



**TERMS OF REFERENCE**

**BRANT & LAKESHORE  
PLANNING STUDY**

**2020 Lakeshore Road And  
Surrounding Context**

## TABLE OF CONTENTS

---

1. OBJECTIVE .....	3
2. STUDY AREA.....	3
3. HISTORY.....	4
4. PLANNING CONTEXT.....	7
5. STUDY PROCESS.....	8
6. DELIVERABLES.....	12

## 1. Objective

The property at 2020 Lakeshore Road is located at the foot of Brant Street, directly abutting the Lake Ontario shoreline and Spencer Smith Park. This property presents a significant redevelopment opportunity and a chance to enhance the link between the waterfront and the rest of the downtown.

Site specific Official Plan policy (Part III, Section 5.5.9, Wellington Square Mixed Use Precinct, Policy 5.5.9.2 I)), states that:

*“...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.”*

The Brant & Lakeshore Planning Study (Planning Study) will establish a strategic framework within which to assess alternative 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.

These Terms of Reference (TOR) have been approved by Burlington Council to provide clear instructions for the completion of the Brant & Lakeshore Planning Study. Future development of 2020 Lakeshore Road shall be consistent with the policies, recommendations and design guidelines of the final approved Planning Study.

The completed Planning Study will include Official Plan policies, zoning regulations and site specific design guidelines, which must be adopted by Council before any redevelopment of 2020 Lakeshore Road takes place.

## 2. Study Area

The study area will include 2020 Lakeshore Road, as well as its surrounding context, as shown on Figure 1 as follows:

- Spencer Smith Park
- Waterfront Trail & Pier
- Bridgewater Development (2042 – 2072 Lakeshore Rd.)
- Lands between Locust and Pearl St. on the north side of Lakeshore Road

**Figure 1 – Brant & Lakeshore Planning Study Area**



- - - 2020 Lakeshore Road
- - - Study Area

### 3. History

#### **Site:**

The Waterfront Hotel site - 2020 Lakeshore Road - is a 0.76 hectare property located at the foot of Brant Street. The site contains a six storey, 122 room hotel, meeting rooms and a standard restaurant. The existing parking lot contains approximately 135 spaces. The hotel was constructed in 1986 and abuts city owned parkland to the west and south. The site is relatively flat, sloping from east to southwest. There is a 4m grade difference between Lakeshore Road to the water's edge.

### **Master Plan:**

The hotel and its adjacent parking lot have been the subject of several proposal calls and active development interest over the past ten years. In 2005, City staff were contacted by the previous owners -Royal Host Real Estate Investment Trust (Royal Host), and there was some discussion of the potential for the city-owned 'headlands' to the south of the hotel to be used for underground parking or other below grade uses. In October 2005, Council directed staff to pursue a joint master plan with the owner of 2020 Lakeshore Road, and to report back to Council with a Terms of Reference including cost sharing and public consultation.

Staff report DI-17/05 contained strategic directions for this joint planning process as well as urban design principles to be used as a basis for consideration of any future proposals for development or redevelopment on the site. The 2005 urban design principles included the following major points which should be considered in the development of the current Planning Study:

- Clear, unobstructed physical access and views to the Lake should be maintained and enhanced from Brant, John & Elizabeth Streets
- The Lakeshore Road interface should contain animated, active, attractive and permeable building edges creating a consistent street wall while preserving the existing double row of trees.
- Building design elements, streetscape and materials should be integrated with the adjacent development of 2042 – 2072 Lakeshore Road.
- Vehicle access and loading should be integrated with the property to the east where possible.
- The Brant Street interface should be improved to include uses appropriate to the public path leading to the pier (e.g.: cafes and seasonal retail).
- The hotel driveway should be designed or relocated to facilitate a more significant pedestrian gateway at the foot of Brant Street.
- No residential uses should be permitted at grade.
- Landscaping, public art or berming may be considered to soften the edge of the current non-active building walls.
- Horizontal and vertical articulation of the facade should be introduced to add visual interest to the site.
- Taller tower elements should be oriented to maximize views of the sky, with a minimal floor plate not to exceed 650 – 700m<sup>2</sup> and stepping back toward public streets and the park.
- Rooftop gardens, patios and green roofs are encouraged.
- Rooftop mechanical equipment should be integral to the architecture of the building and no blank facades are acceptable.
- High quality, green building materials are encouraged.
- Active retail uses should front on public streets and the building complex should be publicly accessible during daytime hours.

