BOUSFIELDS INC.
PLANNING | DESIGN | ENGAGEMENT

DECEMBER
2019

URBAN DESIGN BRIEF

2107 + 2119 OLD LAKESHORE ROAD
BURLINGTON, ON

PREPARED FOR:

CARRIAGEGATE
home to new living





PROJECT NUMBER: 17171

PREPARED BY:

BOUSFIELDS INC.
PLANNING | DESIGN | ENGAGEMENT

3 CHURCH ST, SUITE 200
TORONTO ON
M5E 1M2

TABLE OF CONTENTS

1.0 INTRODUCTION + PURPOSE **1**

2.0 SITE + SURROUNDINGS **2**
2.1 Subject Site 2
2.2 Immediate Surroundings 4
2.3 Area + Urban Design Context 6
2.4 Tall Buildings in Downtown Burlington 9
2.5 Transportation Network 12

3.0 URBAN DESIGN VISION + STRATEGY **14**
3.1 Vision Statement 14
3.2 Urban Design Principles + Strategies 14

4.0 DESCRIPTION OF PROPOSAL **16**
4.1 Response to Urban Design Advisory Panel 18

5.0 URBAN DESIGN POLICY + REGULATORY CONTEXT **21**
5.1 City of Burlington Official Plan *(Approved 2008, Updated 2017)* 21
5.2 City of Burlington Official Plan *(2018, Not In-Force)* 29
5.3 Downtown Urban Design Guidelines *(2006)* 30
5.4 Old Lakeshore Road Precinct Phase II: Urban Design Guidelines (2009) 33
5.5 Tall Building Guidelines *(2017)* 36

6.0 URBAN DESIGN ANALYSIS **40**
5.1 List of Principles 40
5.2 Compatibility 41
5.3 Site Organization 42
5.4 Pedestrian Circulation and Access 44
5.5 Public Realm 46
5.6 Built Form and Massing 47
5.7 Shadow Impacts 50
5.8 Architectural Articulation 51
5.9 Open Space + Landscaping 53
5.10 Parking , Loading and Servicing 55

7.0 CONCLUSION **56**

APPENDICES

APPENDIX A - City of Burlington Urban Design Advisory Panel Meeting Minutes **58**



Architectural Rendering, view looking west along Lakeshore Road (Provided by G+C Architects)

1.0 INTRODUCTION + PURPOSE

This Urban Design Brief has been prepared by Bousfields Inc. in support of an application by Old Lakeshore Burlington Inc. that seeks to amend the Official Plan and Zoning By-law to permit a 27-storey mixed use development at the lands located at 2107 and 2119 Old Lakeshore Road in the City of Burlington ("the subject site").

The purpose of the Brief is to describe the urban design character of the building, to assess its fit within the Downtown context, and to review its conformity with the City's urban design policy framework. In addition to the other documents that form the submission package, the Urban Design Brief is a companion document to and should be read in conjunction with the Planning Justification Report, prepared by MHBC, which sets out the urban planning rationale for the subject site.

From an urban design perspective, this Brief reviews the architectural design concept prepared by Graziani & Corazza Architects Inc. and the landscape design concept prepared by Ferris & Associates Inc. In addition to identifying the urban design vision and objectives for the currently underutilized subject site, this Brief addresses the urban design policies of the City of Burlington's in-force and new Official Plans, and the City's Tall Building Guidelines (2017).

The Brief concludes that the proposed development is consistent with the urban design goals and objectives established in the City of Burlington in-force Official Plan and recently adopted new Official Plan, in addition to the vision and urban design guidance set out in the Downtown Urban Design Guidelines and City-Wide Tall Building Guidelines. The proposal presents an opportunity to improve the design of the underutilized lands within a built-up area through careful consideration of built form and massing and will add increased residential density and new retail space, both of which are supportive of a growing Downtown that is an important pedestrian- and transit-oriented destination. Architecturally, the design and scale of the building will fit well within both the existing and emerging Downtown tall building context near the water's edge. To that end, the design and articulation of the tower will add interest to the skyline, as is befitting of its prominent location.

