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October 5, 2016

901 Guelph Line **– Request to Reconsider: Employment Land Conversion Preliminary Recommendations and Policy Directions**

As part of the City's Official Plan Review, we request the City to reconsider their Employment Land Conversion Preliminary Recommendations and Policy Directions for our property at 901 Guelph Line based on information that was not included in the Staff assessment and errors in the technical analysis as summarized in this memo. The following is our preliminary comment as our team and planning consultant has not had sufficient time to thoroughly review Staff's Report PB-30-16 released on September 30, 2016.

Summary of Site Specific Employment Conversion Request for 901 Guelph Line:

Our proposal is to redevelop the site as a Master-Planned, Mixed Use, High Density, Transit-Oriented, and Green (LEED) Development in partnership with Burlington Green (see attached Burlington Green's 'Community 20/20 Report' 2015). The proposal includes 85,000 SF office, 74,000 SF retail, and 960 residential units. The site currently comprises of an industrial building that is outdated and underutilized, as it is no longer suitable for today's manufacturing and distribution needs.

- The proposed mixed use community development will serve as a Gateway to the Harvester Road employment corridor and Fairview Street Corridor, and will also serve as a transition between the high density residential area west of Guelph Line and employment areas east of Roseland Creek.

- The subject site is located in close proximity to the Burlington Mobility Hub. Our redevelopment proposal aims to augment and support the function of the Burlington Mobility Hub and Fairview Street Corridor, by providing the critical mass required to support future planned rapid transit along Fairview Street and an active community. Our proposal can play an essential supporting role to make rapid transit viable. General Employment use, as the site is currently designated, would not support transit and the Burlington Mobility Hub.

- The 'Burlington Mobility Hub Opportunities and Constraints Analysis, 2014' recommends the highest Mixed-Use densities be concentrated adjacent to the rail corridor and in proximity to 'nodes'. The Guelph Line and Fairview St intersection is identified as a 'node' for the Burlington Mobility Hub.

- Servicing infrastructure is already in place in the area, and the proposed development would allow for better utilization of existing and water, sanitary, storm water, and future planned transit improvements, etc.

- The subject site is very challenging to redevelop due to traffic constraints. The Ministry of Transportation under legislation has a permit control area in the vicinity of the Q.E.W. which includes the subject property; a building and land use permit from MTO will be required before a municipal building permit can be issued. A major concern for MTO is the build up of vehicles on the eastbound Q.E.W. off-ramp in the peak morning period. Office-generated traffic exasperates peak period congestion the greatest of all proposed uses, therefore the subject site requires an appropriate scale of office development. MTO will limit the size of the development due to traffic implications to the Q.E.W. Our proposal is of an appropriate scale and includes an office component that does not trigger a traffic issue with MTO, as determined by our Traffic Report completed by MMM Group.

- The proposed redevelopment will generate approximately 380 full-time jobs, significantly more intensive than the minimum 50 jobs/ha density for employment lands employment as prescribed by the Places to Grow Plan. Our proposed office component envisions innovative, shared working spaces that will encourage the creation of knowledge-based and creative employment. This type of employment is identified as a Target Employment Sector in the Phase 2 Employment Lands Study. The proposed redevelopment will also generate approximately $3.8 million in annual property taxes (2014 estimate).

Please find below our response to Staff's employment conversion assessment. It is our position that the City should reconsider its assessment of our subject property. Our proposed conversion meets all criteria from the City's 'Conversion Criteria and Methodology' for employment conversion.

Staff's Conversion Assessment for 901 Guelph Line:

1. There are other areas identified for intensification within the city, as the subject property is not located within an intensification area in the 2008 Intensification Strategy, nor within a Mobility Hub Study Area, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). The subject parcel has been identified as an Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. Although it is in proximity to lands that have been identified for redevelopment and intensification, the subject site has not been identified to accommodate mixed use development.

Response:

This is true, however, several sites that are located outside of intensification areas and Mobility Hubs have been recommended by Staff for Conversion. Notably conversion request #16, 41, and 40 north of Dundas are located in "Designated Greenfield Areas" and will not contribute to achieving the City's 40% intensification target. Our proposal is located in the Built-Up Area and in proximity to the Fairview Street Corridor and will contribute to intensification targets.