Throughout 2006, staff continued to explore the development of a joint master plan with



Royal Host. An update report to Council in September 2006 (DI-7/06) reported that negotiations appeared to be stalled. In order to try and keep the project moving forward, the staff report set out a framework for redevelopment of 2020 Lakeshore Road in the context of the previously adopted design principles and strategic objectives.

The framework for redevelopment of the city owned and privately held lands was approved by Council on October 2, 2006. This framework emphasised that there be “no net loss” of parkland, and that the site should be redeveloped in its entirety including upgrades to the existing hotel building. Other objectives of the joint master plan framework included attracting additional conference and meeting space, enhancing public access to the waterfront park, securing additional public parking, and maintenance of the 2005 Council approved urban design principles.

Report DI-7/06 also noted that a site specific policy would be included in the Official Plan requiring that a master plan process be completed prior to any redevelopment of the site. The site specific Official Plan policy for 2020 Lakeshore Road was adopted with OPA55, as part of the comprehensive 5 year review of the Official Plan. The Terms of Reference for the proposed study meet that Official Plan requirement.

### ***Conservation Halton Regulations***

Conservation Halton administers Ontario Regulation 162/06, *Development, Interference with Wetlands and Alteration to Shorelines and Watercourses* under the Conservation Authorities Act. A permit is required for all development within areas regulated by Conservation Halton including lands adjacent to the Lake Ontario shoreline. Regulation 162/06 was approved by the Conservation Halton Board of Directors in May 2006.

The 2006 regulation established new development setbacks affecting 2020 Lakeshore Road and the adjacent waterfront park. The development setback is determined based on a 30 metre erosion allowance measured from the long term stable slope of the shoreline. A conceptual diagram of the development setback limit provided to staff in 2008, cuts across the southwest corner of the existing hotel, as well as the southeast corner of the parking lot.

Any redevelopment of 2020 Lakeshore Road must take the Conservation Halton setback limit into account. The setback applies to both above ground and below ground works.

### ***Current Development Interest***

In 2008, Royal Host sold 2020 Lakeshore Road to Vrancor Group. The current property owner is interested in pursuing a redevelopment of the entire site including demolition of the existing hotel. A preconsultation meeting was held in May 2014 to discuss some of the opportunities and constraints of the property.

The applicant has been advised of the need to complete the Planning Study prior to the approval of any site specific development applications.

#### **4. Planning Context**

##### ***Region of Halton:***

Downtown Burlington is identified in the Regional Official Plan as a mobility hub and an urban growth centre. It has strategic importance as a focal area for high density residential, high intensity employment, major transit infrastructure, and a mix of land uses. Urban Growth Centres are expected to accommodate a significant share of population and employment growth and achieve a minimum development density target of 200 residents and jobs per gross hectare by 2031 or earlier.

Spencer Smith Park is also designated as a Regional Waterfront Park (part of the Burlington Beach Waterfront Park). It is the policy of Region to prepare and approve Waterfront Park plans in consultation with Conservation Halton and local municipalities. These plans shall examine transportation impacts, parking, servicing, construction activity, connections to the waterfront trail, boat storage, public safety, interpretive facilities, the variety of recreational uses, compatibility with surrounding land uses, stormwater management and other issues.

The plan for Burlington Beach Waterfront Park is currently underway, although it has not yet been finalized. Consultation with staff from the Region, Conservation Halton and other waterfront park stakeholders will be required during preparation of the Planning Study to ensure that all land use concepts, policies and design guidelines are considered in the context of the Regional Waterfront Park and future park plan.