In our opinion, as articulated in this Brief, the form and pattern of development being proposed represents good urban design practice, responds appropriately to the existing and planned physical and built form character, and will contribute positively to the character of Downtown Burlington.

2.0 SITE + SURROUNDINGS

2.1 Subject Site

The subject site is located at the junction of the Lakeshore Road and Old Lakeshore Road. It is bounded by Lakeshore Road to the north and Old Lakeshore Road to the east and south. The road alignment affords the site a generally triangular shape where the western portion of the property is significantly wider than that of the east, measuring 51.8 metres and 9.2 metres respectively. The subject site has a frontage of 74.2 metres along Lakeshore Road and 76.0 metres along Old Lakeshore Road, resulting in an approximate area of 2,029 square metres (0.2 hectares). In terms of topography, the site slopes from west to east and from the south to the north resulting in a 2.93 metre grade change.

The subject site is currently occupied by two low-rise buildings, including a presentation centre and a one-storey building occupied by a medical clinic. The subject site also contains two surface parking lots that are associated with each building, both of which are accessed from Lakeshore Road and Old Lakeshore Road. Sidewalks are located within the municipal right-of-way along the entire length of Old Lakeshore Road, however, there are currently no sidewalks provided along the site's Lakeshore Road frontage.



View looking west from junction of Lakeshore Road and Old Lakeshore Road towards the subject site. Introducing a wide pedestrian boulevard along Lakeshore Road that continues around the site as well as allowing for spill-out space at the corner will allow it to form a better relationship with public realm.



View looking north along Old Lakeshore Road towards the subject site. The existing buildings have varying setbacks and do not adequately frame or address the street.



View looking east along Lakeshore Road towards the subject site illustrating the lack of street-related built form and streetscape activation.



View looking west from Old Lakeshore Road towards subject site illustrating the tall building context beyond, and the auto-oriented built form and public realm conditions.



Figure 1 - Site Context

2.2 Immediate Surroundings

Given its location, the subject site enjoys the many benefits of being in a mixed use Downtown Core and is surrounded by a variety of buildings both in use and form, including diverse residential, commercial, employment and recreational uses. The following describes the existing immediate surroundings:

North:

Immediately north of the subject site, north of Lakeshore Road, are mid-rise buildings with heights of up to 7 storeys, including a 5-storey building operating as Chartwell Martha's Landing Retirement Residence at 2109 Lakeshore Road and a 7-storey residential building at 2121 Lakeshore Road. Further north, is a 12-storey high-rise residential building at Martha Terrace (395 Martha Street). Northeast of the subject site is a 15-storey high-rise apartment building at 360 Torrance Street. Northwest of the subject site is a two-storey office building (2069 Lakeshore Road) and a one-storey commercial building (2079 Lakeshore Road). There is an active development proposal to consolidate these lands to develop a 29-storey mixed use residential building with at-grade commercial retail uses and residential uses above, fronting onto both Lakeshore Road and Pearl Street. East of 2069-2079 Lakeshore Road is a vacant lot (374-380 Martha Street), which is the site of a recently approved 26-storey mixed use building with commercial uses at grade and parking and condominium residential uses above. Further north is a 3-storey, 30-dwelling stacked townhouse, live-work development which includes at-grade retail and commercial uses fronting on public and private roads.

South:

Bounded by Lake Ontario, on the south side of Old Lakeshore Road are various 1- and 2-storey commercial uses, including restaurants and spas, a one-storey hotel, and surface parking lots that back directly on to the lake shore. These properties include 2100 Old Lakeshore Road, which is listed on the City of Burlington's Heritage Registry and identified as a property that is to be retained in Old Lakeshore Road Urban Design Guidelines, and 2084 Old Lakeshore Road which was designated under Part IV of the Ontario Heritage Act in 2009 for its contextual value to Burlington's waterfront as well as for its architectural elements reflective of the Georgian Period.

