



**SUBJECT: Official plan and zoning by-law amendments for 1497-1511
Old Plains Road West**

TO: Planning and Development Committee

**FROM: Department of City Building - Planning Building and
Culture**

Report Number: PB-01-19

Wards Affected: 1

File Numbers: 505-04/18 & 520-04/18

Date to Committee: January 15, 2019

Date to Council: January 28, 2019

Recommendation:

Receive and file department of city building report PB-01-19 regarding official plan and zoning by-law amendments for 1497-1511 Old Plains Road West.

Purpose:

The purpose of this report is to provide information for a statutory public meeting concerning an application to amend the official plan and zoning by-law to allow the development of a self-storage facility at 1497-1511 Old Plains Road West.

The following objectives of Burlington's Strategic Plan (2015-2040) apply to the discussion of the subject application:

A City that Grows

- Intensification

A City that Moves

- Increased Transportation Flows and Connectivity

An Engaging City

- Good Governance

Executive Summary:

RECOMMENDATIONS:		<i>None. Statutory Public Meeting</i>	Ward No.:	1
Application Details	APPLICANT:	<i>GSP Group Inc.</i>		
	OWNER:	<i>1511 Old Plains Road West Inc.</i>		
	FILE NUMBER:	<i>505-04/18 & 520-04/18</i>		
	TYPE OF APPLICATION:	<i>Official Plan & Zoning By-Law Amendments</i>		
	PROPOSED USES:	<i>Self-storage</i>		
Property Details	PROPERTY LOCATION:	<i>North side of Old Plains Road West, between Highway 6 and Plains Road West</i>		
	MUNICIPAL ADDRESSES:	<i>1497, 1499, 1505 & 1511 Old Plains Road West</i>		
	PROPERTY AREA:	<i>1.2 ha (including 330 m² of land proposed to be purchased from City)</i>		
	EXISTING USE:	<i>Vacant</i>		
Documents	OFFICIAL PLAN Existing:	<i>North Aldershot Commercial (1.1ha) and Parkway Belt West (0.1ha)</i>		
	OFFICIAL PLAN Proposed:	<i>North Aldershot Commercial with site specific exceptions. No change to Parkway Belt West designation.</i>		
	ZONING Existing:	<i>CNA (North Aldershot Commercial) and S (Utility Zone)</i>		
	ZONING Proposed:	<i>CNA-XXX and S</i>		
Processing Details	NEIGHBOURHOOD MEETING:	<i>N/A</i>		
	PUBLIC COMMENTS:	<i>4 emails and 1 letter</i>		

Background and Discussion:

General

On July 9, 2018, the Department of City Building acknowledged that complete applications had been received to amend the Official Plan and Zoning By-law at 1497, 1499, 1505 & 1511 Old Plains Road West to support the development of the lands with a self-storage facility. The purpose of this report is to provide an overview of the applications, an outline of applicable policies and regulations, and a summary of technical and public comments received to date. This report is intended as background information for the statutory public meeting.

Site Description

The subject site is located on the north side of Old Plains Road West in the Bridgeview Community of North Aldershot, between Highway 6 and Plains Road West as shown on Figure 1 (below) and Sketch No. 1 (Appendix A).

The site is irregularly shaped and has an area of 1.18 ha, with 134.9 m of frontage on Old Plains Road West and 107.5 m of frontage on Plains Road West. The site includes a 330 m² City-owned triangular parcel of land on Old Plains Road West which the applicant proposes to purchase from the City.

The site is currently vacant, but was formerly developed with three single-detached houses, which have since been demolished. Access to the site is currently provided via Old Plains Road West.

Surrounding Land Uses

The following land uses surround the subject site:

- North: Carpool parking lot; golfing range
- South: Hydro corridor; recreational vehicle sales centre; offices; motel
- East: Low density residential (townhouses and single detached dwellings)
- West: Highway 6; City of Hamilton



Figure 1 – Air photo (2017) with subject property outlined

Description of Application

As shown on Sketch No. 2 (Appendix A), the applicant proposes to develop the lands with five self-storage buildings ranging from one to two-storeys in height, one one-storey office building, and 11 parking spaces.

The proposed development will have a total gross floor area of 4,752 m² (4,689 m² of self-storage and 63 m² of office) and a floor area ratio of 0.45:1. The development will be limited to the 1.1 ha portion of the site that is located outside of the Parkway Belt West Plan.

The development is proposed to be oriented to Plains Road West instead of Old Plains Road West. Access to the site is proposed to be relocated to Plains Road West via a new driveway connection directly opposite Edgemoor Avenue.

