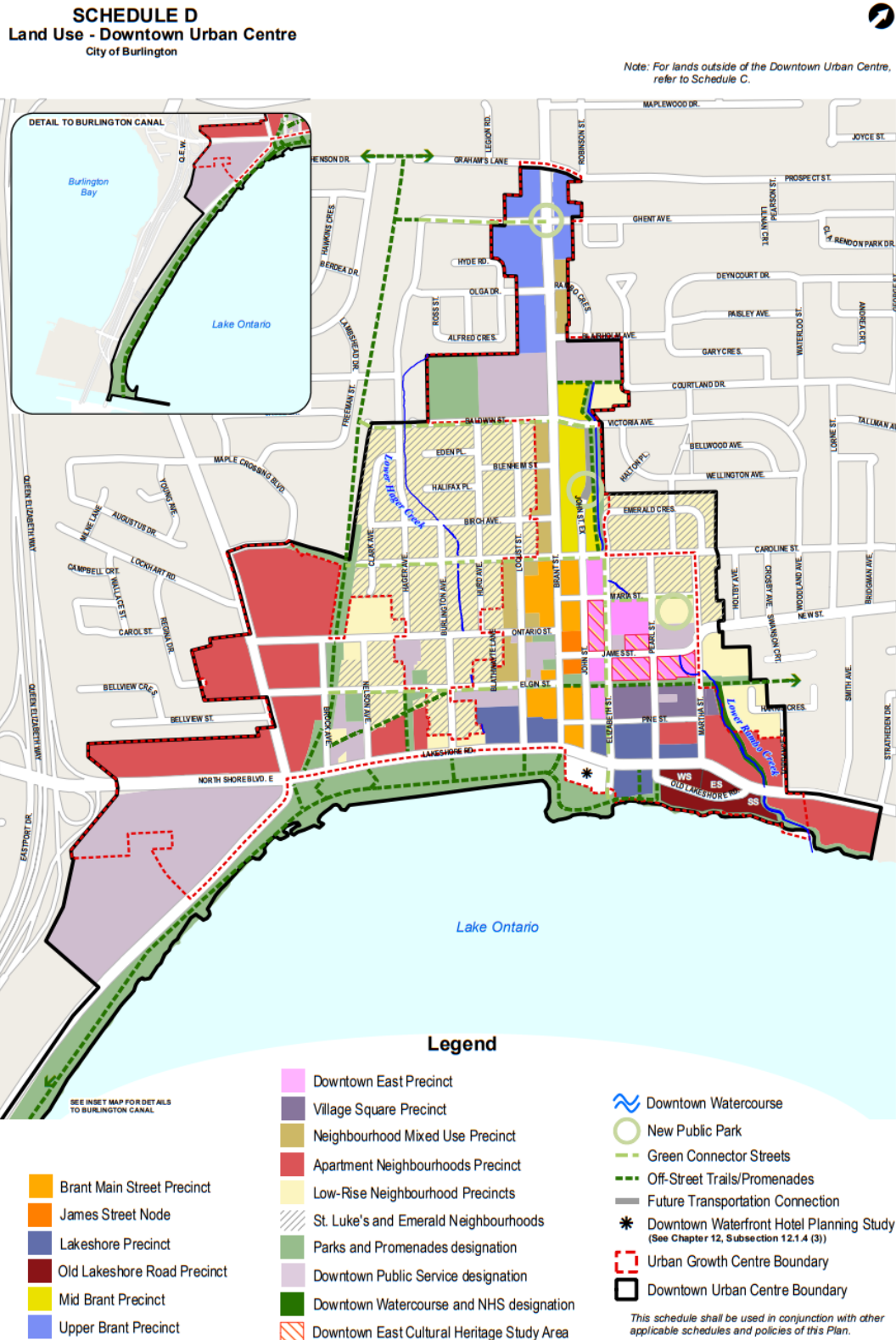


Figure 19: New Official Plan - Schedule D: Land Use Downtown Urban Centre

Council-approved design guidelines will be utilized in the review and evaluation of development applications or City-initiated projects. A list of Council-approved design guidelines is included in Appendix B: Council-approved Design Guidelines, of this Plan.

Policies related to promoting a high quality public realm are included in Section 7.2. The select policies that are particularly relevant to this Study are as follows:

(i) improving the quality of public spaces as community destinations and public gathering places through the design of public realm facilities, such as public squares, parkettes or promenades;

(ii) providing appropriate and consistent treatments for streetscape elements such as sidewalks, pedestrian crossings, lighting, street furniture, signage, street trees and landscaping;

(iii) improving the quality and convenience of active transportation;

(vi) designing public realm facilities to perform their diverse roles, balancing the spatial needs of people of all ages and abilities, through

(x) creating, maintaining and enhancing public views and vistas of significant natural and built features; the application of the principles of Universal Design;

(xii) introducing or improving links where existing public areas are inadequately connected;

(xiii) identifying opportunities for the placement of public art;

Section 7.3.2 outlines general urban design policies that ally to all areas included on Schedule B-1: Growth Framework, inclusive of the Subject Site. The policies generally outline considerations for new development including providing for an appropriate transition, compatibility, appropriate screening and buffering, human scale at the street, among others.

Section 7.3.2(1) provides additional design considerations for Primary and Secondary Growth Areas inclusive of the Downtown, which build upon the above noted design policies.

Specific design direction includes:

- locating buildings generally parallel to the public street



Burlington's Waterfront Trail

to define the street edge and along the edges of parks, urban squares and other open space features, and in close proximity to the street and transit services;

- providing appropriate transitions to adjacent land uses, particularly residential uses;
- massing new buildings to frame adjacent streets in a way that respects the existing and planned street width but also provides for a pedestrian-scale environment;
- locating building primary public entrances for uses located at grade towards a public right-of-way and visible and accessible from the public sidewalk;
- including direct pedestrian access, including barrier free access from grade level, to the primary public entrances located on the building façade;
- screening or integrating roof top mechanical equipment within the overall composition of the building;
- creating an attractive and connected interface between the private and the public realms;
- creating a continuous streetscape with emphasis on maintaining the continuity of grade-related activity areas, both inside and outside of buildings; and
- providing appropriate outdoor amenity areas and open spaces and promoting the incorporation of private open spaces to the open space network of the immediate

community.

Section 7.4 outlines policies related to sustainable design. Through the review of Official Plan Amendments, Zoning By-law Amendments, plans of subdivision and site plan applications, new development will be encouraged to consider sustainable design considerations including, but not limited to:

- energy efficiency, passive design measures, renewable energy sources and other low carbon building strategies;
- potable water conservation;
- innovative storm water management techniques such as Low Impact Development measures;
- additional sustainable transportation measures such as electric vehicle charging stations that exceed the requirements of the Building Code;
- sustainable building materials and resources;
- indoor environmental and air quality;
- additional measures to mitigate the urban heat island effect;
- maintenance, monitoring and communication of sustainable building features; and
- other innovative sustainable design approaches or technologies.

The relevant broad urban design directions under Chapter 7 have been considered by the Preferred Concept (2022).

Urban Design - Downtown Urban Centre

Section 8.1.1(3.19.3) also identifies a number of design criteria for tall buildings for the Downtown Urban Centre as follows:

- Provide a minimum separation distance of thirty (30) m from another tall building, measured above the podium and excluding balconies;
- Not exceed a maximum floor plate of 750 sq. m. for the tower portion above the podium, excluding balconies;
- Provide outdoor amenity space on site;

- Articulate tall building towers with high-quality, sustainable building materials and finishes to promote design excellence, innovation and building life;
- Provide a minimum tower setback of three (3) metres from the podium facing all street, park and open space frontages, except where more specific guidance on setbacks are provided in this plan. Tower setbacks of greater than three (3) metres are encouraged and may be required for tall building to fit harmoniously within the surrounding physical character, including sites that contain or are adjacent to cultural heritage resources; and,
- Provide a podium no higher than 3 storeys.

Section 8.1.1(31.19.4) also outlines policies related to transition and built form relations to other towers and mid-rise buildings in the Downtown. Where there is a transition from a tall building to a mid-rise building, adequate separation should be provided between the tower component of a tall building and the nearest part of the mid-rise building to minimize overlook, shadowing and pedestrian-level wind impacts.

Waterfront Planning Study

Section 12.1.4(2) establishes the Downtown Waterfront Hotel Planning Study as a Special Urban Study Area, as follows:

- a. *The Downtown Waterfront Hotel Planning Study is identified as 2020 Lakeshore Road, as outlined on Schedule D: Land Use-Downtown Urban Centre, of this Plan;*
- b. *A planning study will consider the existing and planned context and will guide the development of this site, which represents a significant opportunity for mixed use development linking the downtown with the waterfront. Located next to Spencer Smith Park and the Brant Street Pier, any further development shall provide a high quality of urban design reflecting the landmark nature of this site. Input from residents will be required to ensure the new development reflects a high quality of urban design that enhances the community's access to the waterfront and the downtown; and,*
- c. *Until the study is completed and approved, only the uses existing as of the date of approval of this Plan, are permitted.*

Summary Analysis

The Preferred Concept (2022) conforms with the directions established by the new Official Plan. The Preferred Concept's heights and densities are reflective of the City's local context established by the OP. The Preferred Concept (2022) also provides an underlying framework that would allow for appropriate built form and urban design that will complement the City's planned vision for the Downtown. It will result in the redevelopment of an underutilized site, and will provide for an improved public realm and transit-oriented form. Finally, it will provide for community benefits and parks to support the Downtown complete community building.

One of the primary considerations informing current Downtown planning framework has been the precise definition of the role of the John Street Bus Terminal. It is understood that the bus terminal features low ridership with little opportunities to grow into a rapid transit line. Nevertheless, it serves an important interchange at the local level and provides for "frequent transit". Promoting a compact building form that supports these objectives represents good planning and an efficient use of land.

The Preferred Concept (2022) provides for a compact built form that is transit supportive, provides for a range of housing, supports intensification and provides for a range of uses. It is also designed to be aligned with local priorities that have been established by Council. Accordingly, the Preferred Concept (2022) has been more specifically evaluated against the emerging policy regimes to demonstrate how the Subject Site can be redeveloped in alignment with local planning priorities.

The City has done extensive work to establish a new planning framework for the Downtown. The Preferred Concept (2022) identifies an urban design and planning approach that largely reinforces the emerging and planned vision by the City for the Downtown. This was based on an evaluation of the Study Area and broader physical context of the Downtown.

The City's new OP is an important vehicle for the implementation of Provincial and Regional policy. However, the Official Plan is also a non-stagnant document that allows for amendments from time to time. This site-specific Study represents an important tool that will be used in the City's evaluation for development applications for the Subject Site.

It is clear that the Subject Site has a unique physical and policy standing in the Downtown. This is recognized by Policy 12.1.4(2) of the OP, which outlines the basis of this Study. The City's area specific policies provide an important vehicle to create a unique planning and urban design strategy that supports the prominence and importance of the site in the Downtown.

The New OP remains under appeal, with many site specific appeals being in the Downtown. Therefore, in-force OP has been considered by this Study. The New OP provides a number of important local priorities, which have been considered by the Preferred Concept(2022) including the new Lakeshore and Brant Main Street Precincts, as well as, applicable design directions.

An OPA will be required to implement the Preferred Concept (2022), and to establish a framework to guide redevelopment of the Subject Site.

7.6 In-force Burlington Official Plan (1997)

As noted, the New OP is under appeal and not yet in effect. As such, the Official Plan (1997) is currently the in-force OP (in-force OP). The in-force OP is consolidated to December 2019. Following the approval of the New OP, the in-force OP will be repealed in entirety and replaced with the New OP.

The in-force framework provides much of the underlying policy framework for the Downtown. Notably, OPA 55, which was approved in 2006, delineated the former boundaries of the Downtown Burlington Urban Growth Centre to conform to the Growth Plan (2005). Subsequent updates to the Downtown framework were subsequently updated until the City embarked on a review of its Official Plan in 2012. The City's review concluded with a Report (PB-44-12) recommending that an Official Plan Review was needed.

The regulations under the in force OP have been considered by this Study as follows.

Schedule E of the in-force OP Wellington Square Mixed Use Precinct. The Wellington Square Mixed Use Precinct has the following objectives under Part III, Policy 5.5.9.1:

- a) To designate a limited, concentrated area within the Downtown for taller, high density development in order to help meet Provincial Growth objectives and to support greater transit use, but to prevent unlimited spread of higher density throughout the Downtown.
- b) To require a high standard of design for new buildings in order to provide a sense of place, compatibility with existing development and a sense of pedestrian scale and comfort.

The Wellington Square Mixed Use Precinct permits a wide range of higher density residential and commercial uses. The maximum floor area ratio for any individual site shall be 5.0:1. Higher densities may be permitted in conjunction with the provisions of community benefits. Policy 5.5.9.2 b) states:

The minimum density of residential buildings shall be 51 units per net hectare. The minimum height of buildings shall be two storeys. The maximum height of buildings shall be four storeys. Taller buildings up to a maximum height of eight storeys and 29 m may be permitted where they provide compatibility with surrounding land uses and a sense of pedestrian scale by the use of terracing above the second

floor, and subject to the community benefits provisions of Part VI, Subsection 2.3 of this Plan.

The Downtown Wellington Mixed Use Precinct provides the following policies:

- Retail or service commercial uses are required continuously at grade along public streets in residential or office buildings and in parking garages.
- Buildings shall be required to be constructed to the street line with no surface parking permitted, except for loading and emergency vehicles.
- On-site parking is not required for non-residential uses.
- In order to maintain as many public view corridors to the lake as possible, properties on the south side of Lakeshore Road shall maintain a certain amount of their road frontage to remain unoccupied by buildings. The exact amount and location of these view corridors shall be determined through the preparation of detailed Design Guidelines.
- Applications for increased building heights for mid to high rise buildings in the Wellington Square Mixed Use Precinct may be required to provide an angular plane study, identifying visual, sun shadowing and wind impacts, and demonstrating how such impacts can be mitigated to acceptable levels.

As part of this Study, a detailed set of urban design guidelines have been prepared which build upon, respond to, and help implement the above noted policies. The urban design guidelines are included in Section 6.3 of this Report.

The Preferred Concept is reflective of this design direction by terracing down towards the Waterfront. It was also a design premise that was established and considered throughout this Study through several iterations of the Preferred Concept. The use of terracing provides a relevant and appropriate design direction that allows for a gradual transition in massing from a higher density form down towards the Waterfront.

In terms of height, the Preferred Concept exceeds the current maximum of 14 storeys in the in-force OP. However, the Preferred Concept is reflective of a existing or proposed tall building forms, together with the Downtown emerging policy context. While the in-force OP establishes that a tall building form would be permitted for the Subject Site, it is our opinion that the Preferred Concept better reflects of both existing and planned tall building forms in the Downtown is better

reflective of more recent Provincial, Regional and Local policies, and in particular, the emerging policy directives of the New OP.

The basis for the Waterfront Study has been included in the in-force OP under Policy 5.5.9.2.1)

Notwithstanding the above policies, the lands along the Lake Ontario shoreline, at the foot of Brant Street, (known as the Travelodge lands), represent a significant opportunity for mixed use development linking the Downtown with the waterfront. Any further development on these lands shall provide a high quality of urban design reflecting the landmark nature of this site and shall be contingent upon the completion of a master plan to the satisfaction of City Council. This master plan shall address the integration of these lands with the publicly owned lands to the south and west and the private development to the east, and shall address other matters such as preservation of lake views and enhancements to the public realm.

Part III, Section 5.5.13 outlines policies specific to the Waterfront as follows:

- *A continuous waterfront walkway shall be developed along the entire Lake Ontario frontage in the Downtown Mixed Use Centre. The promenade may be achieved in conjunction with the necessary shoreline protection.*
- *The master plans for Spencer Smith Park and Beachway Park shall consider establishing links with the Downtown and take into account the roles the former Brant Inn site and the foot of Brant Street can play in connecting Beachway Park, Spencer Smith Park and the Downtown. The master plans shall recognize the environmental sensitivity of Burlington Beach as a natural dynamic beach.*
- *Public access shall be provided to the Lake, where feasible.*
- *All waterfront development will be appropriately terraced to preserve and frame views of Lake Ontario and Burlington Bay*

The in force OP summary analysis has helped guide and provide direction for much of the built context and patterns in the Downtown. Some of the underlying land use structure including the Wellington Square Mixed Use Precinct have been carried into the New OP as the Lakeshore Precinct. However, new Precincts such as the Brant Main Street Precinct have been added to recognize and protect this unique main street of the Downtown.

The New OP also appears to provide updated local directions to direct the majority of the growth of the Downtown towards the northernmost boundary of the Downtown by Burlington GO Station.

In terms of implementing the findings of this Study, we note the following:

- The in-force OP provides a relevant and contextual understanding of growth patterns and how the Downtown has been shaped into its current form. As such, it remains relevant in that it provides the necessary background on these growth patterns particularly when considering the City's various Precincts; and,
- The New OP is appealed and not yet in force. As such, implementing documents for this Study must amend the in-force OP and be carried into the New OP as a new site specific exception

7.7 Zoning By-law 2020

The Subject Site is zoned DW (Downtown Wellington Square Mixed use Zone), (Figure 20) and permits a maximum building height of 8-storeys up to 29 metres and a Floor Area Ratio of 5.0:1. The DW is a high density zone, and permits a range of downtown urban residential and non-residential uses.

The minimum setbacks at grade are: 0 metres (Lakeshore), 2 metres (Elizabeth and Spencer Smith Park). In addition, the portion of the Subject Site adjacent to Spencer Smith Park is required to provide a 3 metre setback.

A summary of other applicable performance standards for built form are as follows:

Built Form:

- a. *Parking areas and driveways shall be prohibited between any building and a street, other than a driveway access into an elevated or underground parking facility;*
- b. *The first floor elevation of any building facing a street shall have a minimum of 60% glazing;*
- c. *Landscape Buffering: 3 metres adjacent to a Park Zone (Spencer Smith)*
- d. *A decorative finish shall be applied to all exterior walls facing a street or residential zone; and,*
- e. *Overhead doors are not permitted in a building elevation facing Brant Street and Lakeshore Road.*

The Zoning By-law requires a minimum 1.25 parking spaces per dwelling unit (Apartments), inclusive of visitor parking. This is an interim rate and is subject to further study to be undertaken by the City. The Zoning By-law also does not require commercial parking in the Downtown as shown on Diagram 1A.

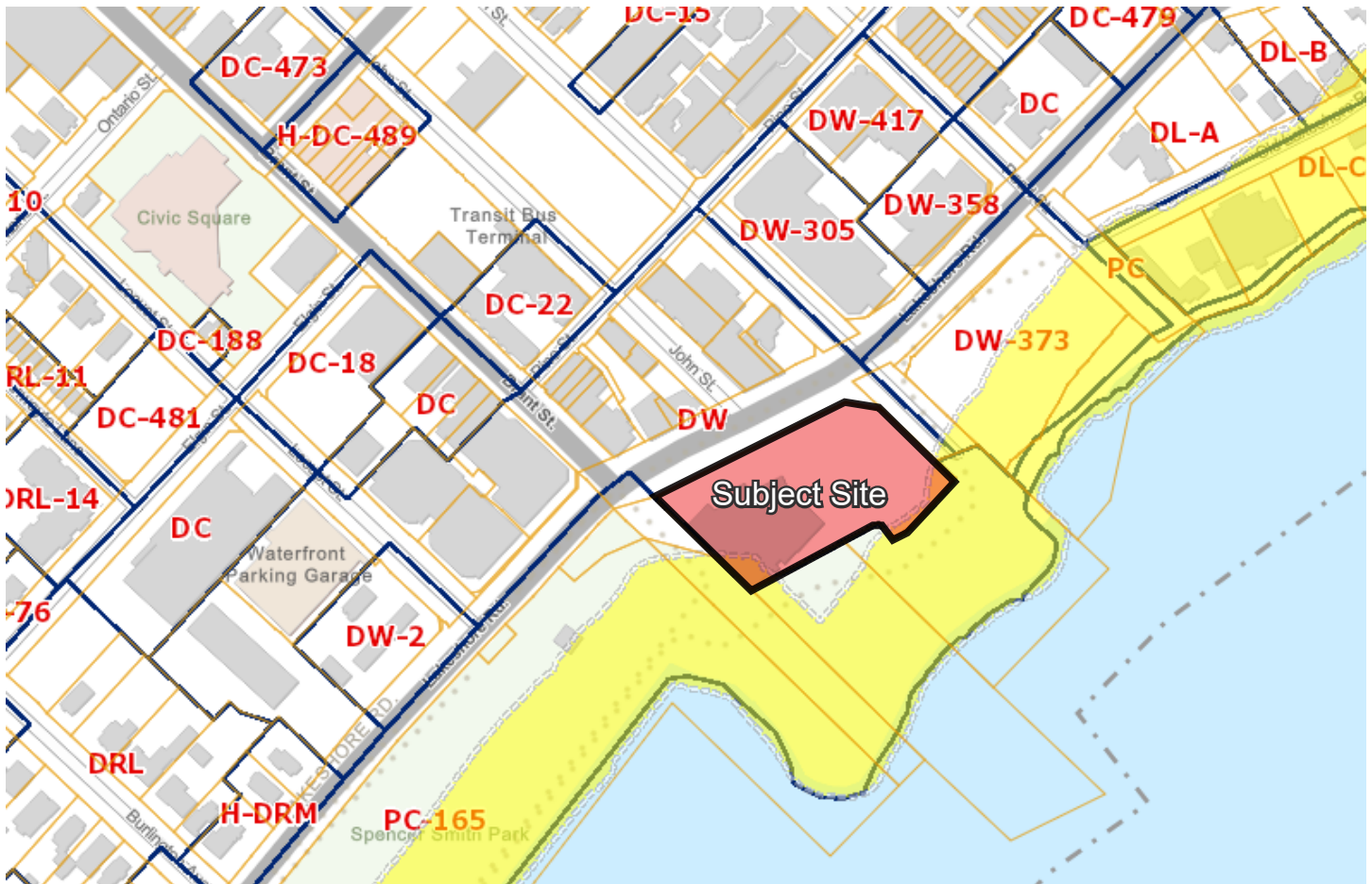


Figure 20: Current Zoning in the Downtown

7.7.1 INTERIM CONTROL BY-LAW, 2019-2020

In 2019, City Council implemented an Interim Control By-law (ICBL) that paused new development to allow for a land use study of the Downtown and Burlington GO Station Area. Lands that are subject to the Interim Control By-law are shown in Figure 21.

To better understand these concerns, the ICBL Study had the goal to:

- Assess the role and function of the downtown bus terminal and the Burlington GO Station on Fairview Street as Major Transit Station Areas;
- Examine the planning structure, land use mix, and intensity for the lands identified in the study area; and,
- Update the Official Plan and Zoning By-law regulations as needed for the lands identified in the ICBL Study Area.

The ICBL Study found that the John Street Bus Terminal does not function as a “bus depot” largely because it is not located in along higher order transit. In addition, improvements to the terminal would not elevate it to reach the capacity that would constitute a Major Transit Station Area. As stated above, this finding would contribute to the reasoning for Steve Clark, Minister of Municipal Affairs and Housing, to approve that Halton Region adjust the Urban Growth Centre to the Burlington GO Station area.

On Jan. 30, 2020, council approved the revised recommendations from the findings of the ICBL Land Use Study, including the approval of Official Plan Amendment 119 and Zoning By-law Amendment 418, which applied to the Downtown and lands around the Burlington GO Station. The city received 31 appeals to the Local Planning Appeal Tribunal (LPAT) for both the Official Plan Amendment 119 and Zoning By-law Amendment 2020.418, which were filed with the city clerk.

On Oct. 15, 2021, the Ontario Lands Tribunal (OLT) granted a motion brought by the city of Burlington to lift the freeze on all lands subject to the Interim Control Bylaw (ICBL) with the exception of lands located around the Burlington GO station.

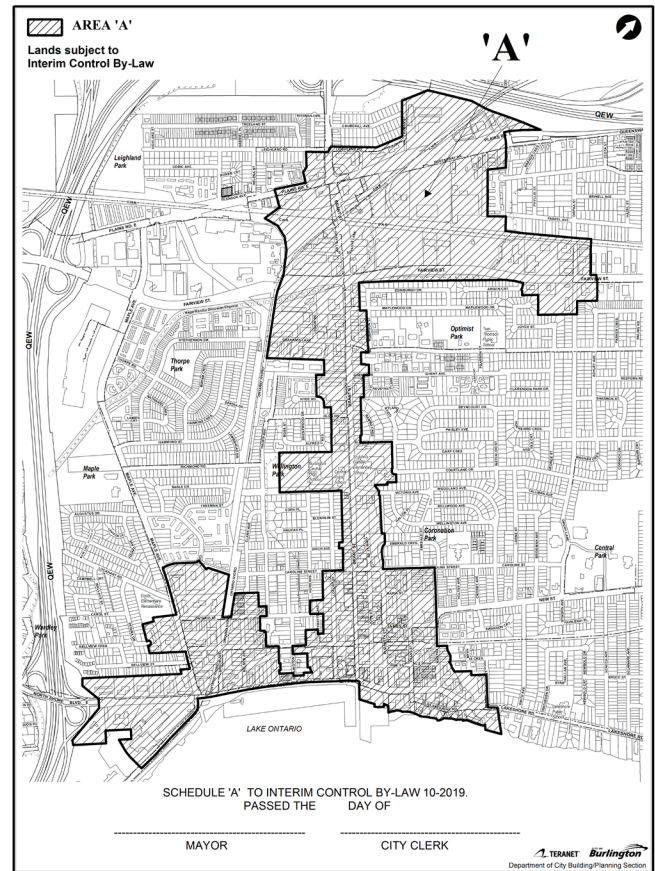


Figure 21: Interim Control By-law 2019-2020 Area

Summary Analysis

As noted in Section 8 of this Report, this Study does not recommend an implementing Amendment to the Zoning By-law at this time. The City's Zoning By-law will need to be amended in the future to implement the Preferred Concept (2022). The future Amendment will establish site specific directions and performance standards that will implement the key directives and findings of this Study, which have been generally identified in Section 6 of this Report. This future Amendment would be informed by a detailed assessment of a proposal and informed by technical and supporting studies.

7.8 Applicable Urban Design Guidelines and Directives

7.8.1 SUSTAINABLE BUILDING AND DEVELOPMENT GUIDELINES (2021)

Approved in 2018 and updated in December of 2021, the Sustainable Building and Development Guidelines (2021) encourage sustainable design practices with both required and voluntary policies. The document consists of “sustainability approaches related to site design, transportation, the natural environment, water, energy and emissions, waste and building materials, and maintenance, monitoring, and communication.” The required and voluntary measures within the document provide a baseline for new developments to meet to mitigate its impact on the environment or climate change and/or adapt to the impacts of climate change.

The majority of the sustainability measures are evaluated at the detailed design stage as part of site plan approval. However, some measures including site connections, waste management, bicycle parking and reducing the heat island effect are applied as part of the land use approvals process, including through Official Plan Amendments, Zoning By-law Amendments.

7.8.2 DRAFT DOWNTOWN BURLINGTON PLACEMAKING AND URBAN DESIGN GUIDELINES (1ST DRAFT – AUGUST 2020)

The Draft Downtown Burlington Placemaking & Urban Design Guidelines (Draft – 2020) (“Draft Design Guidelines”) was a result of a recommendation of the Taking a Closer Look at the Downtown Report that advocated for an expanded design guideline section of the Official Plan to resonate Burlington’s commitment to design excellence. The Draft Design Guidelines consolidate a number of existing design guideline documents, including the Downtown Urban Design Guidelines. The Draft Design Guidelines implement the more recent directions of the new OP.

Section 3 of the document outlines the design guidelines for the precincts that form Burlington’s downtown. The subject site borders on two of these precincts - the Brant Main Street Precinct and the Lakeshore Precinct. The details of the policies related to these two precincts are outlined below.

Section 3.1 Brant Main Street

- Ensure that the building’s retail frontage complements and reinforces the eclectic character of the Brant Main Street Precinct through a small scale and unique rhythm that emphasizes the small scale store frontages;
- Development within 20 metres of Brant Street and Lakeshore Road shall be in the form of low-rise buildings;
- Podiums should incorporate articulation and design detailing that emphasizes the rhythm and scale of the existing character;
- Buildings along John Street and Locust Street shall incorporate terraces above a 5-storey streetwall to minimize the impact of the building height along John Street and Locust Streets;
- Development along John Street and Locust Street shall be in the form of low-rise or midrise buildings;
- Enhance the public realm and preserve views to the lake, ensuring buildings at the Lakeshore Road and Brant Street intersection are designed to provide open space at-grade and appropriate podium setbacks that respect any cultural heritage resources; and,
- Identified as an opportunity in the City’s Downtown Streetscape Guidelines, the section of Brant Street from Ontario to Elgin may be established as a Flex Street and/ or Shared Street.

Section 3.2 Lakeshore Precinct:

- Design new development with public open spaces and open space corridors along north-south streets that reflect the importance of this precinct, ensuring public view corridors to Brant Street Pier and Lake Ontario are enhanced and maintained;
- Design buildings beyond 6 metres from the curb along Lakeshore Road to incorporate podium setbacks and open space at-grade, to enhance and preserve the public views of the lake, particularly at the end of north-south streets; and,
- Buildings west of Brant Street and east of John Street are to incorporate a 3-storey podium with storeys above setback 20 metres from Lakeshore Road.

Section 7 includes the policies for the private realm to ensure the privately owned built form reflects the context of the surrounding area:

Building Placement

- Active frontages and facades should be oriented toward the street or nearby public spaces to provide a sense of enclosure and enhance safety. Buildings should be placed to create a consistent street wall and frame the street and setbacks should be considered to accommodate the full canopy growth of street trees.

Building Height, Massing and Transition

- New development's mass and height should relate to and transition appropriately with adjacent existing built forms. Various design approaches, such as step-backs, setbacks or smaller floorplates, should be applied to minimize overlook and privacy issues and ensure that no part of the building extends into the 45 degree angular plane.

Vehicular Access

- Driveways should be located and designed to minimize conflicts with pedestrians and cyclists and vehicle access to underground parking should not be located on a retail street.