##### ***City of Burlington:***

The study area is located within the Wellington Square Mixed Use Precinct of the Downtown Mixed Use Centre. This part of the downtown is designated for taller, high density development and is intended to help meet Provincial Growth objectives and support greater transit use. A high standard of urban design is required in order to provide a sense of place, compatibility with existing development and a sense of pedestrian scale and comfort.

The current height limit in the Wellington Square Precinct is 8 storeys as of right with the opportunity to consider 14 storeys as a rezoning which provides compatibility with surrounding uses and a sense of pedestrian scale. These applications may require angular plane studies identifying visual, sun shadowing and wind impacts and their mitigation. The maximum FAR in Wellington Square is 5.0:1 except where greater height is being considered through a rezoning. The Official Plan specifies that properties on the south side of Lakeshore Road shall maintain a certain amount of road frontage as unoccupied in order to maintain public view corridors through to Lake Ontario.

As noted above, a site specific Official Plan policy for lands at the foot of Brant Street requires the preparation of a Master Plan (Planning Study) prior to any development of the subject lands. The study shall address issues such as: the integration of the site

with the parkland to the south and west and the private development to the east, the preservation of lake views, and enhancements to the public realm.

## **5. Study Process**

A Steering Committee will be established to oversee the study process. The Committee will include representatives from the City of Burlington, Region of Halton and Conservation Halton. City representatives on the Steering Committee will include the Special Business Area Coordinator as well as staff from Planning & Building and Capital Works.

A Stakeholder Advisory Committee will also be formed to enhance the community engagement process. This Committee will include representatives from the City, Region and Conservation Halton, as well as other departments and agencies such as Burlington Hydro. The Stakeholder Advisory Committee will also include the Ward Two Councillor, a representative of the landowner, and two members of the public to be selected through a recruitment process undertaken by the City Clerk's Department – one from the downtown and one representing the wider community. City representatives on the Stakeholder Advisory Committee will include staff from the following departments:

- Special Business Area Coordinator
- Planning & Building
- Parks & Recreation
- Capital Works
- Transportation Services
- Transit

Terms of Reference for the Steering Committee and the Stakeholder Advisory Committee are attached to this Terms of Reference as Appendix "1" and "2" respectively.

A consulting team will be retained by the City of Burlington to complete the study. The consultants will be paid for by the owner of 2020 Lakeshore Road; however the process will be led by the Steering Committee. The study will be project managed by the Special Business Area Coordinator with assistance from the Coordinator of Development Review.

The consultants retained to complete the Planning Study are expected to meet regularly with the Steering Committee to ensure steady progress and to discuss any questions that may arise. The Consultants will also need to meet with the Stakeholder Advisory Committee, other key stakeholders, citizens' advisory committees, and the public over the course of the study.

The study will include the following consultation activity:

- One kick-off workshop at the beginning of the process including members of the

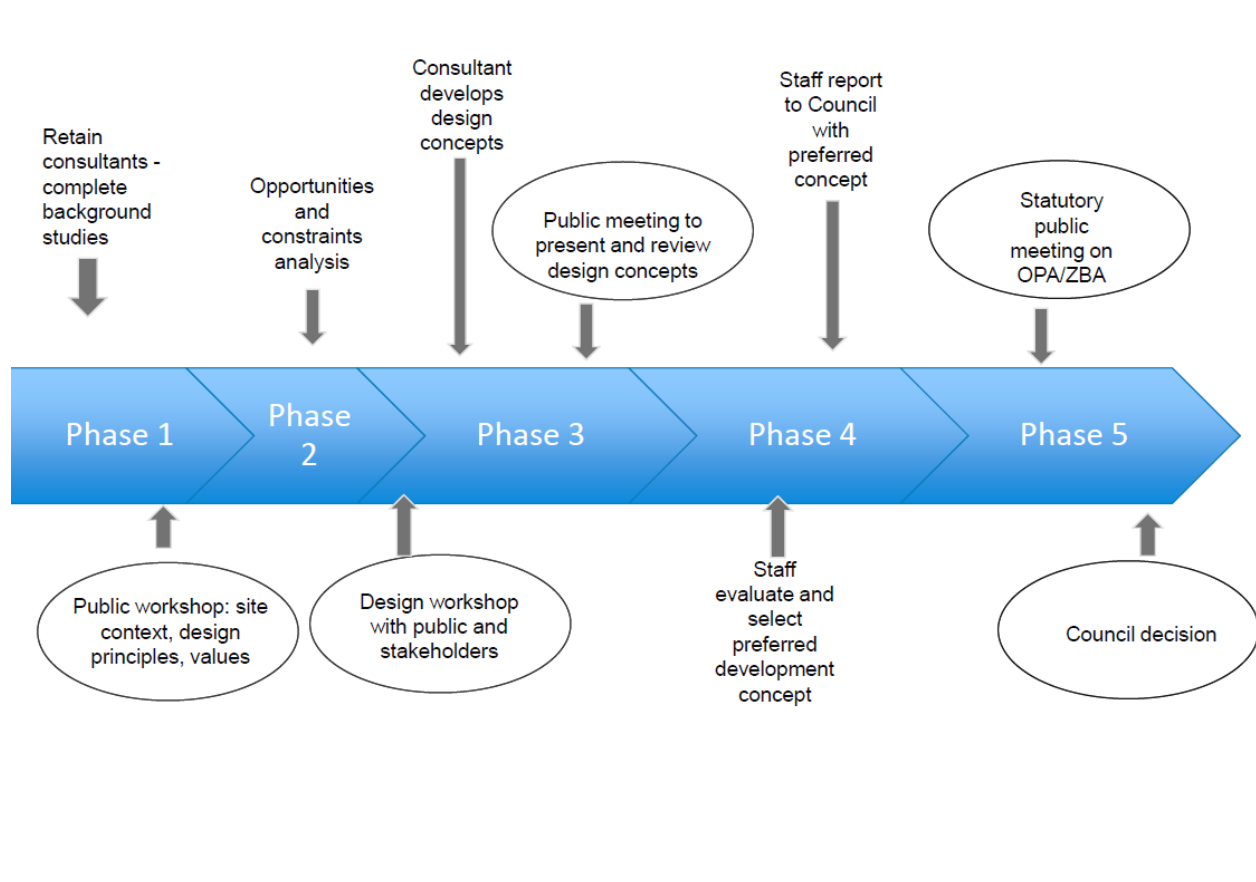


Steering Committee and Stakeholder Advisory Committee.

- Four public sessions: One to launch the process and confirm values and principles, one workshop to develop preliminary development concepts, followed by a meeting to present and review the three development concept alternatives, and a final public meeting to review the draft Official Plan (OP) policies, zoning and design guidelines.
- Four meetings with the Stakeholder Advisory Committee to discuss project start up and coordination, site review/opportunities and constraints analysis, alternative concepts, and draft OP policies & design guidelines.
- At least three meetings with the Steering Committee to discuss detailed comments and questions.
- One meeting with the City of Burlington’s Building Complete Communities Committee to present draft study results
- Two meetings with Development and Infrastructure Committee to present the preferred land use concept, and then to present the final OPA, rezoning and design guidelines to City Council and the public

The Planning Study must be prepared as outlined in the steps below. In addition, the study must consider and address alignment with other relevant municipal plans, studies, and initiatives for the surrounding area and must also recognize and respond to broader policy directions of the City of Burlington, the Region of Halton and the Province.

**Process Overview**



### ***Phase One: Site and Context Review***

The site and context review will include a review and summary of the following for the Study Area:

- existing planning policies;
- existing land use;
- current development applications;
- area growth;
- downtown urban design guidelines;
- transportation demand and needs; and
- Council approved 2006 development framework for these lands
- Council approved 2005 urban design principles for these lands
- servicing constraints including hydro
- potential for district energy.