Staff's Conversion Assessment for 901 Guelph Line:

2. The City's Phase 2 Employment Lands Study identifies that the existing supply of employment land will be needed for the long term and that nearly all of the City's designated employment lands are of strategic importance. The subject parcels is a large site (6.4 hectares) with good access and visibility, and part of a large employment area; conversion of the subject site could destabilize the area.

Response:

The subject parcel is an occupied site, which according to the City's 'Conversion Criteria and Methodology', is **"considered to not be a significant impact on the short and long term employment land needs of the City.**"

The site also **does not have good access**, as traffic is constrained at the Guelph Line and Harvester Road intersection as well as the QEW on-ramp and off-ramp at Guelph Line. This is evidenced by the ongoing Guelph Line Class EA Study initiated by the Region in 2012, which encompasses the subject site and has not been approved by the MTO. The subject site is located within MTO's development permit area, which will limit the size of any proposed development according to traffic generation. Our proposal was submitted with a detailed traffic report by MMM Group to ensure that the uses proposed can be

handled from a traffic capacity. Employment uses can only be accommodated on the site if they are of an appropriate scale.

Conversion of the subject site will not destabilize the employment area to the east, but will have the reverse effect. The site has an existing industrial building that is underutilized in both the number of employees generated and in the proportion of warehouse space used. **The proposal for the site will accommodate over 85,000 sf of innovative office space**, which will create a greater number of jobs than the current employment use can generate. The proposed mix of uses for the site is aimed to create a vibrant mix to encourage further employment to the east. Lands to the west are already designated high density residential.

Staff's Conversion Assessment for 901 Guelph Line:

3. Based on Burlington's most recent residential, commercial and employment land needs analysis, the City does not require additional residential, commercial nor employment land to meet the Provincial or Regional growth targets to 2031.

Response:

The City has defined need for conversion in their 'Conversion Criteria and Methodology'. Need is defined in the context of the City's existing Settlement Pattern and future Urban Structure, which includes intensification areas, Uptown Mixed Use Centre, and Mobility Hubs.

The subject property, 901 Guelph Line is located only 1200 m from the Burlington GO Station and is a 15 minute walk from the GO Station, meeting the qualifications as a 'Gateway Hub' as per the Metrolinx Regional Transportation Plan. It is also located only 100 m from the Fairview Street Corridor (with only CN tracks separating Fairview Street from the subject property). The site needs to be converted from its current employment designation in order to allow redevelopment that will provide transit-supportive densities and mix of uses for the Fairview Street Corridor and to support the Burlington Mobility Hub.

The following assessment from Dillon's Report for the Burlington Mobility Hub area also applies to the subject site:

3. The presence of residential uses in the surrounding area would limit the range of employment uses that could be developed in the study area. Conversion would allow for greater intensity in the use of land and uses which would be more compatible with the surrounding area.

The vacant lands to the west of the subject site are zoned RH4-290 which permits only high density apartment or retirement home use.

4. As the subject area is one of only four areas identified as a Mobility Hub in Burlington, it can be concluded that there are effectively no other areas designated and approved for such uses, with a demonstrated need for conversion to allow for these uses. Also realization of the intensification and transit-oriented mixed use development goals intended as part of the Mobility Hub strategy would have a demonstrable benefit to the community at large.

   The proposal for our site, which is located on the outside edge of the 'Mobility Hub Employment Area Under Review' (approximately 1270 m from the centre of the Burlington Mobility Hub), is for Mixed Use, Transit-oriented Development that takes advantage of the proximity to the Fairview Street Corridor and Burlington GO Station. The 'Mobility Hub Employment Area Under Review' in Dillon's Study extends to approximately 1240 m from the Burlington Mobility Hub.

5. While this conversion would reduce the total amount of land area designated for employment uses across the City, the Mobility Hub areas are intended to maintain a significant employment function for the long term. The employment uses that will be encouraged to locate in the area will be uses appropriate in proximity to sensitive uses. None of the subject lands were identified as being vacant as part of the Phase 2 Employment Land Review. Therefore the conversion of these lands is not anticipated to have any implications to the City's vacant employment land supply.