Privately Owned Public Accessible Spaces – POPS

- Privately Owned Public Accessible Spaces (POPS) should establish a positive sense of place and should be visible from public streets or open space. POPS are encouraged to be south-facing to maximize sunlight exposure.

Built Form Typologies

- Section 6.9.3 provides guidelines for the development of Tall Buildings. The Draft Guidelines are intended to implement the design directions of the New OP. Key directions that are considered in the Preferred Concept (2022) include:
 - Designing tall buildings to have a minimum tower separation of 30 metres, excluding balconies;
 - Designing tall buildings to have a base, middle and tower top;
 - Providing for 3 metre setbacks between the base and the middle of the tower; and,
 - Designing the floor plate of a tower to a maximum of 750 square metres.

7.8.3 SHADOW STUDY GUIDELINES AND TERMS OF REFERENCE (JUNE 2020)

The purpose of the Shadow Study Guidelines Terms and Reference (2020) is to provide guidance for the preparation

of shadow studies for new development applications. Shadow studies demonstrate the impacts of shadows cast by tall buildings on the surrounding context. Shadow studies are required for development proposals with building heights of 5-storeys or more.

7.8.4 DOWNTOWN STREETScape GUIDELINES (2019)

The Downtown Streetscapes Guidelines (DGS) (2019) sets the framework and principles that will help guide design decisions for downtown streetscapes. The DGS's intent is to “enhance and strengthen the public realm and contribute to the Downtown as an accessible, cohesive, identifiable and vibrant destination within the city.”

In addition, the Streetscape Guidelines distinguish three zones within the public realm:

- Marketing Zone: A minimum 2 metre wide marketing zone is encouraged along streets that require at-grade retail and service commercial uses;
- Clear Path Zone: provides an unobstructed and accessible public path of travel dedicated for pedestrians. This zone ensures a safe and comfortable walking experience and should be a minimum of 1.8 metre wide; and,
- The Furnishing Zone: defined as the section of the boulevard between the back of curb and the Clear Path Zone. This zone is where street furnishings, trees, and utilities are provided.

The DGS provides further direction for the downtown by organizing the area into Character Areas, which include specific recommendations for a consistent design. The Study Area falls within two Character Areas, the Lakeshore Road and the Mixed-Use Commercial District (Brant).

7.8.5 TALL BUILDING GUIDELINES (MAY 2017)

The guidelines provide design best practices for buildings over 11-storeys in height to “promote design excellence, support vibrant streets, and provide a positive addition to the City's skyline”. The document includes guidelines for a building's podium/base, middle/tower and top.



Figure 22: Character area map

Stepbacks

- Towers should include a 3 metre minimum stepback from the podium to differentiate between the building podium and tower and increase outdoor amenity space. Roughly up to 20% of the tower can extend to the edge of the podium without a stepback provided to allow for design flexibility.

Setbacks

- A building's setback should be a minimum of 6 metres, unless an existing streetway precedent has been established. The intent is to accommodate adequate space for wide boulevards, landscaping, and pedestrian use at-grade.

Tower Separation

- The podium will be located to frame the street and reinforce existing streetwalls on retail streets. Walls that include windows require an 11 metre separation between adjacent podiums. There is a minimum separation distance of 25 metres between towers to ensure privacy and sky views and minimize shadows and wind impacts.

Podium Height

- Sections 2.2 of the guidelines highlight the importance

of maintaining podiums to maintain a human-scale. The maximum height of the podium shall be 80% of the adjacent right-of-way width and a maximum height of 20 metres is recommended. Also, the ground floor should have a minimum height of 4.5 metres to accommodate activities, such as internal servicing and loading, or active commercial uses.

Parking and Loading

- Section 2.5 outlines that all parking, servicing and loading shall be internal in the building podium and screened from the street. The access to the parking, servicing and loading shall be provided from the rear of the building or a laneway where possible.

Publicly-accessible Privately Owned Open Spaces

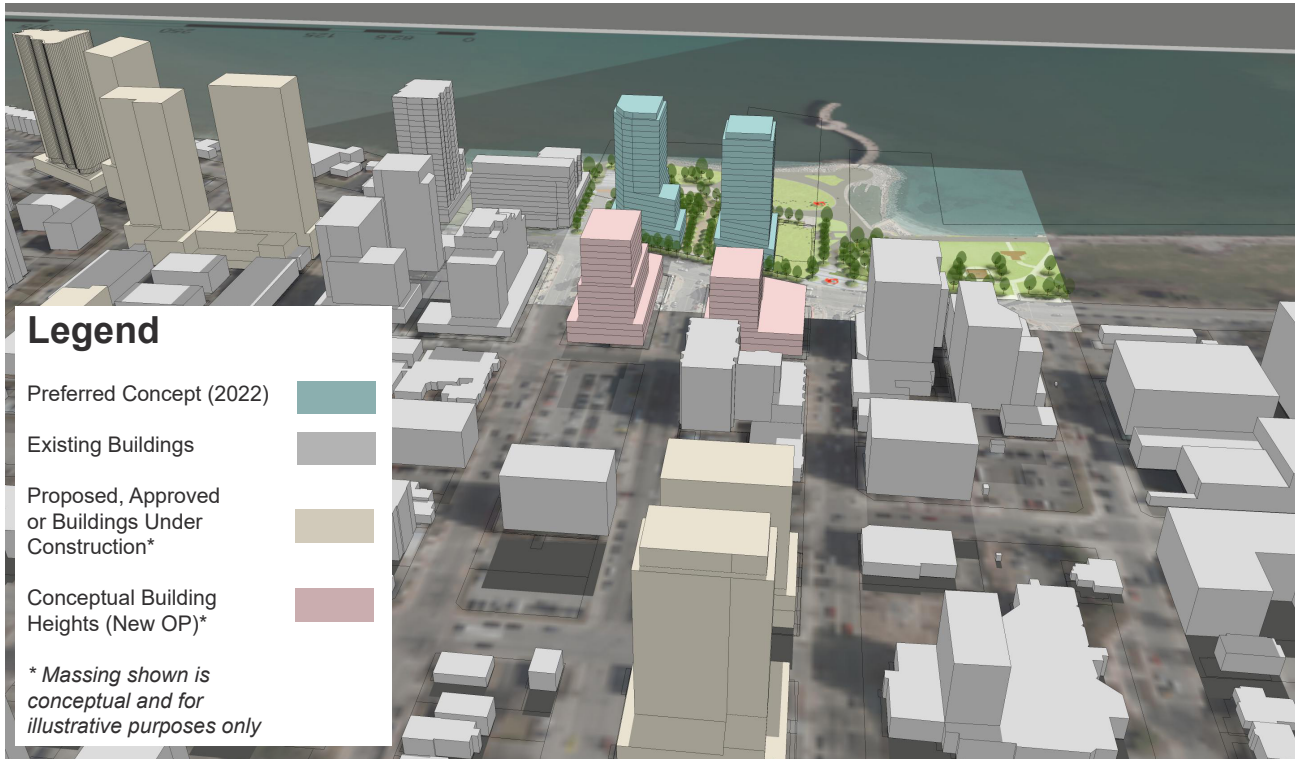
- Publicly-accessible privately owned open space should be encouraged within tall building sites in the form of courtyards, plazas, or parkettes. They should be designed and located to encourage public use and should build upon and create new connectivity to the open space network and increase important site characteristics through the use of public art, where possible. They should establish pedestrian connections through the site and create short block lengths.

7.8.6 DOWNTOWN URBAN DESIGN GUIDELINES (2006)

The Downtown Urban Design Guidelines (2006) provide direction for design considerations and promotes best practices for urban design. The document is split into two parts - Part I outlines guidelines for the public realm, built form and urban design sustainability and Part II concerns block specific considerations. The Downtown Urban Design Guidelines will be replaced by the Downtown Burlington Placemaking and Urban Design Guidelines, however, until they are replaced they should still be considered for design related guidance.

Summary Analysis

The design for the Preferred Concept (2022) has considered the applicable policy and urban design standards regarding the design of tall buildings. A more detailed analysis and rationale for the Preferred Concept (2022) in relation to urban design is provided in Section 6 of this Study.



Conceptual Massing Model View looking south towards the subject site

As noted throughout Section 7 of this Report, the PPS, Growth Plan and Planning Act have been updated in response to recent provincial priorities. In general, these changes have been made to respond to a need to prioritize, and encourage the development of housing and jobs. Intensification is generally directed to Strategic Growth Areas inclusive of the Downtown.

The following summarizes our recommendations with respect to the Preferred Concept (2022):

Aligning with the new Downtown Framework

The Subject Site is located at the juncture of the Brant Main Street Precinct and Lakeshore Precinct of the New OP. The proposed 21- and 22-storey heights for the Preferred Concept (2022) reflect the heights that have been established through the OP for each of the precincts. More specifically,

- The new OP assigns heights of 11-storeys and 15-storeys immediately to the north of the Subject Site. To the west, the new OP identifies a maximum height of 22-storeys. The Preferred Concept (2022) has been deliberately scaled to reflect this emerging policy regime of the new OP;
- The Subject Site is located in an area of emerging tall buildings with high densities, especially to west of Elizabeth Street. The Preferred Concept (2022) is compatible with the heights planned for the Lakeshore Precinct and Brant Main Street Precinct. Looking more broadly within an area context, the Preferred Concept (2022) is consistent with a gradual transition upwards in height towards an emerging 29-storey height peak, which has been established by the recent OLT approval for 2069-2079 Lakeshore and 383-385 Pearl Street. Additional tall buildings are proposed in the Old Lakeshore Precinct, none of which have been approved; and,
- The Preferred Concept (2022) has been designed to achieve a number of built form and public realm objectives articulated in the in-force and new Official Plan and various guidelines, including having regard for the surrounding existing and planned context, and activating the streetscape along Lakeshore Road and Elizabeth Street.

The Preferred Concept (2022) employs various heights, massing and step backs across the site to provide for appropriate relationships and transitions to and from

surrounding buildings which are of similar heights, as well as those which are of a lower scale.

Recommendations:

- Amend the in-force OP to permit height and density up to 22-storeys and 5.0 FSI.
- Consider the implementation of the following key built form directives from this Study:
 - Provide a maximum 3-storey height along Lakeshore Road, with a setback to a tower element above;
 - Transition towards Lake Ontario may be reinforced through terracing; and,
 - Additional performance standards including, setbacks above the streetwall height, and setbacks shall be provided in accordance with the future implementing Zoning By-law, and the applicable urban design guidelines, which will provide the direction on the nature and extent of the performance standards.

Compatibility with the Downtown Context

An important general principle for land use planning and urban design, and one which is articulated throughout the new OP is the notion of “compatibility”. It is also noted that “compatible” development does not necessarily mean the same and/ or similar to many existing uses/buildings.

The Preferred Concept (2022) is considered compatible within the existing and emerging Downtown context for the following reasons:

- The dramatic rate of new growth and development has effectively updated the existing context of the area, which moves towards a more dense, and dynamic mixed use neighbourhood with tall buildings. The built form of the Preferred Concept (2022) will be compatible and fit with the tall buildings within and surrounding the Study Area;
- The Preferred Concept (2022) contemplates an increase to the currently permitted height, which is appropriate given its existing and planned context and location, and to achieve a desirable built form and public realm that improves existing conditions;

- The proposed uses will supplement and support the wide mix of residential and commercial uses currently existing in the area. New residents will support existing businesses while new commercial uses will support the mix of stores and activities available in the area, preserving and enhancing the mixed use character of the area;
- The site shape and orientation favours a smaller or more compact and sculpted floorplate with a modest amount of additional height in order to optimize the development of the site; and,
- The Preferred Concept (2022) has been designed will assist the City in achieving a number of built form and public realm objectives articulated in the Official Plan and various guidelines, including having regard for the surrounding existing and planned context, and activating the streetscape along Lakeshore Road and Elizabeth Street.

The Subject Site is well positioned to accommodate a tall building form. The Preferred Concept (2022) has been designed in the context of good overall urban design and will assist the City in achieving a number of built form and public realm objectives articulated in the Official Plan and various guidelines, including having regard for the surrounding existing and planned context, and activating the streetscape. Built form, massing and urban design considerations have been thoughtfully incorporated into the Preferred Concept (2022). Figure 23 illustrates a conceptual demonstration of how the Subject Site may fit within the broader emerging policy and development concept.

Recommendations:

- Provide a framework through the implementing to support the development of a tall building form.
- Provide design direction to promote a transition in scale towards the Waterfront and Spencer Smith Park.

Supporting a Range of Uses

The new OP requires a minimum of three uses to be implemented within the Brant Main Street Precinct and Lakeshore Precinct. The intent of this policy is to reinforce a diverse mixed use form in the Downtown. Supporting a mix of uses is highly supportive of complete community

building, as well as the creation of both housing and jobs in the Downtown.

The Preferred Concept (2022) identifies potential commercial uses at grade, together with hotel and residential uses above. The Preferred Concept (2022) has a higher density through significant mixed use intensification to accommodate new growth in the Downtown.

Recommendations:

- Include specific policies to support a range of uses, including both residential and non-residential uses to support complete community building in the Downtown.
- Include design direction to support active uses at grade.

Appropriate Tower Forms and Scale

This is a site-specific Study with a unique locational context on the City's Waterfront. While the City-wide tall building guidelines are applicable in this instance, they do not provide site or context specific guidance. One of the goals of this Study is to recommend an urban design approach that is reflective of the unique locational context of this site. Any urban design guidance and determination of appropriateness must still take into consideration Provincial, Regional and City policies, guidelines, and best practices.

The City's Tall Building Design Guidelines require a 750 square metre floorplate for residential buildings, with a 25 metre separation distance. Policy 8.1.1(3.19.3)c)(i) of the New OP (appealed) states: Tall Buildings shall provide a minimum separation distance of thirty (30) metres from another tall building, measured above the podium and excluding balconies. The intent of these policy directions is to reinforce a slender tower form, maintain appropriate skyview, limit shadows and mitigate overlook.

Notwithstanding the status of appeals for the new OP, maintaining physical separation between tall building forms is good planning and urban design practice. The Subject Site is located at the south end of Downtown, and allows for sky view, particularly along the Brant Street or Lakeshore Road. The Preferred Concept (2022) demonstrates adherence to the 30 metre separation distance requirements of the new OP.

A shadow study has been prepared as part of the work program in 2018. However, the shadow study has not been prepared to support the Preferred Concept (2022). As part of the future rezoning process, it is recommended that a shadow study be prepared to evaluate the potential built form impacts related to tower forms. This Study would inform specific recommendations and performance standards for implementing zoning regulations in the future.

Recommendations:

- Include built form standards such as tower separation, setbacks and tower separation through future implementing Zoning By-law.

Establishing an Appropriate Base Building Relationship to Brant Street and Lakeshore Road

The Brant Main Street and Lakeshore Precinct require a 3-storey base building condition along Lakeshore Road. This is intended to reinforce a human scaled element for the base building.

The Preferred Concept (2022) provides 3-storey podium along Lakeshore to align with the Brant Main Street Precinct and Lakeshore Precincts. This condition is desirable to achieve a consistent streetwall.

The Brant Main Street Precinct and Lakeshore Precinct also requires buildings to be setback a minimum of 20 metres from the edge of the podium (above the 3rd storey). It is understood that the primary intent of this policy is to ensure that Lakeshore Road and Brant Street maintain sky view at-grade. The notion of emulating this step back on the Subject Site was reviewed at length between the project team and the City.

It is our opinion that a 20 metre step back is not relevant or appropriate to the Subject Site for the following reasons:

- The Subject Site has two frontage; Lakeshore Road and the waterfront. Given the significance of the waterfront, in our opinion that the waterfront should be reinforced and strengthened;
- The setback is appropriate for the north side of Lakeshore Road as it forms part of the Brant Main Street Precinct;

- The existing buildings along the south side of Lakeshore Road to the east do not have setbacks of 20 metres above the podium; and,
- Requiring a 20 metre setback above the podium would create further constraints to providing for parkland on-site.

The Preferred Concept (2022) provides for 3 metre setback above the 3rd storey. This allows for sufficient and appropriate separation distances that would allow for physical separation from the tower and the podium. Perhaps more important, the Preferred Concept (2022) will give priority to the interface with the waterfront and will better relate to Spencer Smith Park.

The Preferred Concept (2022) provides an appropriate response to the above noted framework based on our analysis of applicable planning policies and guidelines and the existing and planned context of the area, and the consideration of other urban design considerations.

Recommendations:

- Provide a framework for the implementation of performance standards related through base building massing through setbacks above the streetwall height, and setbacks. The performance standards would further be implemented through a future Zoning By-law Amendment, which will provide the direction on the nature and extent of the performance standards.

Supporting a Vibrant Public Realm

The existing streetscape condition along Lakeshore Road adjacent to the Subject Site have narrow sidewalks and there are few street trees or other amenities to provide pedestrian comfort or a buffer from fast-moving traffic. There is also a gap in the active transportation network with no separated bike lanes along this segment of Lakeshore Road. The City's Cycling Master plan envisions a Painted Buffered Bike Lane along the segment Lakeshore Road adjacent to the Subject Site as already exists east of Brant Street.

The Preferred Concept (2022) enhances the streetscape along Lakeshore Road unified with a common language of materials and design elements. The project team has illustrated a scenario that enhances the streetscape through discussions with City staff. Figure 12 illustrates the preferred public realm approach and includes:

- At a typical location along the south side of Lakeshore Road, a 3 metre boulevard is provided for pedestrian movement and streetscape improvements. A typical building setback of 3 metres is provided for a retail zone, resulting in a total of 10.4 metres from curb to building face.
- At the corner of Brant Street and Lakeshore Road, a setback is provided as the Preferred Concept (2022) envisions the implementation of a new public park to accommodate additional pedestrian flow at this important intersection and to signify a key point and accessible entry into the new neighbourhood. This condition allows ample space for pedestrian movement, healthy urban trees, and for retail activity to spill into the public realm.

Recommendations:

- Development will be designed in accordance with the policies in Chapter 7 and Section 8.1.1 (3) as well as Burlington's Downtown Placemaking and Urban Design Guidelines, Downtown Streetscape Guidelines, Sustainable Building and Development Guidelines, and any other applicable polices and guidelines.

Understanding the role of the site as a Landmark

The Preferred Concept (2022) provides an opportunity to establish a landmark, at a gateway location along Lakeshore Road. The Subject Site is highly visible along the waterfront. A "landmark" is not defined by the New OP. However, the in-force OP defines a "landmark" as follows:

A natural feature or man-made structure used as a point of orientation in locating other natural features or man-made structures, or a structure of noteworthy aesthetic interest.

There is no precise definition for what constitutes a landmark to the City of Burlington, nor has this concept been fully explored throughout this Study.

The notion of the site as a landmark and strategies will be based upon architectural and urban design excellence that accentuates the importance of the site's relationships with the surrounding urban landscape and Burlington's most historic and popular waterfront park. Strategies to support the creation of a landmark on the Subject Site may include:

- Sculpting of tall building form;
- Additional setbacks from the podium to the tower;
- Securing public art as a community benefit; and,
- Leading with landscape design.

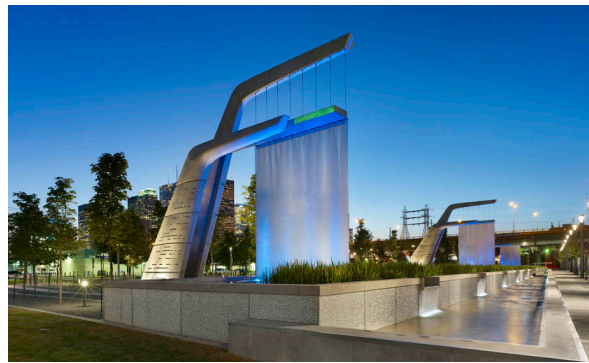
Recommendations:

- Development shall be required to demonstrate design excellence in all matters of architecture, landscape architecture, sustainable and urban design and require that all public and private development proposals on or adjacent to the site be evaluated/reviewed by the Burlington Urban Design Advisory Panel;
- Development shall be subject to the provision of the following to the satisfaction of the City:
 - Construction, and dedication to a public authority, of a public waterfront access that provides a connection between Brant Street and Spencer Smith Park, in accordance with Section 12.1.16;
 - Views from Brant Street and John Street to Lake Ontario shall be maintained and enhanced to the satisfaction of the City;
 - Provision of public art to the satisfaction of the City;
 - Provision of a mid-block connection from John Street to Lake Ontario; and,
 - Community benefits.

EXAMPLES OF PUBLIC ART



The Water Guardians by Jennifer Marman and Daniel Borins (2015) - Toronto



Light Showers by Jill Anholt (2011) - Toronto
Sherbourne Common



Sun-Set by Polymetis (Temporary) - Mississauga

8.3 Current and Emerging Parkland Requirements

As part of this Study, City staff requested that the project team consider a potential scenario for on-site parkland dedication in response to the objectives and policies of the New OP and In-force OP. Based on projected growth of 675 additional units in the Preferred Concept (2022), and the parkland dedication requirement of one hectare per 300 units, approximately 2.25 hectares would be required. In addition, commercial uses are required to provide 2% of the total floor area for a total parkland dedication of 2.27 hectares.

| Parkland Dedication | Parkland Required |
|---|-------------------------------------|
| 1 hectare / 300 units (alternative rate) | 282 + 393 (675 units) = 2.25 ha |
| 2% of the total floor area (commercial) | 3,050 m ² (2%) = 0.02 ha |
| Total Required | 2.27 ha |
| Total (Preferred Concept) | 0.18 ha |

Table 4: Parkland Dedication

The Preferred Concept (2022) provides for 0.18 hectares of on-site parkland dedication. The amount of parkland excludes a small 0.125 hectare portion of the “park” immediately south of the tower adjacent to Elizabeth as it located within the 30 metre erosion setback associated with the Waterfront and cannot qualify as parkland dedication. The balance of the parkland dedication would be provided by cash in lieu. The Preferred Concept (2022) demonstrates that the Subject Site is sufficient size to accommodate a significant on-site parkland contribution while achieving a tall building form. As the Downtown accommodates more compact forms of development, there is a need for new parks.

On-site parkland dedication could be a desirable outcome that can achieve a wide range of objectives when paired with the significant redevelopment of the Subject Site. This is a once in a lifetime opportunity for the City to build upon an important landmark through high quality open space.

The extent of the on-site parkland dedication would be further implemented through the development approvals process for the Subject Site. This may also occur with securing community benefits (such as a public washroom and enhanced accessibility at the entrance of Spencer Smith Park). As noted in Section 7 of this Study, municipalities are now transitioning towards the new community benefits framework that has been established by the Planning Act.





Figure 23: Conceptual Massing Model of Preferred Concept (2022) in the emerging Downtown context



Legend

Preferred Concept (2022)



Existing Buildings



Proposed, Approved or Buildings Under Construction*



Conceptual Building Heights (New OP)*



** Massing shown is conceptual and for illustrative purposes only*

09 IMPLEMENTATION

The Study recommendations will be implemented through a variety of tools under the Planning Act, including an Official Plan Amendment, and a future Zoning By-law Amendment. These tools will be further reinforced through site specific Urban Design Guidelines. Each of these implementation tools are discussed below.

9.1 Official Plan Amendment

An Official Plan Amendment (OPA) to the in-force OP is required to implement the findings of this Study. It is anticipated that the site specific recommendations of this Study will be carried forward into the New OP following resolution of outstanding appeals.

The OPA will provide a site specific framework that will guide future development. The OPA will also include the implementation of site specific directions, including those related to massing and scale, transportation and public open spaces.

Key directions from the Draft OPA include the following:

AMENDMENTS TO LAND USE SCHEDULES

In force OP: No Amendments required.

- Rationale: The Subject Site is identified within the Wellington Square Mixed Use Precinct under the in-force OP. The Downtown Wellington Precinct generally aligns with existing tall building forms generally along Lakeshore between Pearl and Locust. The existing and planned context of the Wellington Square Mixed Use Precinct generally aligns with the scale being proposed by the Preferred Concept (2022). It is anticipated that the Wellington Square Mixed Use Precinct would be carried into the New OP as the Lakeshore Precinct.

AMENDMENT TO SITE SPECIFIC POLICIES

In Force OP: An Amendment is required to introduce a new site specific exception under Part III, Section 5.5.9.2(I) of the in-force OP.

- Rationale: The Subject Site contains unique locational and physical characteristics that require site specific policies to guide growth. A site specific provision enable the implementation of the recommendations of this Study as follows:

- Objectives related to on-site parks and open spaces;
- Site specific height and density requirements;
- Performance standards / relevant guidelines; and,
- Key view corridors and vistas

The Official Plan includes policies to enable the following implementation tools:

- Parkland acquisition and/or cash-in-lieu of parkland pursuant to Section 42 of the Planning Act, with specific reference potential on-site dedication;
- Contribution of benefits from developments resulting in increased heights and densities, pursuant to the Planning Act (communities benefits charges); and,
- Improvements to the public realm to be leveraged primarily through the site plan approval process under Section 41 of the Planning Act Agreements (site plan control).

The proposed Official Plan Amendment to the In-Force OP is summarized in Appendix “E” to this Study.

9.2 Zoning By-law Amendment

A Zoning By-law Amendment (ZBA) to Zoning By-law 2020 will be required to implement the OPA. The Zoning By-law 2020 aligns with the in-force Official Plan. The Preferred Concept (2022) indicates a preferred height range for each of the proposed tower elements. We recommend that rezoning process take place in the future to consider the Preferred Concept (2022), and would also be supported by detailed technical studies.

A future rezoning process, supported by technical studies and further evaluation, would allow for flexibility to achieve an interesting built form that would better respond to the landmark nature of this site. This ZBA process would take place in the future and would advance additional engagement through the statutory public process. It would allow for the principles of this Study to be further advanced and explored through meaningful active engagement with the public and stakeholders of this project. Furthermore, it rezoning in the future would allow for community benefits to be leveraged through Section 37.

09 IMPLEMENTATION

It is anticipated that a future rezoning process would entail the following amendments:

ZONING SCHEDULE

Apply the Downtown Wellington (DW) zone.

- Rationale: The DW Zone represents a high density zone that envisions a tall building form. Utilizing this zone category is appropriate and consistent with other lands along Lakeshore (within the Downtown Wellington District/ Lakeshore Precinct).

HEIGHT

Rezone the site to permit a maximum height of 22-stories and an FSI of 5.0.

- Rationale: Rezoning for additional height and density for the Subject Site would enable tall building permissions. These height and density permissions will be paired with performance standards to ensure a high standard of design. These high standards of design will be further implemented through the applicable Urban Design Guidelines, which will be used to evaluate future development on the Subject Site.

LAND USE

No Amendment is recommended regarding land use permissions for the DW Zone. However, it is recommended that a site specific zoning clause regarding the provision of a minimum of 2 uses be implemented in accordance with the New OP.

- Rationale: The DW zone permits a full range of urban residential and commercial uses. A site specific amendment for a minimum of 2 uses would encourage true mixed use development and will provide for both persons and jobs on this site.

SETBACKS AND STEPBACKS

An Amendment would be required to implement the site specific setbacks and stepbacks contemplated by the Preferred Concept (2022).

- Rationale: A typical rezoning process would further advance and provide for performance standards to provide a framework to be implemented through a site plan approval process. The Preferred

Concept provides for stepbacks and stepbacks at the podium level up of each tower. The precise location and nature of each stepback would be secured through the rezoning process, which would be informed by detailed architectural plans. The rationale for the built form and massing is discussed in detail in Section 6.1.1 of this Study.

PARKING AND LOADING

Amendments to parking and loading requirements may be required. It is noted that the Downtown is a walkable community and the standards in the Zoning By-law may be considered high for this context.

9.3 Additional Planning Approvals And Implementation

SITE PLAN APPROVAL

The site plan approval process will facilitate the detailed review of each development proposal prior to the issuance of a building permit. This process will entail the review of detailed building design including but not limited to materials and elevations, site access and circulation, waste management, and parking and loading.

DRAFT PLAN OF SUBDIVISION

A Draft Plan of Subdivision is may be required to allow for the dedication of any road widenings, creating building blocks (if required) and the creation of parkland blocks for dedication to the City. Phasing of new development, if required and deemed necessary by the City, may be considered and implemented at the Draft Plan stage.

PHASING

A Phasing Strategy is not recommended at this time to implement the Preferred Concept (2022). Phasing is typically undertaken and informed by a range of technical work and studies to inform a technically feasible and appropriate strategy. It is recommended that the City determine an appropriate phasing strategy through a future approvals process, including a rezoning or site plan approval process.

10 OVERALL CONCLUSIONS

The Preferred Concept (2022) will deliver a vibrant mix of uses that will reinforce and support the continuing evolution of the Downtown. The Preferred Concept (2022) has regard for matters of Provincial Interest, policy and legislation and have been designed with consideration for the intent of the applicable Regional and Local Municipal policy and guidelines.

A tall mixed use building with commercial uses at grade, and residential and/or hotel uses addresses many Provincial, Regional objectives and would align with the overall directions established by ROPA 48. The Preferred Concept (2022) reinforces the preferred urban structure by the City for the Downtown Urban Centre, recognizing that further amendments may be required in the future to fully align with the emerging Provincial and Regional planning framework.

The Preferred Concept (2022) will help achieve the City's vision as articulated in the in-force OP, and considers the policy direction of the New OP. The preferred concept will provide residents and jobs and public open spaces in this central location that will further support the creation of a complete community.

The Subject Site has the potential to become a special place by balancing significant new redevelopment with public amenities and accessible open spaces. It is well positioned to achieve the key opportunities outlined in Section 2.5 in this Report.

We recommend that the implementation framework for the Preferred Concept (2022) be flexible to allow for the achievement of as many principles outlined in this Study as possible. This would be informed through technical studies, and further public input.

Land Use and Built Form

1. Create building frontages along Lakeshore Road and Elizabeth Street with building placement that establishes a defining street wall and frames the street zone.
2. Provide active uses at grade along Lakeshore Road and Elizabeth Street.
3. Achieve active and animated edges adjacent to Spencer Smith Park, with a requirement for retail and service commercial uses at grade:
 - a. Built form next to the south property line shall activate and animate this edge, respect the existing grade, and be scaled to the waterfront trail with higher levels stepping back as necessary.
 - b. Built form next to the west property line shall activate and animate this edge, respect the existing grade, and be scaled to Spencer Smith Park with higher levels stepping back as necessary.
4. Require a minimum of two uses within buildings and where feasible, encourage three uses.
5. Establish an iconic landmark building on the site subject to the following:
 - a. A new public, pedestrian space is provided at the foot of Brant Street where public views to the Lake and Pier are enhanced;
 - b. The iconic landmark building must contain a destination use or function;
 - c. The iconic landmark building shall enhance the City of Burlington's image/identity.
6. Require design excellence in all matters of architecture, landscape architecture, sustainable and urban design and require that all public and private development proposals on or adjacent to the site be evaluated/reviewed by the Burlington Urban Design Advisory Panel.