The following documents and initiatives should be considered:

- Provincial Plans & Policies
- Burlington Official Plan
- Burlington Official Plan Review (underway) including the Commercial Strategy
- Local and Regional Transportation Master Plans including Burlington's Transit Master Plan and Transportation Master Plan update
- Burlington Beach Waterfront Plan (underway)
- Burlington Downtown Vision Engagement Project (Core Commitment)
- Burlington Downtown Urban Design Guidelines
- Downtown Parking Study, Phases 1 & 2
- Mobility Hub Guidelines & Mobility Hub Profile –Downtown Burlington
- Halton Region Official Plan

This Phase will consist of a review of studies, policies, plans, and data to inform an opportunities and constraints analysis. Discussions should be held with City, Conservation Halton, Burlington Hydro, and Region of Halton staff to gain an understanding of planning policies, servicing issues, and other technical data. The collection of additional technical data may be required at the expense of the landowner (e.g.: transportation, servicing, environmental or geotechnical assessments).

One of the most critical factors to establish during Phase One is the shoreline setback from Lake Ontario. Any necessary technical studies such as geotechnical assessments or topographic surveys will be the responsibility of the owner of 2020 Lakeshore Road, and the final shoreline setback must be approved by Conservation Halton prior to the completion of Phase One. Base mapping of the study area will be amended to indicate the approved shoreline setback.

Once the technical materials have been reviewed and analyzed, and the shoreline setback established, a public open house will be held to introduce the study process, discuss opportunities and constraints, and identify what people value about the study area. This open house should incorporate elements of a design workshop so that

members of the public can express their vision and ideas for the site in either text or graphic format. Values and principles identified at this stage will be used to establish evaluation criteria which will be used to assess the development alternatives developed in Phase Three.

### ***Phase Two: Opportunities and Constraints Analysis***

An opportunities and constraints analysis shall be prepared for the study area. This analysis shall be augmented by technical data and shall include the following considerations:

- Permitted land use and densities
- Development potential of 2020 Lakeshore Road
- Development potential of adjacent vacant and under-developed sites on Lakeshore Road
- Park & waterfront trail interface & activities
- Shoreline setback from Lake Ontario
- Natural heritage, tree saving & ecological features
- Site contamination & rehabilitation
- Height, density & massing analysis
- Infrastructure requirements and functional design considerations (including roadway capacity, water & wastewater capacity, electrical & other utilities)
- Connections to the public realm
- Views & vistas
- Design of urban courtyard
- Retail enhancements
- Character & place making
- Site design/ built form
- Tower separation distance
- Parking needs & considerations
- Sun shadowing & wind impacts of tall buildings
- Potential for green infrastructure & buildings
- Transportation network (walking, cycling, transit, vehicular access)
- Potential TDM and parking strategies
- Phasing & Implementation
- Public input from Phase One

The collection of additional technical data may be required at the expense of the landowner. Diagrams and drawings will be prepared to illustrate opportunities and constraints and help visualize the potential of the study area.

### ***Phase Three: Development & Evaluation of Alternative Land Use Concepts***

Three alternative land use concepts shall be prepared for the study area. One of these will be the development concept proposed by the developer. A public and stakeholder design workshop will be held, led by the project consultants and intended to brainstorm ideas for the development of the site. The project consultant will then develop two

additional concepts based on the urban design principles endorsed by Council in 2005 as well as on the opportunities and constraints analysis and public input. The concepts will address place-making, public access and transportation functions, and surrounding land use context, while responding to the Burlington's planning policies and objectives.

Meetings will be held with adjacent landowners to present the three alternative development concepts and obtain feedback. A public open house will be held to present the three alternative concepts and obtain comments. Questionnaires will be provided which solicit opinions about the three concepts based on the evaluation criteria developed in Phase 1 of the Study process.