To facilitate the development, the applicant proposes site-specific amendments to the City's Official Plan and Zoning By-law 2020 to allow the self-storage use, increase floor area ratio, reduce the required number of parking spaces, and reduce the setback and landscape area from Old Plains Road West.

The applicant has submitted the following materials in support of the application:

- [Site Plan and Waste Management Plan](#), prepared by KNYMH Inc., dated June 5, 2018
- [Planning Justification Report](#), prepared by GSP Group, revised June 2018
- [Vegetation Management Plan](#), prepared by GSP Group, dated April 19, 2018
- [Transportation Impact Study and Parking Study](#), prepared by Paradigm Transportation Solutions Limited, dated March 2018
- Building Elevations for [Building A1 & A2](#), [B](#), [C](#), [D](#), and [Office](#), prepared by KNYMH Inc., dated June 19, 2018
- [Phase One Environmental Site Assessment](#), prepared by Landtek Limited, dated May 28, 2018
- [Environmental Site Screening Questionnaire](#), completed by applicant dated March 27, 2018
- [Stage 1-2 Archaeological Assessment](#), prepared by This Land Archaeology Inc., dated May 7, 2018
- [Noise Study](#), prepared by dBA Acoustical Consultants Inc., revised, dated May 18, 2018
- [Functional Servicing and Stormwater Management Report](#), prepared by Lanhack Consultants Inc., revised June 15, 2018
- [Grading Plan](#), [Servicing Plan](#), [Drainage Area Plan](#), and [Existing Drainage Area Plan](#), prepared by Lanhack Consultants Inc., last revised June 2018
- [Site Survey](#), prepared by A.T. McLaren Limited, signed by surveyor on October 6, 2016

All of the supporting documents have been published on the City's website for the subject application, www.burlington.ca/1511OldPlainsRoad.

Policy Framework

The proposed Official Plan Amendment and Zoning By-law Amendment are subject to the following policy framework: Provincial Policy Statement (2014), Growth Plan for the Greater Golden Horseshoe (2017), Parkway Belt West Plan (1978), Region of Halton Official Plan, City of Burlington Official Plan, and the City of Burlington Zoning By-law 2020. Below is an overview of the policy directions and land use designations at the provincial, regional and local level. A discussion of conformity with the provincial and regional documents will be addressed in the subsequent recommendation report.

Provincial Policy Statement, 2014

The Provincial Policy Statement (PPS) provides broad policy direction on matters of provincial interest related to land use planning and development, and sets the foundation for regulating development and land use in Ontario. All planning decisions must be consistent with the PPS.

The PPS promotes healthy, liveable and safe communities. It states that such communities are sustained by promoting efficient and cost-effective development and land use patterns that minimize land consumption and servicing costs; providing for an appropriate range and mix of uses to meet long term needs; avoiding development patterns that may cause environmental or public health and safety concerns; and ensuring that necessary infrastructure will be available to meet current and future needs.

Parkway Belt West Plan, 1978

The Parkway Belt West Plan (PBWP) was established in 1978 by the Government of Ontario to create a multi-purpose utility corridor (e.g. roads, transit ways, hydro-transmission) and a linked open space and recreation system stretching from Hamilton to Toronto. All planning decisions must conform to the PBWP.

Lands within the PBWP are divided into two land use categories: 'Public Use Area' (for public infrastructure/utility purposes) or 'Complementary Use Area' (for low-intensity, private uses such as agriculture, recreation and institutional).

A 30 m wide strip of the subject lands is designated 'Public Use Area - Utility' in the PBWP. Uses permitted in this designation include existing uses, linear facilities, public uses subject to certain conditions, and interim agricultural, institutional and recreational uses.

The applicant is not proposing development in this strip.

Growth Plan for the Greater Golden Horseshoe, 2017

The new Growth Plan for the Greater Golden Horseshoe (Growth Plan) came into effect on July 1, 2017. All planning decisions made on or after July 1, 2017 must conform to the Growth Plan. The Growth Plan builds on the policy foundation set out in the PPS and provides a framework for managing growth and achieving compact, complete communities in the Greater Golden Horseshoe.

North Aldershot Inter-Agency Review Secondary Plan, 1994

North Aldershot is a unique area within Burlington that can be described as neither urban nor rural. It is characterized by a high concentration of environmentally sensitive areas, a finely integrated landscape of human settlement and natural areas, and scenic views to the Niagara Escarpment. In 1994, a secondary plan study of North Aldershot, known as the North Aldershot Inter-Agency Review (NAIR), was completed to identify future development potential and guide future development in the area. The NAIR

emphasizes that while some development potential exists, future development must respect and maintain the existing integrated natural environment-human settlement character of the area.