Public Realm

7. Protect public view corridors to Lake Ontario from Brant and Elizabeth Streets, and where possible John Street.
8. Enhance the Brant Street view corridor to frame views to the Brant Street Pier, and require a significant building setback from the west property line and define and consider a building setback from the thin red line and maximize the new and enhanced publicly accessible green/open space.
9. Create new and enhanced publicly accessible green/open space, which would include new north-south pedestrian connections between Lakeshore Road and Spencer Smith Park (mid-block and along the site's edges).
10. Minimize changes to the existing grade along the southern edge of the site and enhance the interface with Spencer Smith Park.
11. Integrate a public washroom within the future redevelopment; with an entrance that is accessible, highly visible and within close proximity to Spencer Smith Park.
12. Identify opportunities for the placement of public art on and adjacent to the site.

Mobility and Access

13. Vehicle access shall be from Elizabeth Street.
14. Vehicle access from Brant Street will be closed and converted to a pedestrian orientated gateway to the waterfront.
15. All required on-site parking shall be provided underground (parking structures shall not be visible from the public streets and park).
16. Require Transportation Demand Management (TDM) and mitigation measures:
 - a. Examine the feasibility of introducing a future bike rental/ share hub at this location.

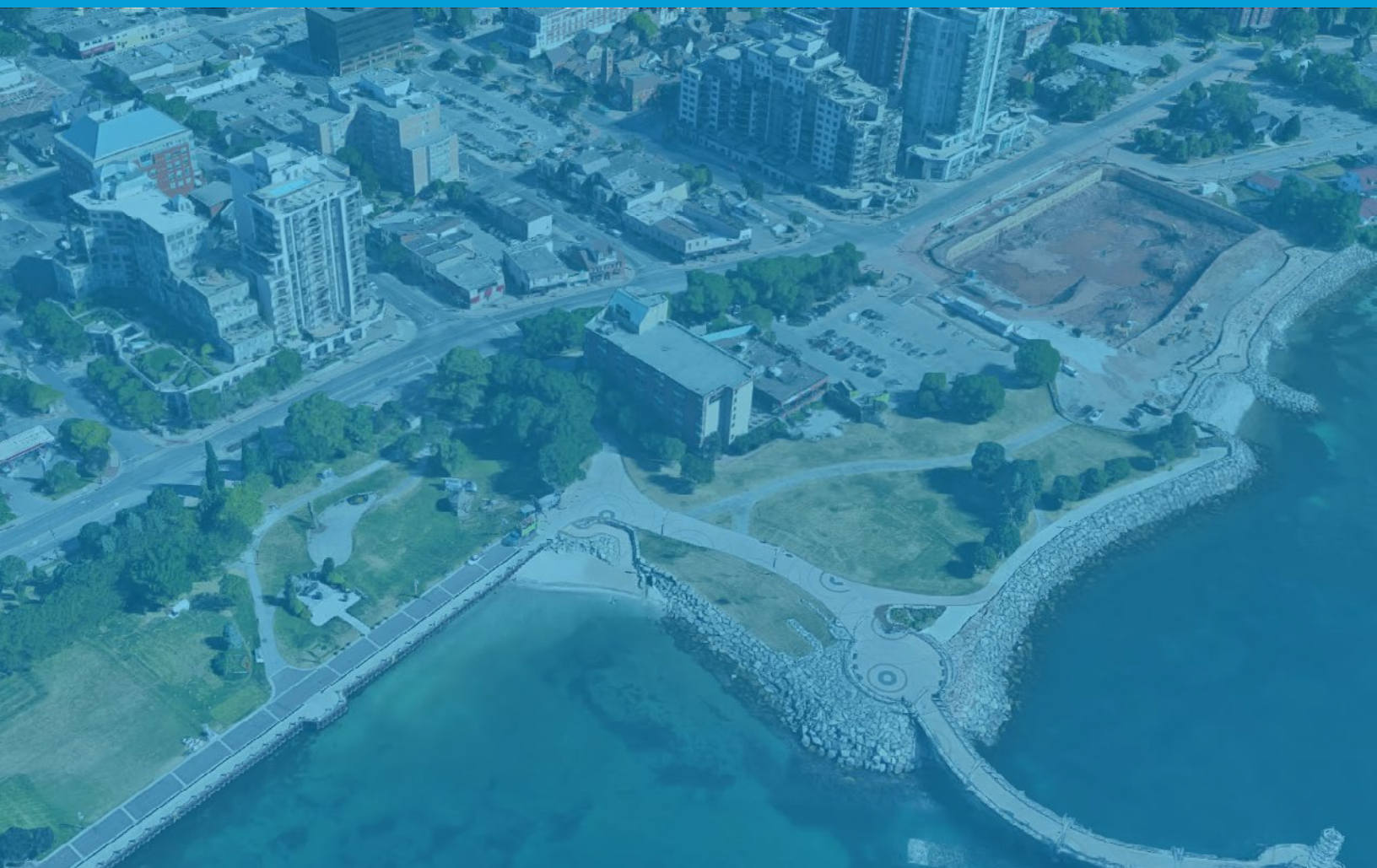
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APPENDIX: WHAT WE HEARD WORKSHOP #1 (2017)

Burlington Waterfront Hotel Planning Study

Workshop 1

What We Heard June 2017



01 Community Workshop

The Planning Study for the redevelopment of the waterfront site at Lakeshore Road and Brant Street, including the Waterfront Hotel, is underway.

The goal of the Planning Study is to establish the Strategic Framework to guide development on the site by generating and assessing Alternative Redevelopment Concepts, through a public consultation process. The result of the study will be an Official Plan Amendment and Zoning By-law Amendment.

The first community workshop took place on **May 24, 2017** at the Waterfront Hotel (2020 Lakeshore Road). The workshop included committee meetings and two identical workshop sessions, one at 4:00 pm and the other at 6:30 pm.

The goal of the workshop was to report out to the community on the site's opportunities and constraints and develop a vision and design principles for the redevelopment of the Waterfront Hotel Site.

The team will use all of the input collected to write the vision statement and design principles that will guide the preparation of concepts.



Workshop participants on May 24, 2017

Participants at the following events were shown the same presentation, to introduce the study and preliminary opportunities and constraints. Each group was asked the same questions in order to gather input.



Steering Committee Meeting

Todd Evershed
Rosalind Minaji
Rosa Bustamante
Ingrid Vanderbrug
Kaylan Edgcumber
Robert Peachey
John Zaloznik



Stakeholder Advisory Committee Meeting

Mayor Rick Goldring
Tara Thorp (Mayor's Administrative Assistant)
Councilor Marianne Meed-Ward
Georgia Gartside (Councilor's Assistant)
Darko Vranich
Kyle Plas
Denise Beard
Charles Priddle
Curt Benson
Lisa De Angelis
Mark Eade
Susan Morrissey
Hashem Mousavi



Workshop Sessions

The meetings and workshop sessions each began with a presentation to summarize the team's inventory and analysis of:

1. Land Use and Built Form
2. Public Realm
3. Mobility and Servicing

Participants at the meetings and workshop sessions were asked two questions:

1. What words or phrases should be captured in a vision statement for the Brant Street and Lakeshore Road Planning Study?
2. What are the key principles with respect to land use/ built form, public realm and mobility/servicing?

This document transcribes the input/comments received from Workshop 1.

Workshop Notice

Planning to redevelop the waterfront site at the foot of Brant Street, including the Waterfront Hotel, is underway.

Please join us for one of the two community workshops to learn about the initial phase of the planning study and to share your ideas for the site.

The planning study will guide the property owner in the redevelopment of this site. Located next to two of Burlington's most significant landmarks, Spencer Smith Park and the Brant Street Pier, we need your input to ensure the new development reflects a high quality of urban design that enhances the community's access to the waterfront and the downtown.

Date

Wednesday, May 24, 2017

Location

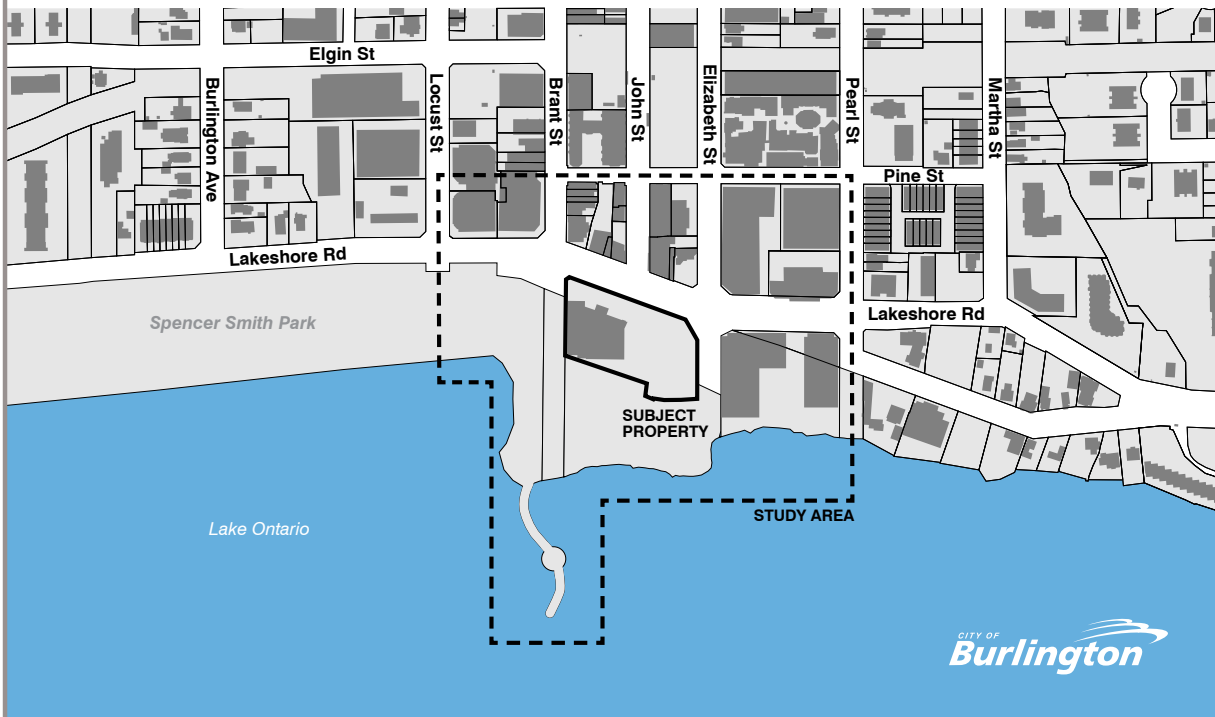
Waterfront Hotel
2020 Lakeshore Rd
in the Blue Water Ballroom

Time

4 p.m. OR 6:30 p.m.

For more information,
please visit

burlington.ca/nearthepier



02 Vision Statement

Workshop participants were asked to describe the ideal future condition or aspiration for the redevelopment of the Waterfront Hotel site. In groups, participants brainstormed a list of words/comments that should be captured in the overarching vision statement. From this list, groups were asked to select the three comments/words they felt were of significant importance.

Top Comments/Words



Traffic & Parking

- Lakeshore Road is already congested
- Improve traffic flow in the area
- Building should include underground parking
- Some surface parking, but mostly underground
- Free parking for residents and visitors

Built Form Character

- Building should maintain a heritage feeling
- Retain the architectural charm (Village Square)
- Avoid 'concrete canyon' as other nearby sites are developed already
- Maintain sunlight and prevent wind tunnel affect
- The building's architecture should be unique
- 'Iconic' building with shopping and parking
- Ensure novel architectural design to avoid monotony, make it a signature building
- The building should be set back and terraced
- No balconies
- Do not have one massive building
- New development should be eco-friendly (green roof, energy efficient)
- Tall slender buildings with minimum lot coverage and maximum green space (publicly accessible)
- Development should be human scale with a high-quality public realm

Workshop Comments

Views

- Enhance views to the water from all streets
- Buildings should be aligned to maximize views
- The building's architecture should compliment the waterfront view
- New structures should be welcoming and not block vistas
- No more restricted views

Built Form Use

- Kiosk-style shops and restaurants
- Mixed-use development (offices, restaurants)
- Cafe, pub, ice cream shop
- Large, outdoor, shaded patio
- Rooftop dining area
- Low-rise convention centre with mixed use retail and community services
- Movie theatre
- Art gallery
- Hotel use

Built Form Height

- Prefer no structure at all
- Low-rise development would be better
- Building should be on a podium 2-3 storeys
- Development should be 3-4 storey, live/work buildings
- Human scale building (maximum 4 storeys tall)
- Building should be no more than 6 storeys high (current height) and tiered back
- No larger than 14 storeys
- Locate a taller building (14 storeys or less) near the Bridgewater Residences
- Development should not be 26 storeys
- No more highrises on the waterside
- It's problematic to smother the downtown with high-rise buildings
- Too much growth for a small downtown (consider Plains Road and Fairview as a precedent)
- Iconic skyline building with two towers (one at 40 storeys and the other at 35 storeys) with a three storey podium, ground floor restaurant space and underground parking (3 floors, 600 spaces)

Built Form Location

- Maintain the existing building footprint
- Minimize footprint of new structures
- Shift the built form (14 storeys tall) to the east side of the site

Connectivity

- Pedestrian trail along the lake (from Hamilton)
- Extend and increase separated cycling and walking paths
- Lots of public walkways
- Widen the sidewalks and enhance the pedestrian experience
- Sidewalks on both sides of Lakeshore Road
- Integrate the site with the park and the pier
- Have pedestrian access to Emma's Back Porch
- The site should be a bike share location
- Bike and pedestrians trails should be separate
- Introduce pedestrian streets, make driving more difficult but safer for pedestrians (traffic calming measures and crosswalks)

Green Space

- Leave the site as a park, we will never get the waterfront space back if it's lost to development
- Need more park space for Burlington's growing population
- We already have increased density downtown, we need to increase green space
- Green space should significantly exceed the building footprint
- Maximize the amount of green space
- Increase the amount of public space
- Preserve existing green space and maintain existing public access to it
- Have a market square
- Free WIFI
- Maintain waterfront access
- Enhance streetscapes
- Increase the amount of trees
- Natural green space for picnics and resting in the shade
- Make the park behind the hotel more visible/ accessible from Lakeshore Road

Amenities

- Canoe rentals, small water craft storage and launch facilities
- Space for public BBQs
- Outdoor stage (similar to Sault Ste. Marie)
- More seating and event space
- Skateboard park
- Tall Ship docking
- Increase seating and lighting
- Have public washrooms

Programming

- Rowing/Kayak Club
- Develop a central hub to draw people to the waterfront (arts, hobbies, sports etc.)
- Activate the site as a community space
- Activities to attract people
- Cultural activity centre
- Lively, and dynamic public open space
- Family oriented space

03 Design Principles

Workshop participants were asked to write a list of design principles (key components of the plan) that should direct development concepts for the Waterfront Hotel site.

Design principles were organized into three categories: Land Use and Built Form, Green Space, and Mobility and Servicing.

Summary of Common Themes



Land Use and Built Form

- New building(s) should be located closer to the east side of the site and should enhance the views from downtown to the water
- Building should be mixed-use, with a restaurant, patio and shops on the ground floor
- Building should provide community space
- New development should be low to mid-rise, set back on a podium and tiered. Building should incorporate sustainable building practices (e.g. green roof)



Mobility and Servicing

- Reduce traffic and extend/enhance pedestrian and cyclist connectivity (provide bike racks)
- Consider a passenger/shuttle bus drop-off and an underground parking garage (with public parking)
- The site should be barrier-free



Green Space

- The amount of green space should be maximized, provide for passive recreation and add to the existing tree canopy
- The site should include public art
- The site should connect the downtown, the waterfront (pier) and Spencer Smith Park together
- Include a public washroom building

Workshop Comments

Land Use and Built Form

Built Form Uses

- Mixed-use residential, retail and a hotel with underground parking
- Stores and boutique shops
- Small market or grocery store
- The first floor of the building should be mixed use (restaurants, shops etc.)
- Ground level retail and restaurant
- Rooftop restaurant with patio
- Provide lots of patio space for sitting and dining
- Affordable restaurant/pub with waterfront views
- Incorporate a variety of commercial uses
- Community centre
- Non-residential space that is open to the public (for youth, farmer's market, historical society)
- Make it an artist hub
- Convention centre with pool, library, tennis court and a restaurant on the roof
- Make the site a destination to draw tourists
- Waterpark (like Great Wolf Lodge)

Built Form Character

- The new building should have a podium base
- Include a three storey podium
- Pedestrian scale building at the street edge
- The building should be terraced / tiered (to act as transition from the park and lake)
- Architecture should be set back
- Create a Lakeshore Road and Brant Street gateway
- The architecture of the building should be 'iconic'
- Architecture should be 'award winning' potential but also consistent with existing buildings
- The design of the building should be traditional
- Architecture should be unobtrusive
- Should have 600 residences of a variety of sizes within two towers at 8000 square feet per floor
- Two towers with green space in the middle (hotel and residential)
- Have a viewing area
- Low-rise, stone and brick building (not glass)
- Low-rise building with natural materials and a heritage look
- Building should include a high quality public realm



The Waterfront Hotel and Brant Street Pier

03 Design Principles

Built Form Location

- Open up access to the lake
- At least 30% of the site should be green space
- Building footprint should be smaller than the amount of green space
- Redevelopment should occur at the north-east corner
- Move the building to the eastern side of the site
- Develop elsewhere in the City, waterfront park space and access is already too limited

Built Form Height

- Low-rise building, if a building at all
- If necessary, building should be one storey tall
- Building should be low-rise
- Development should be low-rise and retain the footprint and height of the existing hotel
- No more than 5 floors high
- Adhere to the 8 storey City plan
- Building should be less than 8 storeys
- Development should not be higher than 8 stories
- If building is to be greater than 8 storeys, there should only be one tower
- 8 storey and 14 storey building on the east side (make the architecture interesting), west side of the site should be open space
- Should be a maximum 14 storeys
- Tall part of the building should be on the east side, no more than 14 storeys
- Building should be 16-20 storeys tall
- Development should include two towers, one 40 storeys and the other 35 storeys tall
- No more high-rises, infrastructure cannot keep up
- No tall buildings next to the streets

Adjacencies

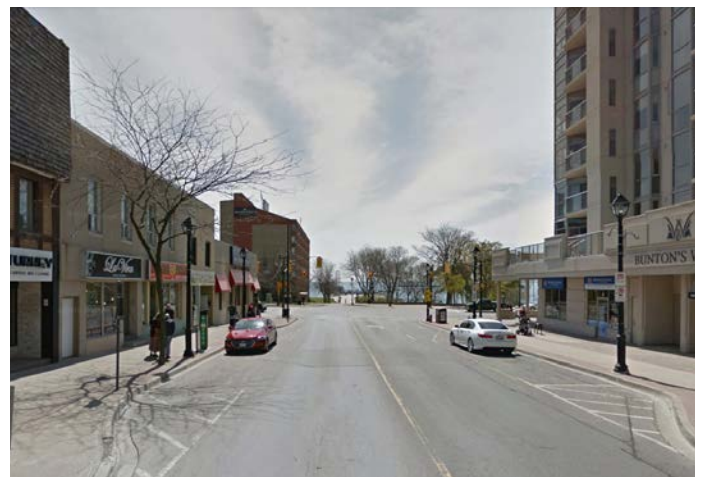
- Design to complement the downtown waterfront
- Animate the west and the south side of the site
- There should be no vehicle exits or entrances onto Lakeshore Road
- Integrate seamlessly with Spencer Smith Park
- The building should be set back from the street

Sustainability / Environmental

- Development should be sustainable
- Sustainability is very important
- Enhance permeability
- Minimize hard surfaces and increase permeability for water filtration
- Building should be LEED Certified
- Bird friendly design
- Rooftop green space
- Building should have a roof-top garden/green space with beehives and a kitchen garden (like at the Royal York Hotel in Toronto)
- Building should be energy efficient and low resource consumption

Views

- Enhance views to the Lake, minimize obstruction
- Maintain existing light and space
- Protect and enhance the view corridor to the lake from Brant Street and John Street
- Have a mixed use development that doesn't block views of the water
- Open views through Brant Street, John Street and Elizabeth Street
- Continue site line down the John Street easement



View south along Brant Street

Green Space

Park Space

- No new building, the entire site should be open space
- Extend Spencer Smith park into the site
- Strive to increase the current amount of waterfront green space
- City should buy the property and make it all green space
- The site should be open space for the public
- Preserve as much green space as possible, increase walking and bike trails, beach area, trees, water feature
- Beach with access to the water for everyone
- Create a more natural seating
- Fifty percent of the total site should be green space
- West side of the site should be open space
- Have green space on upper floors of the building (nod to the escarpment)
- The design of the site should be landscape driven (building should be designed in response)
- Current park is an envied jewel and augmenting the park sends a strong message
- Include a Japanese, meditation garden
- Have a philosophers walk



Trail alongside the Waterfront Hotel to the Brant Street Pier

Amenities

- More seating
- Have park benches facing the water
- Sheltered seating areas on the property south of the existing building
- Picnic tables under a covered pavilion
- Community facilities
- Have public space inside the building
- Create something similar to Sugar Beach in Toronto
- Have a water feature to soften sound (create ambiance)
- Playground structure
- Public washrooms and water stations

Trees

- Include more street trees
- Preserve and increase the tree canopy
- Maintain current trees, greenery and green space
- Have more trees and gardens (tulips)
- Replace the willow trees and the gazebo
- Make the site a peaceful place to relax by adding more vegetation



Brant Street Pier

03 Design Principles

Programming

- Public space
- Family uses/programming
- Facilities for bocce ball, horseshoes and other outdoor activities
- Picnic areas
- The site should be dog friendly (dog park)
- The site should include public art
- Continue events (Rib Fest/Sound of Music)
- Flexible space for different events

Sustainability / Environment

- Building should have a green roof
- Maximize/enhance wildlife habitat
- Wildflower planting to attract bees and butterflies

Connectivity

- Connect pier, through the site, to the downtown
- The site should be an extension of the park
- Maintain access to the pier and park
- There should be a continuous boardwalk connecting all waterfront properties
- Have a boat docking area



Burlington Waterfront Trail

Mobility and Servicing

Streets

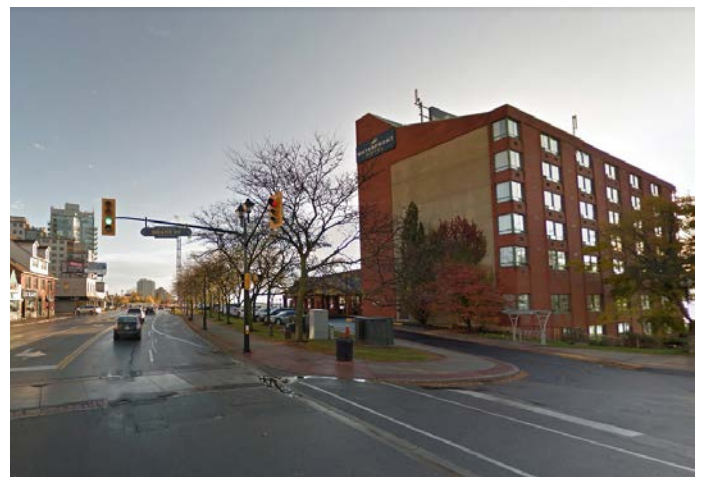
- Make Brant Street a pedestrians only route
- Close Brant Street off to traffic
- Consider making a pedestrian street that cars move slowly through
- Consider the increased pedestrian and vehicular traffic (Lakeshore Road is already very busy)
- Reduce traffic in the area
- Reduce the amount of traffic on Lakeshore
- Improve streetscaping
- More parkettes on neighbouring streets

Transit

- Bus route along the site (bus stop)
- Enhance transit frequency
- Consider an area to accommodate shuttle buses (drop off) during special events

Accessibility

- Accessibility for everyone
- Barrier-free access
- No cobblestones for accessibility reasons
- Replace/upgrade the sidewalks
- Easy pedestrian access from downtown



Lakeshore Road

Cycling / Walking

- Extend pedestrian/bike paths
- Walkways and cycle paths should be separated (both visually and physically)
- Walking and cycling should be along the waterfront (not primarily on Lakeshore Road)
- Pedestrian and cyclist only streets
- Give priority to active transportation
- Protected bike lanes
- Bike share terminals in key locations
- Need more bike racks
- Increase pedestrian connectivity to the site
- Large, pedestrian friendly sidewalks
- More maintenance on walking paths in the winter
- Increase walkability in the downtown core

Parking

- Increase the amount of parking
- Provide public parking spaces
- Parking should be underground
- Include massive underground parking with 3 levels and 600 spaces
- Underground parking should have discreet access, tied into the flow of Lakeshore Road
- Underground parking access should be off of Elizabeth Street
- Servicing access should be from Elizabeth Street
- Commercial deliveries should be below ground
- Pull-in, drop off zones for families and for barrier free access
- Include electric car charging stations

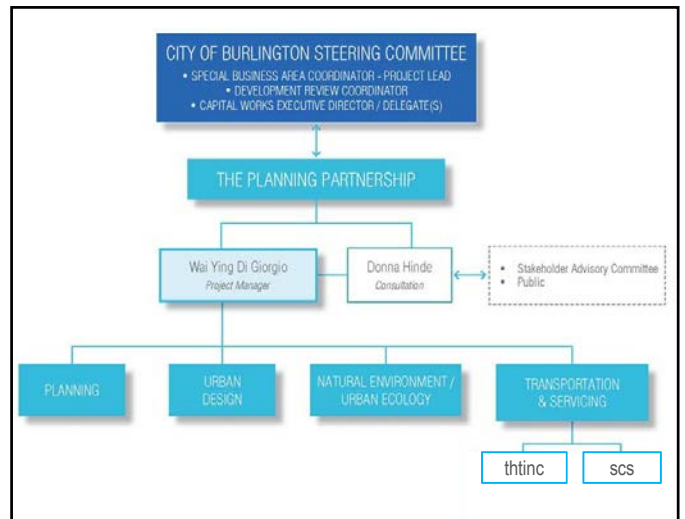


Spencer Smith Park



Festival at Spencer Smith Park

04 Community Workshop Presentation



The Waterfront Hotel Planning Study:

- establish the **Strategic Framework** to guide development on the site
- develop and assess **Alternative Redevelopment Concepts**
- through a **public consultation** process
- result in an **OPA and ZBA**

The Work Plan:

- work plan includes **five phases**
- each phase provides opportunity for **public input**
- coordination with the **downtown mobility hubs study**

Today's meeting

Three Parts

Part 1:
Overview of planning, urban design and public realm, in the larger planning framework

Part 2:
Review of the site: opportunities for change

Part 3:
Table group discussions to help articulate a vision statement and guiding principles for the site

Today's meeting

Three Parts

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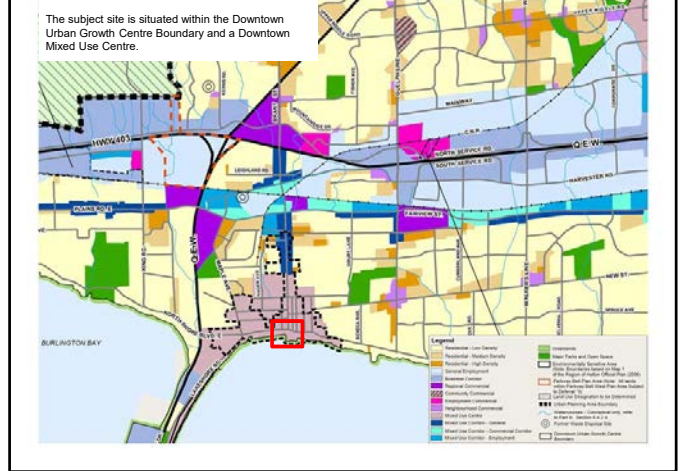
Planning



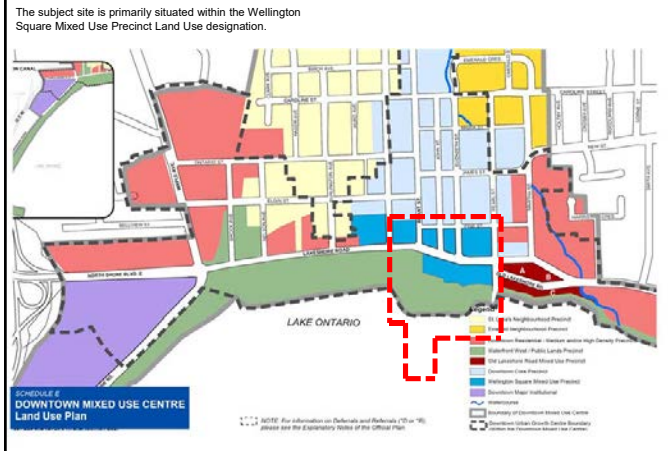
Regional Official Plan



Municipal Official Plan



Downtown Wellington Square Mixed Use Precinct OF SCHEDULE 'E'



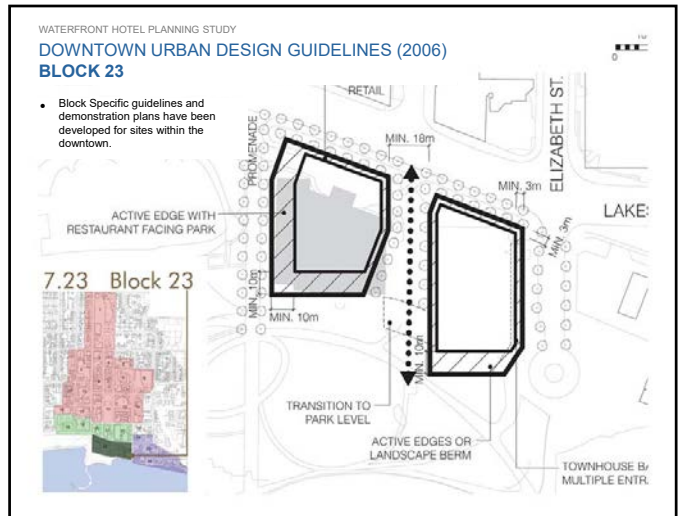
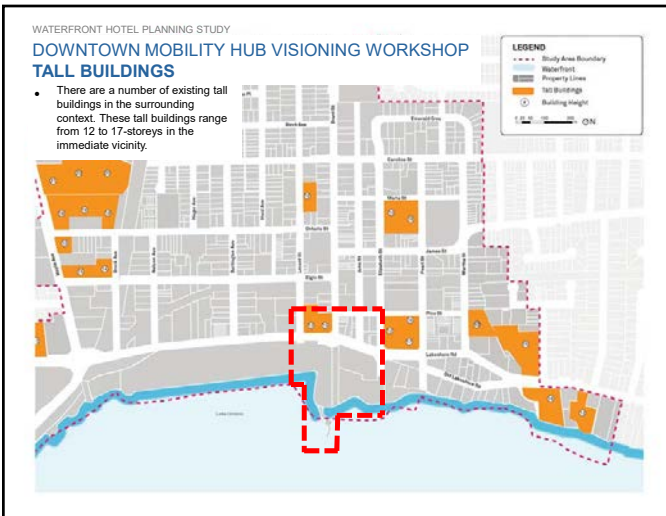
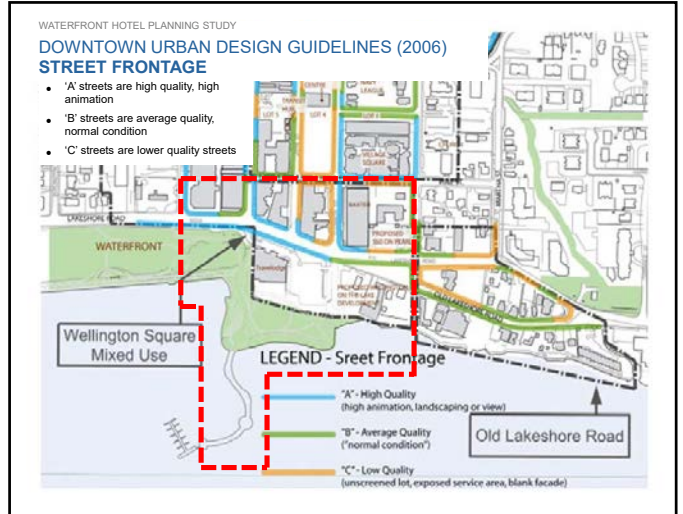
Planning



Achieve objectives for intensification; and,
 Create a compact downtown with a mix of land uses including residential, commercial and other uses.