   The redevelopment proposal for our site will not only vastly increase the number of employees which can be accommodated compared to the present use, but will also encourage the creation of knowledge-based and creative employment.

<u>Staff's Conversion Assessment for 901 Guelph Line:</u>

4. The subject parcel is located in close proximity to lands zoned for and currently active heavy industrial uses. These uses are to the east (north and south of Harvester Road) and west (south side of McDowell Road) of the subject site. Introduction of sensitive residential uses may result in land use compatibility issues with the surrounding employment lands and could have other broader implications, as this parcel is within a well-established employment area. Conversion of the subject site could have a negative impact on the future of the employment area.

<u>Response:</u>

a) The **subject parcel is not in proximity to currently active heavy industrial uses**. A summary of surrounding employment uses is provided below. Nearby vacant lands include zoning exception 334 which *does not permit* heavy industrial use. Considering these points, land use compatibility should not be a major issue and can be managed and mitigated, as is recommended by Dillon's Report for all Mobility Hub conversions. Conversion requests #23 (located outside of the Appleby Mobility Hub), 24A, and 37, on the other hand, are located in a well-established industrial area and presents significant land

use compatibility issues as identified in Dillon's Report and has been recommended by Staff for conversion.

901 Guelph Line – Request #9 Not in Proximity to Heavy Industrial Uses and Recommended to Remain Employment Land

Surrounding Existing Uses

- East of 901 Guelph Line:
  - Retail and Office uses (GE1-334)
  - Cogent Power (GE1-334) *light industrial, Class I / II Industrial Facility - design and production of electrical components and materials*
  - Vacant land - only low impact uses are permitted (GE1-334); exception 334 prohibits Chemical Industries, Petro Chemical Laboratories, Bulk Propane Storage Depot, Solid Fuel Supply Yard, Oil Depot, Waste Transfer Station

- North of 901 Guelph Line:
  - CIMA+ Offices (BC1-335) *Engineering, Geomatics, Communications*
  - Holiday Inn Burlington (BC1-335)

- West of 901 Guelph Line:
  - Hood Packaging (GE2) *light industrial, Class I Facility - packaging services*
  - Volkswagen Dealership (GE2-289)– zoning exception 289 only permits Motor Vehicle use on the site
  - Vacant land (RH4-290) – zoned for high density apartment or retirement home use only

For Comparison:
4445 Fairview Street, 750 Appleby Line, 747 Appleby Line – Requests #23, 24A and 37 In Proximity to Heavy Industrial Uses and Recommended for Removal From Employment Lands

Surrounding Existing Uses

- North:
  - Fearman's Pork and Maple Leaf Foods (GE1) *heavy industrial, Class III Industrial Facility - active slaughter house*
  - Dominion Nickel Alloys Limited (GE1) *heavy industrial, Class III Industrial Facility - metals processing, recycling and outdoor storage, other various outdoor industrial storage*

- East:
  - Fisher and Ludlow (MXE) *light industrial, Class I/II Industrial Facility - Warehouse/shipping*

b) Conversion of the site *will not* have a negative impact on the future of the employment area to the east. The proposed development is Mixed Use, High Density, and Transit-Oriented, and maintains the intent of the Official Plan, by generating employment and serving as a Gateway to the QEW/Harvester Road employment corridor and to the City. The employment potential of the subject

property would be protected and improved by incorporating knowledge-based employment uses to meet the City's targeted employment density. The mixed use community would be master planned to facilitate and enhance the viability of employment in the surrounding Q.E.W. corridor. The proposed mixed use community development would also serve as a transition between the high density residential area west of Guelph Line and employment areas east of Roseland Creek.

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Community 20/20

A clear vision for a sustainable future

A live, work, play community in the heart of Burlington based on the three pillars of sustainability; (social, economic and environmental).

The development will serve as an innovative, forward-thinking demonstration project to inspire further smart intensification initiatives in the city.

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Vision – top 5 goals of project:

1. Socially connected – designed to attract younger residents /work force
2. Create a true Community – residents live, work and play in this new, innovative complex
3. Transit – a walkable community that is adjacent to transit; reduce number of cars per resident, car share program, bike friendly
4. Social Space – well planned social spaces are included such as a central square, community garden etc.
5. Environmentally sustainable with best practice features that will reduce the community's impact on climate change that are practical, proven and economically feasible.