The recommendations of the NAIR include a land use concept (land use designation map and text, including design guidelines) and principles and criteria to evaluate future planning policy and development proposals. These recommendations have been subsequently implemented through the Halton Regional Official Plan, City Official Plan, and Zoning By-law 2020, but, as explained in the 'Halton Region Official Plan' section of this report, are still relevant in the consideration of the subject applications.

The principles established in the NAIR to guide future development proposals are:

- keep North Aldershot a distinctive area in the context of Burlington and the Toronto-Hamilton built-up area;
- enhance the special characteristics of the area;
- foster a diversity of uses, activities and users;
- retain the urban separator function; and
- development must pay for growth-related capital costs.

The subject site is designated as Commercial in the NAIR. The NAIR does not identify specific uses that may be permitted, but explains that this designation is intended to support the existing commercial character that exists along Highway 6 in the Bridgeview Community. Commercial units are to be fully serviced, and design guidelines include a permanent building height of 2 storeys (maximum) to ensure that views into North Aldershot are unrestricted, and the use of buffering to minimize views of parking areas and accesses from adjacent residential and institutional uses.

Also, the site is located in the western most area of the 'West Sector' of North Aldershot. According to the NAIR, "new commercial uses are permitted that reinforce the gateway function of this area as the western entrance to North Aldershot and Burlington. Constraints to additional commercial development will be safety and traffic access from Highway 6" (p.22).

Halton Region Official Plan (ROP)

The site is designated as North Aldershot Policy Area in the Halton Region Official Plan (ROP). This designation implements the NAIR and permits a limited amount of development while protecting natural areas. Uses permitted in this designation include agricultural operations, non-intensive recreational uses, single detached dwellings on existing lots, and "uses permitted in Local Official Plans and Zoning By-laws and established in accordance with the planning framework set out in the North Aldershot Inter-Agency Review Final Report (May 1994)" (ROP, 138).

All planning decisions must conform to the ROP, and policy 139(1) of the ROP requires the City to incorporate policies in the City's Official Plan to guide development in North

Aldershot in accordance with the framework of the North Aldershot Inter-Agency Review.

The subject site is also within an area identified in the ROP as 'Eligible for Urban Servicing'. Development in North Aldershot is required to be based on individual well and septic systems, except in areas identified as 'Eligible for Urban Servicing'. Extension of urban services to these areas is permitted, provided that the conditions listed in policy 139 (3) of the ROP are satisfied. These conditions include the preparation of a feasibility study and the availability of sufficient servicing capacity as determined by the Region.

A portion of the site is also identified in the ROP to be constrained by the Parkway Belt Transportation and Utility Corridor. Uses permitted in the corridor are limited to transportation, communication and utility facilities. No development is proposed in this part of the site.

City of Burlington Official Plan

The property is designated as "North Aldershot Commercial" on Schedule D, Comprehensive Land Use Plan – North Aldershot Planning Area of the Official Plan. The principle of the City's North Aldershot Official Plan policies is to permit further development on the basis that the location and intensity of development is compatible with the existing character, landscape, and environment.

Development in North Aldershot that exceeds the provisions of the Official Plan is required to be undertaken as an amendment to the City's Official Plan and through a comprehensive process. The Official Plan states that considerations of such amendments must take into account the policies of the Parkway Belt West Plan, implications on infrastructure, community services, the natural and social environment, and fiscal impact.

Permitted uses in the "North Aldershot Commercial" designation are smaller scale retail, service commercial and personal uses; financial institutions and services; offices; restaurants, recreation, entertainment and community facilities (e.g. libraries, day care centres). Storage use is not a permitted use.

Zoning by-law regulations for this designation are based on a maximum floor area ratio of 0.3 and, in order to preserve views to North Aldershot, a maximum building height of two storeys and 8 m. Moreover, commercial development within Bridgeview is required to occur on full urban services, as determined by Halton Region. The Official Plan also provides policies about building design, setbacks, massing, site lighting, access points, screening and buffering to ensure that development within the North Aldershot Commercial designation is compatible with the surrounding area.

The applicant is proposing to amend the City's Official Plan with a site-specific policy to permit self-storage use and a maximum floor area ratio of 0.45 rather than the permitted 0.3.

New City of Burlington Official Plan (Council Adopted)

On April 26, 2018, Council adopted Grow Bold: Burlington's New Official Plan. The Plan has not been approved by Halton Region and is not in force and effect. However, the City's proposed new Official Plan reflects Council's vision and as such, should be acknowledged when analyzing development proposals.