Urban Design



WATERFRONT HOTEL PLANNING STUDY
DOWNTOWN URBAN DESIGN GUIDELINES (2006)
BLOCK 23

- Block Specific guidelines and demonstration plans have been developed for sites within the downtown.

FIGURE 80: Block 23: Existing



FIGURE 82: Block 23-B: Potential Building Envelope



FIGURE 81: Block 23-A: Potential Building Envelope

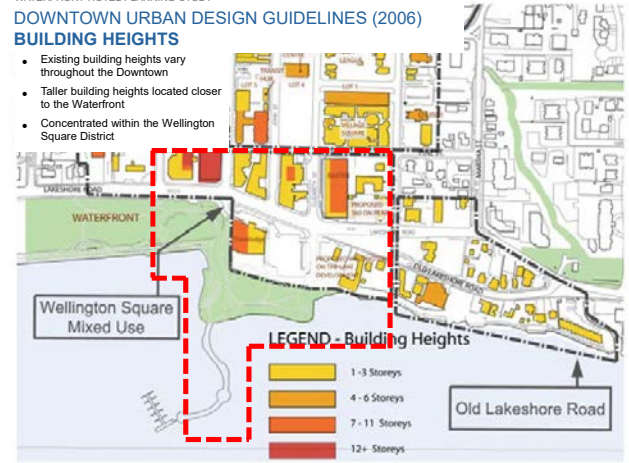


FIGURE 83: Block 23-C: Potential Building Envelope



WATERFRONT HOTEL PLANNING STUDY
DOWNTOWN URBAN DESIGN GUIDELINES (2006)
BUILDING HEIGHTS

- Existing building heights vary throughout the Downtown
- Taller building heights located closer to the Waterfront
- Concentrated within the Wellington Square District



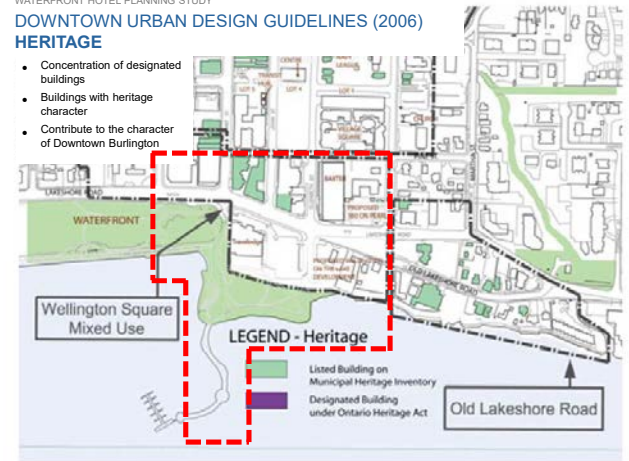
WATERFRONT HOTEL PLANNING STUDY
DOWNTOWN MOBILITY HUB VISIONING WORKSHOP
HERITAGE BUILDINGS

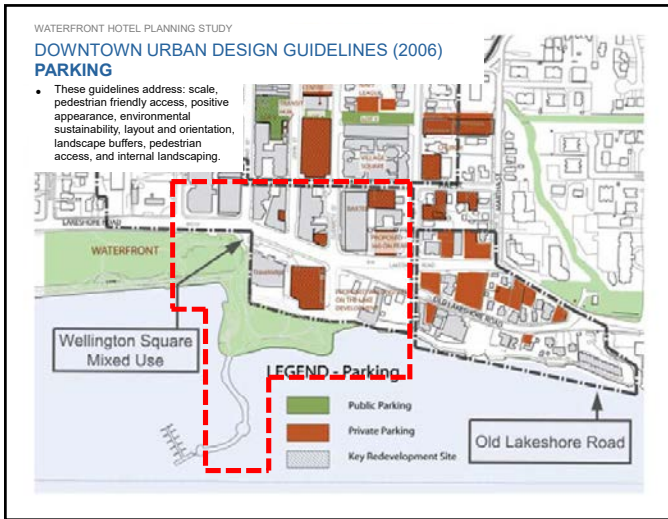
- Large concentration of designated buildings, and buildings with heritage character, many of which are listed on the Municipal Heritage Inventory.



WATERFRONT HOTEL PLANNING STUDY
DOWNTOWN URBAN DESIGN GUIDELINES (2006)
HERITAGE

- Concentration of designated buildings
- Buildings with heritage character
- Contribute to the character of Downtown Burlington



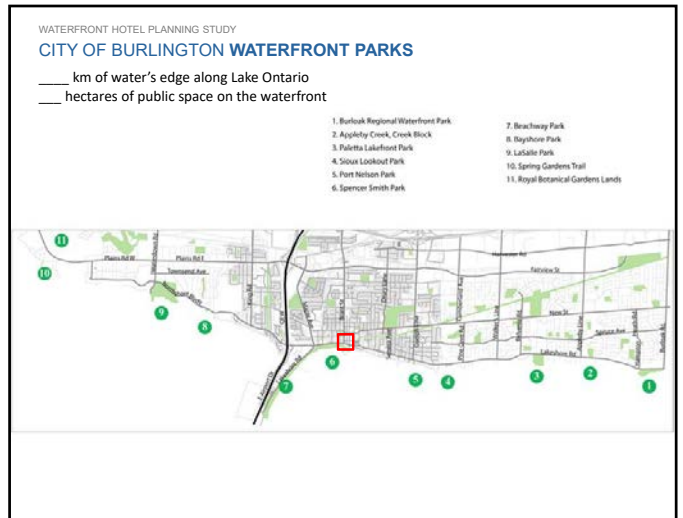


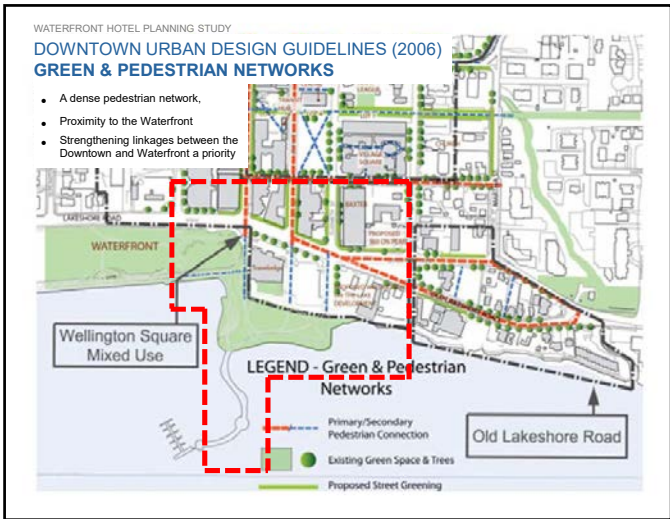
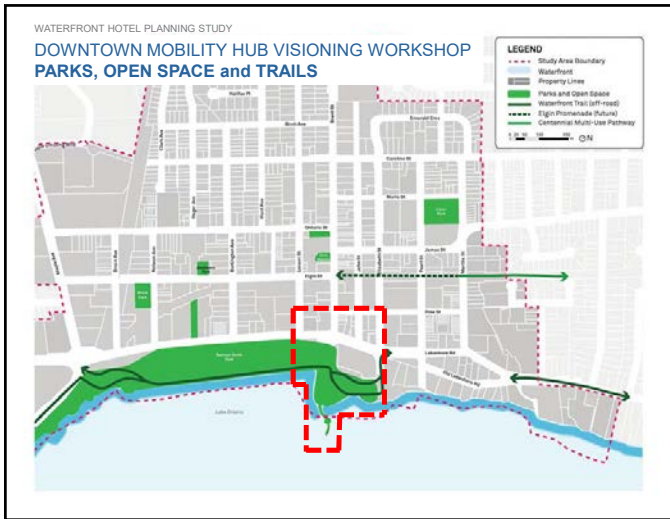
Urban Design



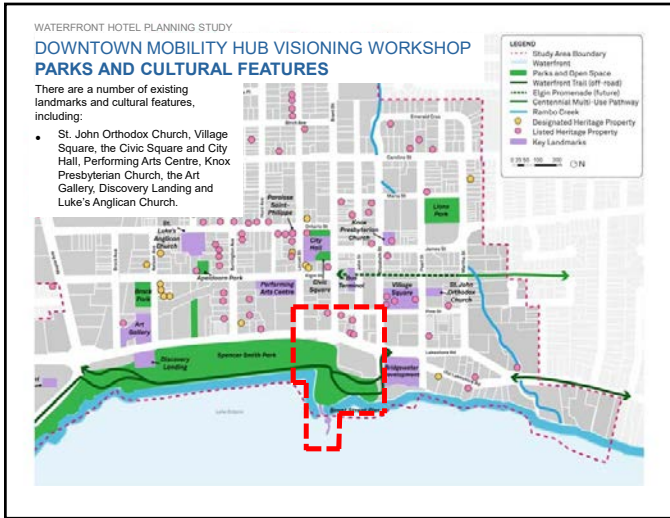
The hotel site is strategically located within the City of Burlington. Its redevelopment has the potential to:

- Promote the Downtown's role as the City Centre for cultural, governmental, civic and waterfront activities;
- Enhance the link between the waterfront and the rest of the community.



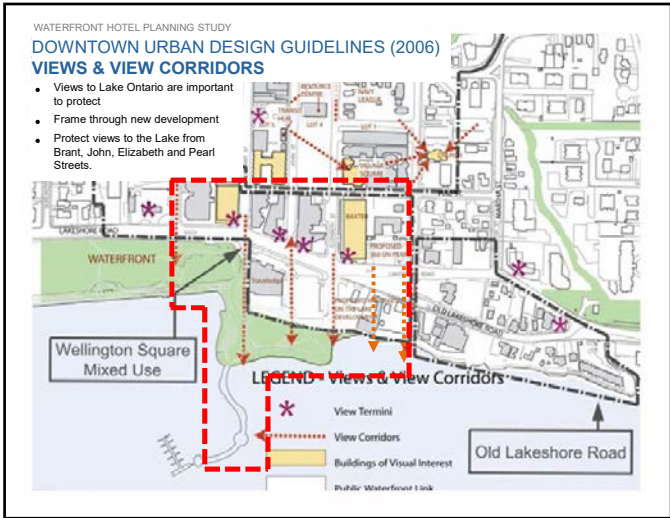


- A dense pedestrian network,
- Proximity to the Waterfront
- Strengthening linkages between the Downtown and Waterfront a priority

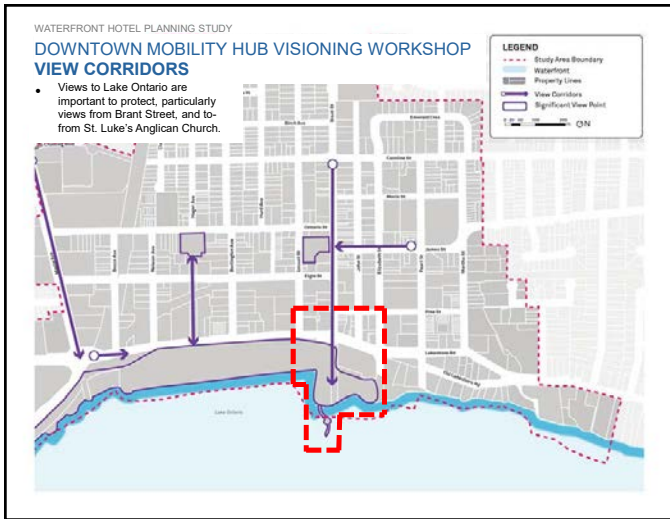


There are a number of existing landmarks and cultural features, including:

- St. John Orthodox Church, Village Square, the Civic Square and City Hall, Performing Arts Centre, Knox Presbyterian Church, the Art Gallery, Discovery Landing and Luke's Anglican Church.



- Views to Lake Ontario are important to protect
- Frame through new development
- Protect views to the Lake from Brant, John, Elizabeth and Pearl Streets.



Public Realm

The hotel site is prominently located within the fabric of the downtown. Its re-development has the potential to:

- Significantly enhance the public realm; and,
- Contribute to improving the pedestrian environment.

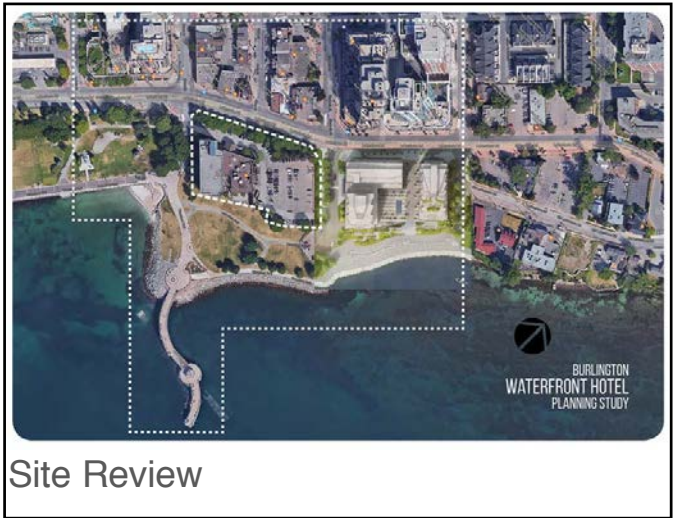
Today's Meeting

Two Parts

Part 1:
 Overview of planning, urban design and public realm, in the larger planning framework

Part 2:
 Review of the site: opportunities for change

Part 3:
 Table group discussions to help articulate a vision statement and guiding principles for the site



WATERFRONT HOTEL PLANNING STUDY
SITE REVIEW – VIEWS & VISTAS



WATERFRONT HOTEL PLANNING STUDY
SITE REVIEW – VIEWS / VISTAS



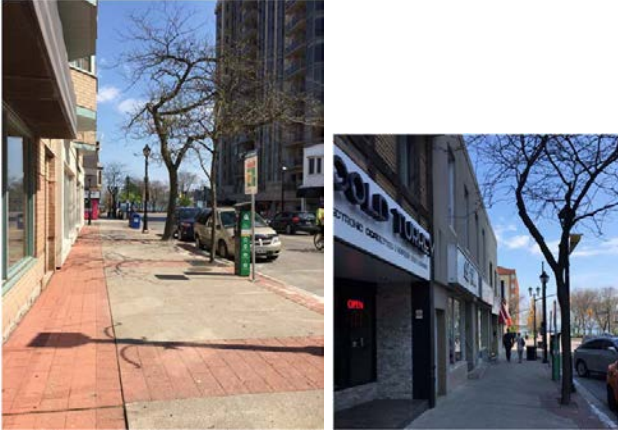
WATERFRONT HOTEL PLANNING STUDY
SITE REVIEW – STREETSCAPES & PEDESTRIAN REALM



WATERFRONT HOTEL PLANNING STUDY
SITE REVIEW – PUBLIC SPACE



WATERFRONT HOTEL PLANNING STUDY
SITE REVIEW – STREETSCAPES & PEDESTRIAN REALM



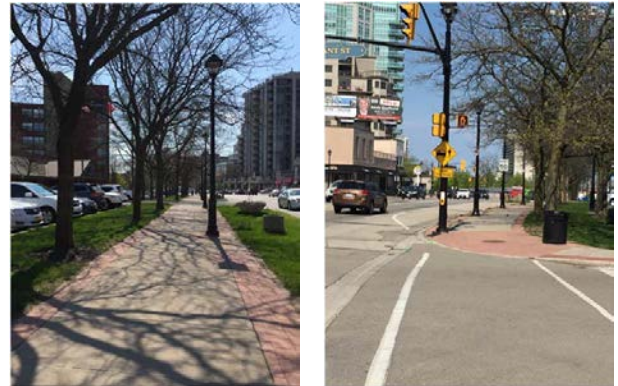
WATERFRONT HOTEL PLANNING STUDY
SITE REVIEW – STREETSCAPES & PEDESTRIAN REALM



WATERFRONT HOTEL PLANNING STUDY
SITE REVIEW – STREETSCAPES & PEDESTRIAN REALM



WATERFRONT HOTEL PLANNING STUDY
Opportunity to create active street fronts along the south side of lakeshore road



WATERFRONT HOTEL PLANNING STUDY
 SITE REVIEW – BUILDING HEIGHTS

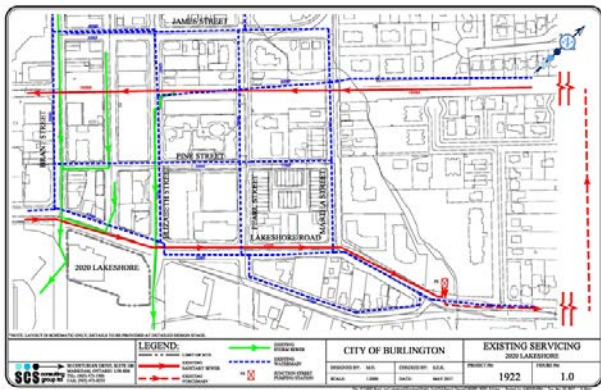


WATERFRONT HOTEL PLANNING STUDY



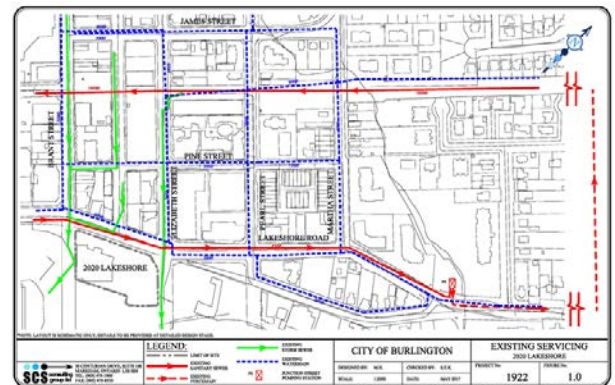
Opportunity to provide transition to surrounding neighbourhoods

WATERFRONT HOTEL PLANNING STUDY
 EXISTING SERVICING - SANITARY



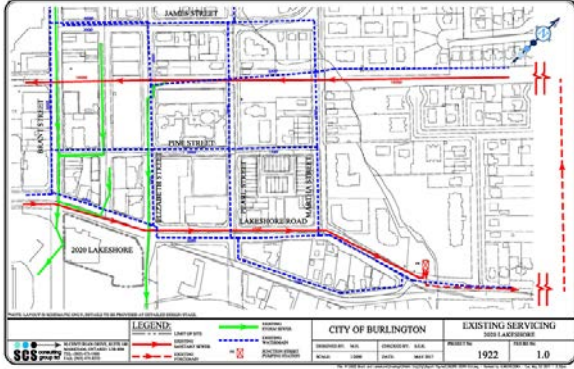
There is an existing 450 mm diameter sanitary sewer on Lakeshore Road that conveys sanitary flow east from 2020 Lakeshore Road to the Junction Street Pumping Station (2137 Lakeshore Road) located adjacent to Rambo Creek. Ultimately the sanitary flow is conveyed to the Skyway Wastewater Treatment Plant (WWTP).

WATERFRONT HOTEL PLANNING STUDY
 EXISTING SERVICING - WATER



There is an existing 300 mm diameter watermain located along the frontage of 2020 Lakeshore Road on the north side of Lakeshore Road. This 300 mm watermain supplies water from the Burlington Water Purification Plant at 3249 Lakeshore Rd (east of the site) to Queen Elizabeth Way (west of the site).

WATERFRONT HOTEL PLANNING STUDY
EXISTING SERVICING – STORMWATER MANAGEMENT



The site drains generally south to Lake Ontario, or via an internal storm sewer system to the existing storm sewer on the Waterfront Trail, which outlets to Lake Ontario just southwest of the site. The stormwater controls for the site have been confirmed with the City of Burlington and include: MOECC Enhanced Level quality control; and quantity control is to match the proposed peak runoff rates to existing peak runoff rates for the 2 to 100 year storm events.

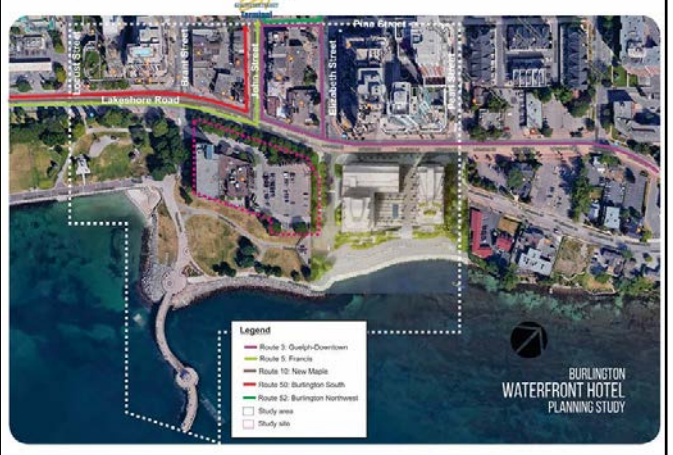
WATERFRONT HOTEL PLANNING STUDY
Transportation Review – Pedestrian System

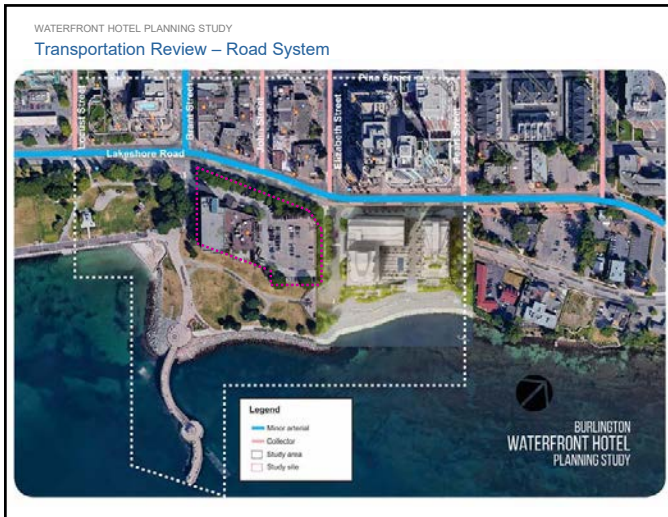


WATERFRONT HOTEL PLANNING STUDY
Transportation Review – Cycling System



WATERFRONT HOTEL PLANNING STUDY
Transportation Review – Transit System





Today's Meeting

Two Parts

Part 1:

Overview of planning, urban design and public realm, in the larger planning framework

Part 2

Review of the site: opportunities for change

Part 3

Table group discussions to help articulate a vision statement and guiding principles for the site

Table Group Activity

Vision Statement

A vision statement describes the ideal future condition or aspiration for the redevelopment of the Waterfront Hotel site.

Introduce yourselves and choose a person at your table to write notes.

Brainstorm and write a list of words that should be captured in an overarching vision statement.

From the list, choose the three top words.

Table Group Activity

Fundamental Design Principles

Design principles are the most important attributes of development. They are the building blocks of design and describe the intent for key components of the plan.

Think about redevelopment on the Hotel site: its buildings, access, green space....

Talk with others at your table. Write a list of the key design principles that should direct redevelopment concepts for the waterfront hotel site.

Next Steps

Design Charrette

Register to join a design session on **July 5** 1:00 pm to 3:30 pm OR 6:00 pm to 8:00 pm

Join a small group led by a member of the Project Team and explore/draw/describe options for redevelopment of the Waterfront Hotel site

All options generated during the day will be pinned up at 8:00 pm and posted on line for review

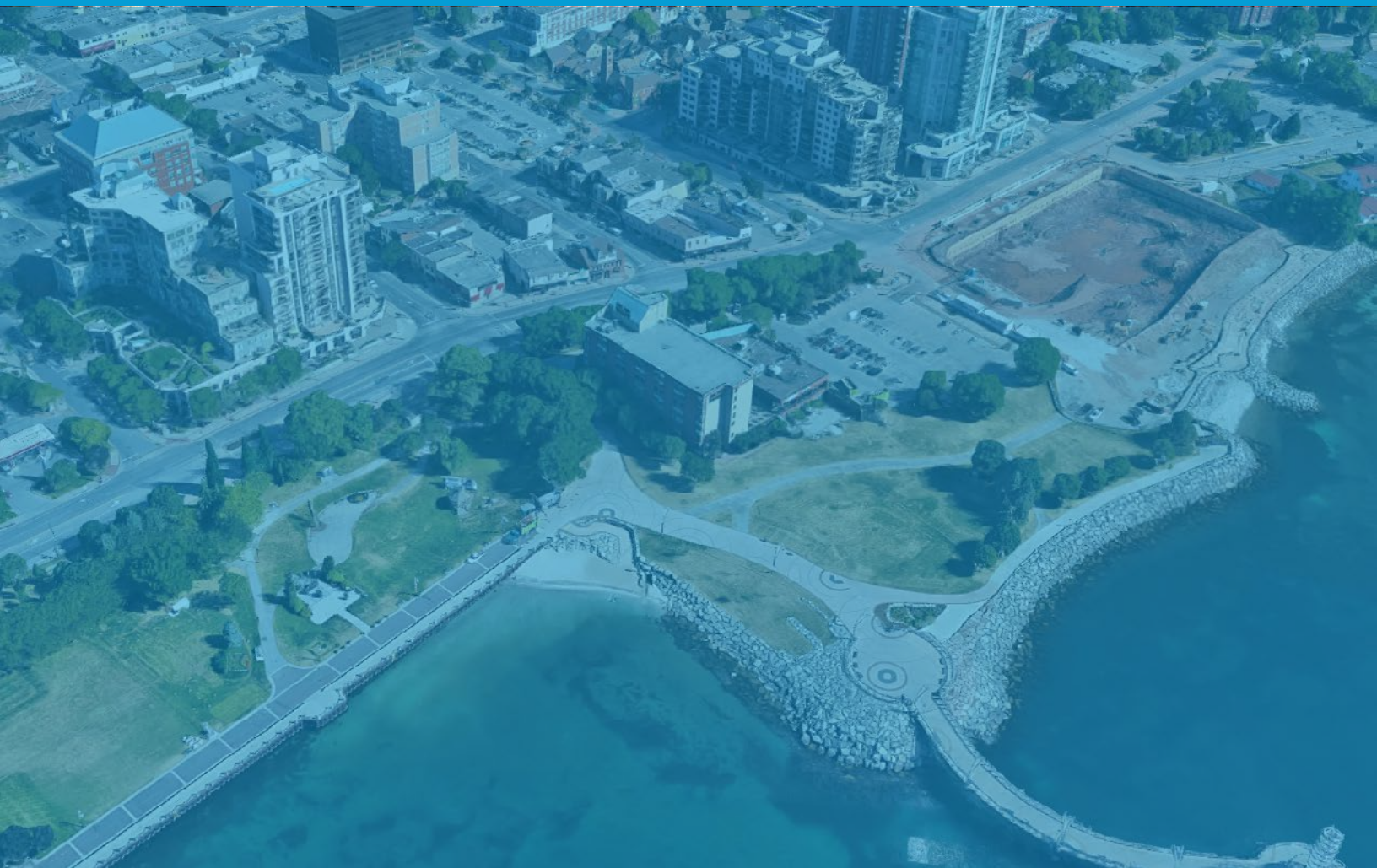
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APPENDIX: WHAT WE HEARD WORKSHOP #2 (2017)

Burlington Waterfront Hotel Planning Study

Workshop 2

What We Heard July 2017





01 Community Workshop

The Planning Study for the redevelopment of the waterfront site at Lakeshore Road and Brant Street, including the Waterfront Hotel, is underway.

The goal of the Planning Study is to establish the Strategic Framework to guide development on the site by generating and assessing Alternative Redevelopment Explorations, through a public consultation process. The result of the study will be an Official Plan Amendment and Zoning By-law Amendment.