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What?

The urban design will reflect the three pillars of sustainability (economic, social and environmental) and will be transit-oriented; with the Burlington GO station, local transit lines and the Burlington Mall all within walking distance of this new community complex.

Green building, infrastructure technologies and practical opportunities to conserve energy, water, reduce greenhouse gas emissions and adapt to a future that includes extreme weather events will be some of the initiatives to be explored as part of our development project.

This exciting project will be the first of its kind in Burlington to serve as a permanent model to inspire and inform future sustainable development practices in the city of Burlington and beyond.

A good example of a similar community concept can be found with the WEST 5 Development in nearby London, Ontario: http://www.west5.ca/

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Where?

Located at Guelph Line & Harvester Road in Burlington, the 16 acre outdated industrial site is to be redeveloped into a vibrant, innovative 1,000,000 SF destination gateway development that is green and connected to people, places and community.

The mixed-use proposed development is to include 1000 high and mid rise residential units and incorporate forward-thinking office spaces such as shared and open-concept workspaces to attract knowledge-based employment; and neighbourhood retail uses to service residents and nearby employees.

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Some Guiding Principles:

- Be bold, embrace innovation, and remember that bringing people together is both the means and ends of great urban design.
- Tackle the challenges by being innovative, willing to experiment and by embracing a bold vision.
- Urban design in North America is at an inflection point. Cities are facing serious issues related to environmental sustainability and carbon footprint, economic rejuvenation and youth unemployment, as well as continued pressure to grow their populations without expanding their boundaries. All of these challenges come at a time when governments are under pressure to reduce spending and taxes. Finding solutions to these challenges is putting urban design in the spotlight.
- Mixed-use densification is key to lessening our dependence on the car, making cities more walkable and urban transit more effective. It can also bring other benefits, especially when designed with care and consideration for creating public spaces that support civic engagement and community uses.
- Involve citizens in designing their own cities.

Source: City of Guelph's urban planning Conference held in 2014.

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When?

BurlingtonGreen has received funding from the Ontario Trillium Foundation to support the agency's collaboration on the Emshih project during the 2015 to 2019 period. The projected timeline to commence construction is five years. This depends on the employment land conversion and the new OP process of both the City and Region.

The building that is currently located on the property is the new home of the Halton Hive which is the work environment model that is proposed for the future Community 20/20 project. This serves as a valuable opportunity to familiarize clients with this community hub location.

Coworking :

https://www.youtube.com/watch?v=le0dfcG_jVw&feature=youtu.be

The Halton HiVE is an open concept shared office space reengineered for tech professionals, startups, freelancers and entrepreneurs. *"Our mission is to create a unique space where you can grow, collaborate and learn from other creative professionals in a fun co-working atmosphere"*

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Who?

BurlingtonGreen is one of various team members collaborating on this large development project.

Our role is as follows:

- To research and share key green features for the project design that meet the key factors of practicality, proven design, and economical feasibly.
- To identify and communicate best practices, leading edge technologies and innovative service providers that could reduce the footprint or otherwise improve the green aspects of the project.
- To share the story and journey of the project from start to completion with the people of Burlington through outreach programs, print materials, social media and website.
- To assist in determining what elements and features are important to attract the project's primary target demographic of the late twenties to early thirties demographic.

An architectural firm specializing in holistic, sustainable, urban community design) is recommended to develop the concept plan for Emshih Development Inc.
http://www.mcdonoughpartners.com/projects/north-innisfil-concept-plan/
http://www.west5.ca/

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OTF 5 year Plan
2015 – Year 1

- **Determine areas of focus**
- **Benchmark ideal green building features**
- **Identify technologies of interest**
- **Detail 5 year objectives & workplan**

Natural Environment/ Open Space

street netparks
- stormwater
- urban agriculture
- natural heritage system
- soils and topography
- urban forestwork/block
- site permeability
- transit supportive
- active transportation
- walkability

Mobility

street network/block
- site permeability
- transit supportive
- active transportation
- walkability

Built Environment

- compact development
- land use mix and diversity
- green buildings
- site accessibility
- housing unit mix
- landscape and street tree planting/preservation
- natural green space
- parking
- indoor air quality
- pedestrian connections
- cultural heritage resources
- economy
- community form