The subject site is identified as "North Aldershot" in Schedule A – City System, which is a distinct area separate from the Urban and Rural Areas of the City. The New Official Plan recognizes the distinct character of the area and that development must be compatible with its special characteristics.

The site is designated "North Aldershot Commercial" in Schedule K Land Use – North Aldershot of the new Official Plan. Permitted uses include smaller scale retail, service commercial and personal service uses; financial institutions and services; offices; standard restaurants, recreation, entertainment, and public service facilities (e.g. libraries, day care centres). The new Official Plan also directs that zoning regulations be based on a maximum floor area ratio of 0.3, and a maximum height of two storeys and 8 metres.

The new Official Plan contains similar North Aldershot policies as the current Official Plan, and introduces new policies for North Aldershot that relate to stormwater management and transportation.

City of Burlington Zoning By-law 2020

The site is currently zoned "North Aldershot Commercial (CNA)" in the City's Zoning By-law 2020, as shown on Sketch No. 1 (Appendix A).

Uses permitted in this zone include retail and service commercial uses that are permitted in the Neighbourhood Commercial (CN2) zone (e.g. convenience/specialty food stores, convenience restaurants, veterinary services, banks), as well as recreation and agricultural uses. All office, hospitality, and automotive uses are also permitted, provided they are on lots with municipal water and sewer. Storage use is not permitted in this zone.

The following table outlines the requirements for the CNA zone, what is proposed by the applicant, and whether site specific provisions would be required. This table is based on a preliminary review by staff based on the current proposal. In some cases, two different setback calculations are provided, based on the existing Old Plains Road West frontage and proposed Plains Road West frontage.

Table 1 – Overview of Existing and Proposed Zoning

	Existing CNA Regulations	Proposed
Lot Width	15 m with municipal water and sewer; 80 m without municipal water and sewer	Old Plains frontage: <ul style="list-style-type: none"> • 135 m Plains Road frontage: <ul style="list-style-type: none"> • 121 m
Lot Area	0.05 ha with municipal water and sewer; 0.80 ha without municipal water and sewer	1.05 ha (includes City parcel) Note: This is the lot area that is within the CNA zone; it does not include lands within the Utility “S” zone.
Front Yard	6 m	1.2 m fronting Old Plains Road; or 6.02 m fronting Plains Road West
Rear Yard	6 m	Old Plains frontage: <ul style="list-style-type: none"> • 16.2 m from Utility “S” zone; Plains Road frontage: <ul style="list-style-type: none"> • 14 m from Highway 6
Side Yard	3 m	Old Plains frontage: <ul style="list-style-type: none"> • 14 m (from west lot line); 6.02 m (east) Plains Road frontage: <ul style="list-style-type: none"> • 1.2 m (south); 16.2 m (north)
Street Side Yard	6 m	6.02 m abutting Plains Road West; 1.2 m abutting Old Plains Road
Yard Abutting an RNA zone	15 m	N/A – Lands are separated by street and therefore do not abut an RNA zone (see “Interpretation of Zone Boundaries” in Zoning By-law 2020, Part 1, 1.7.1(a)).
Yard Abutting a PC or P zone	6 m	N/A
Yard Abutting an O2 or O3 zone	7.5 m	N/A
Yard Abutting a Pipeline Easement	7 m rear yard; 3 m side yard	N/A

Separation distance from a railway right-of-way	30 m for land uses sensitive to railway rights-of-way	N/A
Setback between a Standard Restaurant and an RNA Zone	15 m	N/A
Maximum Floor Area Ratio	0.3:1 (i.e. 3,168.3 m ² of floor area, based on proposed lot area)	0.45:1 4,752 m ² of floor area proposed
Maximum Building Height	2 storeys or 8 m	<ul style="list-style-type: none"> • Building A1 – 1 storey, 4.1 m • Building A2 – 1 storey, 4.1 m • Building B – 1 storey, 4.1 m • Building C – 2 storey, 7.7 m • Building D – 1 storey, 4.1 m • Office – 1 storey, 3.9 m
Maximum Floor Area	300 m ² per retail or service commercial use. Self-storage is not currently considered a retail or service commercial use, but the applicant proposes that self-storage be considered a service commercial use on this site.	4,689 m ² of self-storage: <ul style="list-style-type: none"> • Building A1 – 267.5 m² • Building A2 – 359.5 m² • Building B – 707.0 m² • Building C – 2,792.0 m² • Building D – 563.0 m²
Landscape Area Abutting a Street	3 m	At least 3 m abutting Plains Road West; Between 0 m and 13.4 m abutting Old Plains Road West
Landscape Buffer Abutting an RNA Zone	6 m	N/A - Lands are separated by street and therefore do not abut an RNA zone (see "Interpretation of Zone Boundaries" in Zoning By-law 2020, Part 1, 1.7.1(a)).
Loading and Unloading	Shall not take place within 7.5 m of an RNA zone; Docks shall be screened from view from an adjoining RNA zone.	Greater than 7.5 m from RNA zone; Docks are screened by proposed buildings.