The second community workshop took place on **July 5, 2017** at the Waterfront Hotel (2020 Lakeshore Road). The workshop included committee meetings and two identical design charrette sessions, one from 1:00-3:00 pm and the other from 6:00-8:00 pm. The design charrettes were followed by an open house to review the results.

During each of the design charrettes, participants joined a member of the Project Team to discuss and draft an Exploration (concept) for the site using a unique design program. The Explorations were all developed with the Vision Statement and Design Principles developed at Workshop 1 in mind.

The second community workshop resulted in the development of 8 different Exploration plans for the study area.

These concepts were posted for comment from the public, community groups, City staff, the Stakeholder Advisory Committee and The Planning Partnership team, and distilled into 4 Explorations based on the input received.

The result of this process was 4 Preferred Explorations for the study area.

The second community workshop included meetings with the Steering Committee (SC) and the Stakeholder Advisory Committee (SAC). These meetings and the Design Charrette sessions were prefaced with “What We Heard” at Workshop 1 including and the Vision Statement, Frameworks and Design Principles.



Steering Committee

Todd Evershed
Rosalind Minaji
Ingrid Vanderbrug
Rosa Bustamante
Kaylan Edgcumbe
Robert Peachey
John Zaloznik



Stakeholder Advisory Committee

Mayor Rick Goldring
Councilor Marianne Meed-Ward
Darko Vranich
Kyle Plas
Denise Beard
Charles Priddle
Curt Benson
Lisa De Angelis
Mark Eade
Susan Morrissey
Hashem Mousavi



Design Charrettes

30+

Participants at Session 1

30+

Participants at Session 2

02 Explorations

During the design charrette sessions, lead by a member of the Project Team, participants developed 8 Explorations for the study area. Four (4) Explorations were developed in both the afternoon session and evening session. Each Exploration was developed within a unique framework with varying Land Use/ Built Form, Public Realm, and Mobility/Access characteristics and with the Vision Statement and Design Principles developed at Workshop 1 in mind.

Exploration Frameworks

| | Exploration 1 | Exploration 2 | Exploration 3 | Exploration 4 |
|-----------------------|--|---|--|--|
| Land Use / Built Form | (2) 8-14 Storey Mixed-Use Buildings: <ul style="list-style-type: none"> Residential, Commercial | (2) 12-20 Storey Mixed-Use Buildings: <ul style="list-style-type: none"> Residential with Commercial at grade Underground Parking | (2) 20-30 Storey Mixed Use Buildings: <ul style="list-style-type: none"> Residential, Commercial and Hotel/Convention Centre | (1) 30-40 Storey Mixed Use Building: <ul style="list-style-type: none"> Residential, Commercial and Hotel/Convention Centre |
| Public Realm | Central Open Space | East Open Space, adjacent to Bridgewater development | West Open Space, adjacent to Spencer Smith Park | West Open Space, adjacent to Spencer Smith Park |
| Mobility / Access | Maintain existing Brant Street driveway access Underground Parking access from Lakeshore | Maintain existing Brant Street driveway access Underground Parking access from Lakeshore | Remove Brant Street driveway access Narrow Lakeshore Road at Brant Street Underground Parking access from Elizabeth Street extension | Remove Brant Street driveway access Narrow Lakeshore Road at Brant Street Underground Parking access from Elizabeth Street extension |

Vision Statement

The Waterfront Hotel site is envisioned to be a landmark within Burlington's downtown core area and a major gateway to the Lake Ontario waterfront. It will be developed as a welcoming, vibrant destination where residents and visitors may experience the best aspects of Burlington.

Design Principles

01

Land Use and Built Form

- A concentration, mix and intensity of uses will contribute to a vital and vibrant downtown
- High density development will support public transit

02

Public Realm

- High-quality, pedestrian-oriented streets and open spaces will support walkability and access to transit
- Grade related uses will activate and animate public streets/spaces
- Access and connections to the lake will enhance community life

03

Mobility and Access

- Pedestrian-scaled, small blocks will enhance connectivity
- Well-designed streets accommodate all modes of travel
- Loading and servicing will be provided in a way that does not detract from the quality of the pedestrian realm
- Priority will be given to walking, cycling and transit use on site
- The Waterfront Trail will be enhanced

02 Explorations

Exploration 1 - Afternoon



- Two 8-14 storey mixed-use commercial and residential buildings
- L-shaped buildings mirror each other



- Central open space between the two buildings
- Tree-lined sidewalk boulevard



- Central open space accessible from Lakeshore Road, the Waterfront Trail, and Spencer Smith Park
- Brant Street driveway access maintained
- Underground parking access from Lakeshore Road

Exploration 1 - Evening



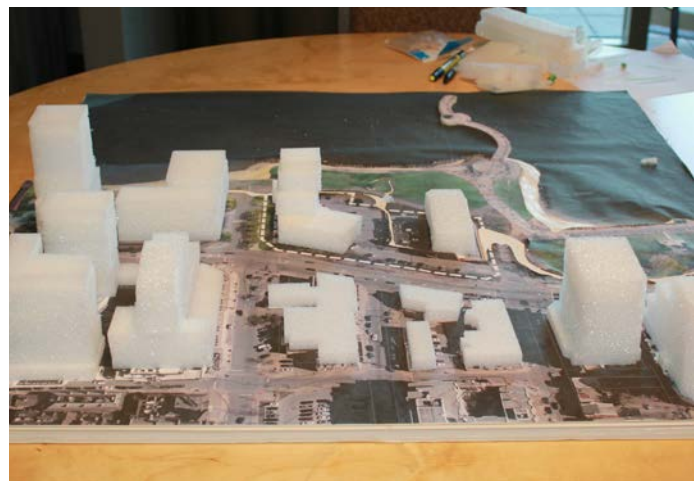
- Two separate 12-14 storey mixed-use commercial and residential; narrow towers atop podiums
- A third building; low-rise retail on the park






- Two open spaces on the site, one central and one adjacent to Brant Street
- Plaza on north-west corner engages intersection of Brant Street and Lakeshore Road



- Open spaces connect existing recreational space on the waterfront with Spencer Smith Park and Lakeshore Road sidewalk
- Brant Street driveway access is maintained
- Underground parking access from Lakeshore Road






Exploration 2 - Afternoon

- 
 - Iconic 8 storey structure centrally located, 20 storey tower and podium on the east side of the site, stepping down to the waterfront
 - Residential and commercial mix of uses
- 
 - Open space on west half of the site, with iconic building as the centerpiece
 - The open space connects Lakeshore Road, the waterfront, and Spencer Smith Park
- 
 - Brant Street driveway access removed, expanding public realm and park space
 - Lakeshore Road narrows at Brant Street
 - Underground parking access from Elizabeth Street extension
 - View of iconic building created along trail






Exploration 2 - Evening

- 
 - 20 storey tower on the northwest corner, 12-15 storey tower on the northeast corner; both atop commercial-use podiums
- 
 - Large open space on southern end of the site and between the two mirrored buildings
 - Tree-lined Lakeshore Road connects to the waterfront, and the Waterfront Trail
 - Rooftop restaurant with view of the lake
- 
 - Remove Brant Street driveway access, expanding public realm and park space
 - Underground parking access from Elizabeth Street Extension
 - Access open space from all sides of the two buildings and from Lakeshore Road






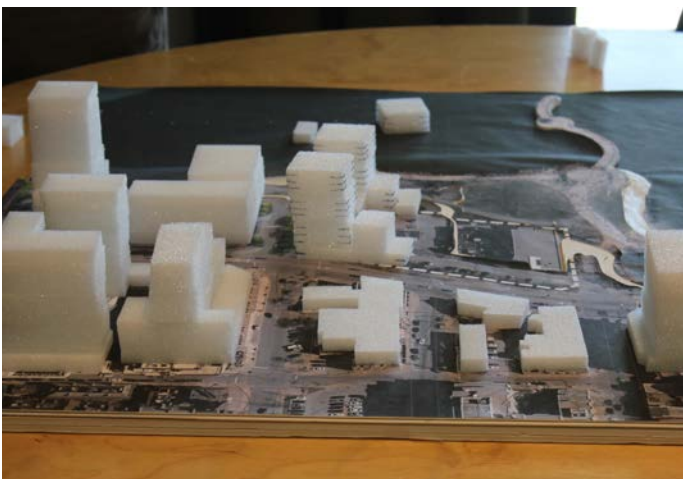
02 Explorations

Exploration 3 - Afternoon

- 
 - One structure on the east side of the site, a podium with two towers at 15 and 10 storeys
 - Residential and commercial mix, with hotel and convention centre
- 
 - Open space occupies entire west side of site, embracing Brant Street and Lakeshore Road intersection and connects Spencer Smith Park to the Waterfront Trail and to Lakeshore Road
 - Plaza space in the center of the building
- 
 - Remove Brant Street driveway access, expanding public realm and park space
 - Network of paths converge to a roundabout in the middle of the new park
 - Underground parking access from Elizabeth Street extension

Exploration 3 - Evening

- 
 - 20 storey tower and 10 storey tower atop a podium, both on east side of the site
 - Mixed commercial and residential, with hotel and convention centre
- 
 - Maximized open space connecting Brant Street and Lakeshore Road intersection, Spencer Smith Park, and the waterfront with new tree lined paths
 - Plaza around and between the new buildings
 - View corridors in all directions are prioritized
- 
 - Remove Brant Street driveway access, expanding public realm and park space
 - Narrow Lakeshore Road at Brant Street
 - Underground parking access from Elizabeth Street extension



Exploration 4 - Afternoon



- Two narrow towers atop podiums on the northwest and northeast corners of the site
- 30-40 storey mixed-use buildings with hotel and convention centre



- Large open space on southern side of site, expanding the waterfront recreational space
- Views of the lake are prioritized
- Spencer Smith Park, the waterfront, and Lakeshore Road sidewalk are all connected



- Remove Brant Street driveway access, expanding public realm and park space
- Narrow Lakeshore Road at Brant Street
- Underground parking access from Elizabeth Street extension

Exploration 4 - Evening



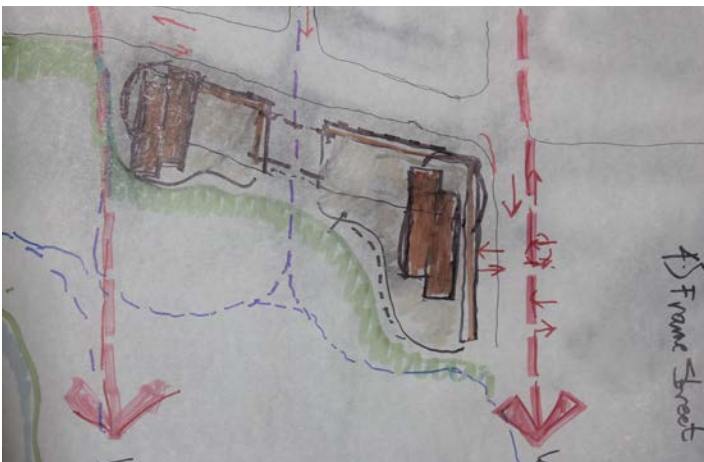
- A single 30 storey tower atop a podium at the northeast corner of the site
- Mixed commercial-residential use with hotel and convention centre



- Maximized new park space opens up Lakeshore Road, Spencer Smith Park, and the Waterfront
- Network of paths connecting adjacent areas converges in the center of the new park

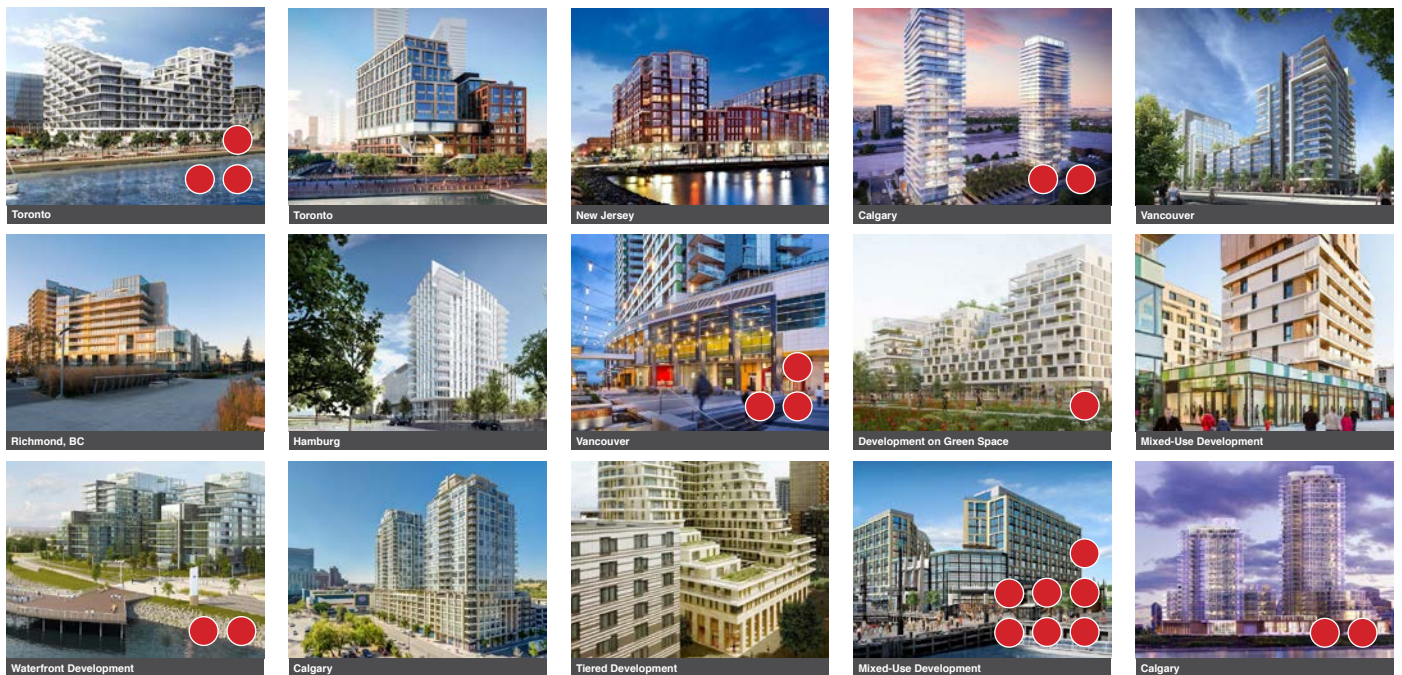


- Remove Brant Street driveway access, expanding public realm and park space
- Underground parking access from Elizabeth Street extension
- Access to open space maximized, series of new pathways connect at central roundabout



03 Visual Preference Survey

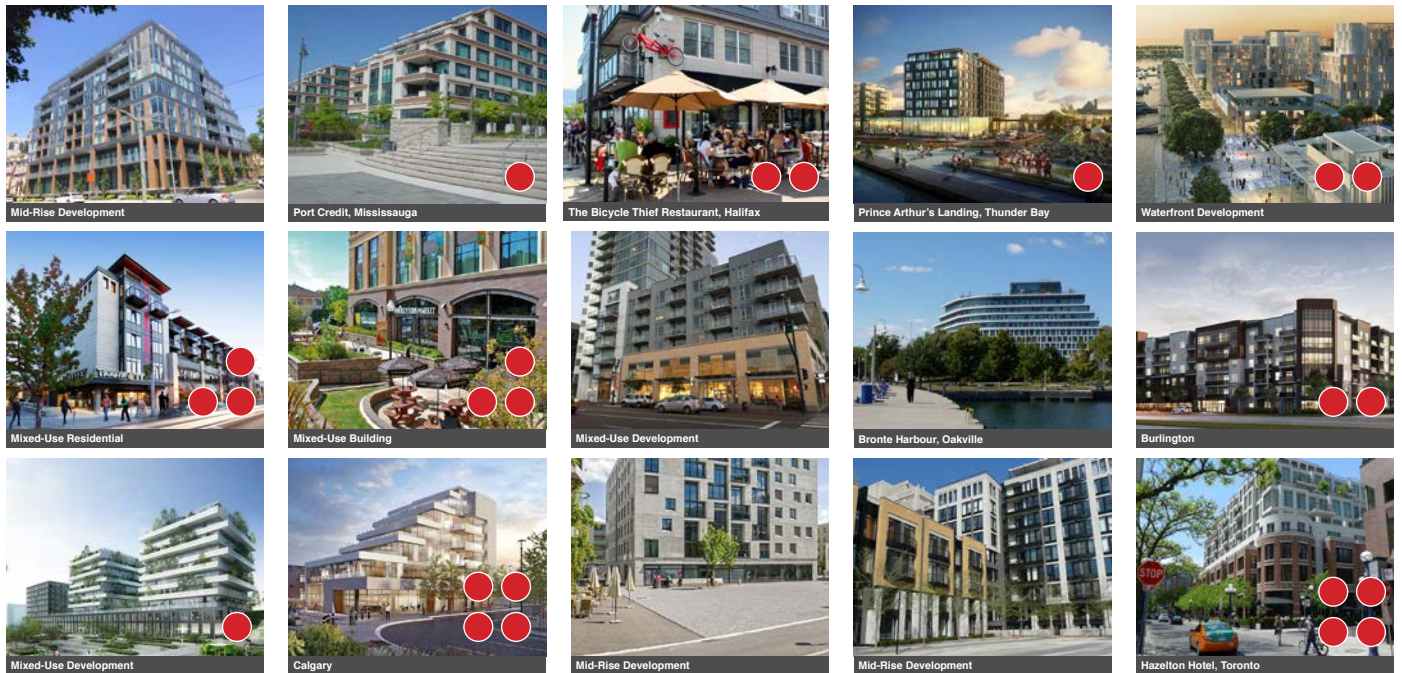
A Visual Preference Survey, featuring precedent photos organized into five different categories: High-rise Buildings, Mid-rise Buildings, Waterfront Amenities, Urban Space and Shared Streets / Streetscaping, was posted at Community Workshop 2 to gather input on what elements and quality of space was preferred by participants for the study area. Participants marked each image with a red sticker if they liked it.



Visual Preference Survey: High-Rise Buildings (+12 Storeys)

Most Popular 'High-Rise Building' Photos



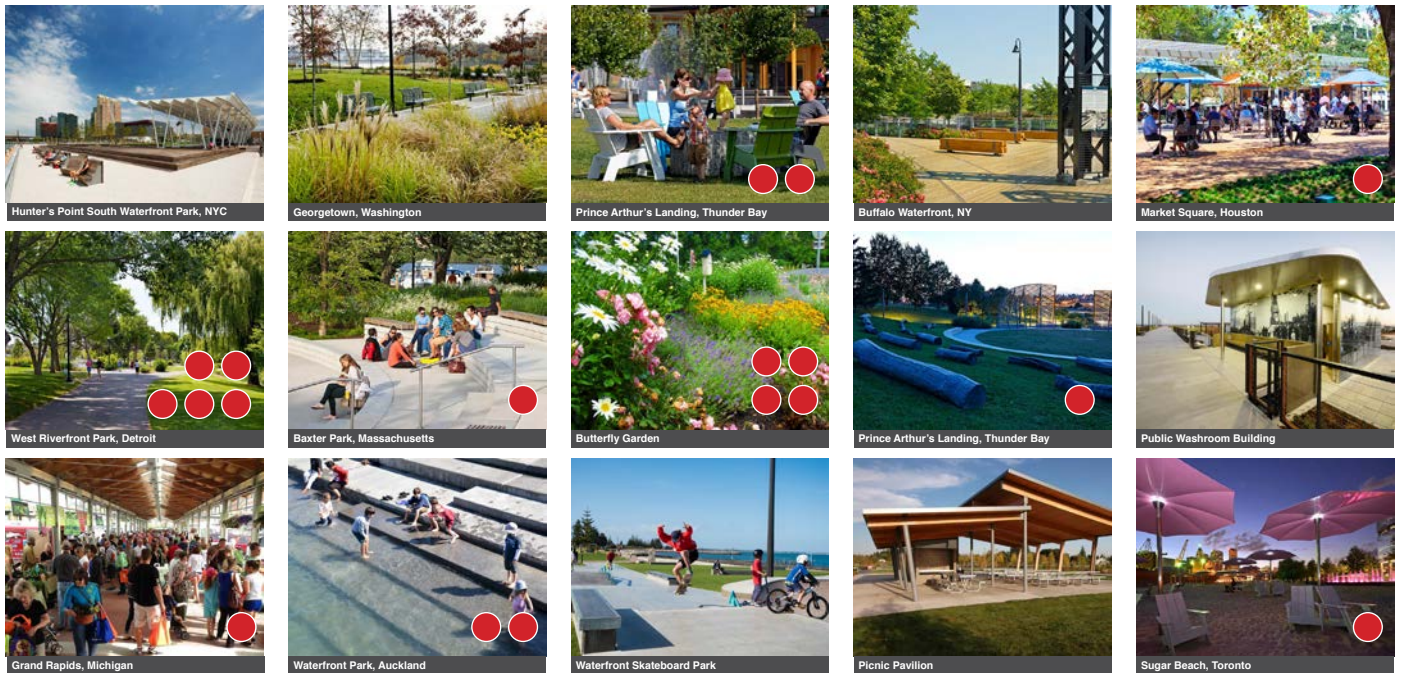


Visual Preference Survey: Mid-Rise Buildings (8-11 Storeys)

Most Popular 'Mid-Rise Building' Photos



03 Visual Preference Survey



Visual Preference Survey: Waterfront Amenities

Most Popular 'Waterfront Amenities' Photos





Assembly Row, Massachusetts



Centenary Square, Sydney



HTO Park, Toronto



Sorauren Park, Toronto



Monash University, Australia



Metcalfe Park, Sydney



Cloud Arbour, Pittsburgh



Milaneo, Stuttgart



Jardins Gamelin, Montreal



WiFi Station, Paris



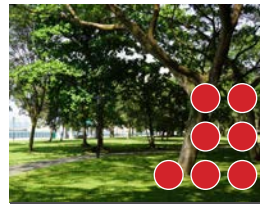
McBurney Lane, Langley, BC



Main Park, Vancouver



Town Centre Square, Switzerland



Labrador Park



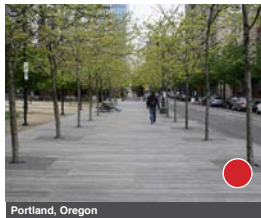
Portland, Oregon

Visual Preference Survey: Urban Space

Most Popular 'Urban Space' Photos



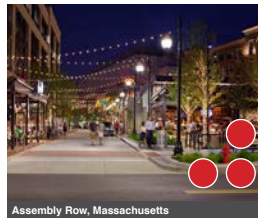
03 Visual Preference Survey



Portland, Oregon



New Road, Brighton, UK



Assembly Row, Massachusetts



The Avenue, Washington DC



Lonsdale Street, Melbourne



Batavia, Chicago



Netherlands



Division Street, NYC



Downtown Fenwick



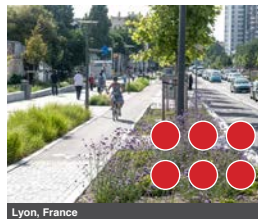
Argyle Street, Halifax



Montreal



Niagara-on-the-Lake



Lyon, France



Mercer Island, Washington



Street Parklet, Boston

Visual Preference Survey: Shared Streets / Streetscaping

Most Popular 'Shared Streets / Streetscaping' Photos





04 Community Workshop Presentation

Workshop - Design Day

City of Burlington
Waterfront Hotel Planning Study
July 5, 2017



The Planning Partnership



The Waterfront Hotel Planning Study

01

The Brant & Lakeshore Planning Study will establish a **Strategic Framework** to guide development on the site



02

Develop and assess **Optional Redevelopment Concepts** along with any formal development applications submitted on behalf of the property owner

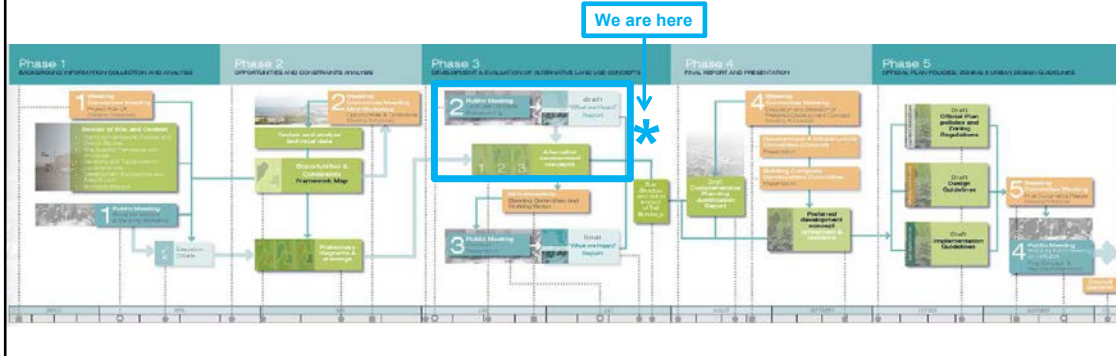
The redevelopment of this site must meet the City's urban design and growth management goals, as well as enhance the adjacent public space and waterfront.

03

Prepare an **Official Plan Amendment and Zoning By-law Amendment**

Work Plan

- 01 Work plan includes **five phases**
- 02 Each phase provides opportunity for **public input**
- 03 Coordination with the **downtown mobility hubs study**



The Waterfront Hotel Site



Workshop 1

Wednesday, May 24, 2017

01

Overview of planning, urban design and public realm, in the larger planning framework

02

Review of the site: **opportunities for change**

03

Table group discussions to help articulate a **vision statement and guiding principles** for the site

What We Heard at Workshop 1

01

At Workshop 1, participants brainstormed a list of words that should be captured in the overarching **vision statement**

Green space

Accessible

Low-Rise

Views

Public

Open

Community

What We Heard at Workshop 1

02

Participants wrote a list of **design principles** (key components of the plan) that should direct development concepts for the site

Input was summarized into three frameworks:

1. Land Use & Built Form
2. Public Realm
3. Mobility & Access

What we heard about...

Land Use & Built Form

Views

Enhance and maximize views from the downtown to the lake



Mixed-Use

Building(s) should be mixed-use, incorporate ground-floor restaurants and shops, and provide community space



Built Form Character

New development should be set back on a podium, tiered and incorporate sustainable building practices



What we heard about...

Public Realm

Green Space

The amount of green space should be maximized, provide for passive recreation and add to the existing tree canopy



Connectivity

The site should connect the downtown, the waterfront (pier) and Spencer Smith Park



Amenities

The site should include public art and a public washroom

What we heard about...

Mobility & Access

Mobility

Reduce/slow down traffic and extend/enhance pedestrian and cyclist routes



Parking

Consider a passenger/shuttle bus drop-off and an underground parking garage (with public parking)



Accessibility

The site should be barrier-free

Vision Statement

The Waterfront Hotel site is envisioned to be a landmark within Burlington's downtown core area and a major gateway to the Lake Ontario waterfront. It will be developed as a welcoming, vibrant destination where residents and visitors may experience the best aspects of Burlington.