Infrastructure & Buildings

energy conservation
renewable energy
energy efficiency
distributed generation
- potable water
- lighting
- bird friendly design
- materials and solid waste management
- heat island

-urban agriculture/local food security support

Source: Richmond Hill – Sustainability Metrics

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OTF 5 year Plan 2015 – Year 1	• Determine areas of focus • **Benchmark ideal green building features** • Identify technologies of interest • Detail 5 year objectives & workplan

- Building(s) designed and/or certified under an accredited "green" rating system
- % Tree canopy within proximity to building/pedestrian infrastructure
- Maintain existing healthy trees
- Satisfy or exceed Municipal Tree Planting Standards
- Bicycle Parking
- Surface parking - implement a strategy to minimize surface parking for permanent employees and residents.

- Carpooling and Efficient Vehicle Parking - 3% of the site parking spots (or a minimum of 4 parking spots) to be dedicated to car pooling and/or fuel efficient / hybrid vehicles and/or car share/zip car (does not apply to compact cars). Dedicated parking spots located in preferred areas close to building entries.

- Site Permeability – Connectivity - Connect buildings on the site to off-site pedestrian paths, surface transit stops, parking areas (car and bike), existing trails or pathways, or other destinations (e.g. schools). Outdoor waiting areas located on the site must offer protection from weather.Where a transit stop is located within a walking distance of the project site boundary, the building main entrance should have a direct pedestrian linkage to that transit stop

- Sidewalks must be in accordance with the applicable Municipal Standards.
- Provide quantity or flood control in accordance with applicable Municipal and conservation authority requirements

Source: Richmond Hill – Sustainability Metrics

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OTF 5 year Plan 2015 – Year 1	• Determine areas of focus • **Benchmark ideal green building features continued…** • Identify technologies of interest • Detail 5 year objectives & workplan

- Storm Water Quantity and Quality
- Rainwater Re-use
- Introduce storm water amenities that provide both functional and aesthetic benefit to the site.
- Dedicate land for local food production
- Solar Readiness
- Develop an energy strategy for the development, identifying opportunities for conservation, local generation, energy sharing, renewables, etc…
- Reduce potable water used for irrigation
- Water Conserving Fixtures
- Energy Conserving Lighting
- Bird Friendly Design
- Storage and collection areas for recycling and organic waste are within or attached to the building or deep collection recycling and organic waste storage facilities are provided.
- Recycled / Reclaimed Materials - Minimum 25% of recycled/reclaimed materials should be used for new infrastructure including roadways, parking lots, sidewalks, unit paving, etc.
- Material Re-use and Recycled Content
- Reduce heat island effect from the built form - Non Roof & Roof

Source: Richmond Hill – Sustainability Metrics

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OTF 5 year Plan 2015 – Year 1	• Determine areas of focus • Benchmark ideal green building features • **Identify technologies of interest** • Detail 5 year objectives & workplan

- Technologies for green buildings should achieve a maximum reduction in carbon footprint. Any energy and cost savings are to be considered secondary.
- Solar electricity with storage and ground/water/air source electric heat pump technologies are preferred over natural gas alternatives because solar produces no emissions and Ontario electric grid power production creates 54% less carbon dioxide equivalent emissions than natural gas combustion.
- Heat pumps further reduce emissions by up to 500% compared to natural gas combustion which increases emissions through incomplete combustion.
- Alternatives with non-fossil fuels such as biogas fired micro turbine cogeneration may be considered if the application is ideally suited to the system production of 60% heat and 40% electricity.
- Absorption chiller units would be required for cooling in the summer.
- Energy consumed by natural gas or oil fired units would produce emissions that are considerably greater than using grid electricity despite the transmission losses that are not present with on-site generated electricity.