Parking	50 spaces, given the following rates: <ul style="list-style-type: none"> • Industrial: 1 space per 100 m² gross floor area • Office (non-medical): 3.5 spaces per 100 m² gross floor area 	11 spaces
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Technical Comments:

The Official Plan Amendment and Rezoning applications were circulated to internal staff and external agencies for review. Not all comments have been received for this application. The following is a summary of the comments that have been received to date. Staff will address technical concerns and/or recommended conditions submitted by these agencies in the recommendation report.

Site Engineering

Site Engineering staff comment that revisions to the submitted Phase One Environmental Site Assessment, Preliminary Grading Plan, Servicing Plan, and Functional Servicing and Stormwater Management Report are required prior to approval of the Official Plan and Zoning By-law Amendment applications.

Transportation

Transportation staff do not support the requested parking reduction, but support a more modest reduction to 26 parking spaces, based on the *City-Wide Parking Standards Review* (2017). Revision to the site plan to identify 26 spaces is therefore required.

Transportation staff do not have concerns with the proposed access onto Plains Road.

Landscaping

Landscaping staff advise that according to the submitted Vegetation Management Plan, there are 17 City trees that will be affected by the proposed development. As per the City of Burlington’s Public Tree Bylaw 68-2013, City trees that are proposed to be removed adjacent a site for which a development application has been submitted requires Council approval. Removal of City trees will require cash-in-lieu compensation or replacement tree planting, to be determined in consultation with the Manager of Urban Forestry or delegate.

Staff also advise that a Landscape Concept Plan showing the location of proposed plantings, walkways, bicycle parking, utilities and easement, is required prior to approval of the subject applications. A revised Vegetation Management Plan is also required to confirm ownership of trees.

Halton Region

Halton Region advises that, in general, there is adequate water and wastewater capacity available to support the development at this time. However additional information to the Functional Servicing Report is required to be submitted to the Region to further confirm that the development can be adequately serviced before the OPA and rezoning is approved.

Halton Region also comments that the proposed use can be accommodated outside the Regional Official Plan review process because it is not considered a significant change in land use, provided that: the Official Plan Amendment adds self-storage use to the underlying North Aldershot Commercial designation and does not re-designate the site to an Employment designation; and the Rezoning adds an exception number to the CNA zone and does not change the zone to an Employment zone.

Regional staff comment that they have no objection to the proposal, but note that the Official Plan Amendment application is not exempt from Regional approval.

Other

Written responses to the technical circulation have also been received from Burlington Hydro. No objections have been identified by this agency.

Financial Matters:

The applications are being processed in accordance with the required development application fees. Any additional financial matters will be addressed in the future recommendation report.

Public Engagement Matters:

The application was subject to the standard circulation requirements for a property in North Aldershot. A public notice and request for comments were circulated in July 2018 to all property owners and tenants within 300 m of the subject property. A notice sign was posted on the property on July 6, 2018.

A webpage was created on the City of Burlington website, accessible at <https://www.burlington.ca/1511OldPlainsRoad>. This webpage provides information about the subject application including dates of public meetings, links to supporting studies, and contact information for the applicant's representative and the Department of City Building.

Public Comments

In response to public circulation, staff received 4 emails and 1 letter from members of the public on the subject application. A copy of public comments is attached as Appendix B to this report. Below is a summary of the public comments received:

- Opinion that the architectural and landscape design of the development does not create a 'Gateway' to Burlington;
- Concern that the development will increase traffic, speeding and the number of heavier trucks/vehicles on Plains Road West;
- Concern that the development will result in a loss of vegetation that is incompatible with the character of the area;
- Concern that the existing vegetation acts as a sound barrier for Highway 6 and removal of vegetation will increase highway noise experienced by residents;
- Interest in seeing the site developed with a business that meets the daily needs of residents, or with residential uses.

The questions and concerns raised in the public's written comments, as well as those raised at the Statutory Public Meeting, will inform staff's review of the application.

Conclusion:

This report provides a description of the subject application and an update on the technical and public review that are underway. A subsequent report will provide an analysis of the proposal in terms of applicable planning policies and will provide a recommendation on the proposed application.

Respectfully submitted,

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Appendices:

- A. Sketches
- B. Public Comments Received to Date

Report Approval:

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