Design Principles



Land Use and Built Form

- A concentration, mix and intensity of uses will contribute to a vital and vibrant downtown
- High density development will support public transit



Public Realm

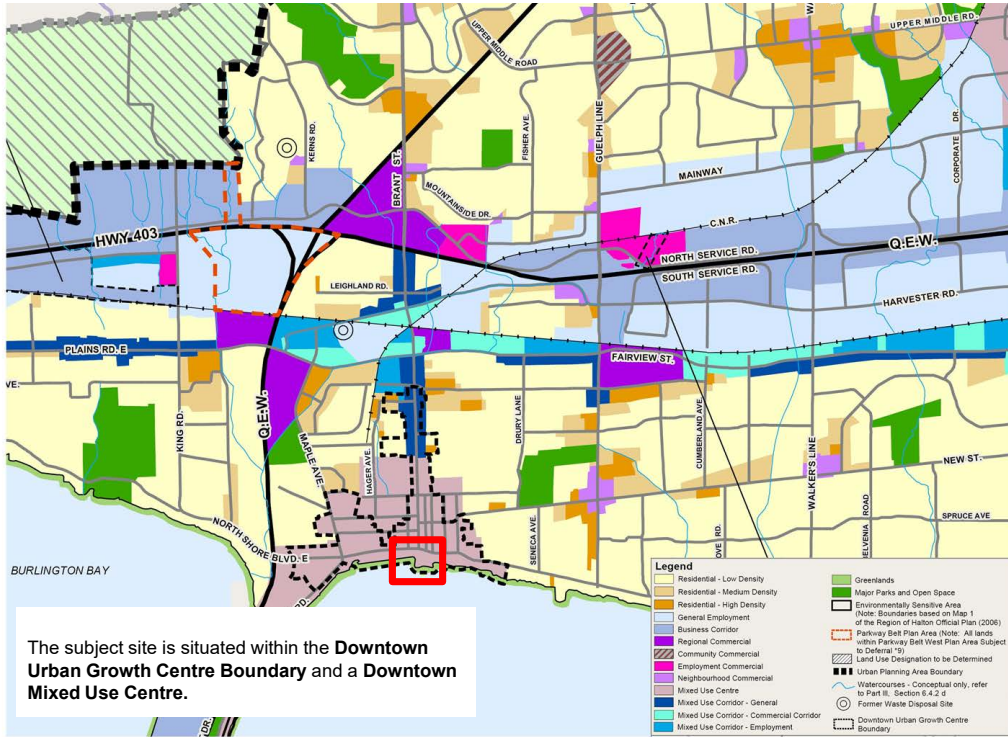
- High-quality, pedestrian-oriented streets and open spaces will support walkability and access to transit
- Grade related uses will activate and animate public streets/spaces
- Access and connections to the lake will enhance community life
- Integrating heritage into the fabric of development will enrich the character and relevance of the community



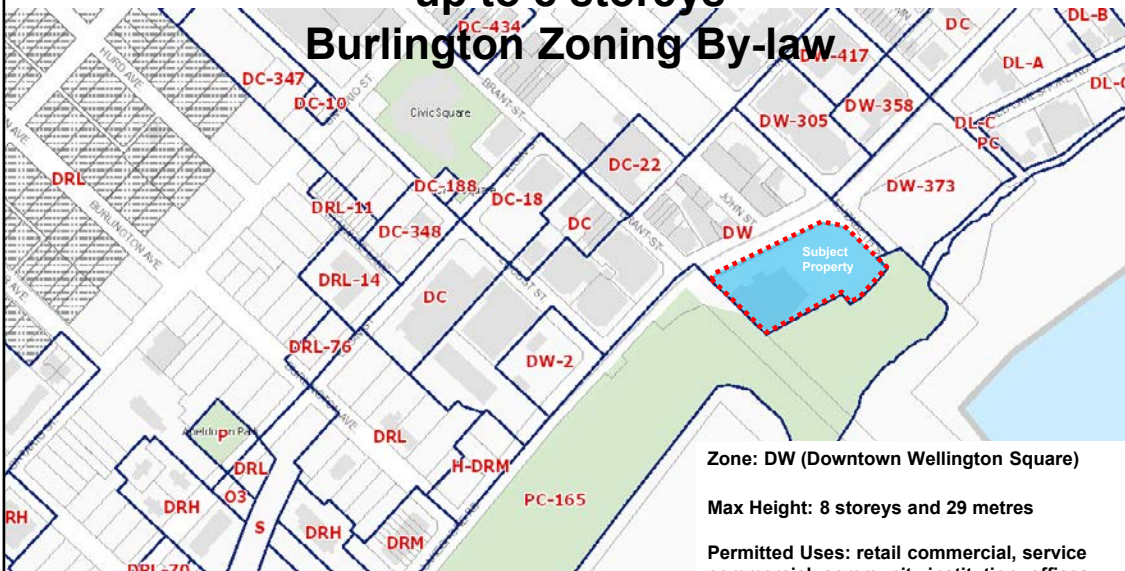
Mobility and Access

- Pedestrian-scaled, small blocks will enhance connectivity
- Well-designed streets accommodate all modes of travel
- Loading and servicing will be provided in a way that does not detract from the quality of the pedestrian realm
- Priority will be given to walking, cycling and transit use on site
- The Waterfront Trail will be enhanced

The Official Plan already permits redevelopment on the site - Municipal Official Plan



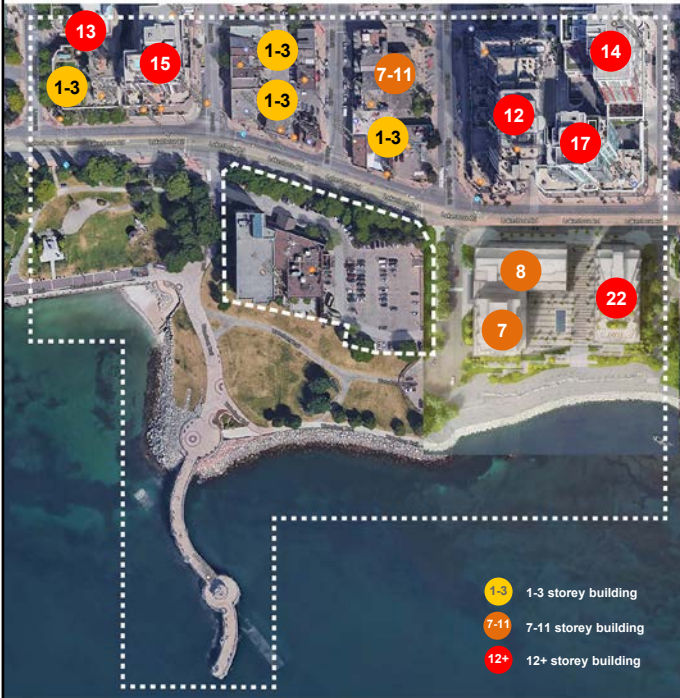
The site is currently zoned for buildings up to 8 storeys Burlington Zoning By-law



1. Redevelopment must meet the City's urban design and growth management goals
2. The study will result in an Official Plan Amendment and Zoning By-law Amendment

*the ground floor of any building within 15m of a public street shall be used only for retail or service commercial uses

Framework 1: Land Use and Built Form Context



Downtown Urban Growth Centre to accommodate a minimum of 200 Persons & Jobs/Ha



Retail / service commercial uses required continuously at grade along public streets



Mixed Use Precinct will contain:



- Commercial



- High-density residential / Mixed-use buildings



- Cultural uses



- Recreation and hospitality uses



- Entertainment uses



- Community facilities

Framework 1: Land Use and Built Form (con't)

Density / Intensification



Active Uses at Grade









Mix of Uses



Framework 2: **Public Realm Context**



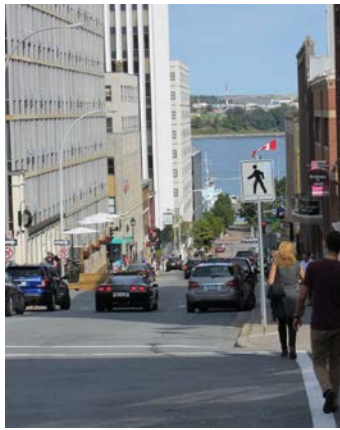
-  Recognize Brant/Lakeshore intersection as an important gateway to the Downtown, the waterfront and the Waterfront Trail
-  Preserve/enhance views and vistas
-  Enhance permeability and connections to the Downtown and transit
-  Design pedestrian-oriented streets/spaces
-  Provide transition to adjacent sites
-  Address interface with the 'East Lawn' and 'Gazebo Area'

Framework 2: **Public Realm (con't)**

Gateway



Views and Vistas







Streetscapes

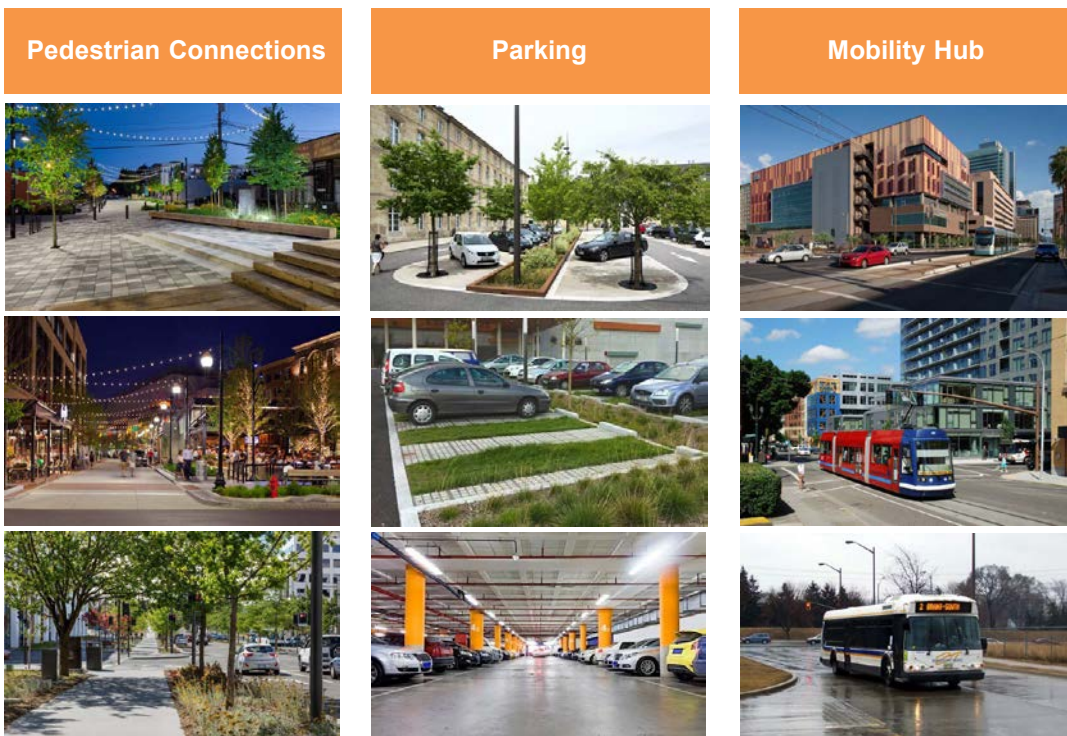


Framework 3: **Mobility and Access Context**



-  Provide connections among the mobility hub area, City Hall plaza and Spencer Smith Park. (i.e. enhanced boulevards, cycling connections, multi-use trails, mid-block connections and pedestrian pathways)
-  Promote Brant Street as the primary connection between the Burlington GO Mobility Hub and the waterfront).
-  No surface parking permitted except for loading and emergency vehicles
-  On-site parking not required for non-residential uses

Framework 3: **Mobility and Access (con't)**



Exploration 1

| LAND USE / BUILT FORM | PUBLIC REALM | MOBILITY/ACCESS |
|---|---------------------------|--|
| <p>(2) 8-14 Storey Mixed-Use Buildings:</p> <ul style="list-style-type: none"> Residential, Commercial | <p>Central Open Space</p> | <p>Maintain existing Brant Street driveway access</p> <p>Underground Parking access from Lakeshore</p> |

BURLINGTON WATERFRONT HOTEL PLANNING STUDY

Exploration 2

| LAND USES/BUILT FORM | PUBLIC REALM | MOBILITY/ACCESS |
|--|---|--|
| <p>(2) 12-20 Storey Mixed-Use Buildings:</p> <ul style="list-style-type: none"> Residential with Commercial at grade Underground Parking | <p>East Open Space, adjacent to Bridgewater development</p> | <p>Maintain existing Brant Street driveway access</p> <p>Underground Parking access from Lakeshore</p> |

BURLINGTON WATERFRONT HOTEL PLANNING STUDY

Exploration 3

| LAND USE/BUILT FORM | PUBLIC REALM | MOBILITY/ACCESS |
|--|--|---|
| <p>(2) 20-30 Storey Mixed Use Buildings:</p> <ul style="list-style-type: none"> Residential, Commercial and Hotel/Convention Centre | <p>West Open Space, adjacent to Spencer Smith Park</p> | <p>Remove Brant Street driveway access</p> <p>Narrow Lakeshore Road at Brant Street</p> <p>Underground Parking access from Elizabeth Street extension</p> |

BURLINGTON
WATERFRONT HOTEL
PLANNING STUDY

Exploration 4

| LAND USE/BUILT FORM | PUBLIC REALM | MOBILITY/ACCESS |
|---|--|---|
| <p>(1) 30-40 Storey Mixed Use Building:</p> <ul style="list-style-type: none"> Residential, Commercial and Hotel/Convention Centre | <p>West Open Space, adjacent to Spencer Smith Park</p> | <p>Remove Brant Street driveway access</p> <p>Narrow Lakeshore Road at Brant Street</p> <p>Underground Parking access from Elizabeth Street extension</p> |

BURLINGTON
WATERFRONT HOTEL
PLANNING STUDY

| | Exploration 1 | Exploration 2 | Exploration 3 | Exploration 4 |
|-----------------------|--|---|--|--|
| Land Use / Built Form | (2) 8-14 Storey Mixed-Use Buildings: <ul style="list-style-type: none"> Residential, Commercial | (2) 12-20 Storey Mixed-Use Buildings: <ul style="list-style-type: none"> Residential with Commercial at grade Underground Parking | (2) 20-30 Storey Mixed Use Buildings: <ul style="list-style-type: none"> Residential, Commercial and Hotel/Convention Centre | (1) 30-40 Storey Mixed Use Building: <ul style="list-style-type: none"> Residential, Commercial and Hotel/Convention Centre |
| Public Realm | Central Open Space | East Open Space, adjacent to Bridgewater development | West Open Space, adjacent to Spencer Smith Park | West Open Space, adjacent to Spencer Smith Park |
| Mobility / Access | Maintain existing Brant Street driveway access Underground Parking access from Lakeshore | Maintain existing Brant Street driveway access Underground Parking access from Lakeshore | Remove Brant Street driveway access Narrow Lakeshore Road at Brant Street Underground Parking access from Elizabeth Street extension | Remove Brant Street driveway access Narrow Lakeshore Road at Brant Street Underground Parking access from Elizabeth Street extension |

Today's Design Session

1. Each team is led by a designer from The Planning Partnership.
2. Each team will be engaged in a conversation around the program assigned to each table.
3. You are free to move from table to table.
4. We will have a presentation of the results from each table.
5. We are taking photos of the event. We may use the photos in our reports on this project. Let us know if you do not want your photo taken.
6. Your participation in this event does not indicate your position on this study – support or lack of support for development. It just indicates that you made time to participate in the event.

NEXT STEPS: Evaluation of Explorations

1. The team will consolidate the 8 Explorations generated today into four that represent each of the programs
2. The Explorations will be posted for comment along with questions about the specific components of each Exploration
3. The team will evaluate the Explorations based on input received from:
 - the public, community groups etc.
 - the City staff team
 - the Stakeholder Advisory Committee
 - our team

The "best of" each exploration will be used to create the preferred concept.

D

APPENDIX: WHAT WE HEARD WORKSHOP #3 (2017)

Burlington Waterfront Hotel Planning Study

Workshop 3

What We Heard *September 2017*



The Planning Partnership
Thompson Ho Transportation Incorporated (thtinc)
SCS Consulting
Rowan Williams Davies & Irwin Inc. (RWDI)



01 Community Workshop

The goal of the Waterfront Hotel Planning Study is to establish the Strategic Framework to guide development on the site. The study is being conducted through a public consultation process that provides the opportunity for all of those who are interested in the development of the site, to participate and be heard.

The results of the process will form the basis of an Official Plan Amendment and Zoning By-law Amendment.

The third community workshop took place on September 14, 2017 at the Burlington Performing Arts Centre located at 440 Locust Street. The workshop was preceded by meeting with the Steering Committee and Stakeholder Advisory Committee on September 13 and 14, 2017, respectively.

At the public workshop, the consultant team provided a re-cap of the process and information presented to date before presenting the Emerging Concept. This included a reminder of the Vision Statement and Principles for the study. Following the presentation, participants were asked to share their thoughts on the Emerging Concept.

This What We Heard report summarizes the information presented and transcribes the input/comments provided by the workshop participants.

Vision Statement

The Waterfront Hotel site is envisioned to be a landmark within Burlington's downtown core area and a major gateway to the Lake Ontario waterfront. It will be developed as a welcoming, vibrant destination where residents and visitors may experience the best aspects of Burlington.



Steering Committee

Todd Evershed
Rosalind Minaji
Ingrid Vanderbrug
Rosa Bustamante
Kaylan Edgcumbe
Robert Peachey
John Zaloznik



Stakeholder Advisory Committee

Mayor Rick Goldring
Councilor Marianne Meed-Ward
Darko Vranich
Kyle Plas
Denise Beard
Charles Priddle
Curt Benson
Lisa De Angelis
Mark Eade
Susan Morrissey
Hashem Mousavi



Community Workshop 3

48

Participants at Session 1

29

Participants at Session 2

02 Development Concepts

The three concepts that were generated through the previous design charrette/workshop, and subsequently posted on the City's website for evaluation, are included on the facing page. Each concept addresses variations in Land Use and Built Form, Public Realm and Access and Mobility. The workshop presentation included a summary of the various inputs to the evaluation of concepts including:

- » results of public survey;
- » comments from City staff;
- » comments from the Stakeholder Advisory Committee; and,
- » technical evaluation of shadow, wind, transportation and urban design.

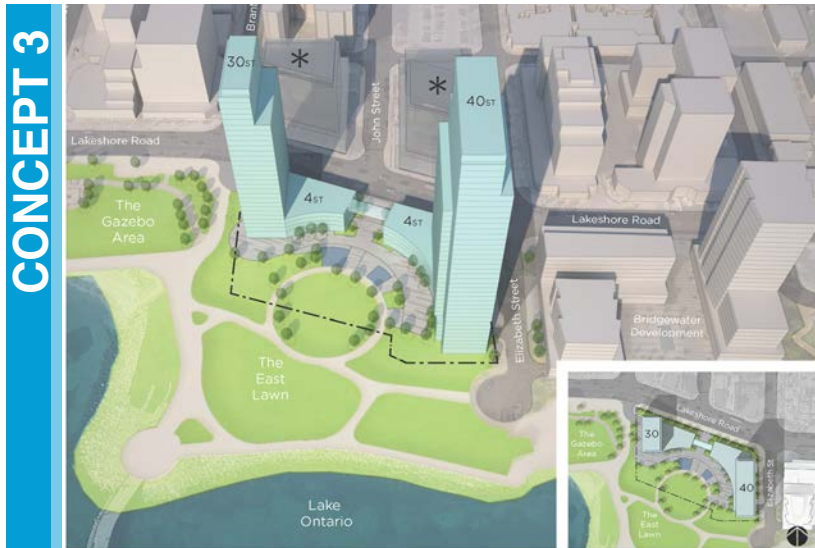
Frameworks

01 LAND USE and BUILT FORM

02 PUBLIC REALM

03 ACCESS and MOBILITY

02 Development Concepts



03 Emerging Concept

Workshop participants were asked to share their views on the land use/built form, public realm and access/mobility of this Emerging Concept.



Plan View

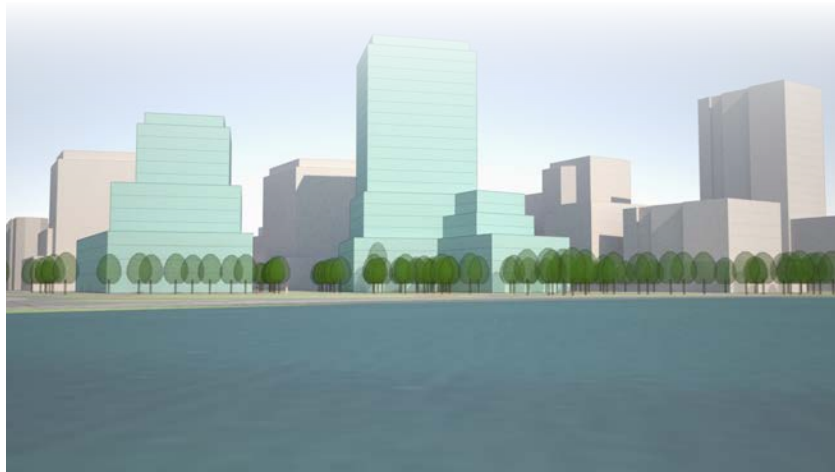


Height and Massing

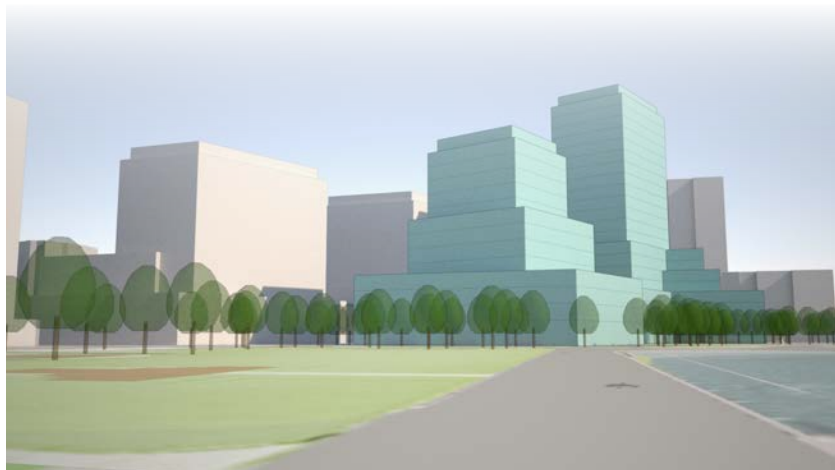
03 Emerging Concept

Height and Massing - Views

View from
the Lake



View from
Gazebo Area



View from north
end of Pier



03 Emerging Concept



LAND USE and BUILT FORM



COMMENTS

- Both buildings too high
- West (building) 14-storeys; East (building) 9-storeys
- Same height as Bridgewater

- We like Concept 2!!

- Buildings too high!!!
 - » Current zoning is still applicable as far as height
 - » We already getting a landmark building – Bridgewater!
 - » The footprint for podium is too big if its 4-storeys (half current waterfront hotel)
- Go speak directly to the
 - » people – the Mayor’s concepts are to be followed
 - » Surveys to follow
- Remove west building
- (East Building only) Less than 16-storeys

- Cut the height
- 14-storeys and 8-storeys, on a 2 to 3-storey podium
- **Views:** there were no views presented from Pine Street down Elizabeth, John and Brant Streets. These will be visual tunnels.
- **Note:** given the angled orientation of the buildings, John Street view will be very narrow (from Pine Street, the views will be 2 to 4 degrees of arc).
- The number of units should be dictated by fewer but larger (i.e. Higher valued condos)

03 Emerging Concept



LAND USE and BUILT FORM

- The sad truth is that development on this property compromises the potential of Burlington to preserve the lakefront... something that Toronto regrets. Vancouver, with Stanley Park et al., should be the ideal

- Stick to heights in Concept 1
- Prefer some curves of public spaces where meets building

- This is Burlington's opportunity to attract 'Point of Destination' activities; City should define these and then insist the developer provide
- Presentation moved far too quickly – need more time to absorb; possibly preview and send in questions before the meeting

- Landmark building can be architecturally attractive vs. tall! Or glass & steel
- Actually, prefer Concept 3 with shorter buildings – 14-storeys vs. 40-storeys

- Keep to 8-storeys and 15-storeys high, definitely no higher than the buildings to the east and no more than a total of 28 as in concept published in the Burlington Post for the first concept
- Move west building east, or eliminate it
- No higher than 22-storeys as the highest at Bridgewater but hopefully no higher than 15-storeys
- Two buildings of iconic architectural design
- Heights to (be) determined, keeping the economics of feasibility in mind

- We do not agree with Preferred Concept 1
- We prefer Original Concept 2! Lower heights (i.e. 14-storeys and 25-storeys) – eliminate west building
 - » **Reasons:** Green space with public access, window from Brant Street completely 'open to the pier' and driveway via Elizabeth Street with three lanes

- Underground parking:
 - » How many levels?
 - » How much public parking?
- Need parkland – one building only!

- Band shell – restaurants facing water
- Height is not the issue – design well to avoid over-massing

- Too high for northwest corner building!
- Should be maximum of 8-storeys at highest
- Danger for pedestrians + emergency services + traffic
- Height must be in northeast building to maximum 20-storeys
- Commercial space will not be used? 4-storeys is too much
- No access from Brant for vehicles – major problem for emergency buildings
- Must not put building on northwest corner; all buildings must be on east side only
- Northwest corner must be green space
- Remove or move northeast building to southwest corner
- Give (east) building more staggered height (4 to 8-storeys, 6 to 10-storeys, 8 to 14-storeys and 20 to 25-storeys)
- Consider all future developments in consideration of 'heights' of these 2 buildings (north side of Lakeshore)

03 Emerging Concept



LAND USE and BUILT FORM

- Retail – How will businesses do?
- Want the hotel in the development
- Prefer tall buildings at GO Stations
- 14 to 18-storeys.....pick 14
- 20 to 25-storeys.....pick 20
- Concern about winter wind
- New book store; more variety of stores

- Will a noise study be done to ensure that noise created by the buildings does not exceed by-laws
- Suggest maximum 15-storey building at the east side only; two 15-storey buildings extending to water and east, allows more green space on west! Or (one) 30-storey building and eliminate the west building
- Has a noise study been done for Lakeshore effect?
- We have already studied and voted for 15-storey buildings on the north side of Lakeshore, up Brant Street to Ghent..... why not maximize these buildings on south Lakeshore!
- Take out middle green and move west building eastward towards east building equals green at Brant entrance
- We need to know the plan proposal and study for old Lakeshore Road...How is it compatible?

- This building height looks good (precedent image #8 which shows approximately 8-storeys
- (East building) too tall

- Height of buildings outrageous
- There is no community benefit to this concentration of development
- Stepping the buildings has no benefit in this design as it makes the building footprint larger
- Should be one building
- Are you doing wind studies at the higher elevations of the current approved buildings?
- This property should be part of the park
- Drop west building completely
- When Pine and Pearl was finished, doors were getting blown off businesses on Pine
- Pine and Pearl seniors have front door issues on high wind days

- Keep height to minimum (i.e. 14-storeys building 1 (west); 20-storeys building 2 (east))
- Concerned about traffic issues but like Elizabeth Street as access point

- Like precedent images #1 to #11, but do not like the appearance of #2 – should be more attractive

- Wasted opportunity by compromising western site – against Mayor’s inspired concept of ‘getting more park for the people’
- Must do everything to save open view of water and Spencer Park
- Height is irrelevant after first few floors; important is design of podium and street level use / contact with people
- Design at lower level must maintain and be sensitive to Burlington’s existing character
- Of course, must have high design quality ‘Iconic Architectural Solution’ that is Burlington’s CN Tower

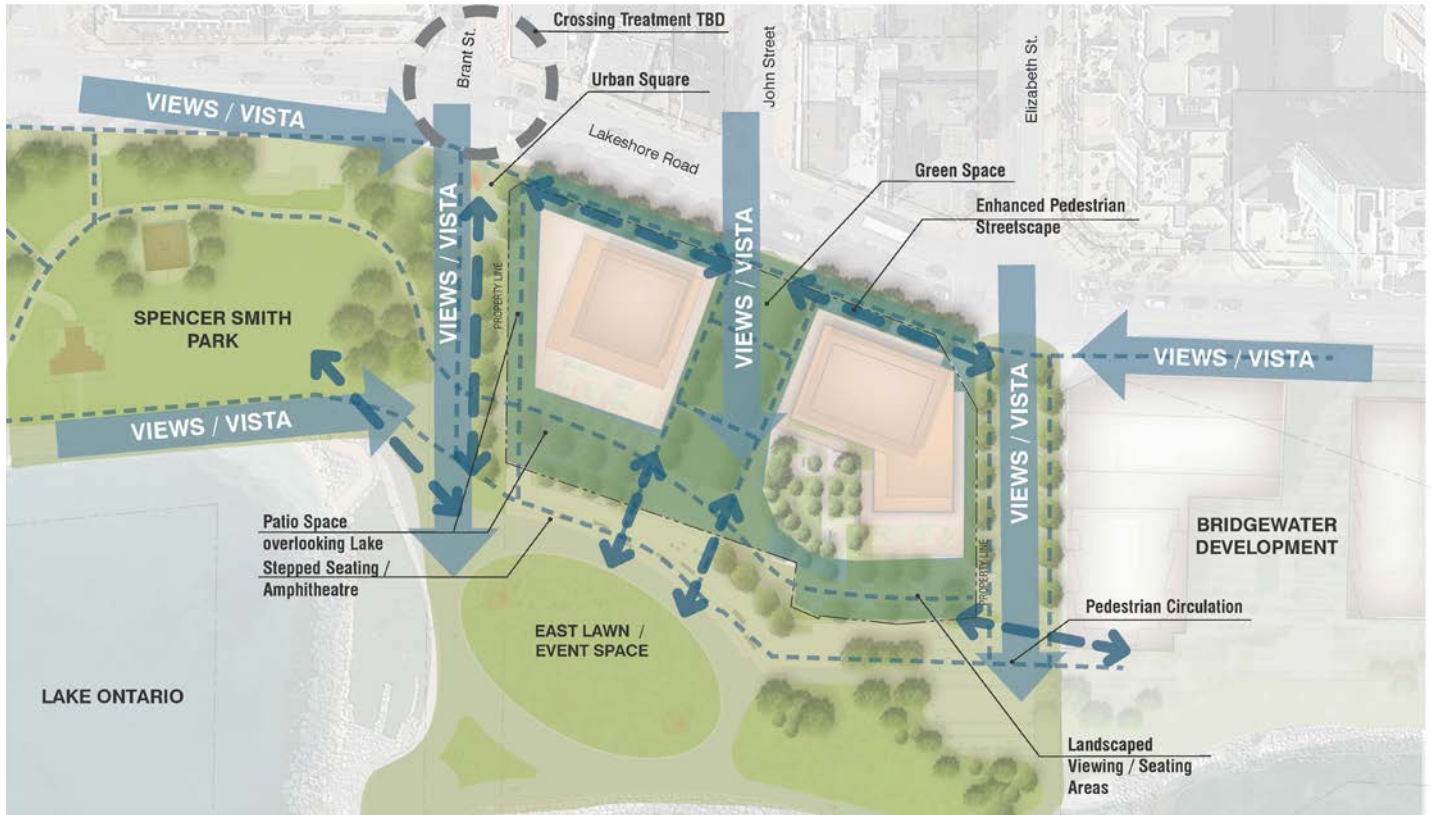
COMMON THEMES

- **Buildings are too tall**
 - » Prefer 8 and 14, but up to 22 (no higher than Bridgewater)
- **Maintain the downtown character**
 - » Design of the Podium / Building at street level should be 2-3 storeys but not all retail
- **Landmark/Iconic building is desirable but not tied to height (design related)**

03 Emerging Concept



PUBLIC REALM



COMMENTS

- Excellent

- **Appreciate** public realm emphasis
- View down John Street is over valued

- **Issue:** Do not need another landmark building

- Have permanent features like concrete checkers tables and seats
- Conference centre in one of buildings
- 'Granville Market' type interior space
- Sun on sidewalks for pedestrian experience, particularly key for café patios

- Love the concept of open space....
- Please make all pedestrian areas as green as possible – permeable surfaces/paving – no asphalt!!!
- Widen Elizabeth to 3 lanes

- Sewage, water and electrical?
- Transit?

- Don't compromise the green space

03 Emerging Concept



PUBLIC REALM

- Love the water feature, precedent image #11 (at traffic bulb); water cheers everyone up
- Like the central green spine
- Precedent #2 needs to be more appealing (this looks junky)
- Proper bandshell in the park
- More than walking in the park
- Like precedent #10 – design on pavement – it is a pedestrian promenade
- Games on tables in the park

- Current condos lose their views
- It's going to be a nightmare area for pedestrians/residents with all this traffic
- This will keep people away from the area
- How can this added building benefit the greenspace? There is barely enough room now for festivals
- Not enough usable space
- It will not be walkable; people will not head to this location to shop
- Pollution plus from car fumes on Lakeshore (effects current residents)

- Love the pictures of parks and flowers
- Why are we building a wall like Liberty Village? We have this already! (referring to precedent image #9)

- All good ideas
- Many good examples to follow today

COMMON THEMES

- **Need more green space and views to the water**
 - » **Move or eliminate the west building**
- **Support more activities in the park**

03 Emerging Concept



ACCESS and MOBILITY



COMMENTS

- Elizabeth Street can't handle traffic of Bridgewater and waterfront
- Two Molinero projects need to be considered (north side of Lakeshore Road)

- Too much traffic – Bridgewater not even built up yet
- What about all of those cars/people?
- Little short Elizabeth Street cannot handle all the cars and trucks!! Be Reasonable!!