#### ***Phase Four: Selection of Alternative Land Use Concept***

A preferred land use concept will be identified by Planning staff based on the landowner, public and stakeholder input, the evaluation criteria developed through the study and the alignment with city, regional and provincial policy and objectives. A comprehensive planning justification report will be prepared for Burlington Council which will present the results of the opportunities and constraints analysis, the three alternative concepts, the preliminary public input and the preferred alternative. Council will be requested to endorse the preferred concept plan. The report will be presented at a Development & Infrastructure Committee meeting which will provide an additional opportunity for public input.

#### ***Phase Five: OP Policies, Zoning & Urban Design Guidelines***

Site specific Official Plan policies, zoning regulations and design guidelines will be drafted to implement the preferred development concept.

The design guidelines will illustrate key urban design principles applicable to the private and public realm which build on the existing Downtown Urban Design Guidelines. The Planning Study will also provide recommendations related to potential partnerships and implementation tools including the phasing of servicing for the study area. Priorities and next steps for implementation will be identified.

The draft documents will be circulated for initial technical review and comment. Once the amendments are in a satisfactory condition, further public open house will take place. The results of the public and technical input will be used to finalize the documents for Council approval. The final study report will contain an Official Plan Amendment, Zoning By-law Amendment and urban design guidelines for the 2020 Lakeshore lands. These documents are to be approved as a package in order to guide future development of the study area.

## **6. Deliverables**

The Planning Study is to be funded by the owner of 2020 Lakeshore Road. Once the study consultants have been retained, a work schedule will be provided to the Steering Committee outlining:

- Task timing & sequence
- Draft meeting schedules.

The study consultants will be responsible for providing the draft interim and final reports and all accompanying drawings, diagrams, maps, profiles, and presentation materials that are used to illustrate findings and recommendations for the Study.

Interim reports are to be submitted as follows:

- Context & Opportunity/Constraint Mapping
- Review of Alternative Concepts & Selection of Preferred Concept
- Draft OP policies, zoning regulations and design guidelines

A draft of the final report shall be submitted for Council approval. The report shall be revised as necessary and finalized after Council approval of the study results and recommendations, along with implementing amendments to the Official Plan and Zoning Bylaw.



## APPENDIX “1”

### STEERING COMMITTEE TERMS OF REFERENCE

Overall project management will be provided by the Steering Committee. Membership of the Steering Committee will be as follows:

- Special Business Area Coordinator – Project Lead
- Coordinator of Development Review
- Executive Director of Capital Works or Delegate(s)

The Steering Committee will be responsible for providing overall advice and direction to the consulting team, including overseeing the preparation of reports to Council at key milestones throughout the project.

*NOTE: The final recommendation on a preferred alternative will be responsibility of the Planning and Building Department.*

#### **Key Tasks**

- Administer, in conjunction with Purchasing, the Request for Proposals and awarding of the contract.
- Contract administration
- Scheduling of Steering Committee meetings and Joint Meetings with the Stakeholder Advisory Committee
- Providing direction to the project consultant(s)
- Scheduling and arranging public workshops and meetings
- Communication matters including reports to Council, maintenance of web page, preparation of newsletters

#### **Deliverables**

- Reports to Council at key project milestones

## APPENDIX “2”

### STAKEHOLDER ADVISORY COMMITTEE TERMS OF REFERENCE

The Stakeholder Advisory Committee will provide input to the Steering Committee at strategic points in the study process, and according to their areas of interest and expertise. In addition to Steering Committee members, membership of the Stakeholder Advisory Committee will include:

- Ward 2 Councillor
- Developer or Representative
- Planning and Building
- Transportation Services
- Conservation Halton
- Region of Halton – Planning and Public Works representatives
- Downtown Business Association
- Two Members of the Public to include
  - One resident from the downtown
  - One resident from the broader city
- Parks and Recreation
- Others as may be determined by the Steering Committee from time to time

#### Key Tasks

- Review of applicable background and consultants reports
- Provide comments to the Steering Committee on the various reports in accordance with the members’ specific areas of interest and expertise
- Attendance at public meetings and workshops
- Attendance at Stakeholder Advisory Committee meetings and joint Stakeholder/Steering Committee meetings