Source: Project Team Member: Jim Feilders, BG Volunteer

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OTF 5 year Plan 2015 – Year 1	• Determine areas of focus • Benchmark ideal green building features • **Identify technologies of interest** • Detail 5 year objectives & workplan

- Highly efficient building envelopes to promote indoor comfort and low energy consumption
- Electric vehicle charging stations Type 2 and 3
- Building roofs with combination gardens and solar photovoltaic system
- Rainwater collection for garden and landscaping
- Minimal hard surfaces with bio swales for parking lot runoff
- Waterproof basements to avoid flood water without sump pumps
- Storm water storage and controlled discharge
- Ground level play space, dog walk and community garden
- Park space located centrally for easy accessibility, traffic safety and minimal noise
- Aerobic composting of organic waste and use as fertilizer
- Zero waste collection and control system

Source: Project Team Member: Jim Feilders, BG Volunteer

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The Community 20/20 project has the potential to directly support Burlington's goal of increased non- automotive travel by 20/30:

- It has "walkable" or bike access for residents to the Brant street GO Station (a distance of 1.7 km)
- It will directly support increased density along the Fairview/Plains Road corridor allowing early implementation of dedicated transit along the same route
- It has"walkable" access to a live/work/recreation redevelopment at the nearby Burlington Mall
- The community design should emphasize car alternative transportation options. Ie. limited car parking opportunities, sufficient number of prominent, secure bike racks. Include a bike repair shop in the business complex. Investigate linkage to City bike paths.
- Bike friendly roadways must be established around the community providing safe linkages to local destinations and attractions.
- Must have electric car charging stations
- Close proximity to QEW supports ease of carpool opportunities directly from the community.

Source: Project Team Member: Ken Woodruff, BG Volunteer

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- **Cradle-to-cradle (C2C) project design**
  - net zero waste objective for building project and for community operations
  - integrating healthy, cyclable materials in all buildings
  - creating a business hub/incubator for these practices
    http://www.mbdc.com/

- **Net Zero Energy (NZE) community design**
  - work with firms who are developing concepts: currently one in Oakville, another in Waterloo
    http://www.west5.ca/
  - national NZE demo project: monitoring developments in the program:
    Minto Communities (Ottawa project), Reid's Homes (Guelph project)
    http://www.zeroenergy.ca/

- **Intergated "eco systems"**
  - work with a local firm http://www.peapodlife.com/ on creating healthy, inspiringindoor spaces, as well as self-sustaining plants & edibles

- **Standards: going beyond LEED design**
  - Living Building Challenge http://living-future.org/lbc
  - Passive House http://www.passivehouse.ca/
  - Well Building http://www.wellcertified.com/
  - Architecture 2030 http://architecture2030.org/2030_challenges/2030-challenge/

Source: Project Team Member: George Strickland, BG Volunteer

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OTF 5 year Plan 2015 – Year 1	• Determine areas of focus • Benchmark ideal green building features • **Identify technologies of interest** • Detail 5 year objectives & workplan

- Energy storage – store energy for use when needed or to minimize energy costs
- Distributed generation – generate energy locally to reduce the demand from the grid and reduce emissions
- District heating – generate heat centrally to reduce energy costs and minimize the environmental impact
- Islanding from the grid – supply energy to the community from storage and local generation in the event of an outage on the central grid
- Electric vehicle charging stations – encourage the use of electric vehicles to minimize emissions
- Energy harvesting – incorporate technologies that use waste energy and increase overall efficiencies
- Community energy systems – participate in Community-wide initiatives to reduce energy use

Source: Project Team Member: Michael Yakimchuk, BG Volunteer

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OTF 5 year Plan 2015 – Year 1	• Determine areas of focus • Benchmark ideal green building features • Identify technologies of interest • Detail 5 year objectives & workplan

OTF 5 year Plan 2015 – Year 1	• Determine areas of focus • Benchmark ideal green building features • Identify technologies of interest • Detail 5 year objectives & workplan

2016 –Year 2	• Determine reduction targets • Develop catalog of options • Confirm findings with partner needs
2017 – Year 3	• Recommend features of design • Confirm with partner
2018- Year 4	• Identify 3 new potential green building sites/projects • Determine youth focused component of the new development
2019 – Year 5	~~(Completion)~~ Commencement of the construction of the new green building/infrastructure complex complete with youth related component (I.e. potential gathering hub for the Youth Eco-Network) • 5 year project journey report capturing key planning stages, list of green technologies recommended and project outcomes will be created and promoted on the BG website, social media outlets and also shared to the broader public via a media release

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