- Traffic studies must include all the new buildings being planned to the north
- **Traffic:** Already paralyzed
- For light at Lakeshore and Brant, make it scramble cross
- Need surface spaces for taxis, couriers, emergency vehicles and drivers to drop off at buildings

- Need for (more) public parking
- Concern regarding (more) traffic volume on Lakeshore/QEW to Guelph Line with no ability to add additional traffic lanes
- Grid-lock on Lakeshore Road eastbound to Downtown core will very likely result in cut-through traffic issues (eg. Smith Road)
- Concept should include bike parking/lock-up areas

03 Emerging Concept



ACCESS and MOBILITY

- Traffic flows, particularly emergency access during high traffic flow periods
- Volume of service vehicles
- **Question:** Do the planning processes reflect the issues of the long-term City view with the added towers that are being envisaged? (at least 6 added towers)

- Design for the future – better transit – fewer cars!
- Better pedestrian crossing across Lakeshore with multiple access points
- Median extension from Brant to Elizabeth

- Where do people from the building on the west find the taxi they have ordered?
- Where do ambulances pick up sick people? (from the west building)
- Bicycle racks?

- Consider making John Street, Elizabeth Street and Pine Street one-way
- Improve traffic flow (2 lanes) and allow parking on street
- Important to give consideration for access for service vehicles

- Where is access for west building (residents as well as commercial vehicle)

- Is this where the trucks turn? The hub? (referring to precedent image #11)

- How is traffic going to move anywhere?
- The whole core will be at a standstill
- This traffic cannot be handled here
- Construction for another five years straight in the downtown is unacceptable
- This size of building belongs on a main artery not (on) two lane roads
- Lakeshore should not be bumper to bumper all day long

- Most important access must be on Elizabeth Street
- May need access for emergencies from underground car parking, which can occupy whole site
- May require small access off Lakeshore Road to accommodate VIP arrivals for ceremonial or special occasions. This will be Burlington's prime hotel

COMMON THEMES

- **There should be more than one access to development (including emergency, loading, drop-off/pick-up access)**
- **Concern/need for pedestrian/bicycle safety and amenities**

04 Community Workshop Presentation

Workshop 3

City of Burlington
Waterfront Hotel Planning Study
September 14, 2017



The Planning Partnership



The Waterfront Hotel Planning Study

01

The Brant & Lakeshore Planning Study will establish a **Strategic Framework** to guide development on the site



02

Develop and assess **Preliminary Redevelopment Concepts** along with any formal development applications submitted on behalf of the property owner

The redevelopment of this site must meet the City's urban design and growth management goals, as well as enhance the adjacent public space and waterfront.

03

Prepare an **Official Plan Amendment and Zoning By-law Amendment**

The Waterfront Hotel Site



Today's Workshop

- vision, principles and context
- outcome of the design day
- three concepts used for the public survey
- inputs to the evaluation
- emerging preferred concept

Vision Statement

The Waterfront Hotel site is envisioned to be a landmark within Burlington's downtown core area and a major gateway to the Lake Ontario waterfront. It will be developed as a welcoming, vibrant destination where residents and visitors may experience the best aspects of Burlington.



Design Principles



1 Land Use and Built Form

- A concentration, mix and intensity of uses will contribute to a vital and vibrant downtown
- High density development will support public transit



2 Public Realm

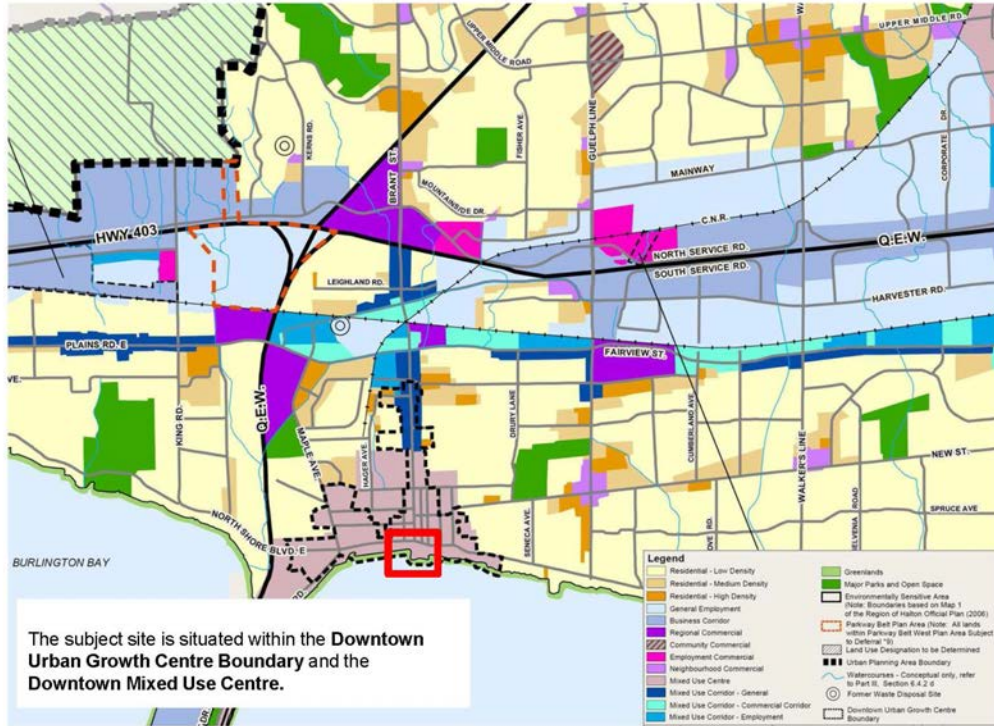
- High-quality, pedestrian-oriented streets and open spaces will support walkability and access to transit
- Grade related uses will activate and animate public streets/spaces
- Access and connections to the lake will enhance community life
- Integrating heritage into the fabric of development will enrich the character and relevance of the community



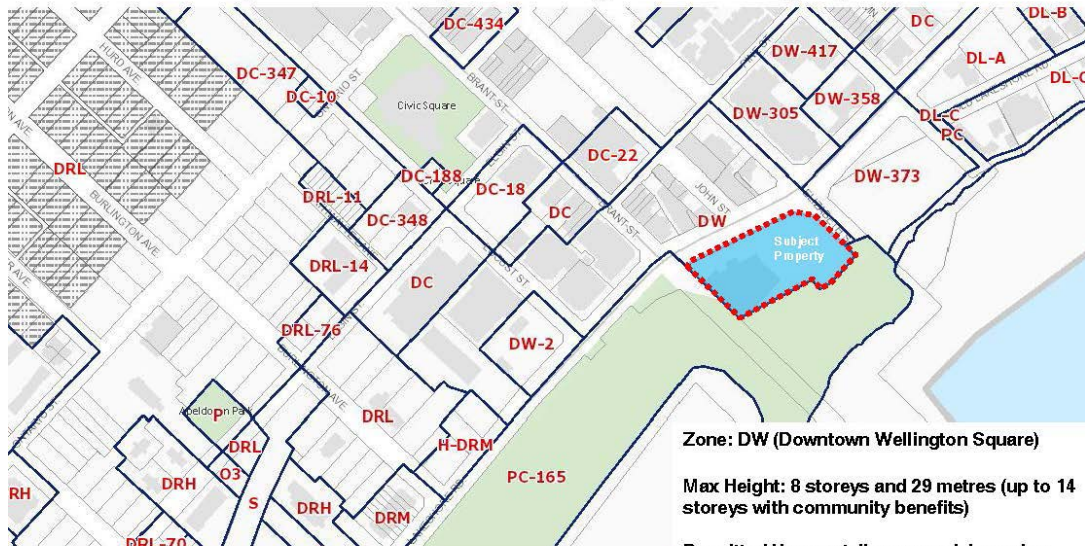
3 Mobility and Access

- Pedestrian-scaled, small blocks will enhance connectivity
- Well-designed streets accommodate all modes of travel
- Loading and servicing will be provided in a way that does not detract from the quality of the pedestrian realm
- Priority will be given to walking, cycling and transit use on site
- The Waterfront Trail will be enhanced

The Official Plan already permits redevelopment on the site - Municipal Official Plan



The site is currently zoned for buildings up to 8 storeys Burlington Zoning By-law



1. Redevelopment must meet the City's urban design and growth management goals
2. The study will result in an Official Plan Amendment and Zoning By-law Amendment

*the ground floor of any building within 15m of a public street shall be used only for retail or service






Framework 1: Land Use and Built Form Context



-  Downtown Urban Growth Centre to accommodate a minimum of 200 People & Jobs/Ha
-  Retail / service commercial uses required continuously at grade along public streets
-  Mixed Use Precinct will contain:
 -  Commercial
 -  High-density residential / Mixed-use buildings
 -  Cultural uses
 -  Recreation and hospitality uses
 -  Entertainment uses
 -  Community facilities


Framework 2: Public Realm Context





-  Recognize Brant/Lakeshore intersection as an important gateway to the Downtown, the waterfront and the Waterfront Trail
-  Preserve/enhance views and vistas
-  Enhance permeability and connections to the Downtown and transit
-  Design pedestrian-oriented streets/spaces
-  Provide transition to adjacent sites
-  Address interface with the 'East Lawn' and 'Gazebo Area'

Framework 3: **Mobility and Access Context**



 Provide connections among the mobility hub area, City Hall plaza and Spencer Smith Park. (i.e. enhanced boulevards, cycling connections, multi-use trails, mid-block connections and pedestrian pathways)

 Promote Brant Street as the primary connection between the Burlington GO Mobility Hub and the waterfront).

 No surface parking permitted except for loading and emergency vehicles

 On-site parking not required for non-residential uses

Today's Workshop

- vision, principles and context
- **outcome of the design day**
- three concepts used for the public survey
- inputs to the evaluation
- emerging preferred concept

Workshop 1 & 2:

vision, principles, exploration of options, visual preference survey

Two design sessions each with four design leads and four design groups



Parameters for each Exploration to ensure variables are considered

| | Exploration 1 | Exploration 2 | Exploration 3 | Exploration 4 |
|-----------------------|--|---|--|--|
| Land Use / Built Form | (2) 8-14 Storey Mixed-Use Buildings: <ul style="list-style-type: none"> Residential, Commercial | (2) 12-20 Storey Mixed-Use Buildings: <ul style="list-style-type: none"> Residential with Commercial at grade Underground Parking | (2) 20-30 Storey Mixed Use Buildings: <ul style="list-style-type: none"> Residential, Commercial and Hotel/Convention Centre | (1) 30-40 Storey Mixed Use Building: <ul style="list-style-type: none"> Residential, Commercial and Hotel/Convention Centre |
| Public Realm | Central Open Space | East Open Space, adjacent to Bridgewater development | West Open Space, adjacent to Spencer Smith Park | West Open Space, adjacent to Spencer Smith Park |
| Mobility / Access | Maintain existing Brant Street driveway access Underground Parking access from Lakeshore | Maintain existing Brant Street driveway access Underground Parking access from Lakeshore | Remove Brant Street driveway access Narrow Lakeshore Road at Brant Street Underground Parking access from Elizabeth Street extension | Remove Brant Street driveway access Narrow Lakeshore Road at Brant Street Underground Parking access from Elizabeth Street extension |

Exploration 1



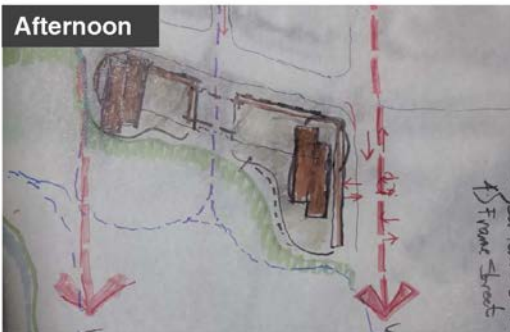
Exploration 2



Exploration 3



Exploration 4



Results of Visual Preference Survey: **Built Form / Land Use**

Preferred images for 'High-Rise Building'



Preferred images for 'Mid-Rise Building'



Results of Visual Preference Survey: **Public Realm**

Preferred images for 'Waterfront Amenities'



Preferred images for 'Urban Space'



Results of Visual Preference Survey: **Circulation**

Preferred images for 'Shared Streets' / Streetscaping



Today's Workshop

- vision, principles and context
- outcome of the design day
- **three concepts used for the public survey**
- inputs to the evaluation
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From Explorations to Options

8 Initial Explorations

Most of the Explorations followed **prescribed design parameters**; however, others moved away from them due to participants' input and the progression of ideas and conversations as the process unfolded

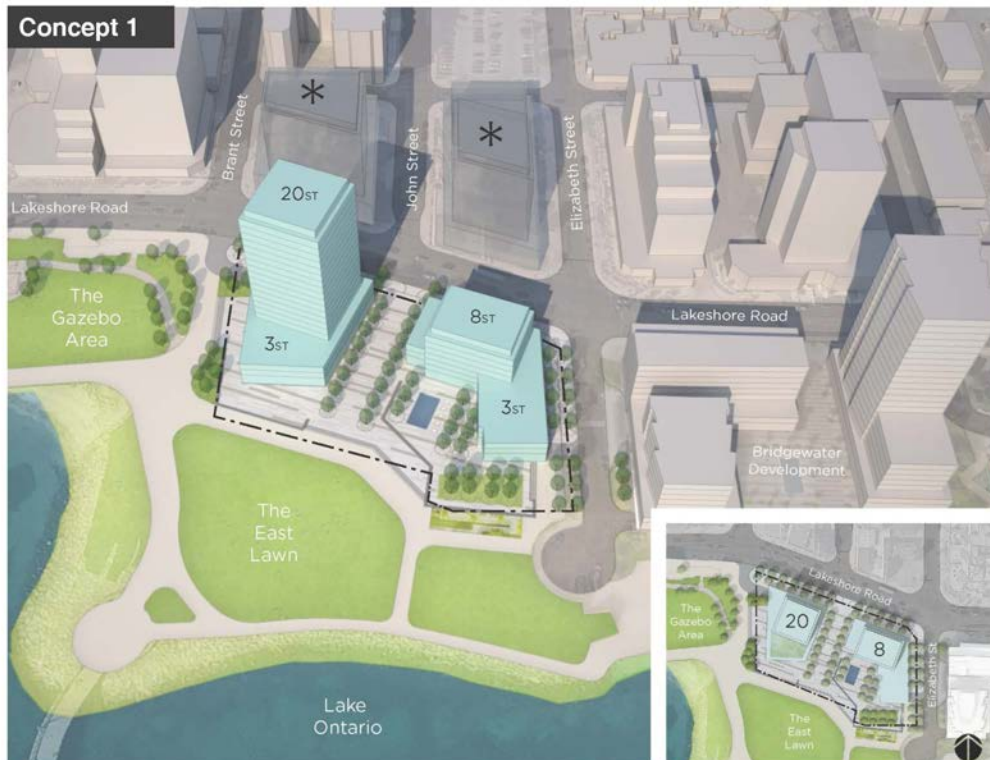
Input from the design workshop assisted the project team in preparing **three preliminary Concepts**. The Concepts represent and combine the workshop explorations and take into consideration the broader community objectives for placemaking and creating a walkable, transit supportive, and vibrant downtown

3 Concepts

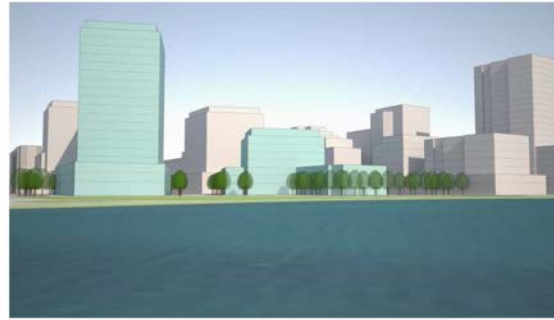
Concept 1 merges **Exploration 1 and 2**, which share similar design parameters

Concept 2 represents **Exploration 3**, originally intended to contain two buildings and an open space located at the west. Initial explorations for this option led to a preference for one building and a significant open space adjacent to the waterfront park

Concept 3 represents **Exploration 4**, illustrating the tallest building



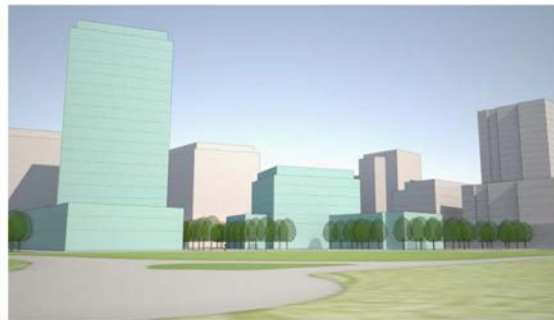
Concept 1



View of skyline from the Lake

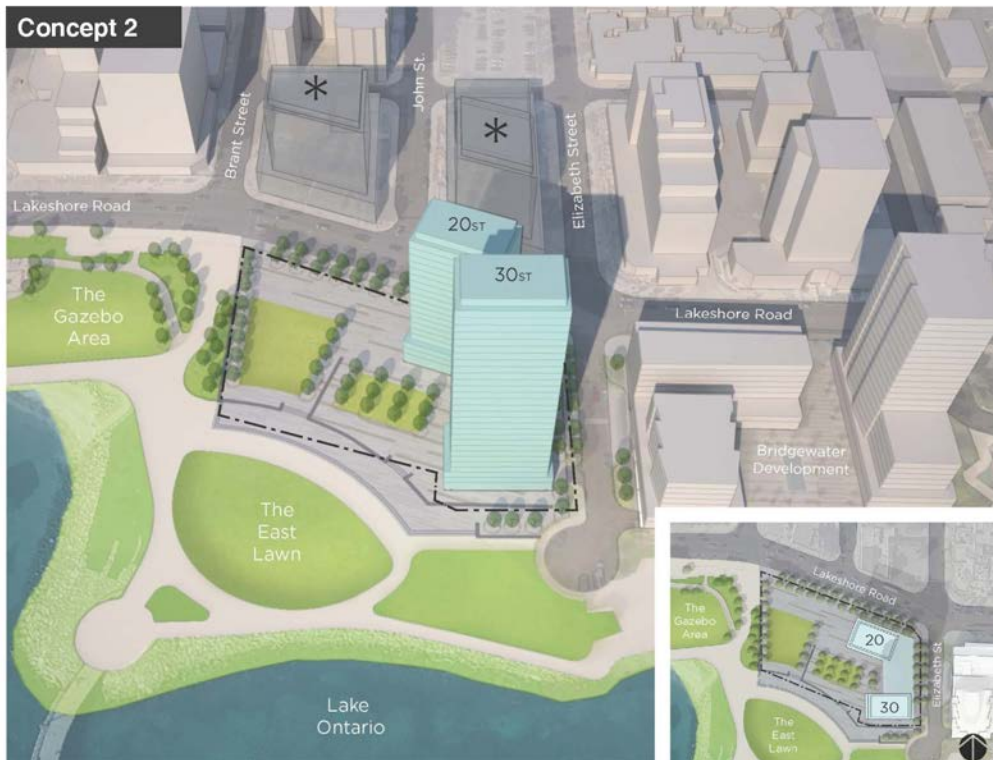


View from Gazebo Area

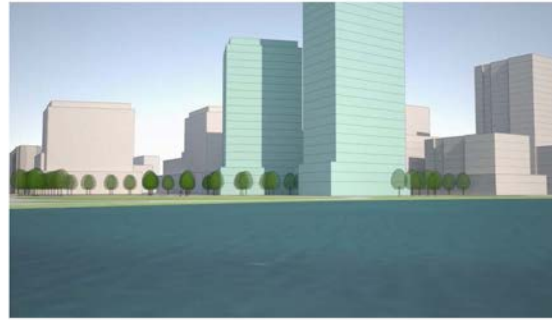


View from north end of Pier

Concept 2



Concept 2



View of skyline from the Lake

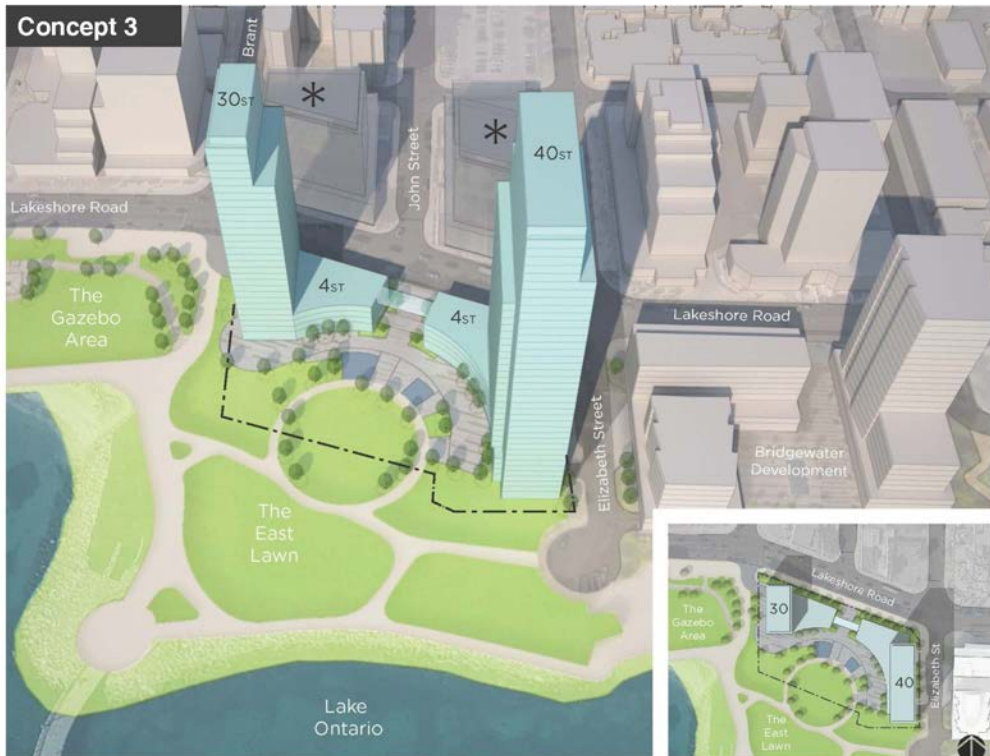


View from Gazebo Area

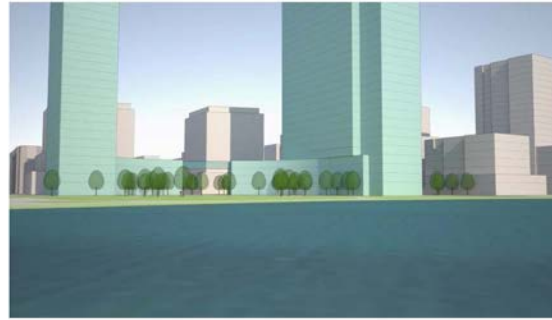


View from north end of Pier

Concept 3



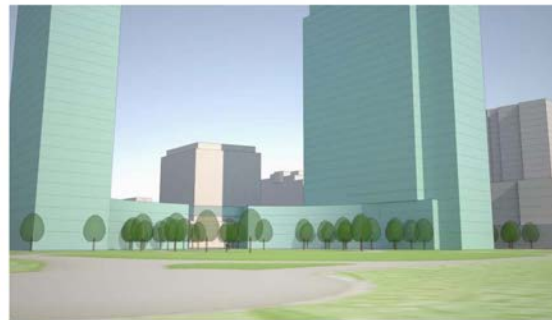
Concept 3



View of skyline from the Lake



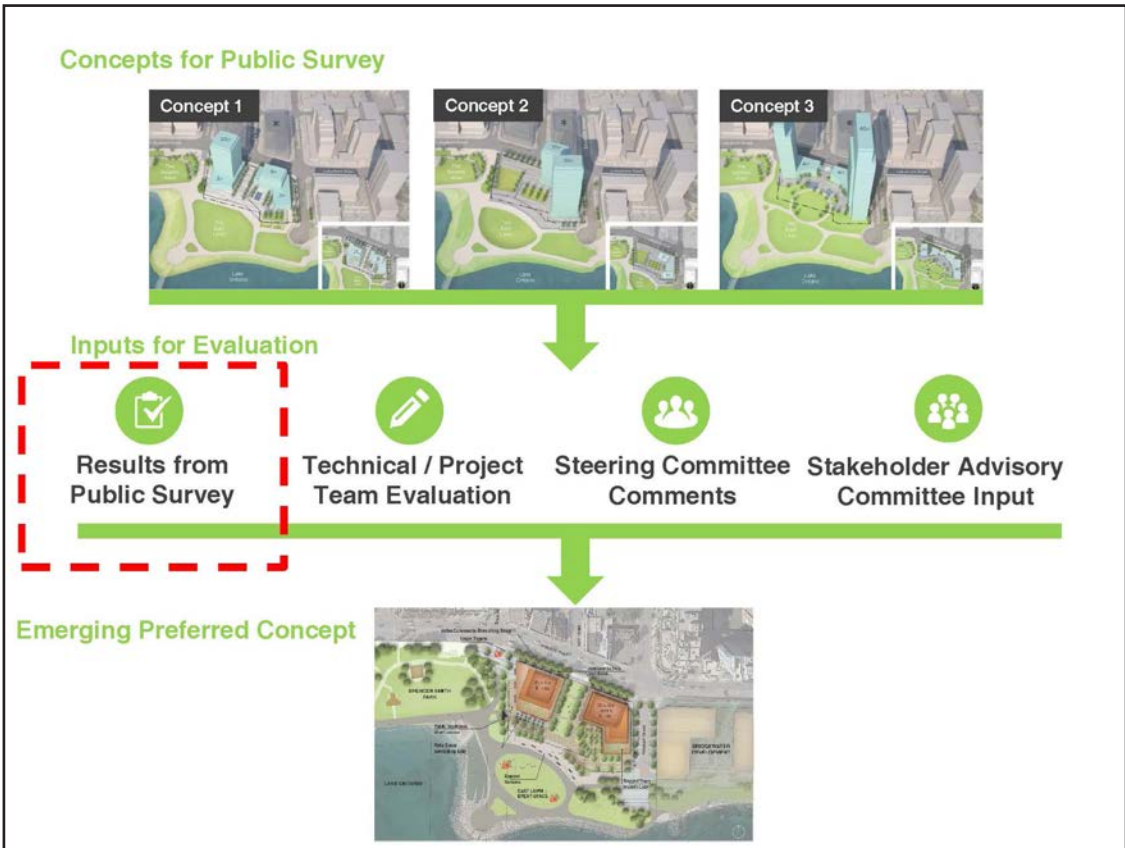
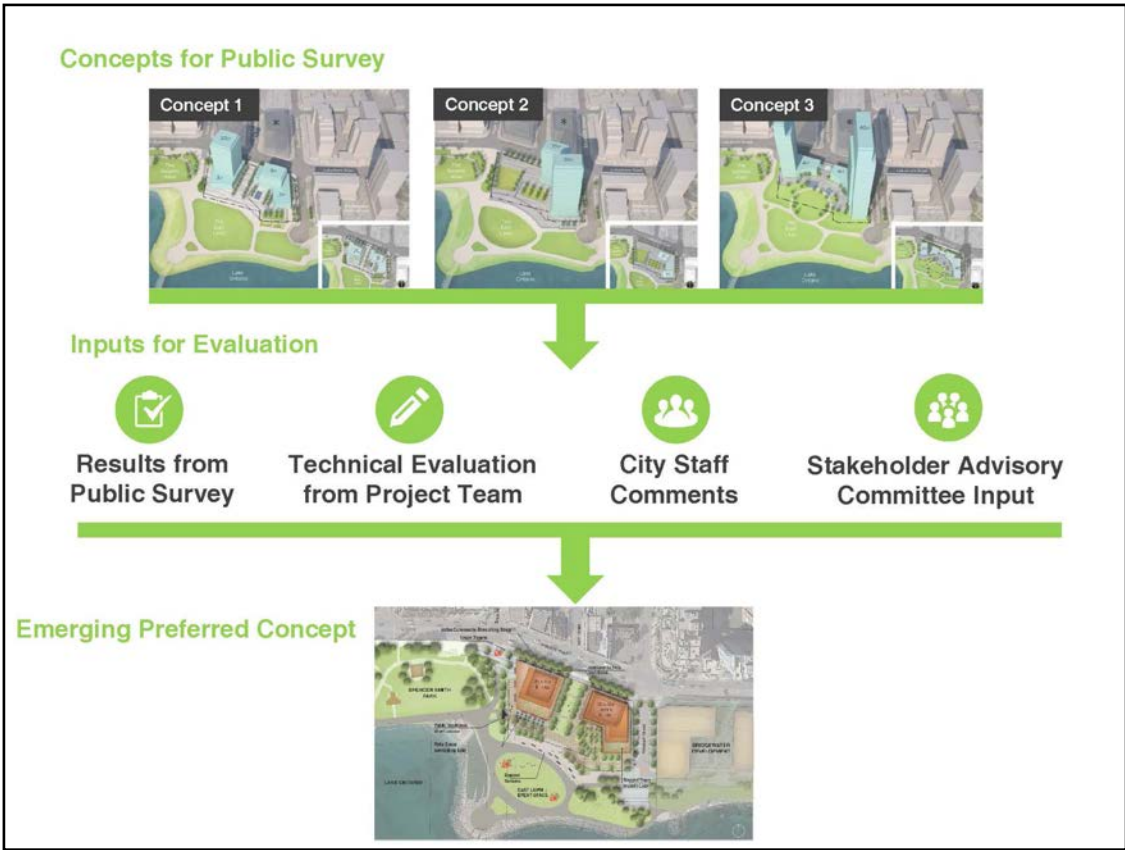
View from Gazebo Area



View from north end of Pier

Today's Workshop

- vision, principles and context
- outcome of the design day
- three concepts used for the public survey
- **inputs to the evaluation**
- emerging preferred concept



Public Input - Online Survey

Distribution

Online survey through City of Burlington's website

Submission Period

August 17 - September 7, 2017

Response

919 respondents

Opinion Based Survey

- Findings of this survey are qualitative
- Findings provided are from an opinion based survey
- Information collected from this survey is an additional opportunity to provide input
- Survey has no statistical significance due to sample size

Results of Public Survey

Concept 1



| Elements of Concept 1 | I like it | It's ok | I don't like it |
|---|-----------|---------|-----------------|
| Location of buildings and the open space they create at the bottom of John Street | 339 | 326 | 245 |
| Height of buildings | 267 | 292 | 352 |
| The central location of the open, public space at the top of the East Lawn | 465 | 277 | 164 |
| Open, public space along Elizabeth Street | 510 | 270 | 125 |
| Driveway access from Brant Street | 282 | 266 | 343 |
| Access to underground parking from Elizabeth Street | 560 | 235 | 108 |
| Access to underground parking from Lakeshore Road | 284 | 237 | 386 |

Results of Public Survey

Concept 2



| Elements of Concept 2 | I like it | It's ok | I don't like it |
|---|------------|---------|-----------------|
| The location of the buildings at the corner of Lakeshore Road and Elizabeth Street | 321 | 213 | 375 |
| Height of buildings | 63 | 155 | 691 |
| The way the buildings step down in height, e.g. 20 storey building closer to Lakeshore Road | 145 | 279 | 475 |
| The addition of open, public space at the bottom of Brant Street | 542 | 208 | 158 |
| No driveway access from Brant Street | 403 | 247 | 259 |
| Access to underground parking from Elizabeth Street | 488 | 252 | 167 |

Results of Public Survey

Concept 3



| Elements of Concept 3 | I like it | It's ok | I don't like it |
|--|------------|---------|-----------------|
| The location of the buildings at the corner of Brant Street and Lakeshore Road and Elizabeth Street and Lakeshore Road | 154 | 111 | 650 |
| Height of buildings | 61 | 41 | 813 |
| A four storey building base connected by a bridge at the bottom of John Street | 180 | 229 | 505 |
| Open space along the south end of the buildings, facing the lake | 409 | 204 | 306 |
| Driveway access from Brant Street | 175 | 222 | 515 |
| Access to underground parking from Elizabeth Street | 428 | 226 | 256 |

Themes From Public Survey Comments **Concept 1**



View Corridors

- John Street corridor partially blocked
- Views from existing condos are being blocked
- The view corridors are largely being maintained



Height and Density

- Height limits on the waterfront (maximum 6 to 16 storeys)
- Appropriate scale for the area without cutting off the waterfront
- Need further shadow studies to understand impacts
- Development does not make efficient use of the site
- Concern about the market's ability to absorb residential and commercial units
- Concern with precedent being set by allowing so much height and density

Themes From Public Survey Comments **Concept 1**



Site Design

- Support for the building layout but with the buildings flipped (lots of support for this)
- Preference for Option 2 layout but with Option 1 heights (lots of support for this)
- Poorly fits into area, lack of clarity - what is public space?
- Concern that building layout blocks view of parkland and public access
- Support for open access between the buildings and to the waterfront
- Development has too large a footprint – should limit to one (taller) building



Traffic

- The development will worsen already heavy traffic in this congested area
- Concerns with underground parking entrances, support for Elizabeth Street access
- Concern that parking will be an issue (need to include publicly-accessible parking)
- Carefully manage existing and future traffic with respect to vehicle, pedestrian and cyclist traffic, especially around Brant Street and Lakeshore.

Themes From Public Survey Comments **Concept 1**



Green Space

- City should buy the property so entire site can be greenspace for future generations
- The design should have more greenspace to the west (similar to Option 2)
- Concern about the green space between the buildings being concrete
- Consider interesting uses for greenspaces (amphitheatre, gardens, a fountain etc.)
- Need for green/public space along Elizabeth Street



Interest

- The design of the new development must be interesting and of high architectural quality – iconic building design.
- Looking forward to opportunities for entertainment/commercial uses with waterfront views – the courtyard should be a vibrant public area
- Need to ensure that the building frontages along Lakeshore are animated and have high quality streetscaping (more than underground parking ramps), support for the podiums which closely face the road.
- Need to put more focus on preserving Burlington's character and charm

Themes From Public Survey Comments **Concept 2**



View Corridors

- Effectively preserves views along Brant and Lakeshore and creates a strong welcome to the waterfront.
- Blocks the view from several existing development



Height and Density

- Buildings are much too high – preference for the heights of Option 1, or lower.
- The buildings require significant terracing/setbacks to better relate to the waterfront, public space and the street.
- The buildings should build up from the lake, with the shorter building closer to the water – otherwise the lower building's views will be cut off and the taller building will tower over the water.
- Concern about the creation of a wind tunnel and the potential shadow impacts

Themes From Public Survey Comments **Concept 2**



Site Design

- The layout is well planned to build on the existing park and create a strong waterfront presence at the base of Brant – however, heights are too great.
- Would prefer just one tower.
- Buildings look crowded in the one end of the site and gives the site a sense of being off-balanced.
- Concern that the layout, in conjunction with the Bridgeport development, will cause Elizabeth to become canyon-like.



Traffic

- There will be too much congestion on Elizabeth Street, considering both the Bridgewater development and that this proposed development's only access is here.
- Driveway access is appropriate on Elizabeth
- Concern with increasing congestion in an already high traffic area
- Views both that the Brant driveway was an important access and that its closure creates a much safer pedestrian environment.

Themes From Public Survey Comments **Concept 2**



Green Space

- More park space is not necessarily always better when there is insufficient design/animation and is adjacent to towering buildings – risk of it becoming a sterile area.
- The buildings should be directly adjacent to soft-scaped parkland, not pavement
- Potentially too much parking, create a waste of space
- The entire site should be parkland.



Interest

- The design of the new development must be interesting and of high architectural quality – iconic building design.
- Need to put more focus on preserving Burlington's character and charm
- It is critical to accommodate vibrant ground floor retail uses – there are concerns about the poor frontage along Lakeshore.

Themes From Public Survey Comments **Concept 3**



View Corridors

- In general this concept, with large podiums and high towers does a poor job of protecting existing view corridors.



Height and Density

- The proposed towers are much too high and out of touch with its context.
- Significant terracing is needed to mitigate impacts and add interest.
- This concept pushes the boundaries for high in Burlington and make a very efficient use of space.
- Concern with significant shadow impacts.
- Too much height directly adjacent to parkland.

Themes From Public Survey Comments **Concept 3**



Site Design

- Minor layout revisions may reduce shadow impacts and widen views from Brant and John
- Support for the high quality design of the podium and its curved shape which fits its context on the water.
- Would like the layout if heights or towers were reduced to between 10-20 stores
- The design walls in the park form the downtown.
- Concern about the creation of a canyon along Elizabeth
- Mixed reaction to the inclusion of a bridge between the buildings.



Traffic

- Significant concern with introducing more traffic to a congested area.
- Increased traffic will make it more hazardous for pedestrians, especially around the Brant driveway
- This proposed development, with the Bridgeport development, will create significant congestion on Elizabeth

Themes From Public Survey Comments **Concept 3**



Green Space

- Design emphasizes the role of the building rather than the important green space
- This is the best designed green space of the three options.



Interest

- Appreciation for the bold design of this concept and anticipation for high quality architecture to make this an iconic landmark.
- Strong street edge along Lakeshore with significant opportunities for active uses such as cafes and retail.

Concepts for Public Survey



Inputs for Evaluation



Emerging Preferred Concept



Technical Evaluation - Public Realm: Shadow Impact

Concept 1

Concept 2

Concept 3



March 21 @ 10am



March 21 @ 2pm

Technical Evaluation - Public Realm: Shadow Impact

| | Concept 1 | Concept 2 | Concept 3 |
|--------------------|-----------|-----------|-----------|
| March 21, 10:00 am | ✓ | ✓ | X |
| March 21, 2:00 pm | ✓ | ✓✓ | X |

Technical Evaluation - Public Realm: Wind Impact

Existing Wind Condition



Estimated Wind Condition: Summer

Estimated Wind Condition: Winter

- Windy
- Moderate
- Calm

Technical Evaluation - Public Realm: Wind Impact

Estimated Wind Condition: Concept 1



Estimated Wind Condition: Summer

Estimated Wind Condition: Winter

- Windy
- Moderate
- Calm

Technical Evaluation - Public Realm: Wind Impact

Estimated Wind Condition: Concept 2



Estimated Wind Condition: Summer

Estimated Wind Condition: Winter

- Windy
- Moderate
- Calm

Technical Evaluation - Public Realm: Wind Impact

Estimated Wind Condition: Concept 3



Estimated Wind Condition: Summer

Estimated Wind Condition: Winter

- Windy
- Moderate
- Calm

Technical Evaluation - Public Realm: Wind Impact

| | Concept 1 | Concept 2 | Concept 3 |
|------------------------|-----------|-----------|-----------|
| Pedestrian Wind Impact | ✓✓ | ✓ | X |

Technical Evaluation – Access and Mobility

| Objectives | Concept 1 | Concept 2 | Concept 3 |
|---|-----------|-----------|-----------|
| Provide access to sidewalks and pedestrian/cycling system | ✓✓ | ✓✓ | ✓ ✓ |
| Provide two separate access points to underground garage | ✓✓✓ | ✓ | ✓ ✓ |
| Limit Brant Street Access to retail/support services | ✓✓ | N/A | ✓ ✓ |
| Provide emergency, garbage, utility, moving truck access | ✓✓ | ✓ | ✓ ✓ |
| Minimize pedestrian conflict | ✓✓ | ✓ | ✓ ✓ |
| | | | ✓ |

Direction: Option #1 achieves most of the objectives for Access and Mobility

Technical Evaluation – Serviceability

The servicing available or servicing updates required, are the same for all three options.

Based on preliminary sanitary sewer modelling:

-  Available **capacity in the downstream sanitary sewer system** is sufficient for development
-  The existing **Junction Street Sanitary Pumping Station (SPS)** has been identified by the Region for upgrades; the upgrade would be required to allow for the proposed development
-  **Water supply and pressure** will be sufficient

Project Team Evaluation - Land Use and Built Form

| Objectives | Concept 1 | Concept 2 | Concept 3 |
|--|-----------|-----------|-----------|
| Intensification Objectives Minimum 200 persons & jobs per hectare | ✓ ✓ | ✓ ✓ | ✓ ✓ |
| High-Rise Buildings with a Mix of Uses | ✓ ✓ | ✓ ✓ | ✓ ✓ |
| Views/Vistas to Lake | ✓ ✓ | ✓ ✓ | ✓ ✓ |
| Iconic / Landmark Building | ✓ ✓ | ✓ ✓ | ✓ ✓ |
| Stepped towards lake | ✓ ✓ | ✓ ✓ | ✓ ✓ |
| Stepped back from Brant Street View Corridor | ✓ ✓ | ✓ ✓ | ✓ |
| Lakeshore Road Edge reinforced | ✓ ✓ | ✓ | ✓ ✓ |
| Transition to surrounding context | ✓ ✓ | ✓ ✓ | ✓ |

Direction: **Option #1** achieves most of the objectives for Land Use

Project Team Evaluation – Public Realm

| Objectives | Concept 1 | Concept 2 | Concept 3 |
|---|-----------|-----------|-----------|
| Active / Grade related uses along streets | ✓✓ | ✓ | ✓✓ |
| Reinforce Lakeshore Road | ✓✓ | ✓✓ | ✓✓ |
| Enhanced Pedestrian streetscape | ✓✓ | ✓✓ | ✓✓ |
| Provide the most Open Space | ✓ | ✓✓ | ✓ |
| Create an open space focal point/Gateway at Brant/Lakeshore | ✓✓ | ✓✓ | ✓ |
| Create open space along Elizabeth Street | ✓✓ | ✓ | ✓ |
| Provide transition to Spencer Smith Park | ✓✓ | ✓✓ | ✓✓ |
| High degree of Pedestrian Access and Connectivity | ✓✓ | ✓✓ | ✓✓ |

Direction: **Option #1** achieves most of the objectives for Public Realm Development

Concepts for Public Survey



Inputs for Evaluation



Emerging Preferred Concept



Summary of comments from **Burlington City Staff**



LAND USE / BUILT FORM

- Include **public amenities** (e.g. washrooms) close to Spencer Smith Park
- **Heights shown in Concepts 1 and 2**, are consistent with existing and planned context
- Additional height may be appropriate where buildings can demonstrate:
 - **high-quality architecture and urban design**
 - an **iconic landmark building**
 - sustainable and **green building technologies**
 - **new public amenities** and/or spaces
- **Step back** buildings away from the water's edge
- Stagger buildings to a **create visually interesting** skyline
- **Concentrate the tallest building** element between the **John Street and Elizabeth Street** view corridors

Summary of Comments from **Burlington City Staff**



LAND USE / BUILT FORM

- **Foot print** and massing of building shown in **Concept 3 is too large**
- The location of buildings shown in Concepts 1 and 3, **frames the open space** and create a strong, consistent, and attractive edge along Lakeshore Road, while **protecting street end views**
- Locate and **orientate podiums and towers** to preserve and **enhancing public view corridors** to the Brant Street Pier and Lake Ontario
- **The bridge connecting podiums shown in Concept 3** would obstruct the John Street public view corridor

Summary of Comments from **Burlington City Staff**



PUBLIC REALM

- Prefer the size and locations of the **open space shown on Concepts 2 and 3**
- The **open space shown in Concept 3 is nicely framed by the base buildings**, well **integrated with the East Lawn**, and responds to the **shoreline**



MOBILITY / ACCESS

- **Consider limiting vehicular access to the site from Elizabeth Street**
- Consider removing vehicular **access from Lakeshore Road at the foot of Brant Street** to create a pedestrian-focused open space treatment
- Consider innovative design treatments to integrate the traffic bulb at the base of **Elizabeth Street as part of the park/waterfront amenities**

Options for Public Survey



Inputs for Evaluation



Results from
Public Survey



Technical Evaluation
from Project Team



City Staff
Comments



Stakeholder Advisory
Committee Input

Recommendation



Comments from Stakeholder Advisory Committee

Concept 1

- Like the **view corridor** to the lake from **John Street**
- Push **building height to the east**
- Nothing taller than **20 storeys**
- **Height** should be located **closest to Elizabeth Street**
- **Central square is useless** and cut off from the main park
- Prefer **access from Elizabeth Street**

Concept 2

- Like the bigger **public space on west side** of the site
- Like Brant Street **greenway/gateway**
- **20-30 storeys** is too tall

Concept 3

- **30-40 storeys** is too high
- Like the **symmetry** of this concept
- Like the **openness at John Street**
- Building heights **don't appear to be contextually appropriate**
- **Don't like access from Brant Street**

Today's Workshop

- vision, principles and context
- outcome of the design day
- three concepts used for the public survey
- inputs to the evaluation
- **emerging preferred concept**

Key Directions from all Evaluation Inputs



Height of buildings - 14 to 25 storeys stepped down to Spencer Smith Park and the Lake



Central open space at foot of John Street connecting through the site to the waterfront



Open space at Elizabeth Street



Gateway to the Lake at foot of Brant Street



Retail and amenity space along building facing Spencer Smith Park



Vehicle access from Elizabeth Street



Limited vehicle access from Lakeshore Road

Emerging Preferred Concept



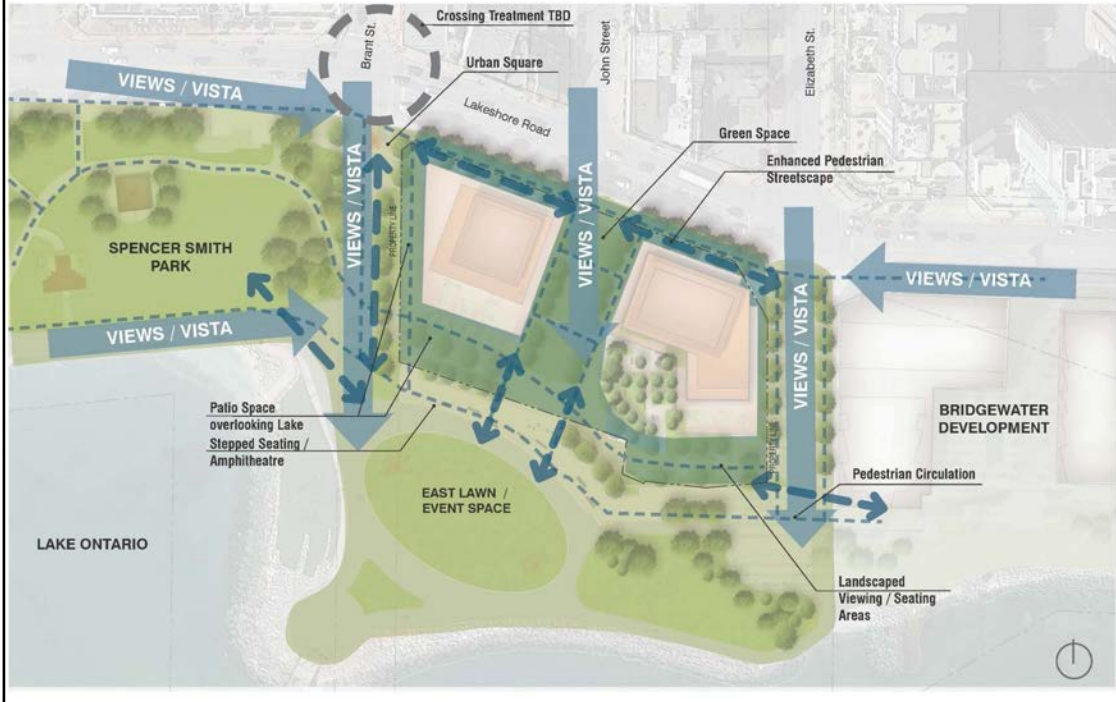
Emerging Preferred Concept – Land Use and Built Form



Emerging Preferred Concept – Land Use and Built Form



Emerging Preferred Concept – Public Realm



Emerging Preferred Concept – Lakeshore Road



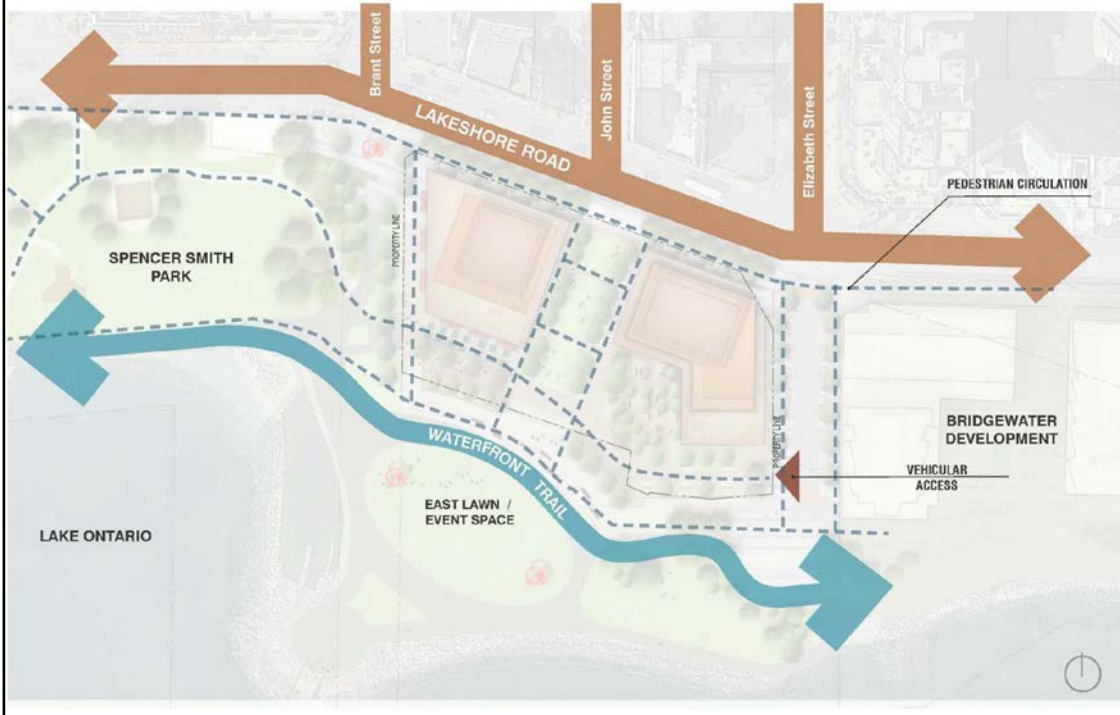
Emerging Preferred Concept – Open Space



Emerging Preferred Concept – Elizabeth Street



Emerging Preferred Concept – Access and Mobility



Emerging Preferred Concept

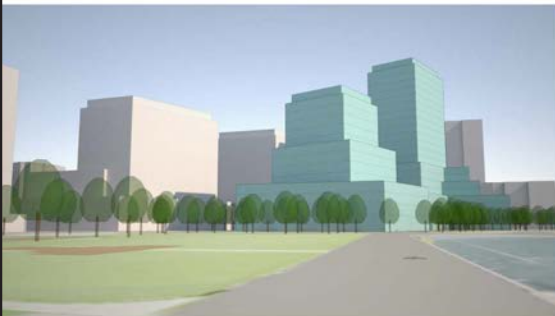


Emerging Preferred Concept



Emerging Preferred Concept

View of skyline from the Lake

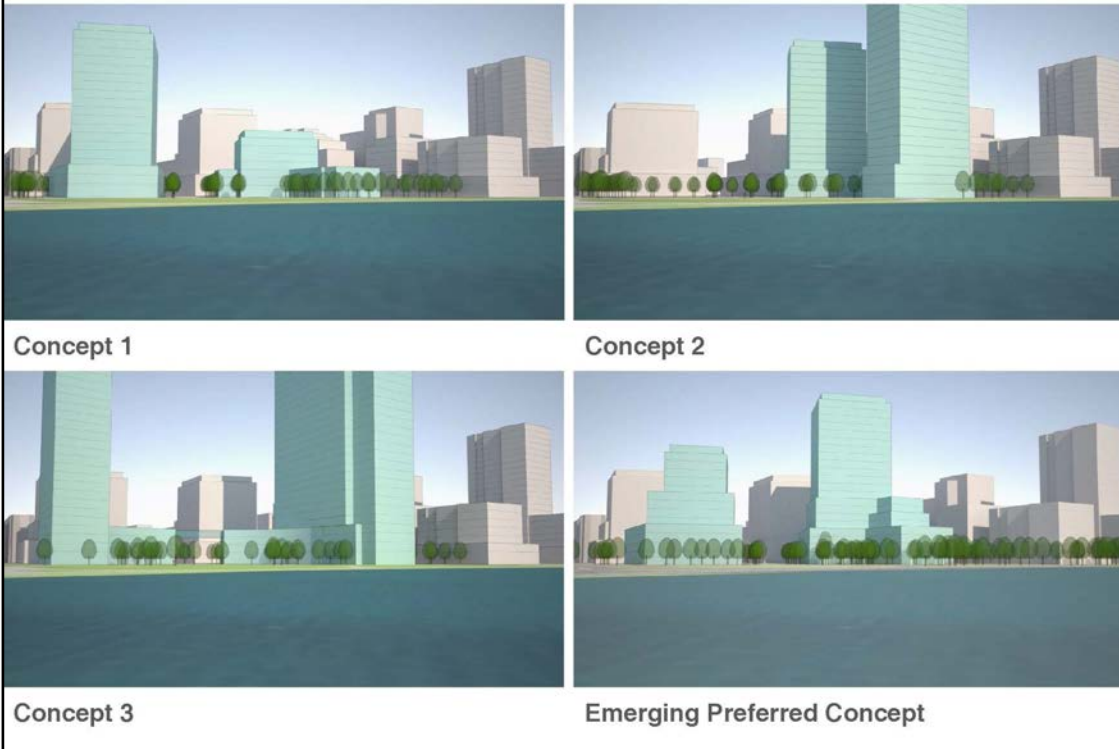


View from Gazebo Area



View from north end of Pier

Burlington Skyline – All Concepts



Next Steps

- **Collect** Comments / **Refine** Emerging Preferred Concept
- **Finalize** Preferred Concept
- **Draft** Final Report / Draft OPA



- Planning and Development Committee

Today's Workshop

- Please have a look at the emerging preferred concept
- Share your thoughts with respect to:
 - Land use and built form
 - Public realm
 - Circulation

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APPENDIX: DRAFT OFFICIAL PLAN AMENDMENT

**DRAFT OFFICIAL PLAN AMENDMENT
NO. X TO THE OFFICIAL PLAN
OF THE BURLINGTON PLANNING AREA**

CONSTITUTIONAL STATEMENT

The details of the Amendment, as contained in Part B of this text, constitute Amendment No. X to the Official Plan of the Burlington Planning Area, as amended.

PART A – PREAMBLE

1. PURPOSE OF THE AMENDMENT

The purpose of this Amendment is to implement the findings of the Waterfront Hotel Lands Planning Study.

2. SITE AND LOCATION

The policies apply to the lands municipally known as 2020 Lakeshore Road in the City of Burlington. The site is located at the southeast corner of Brant Street and Lakeshore Road in the Downtown Urban Centre.

3. BASIS

On February 23, 2015 Council approved the terms of reference for the Waterfront Hotel Lands Planning Study (herein referred to as the Waterfront Hotel Planning Study), which is a comprehensive land use and urban design study focused on the subject site and surrounding lands including Spencer Smith Park. The Waterfront Hotel Planning Study was publicly launched, beginning with a pair of visioning workshops, in May 2017.

The basis for the Waterfront Study has been included in the in-force Official Plan under Part III, Subsection 5.5.9.2. I), which states:

Notwithstanding the above policies, the lands along the Lake Ontario shoreline, at the foot of Brant Street, (known as the Travelodge lands), represent a significant opportunity for mixed use development linking the Downtown with the waterfront. Any further development on these lands shall provide a high quality of urban design reflecting the landmark nature of this site and shall be contingent upon the completion of a master plan to the satisfaction of City Council. This master plan shall address the integration of these lands with the publicly owned lands to the south and west and the private development to the east, and shall address other matters such as preservation of lake views and enhancements to the public realm.

This Draft Official Plan Amendment (Draft OPA) was informed by a development concept as outlined, and referred to as the Preferred Concept (2022) in the Waterfront Hotel Planning Justification Report. The findings of this Study, which are implemented by this Draft OPA, satisfies requirements of Part III, Subsection 5.5.9.2. I) of the in-force Official Plan. The development concept was informed by years of

public engagement between 2017 and 2022. It was also informed by, is consistent with, and conforms to the following:

- *Planning Act* (2020)
- Provincial Policy Statement (2020)
- Growth Plan for the Greater Golden Horseshoe (2019)
- City of Burlington New Official Plan (2020)
- City of Burlington In-Force Official Plan (1997)
- City of Burlington Zoning By-law (2020)

In addition to the above statutory documents under the *Planning Act*, the Draft OPA considers the applicable urban design and sustainable design guidelines.

The Draft OPA was informed through the preparation of technical studies and assessments to support the findings of the Waterfront Hotel Planning Study. These studies include:

- Functional Servicing Study
- Traffic Study
- Wind Study

The supporting studies confirm that the Draft OPA, as informed by the development concept, is technically feasible from a servicing, traffic, and wind perspective. The development concept will also require a rezoning application for further implementation. Additional and/or updated technical studies in support of the future rezoning process will further implement this Draft OPA.

The Draft OPA will provide a framework for the delivery of a vibrant mix of uses that will reinforce and support the continuing evolution of the Downtown. The Draft OPA has regard for matters of Provincial Interest, policy and legislation and have been designed with consideration for the intent of the applicable Regional and Local Municipal policy and guidelines. Furthermore, the Draft OPA also provides an appropriate balance between significant new redevelopment and the provision of public amenities and accessible open spaces.

PART B – THE AMENDMENT

1. DETAILS OF THE AMENDMENT

1.1 Map Changes:

None required

1.2 Text Change:

The text of the Official Plan of the Burlington Planning Area, as amended, is hereby amended as follows:

1.2.1 By deleting Part III, Subsection 5.5.9.2 I) (Foot of Brant Street) and replacing with the following:

(Foot of Brant) I) For the property located at 2020 Lakeshore Road, the following shall apply:

(i) A *minimum* height of 15 storeys and a *maximum* building height of 22 storeys is permitted;

(ii) A *maximum* floor area ratio of 5.0:1 is permitted;

(iii) *Development shall:*

i. Contain a minimum of two permitted uses, as identified in Part III, Subsection 5.5.9.2 a) of this Plan and *should* contain three permitted uses, where feasible;

ii. Incorporate effective transitions, which may include the use of terracing to Spencer Smith Park and Lake Ontario and surrounding areas; and,

iii. Apply Waterfront Hotel Planning Study and implementing Design Guidelines which will provide the general direction on the nature and extent of the additional performance standards.

(iv) Parking *shall* not be permitted at grade. Vehicular access to underground parking *shall* not permitted on Lakeshore Road.

(v) *Development shall* be subject to the provision of the following to the satisfaction of the City:

i. Construction, and dedication to a *public authority*, of a public waterfront access that provides a connection between Brant Street and Spencer Smith Park;

ii. The following view corridors *shall* be maintained and enhanced:

i) Brant Street to Lake Ontario; and,

ii) John Street to Lake Ontario.

iii. Provision of public art;

iv. Provision of a mid-block connection from John Street to Lake Ontario; and,

v. Community benefits.

(vi) *Development shall* demonstrate design excellence in all matters of architecture, landscape architecture, sustainable and urban design and require that all public and private development proposals on or adjacent to the site be evaluated/reviewed by the Burlington Urban Design Advisory Panel; and,

(vii) *Development shall* be designed in accordance with the policies in Part II, Subsection 6.0 (Design) and Part III, Subsection 5.5.12 (Urban Design) of this Plan as well as Burlington’s Downtown Placemaking and Urban Design Guidelines, Downtown Streetscape Guidelines, Sustainable Building and Development Guidelines, Waterfront Hotel Planning Study and implementing Design Guidelines and any other applicable polices and guidelines. In the event, of conflict the design standards of the Waterfront Hotel Planning Study, and implementing Design Guidelines *shall* take precedence.

2. Interpretation

The Official Plan Amendment shall be interpreted in accordance with the policies of Part VI Implementation, Section 3.0 Interpretation, of the Official Plan.

3. Implementation

The Official Plan Amendment will be implemented in accordance with the “Implementation” policies of Part VI of the Official Plan.