East:

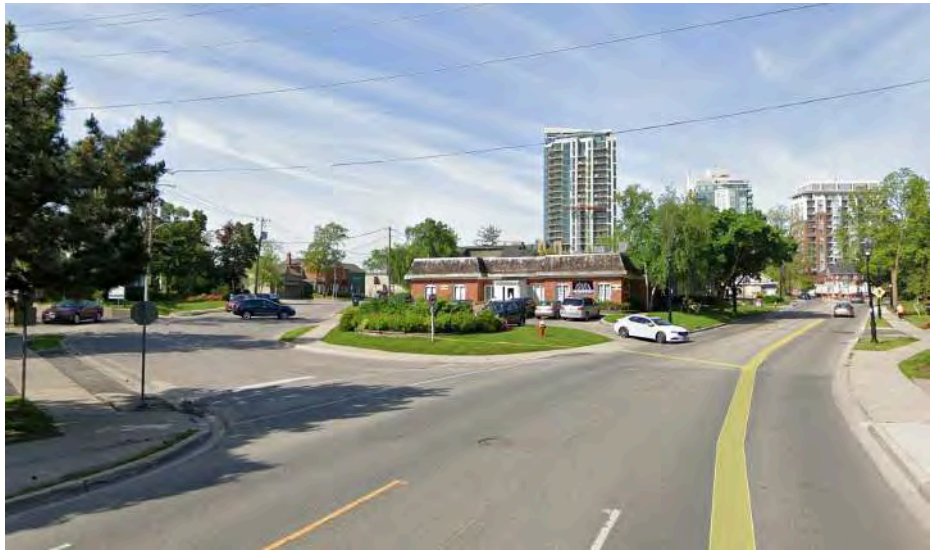
Immediately east of the subject site, across Old Lakeshore Road and flanking the lake shore, is the residential townhouse complex 'Pier 21' (2136 Old Lakeshore Road; 2 storeys).

Northeast of the subject site is an 18-storey slab-style high-rise apartment building (2160 Lakeshore Road) and a variety of high- and mid-rise residential buildings ranging from 8 to 13 storeys in height. Southeast of the subject site are 2- to 3-storey house-form buildings occupied by commercial uses with associated surface parking. Beyond these buildings, the area begins to transition down in height to low-rise residential apartment buildings that are 4-storeys in height down to a mature and stable single-detached residential community.

West:

To the immediate west of the subject site, lands have been assembled to form the site of a recently proposed 27-storey residential mixed use building with commercial uses at grade (2093-2101 Old Lakeshore Road and 2096-2100 Lakeshore Road). Currently, these lands are occupied by a 2-storey commercial building at 2101 Old Lakeshore Road that is listed on the City's Heritage Registry to be of cultural or heritage value and free-standing 1 to 2 storey low-rise commercial buildings as well as a surface parking lot. The development application proposes to retain the existing heritage building and incorporate it into the site design. West of the proposed development is a surface parking lot and a two-storey house form building occupied by commercial uses. On the west side of Pearl Street is a 22-storey mixed use residential and hotel development, Bridgewater Residences on the Lake (2042 Lakeshore Boulevard) that is currently under construction. Southwest of this development is access to the Waterfront Trail and Brant Street Pier as well as green connections to the Spencer Smith Park, which spans most of the waterfront to the south.

Northwest of the subject site, at the northwest corner of Lakeshore Road and Pearl Street are residential mixed use buildings with height of 11, 14 and 17 storeys (399 Elizabeth Street, 360 Pearl Street and 390 Pearl Street).



Looking southwest towards the junction of Lakeshore Road and Old Lakeshore Road and the subject site as a terminus to a prominent view corridor. (Source: Google Earth)



View of 7-storey building at 2121 Lakeshore Road, immediately north of the subject site. The existing mid-rise and high-rise development surrounding the site lacks street animation and architectural interest.



View of existing conditions along Old Lakeshore Road, looking east from Pearl Street illustrating the lack of street-related built form and the prominence of surface parking as well as the existing high-rise residential towers beyond.



View of existing conditions along Lakeshore Road, looking southeast highlighting the lack of pedestrian-oriented site configurations and built form.

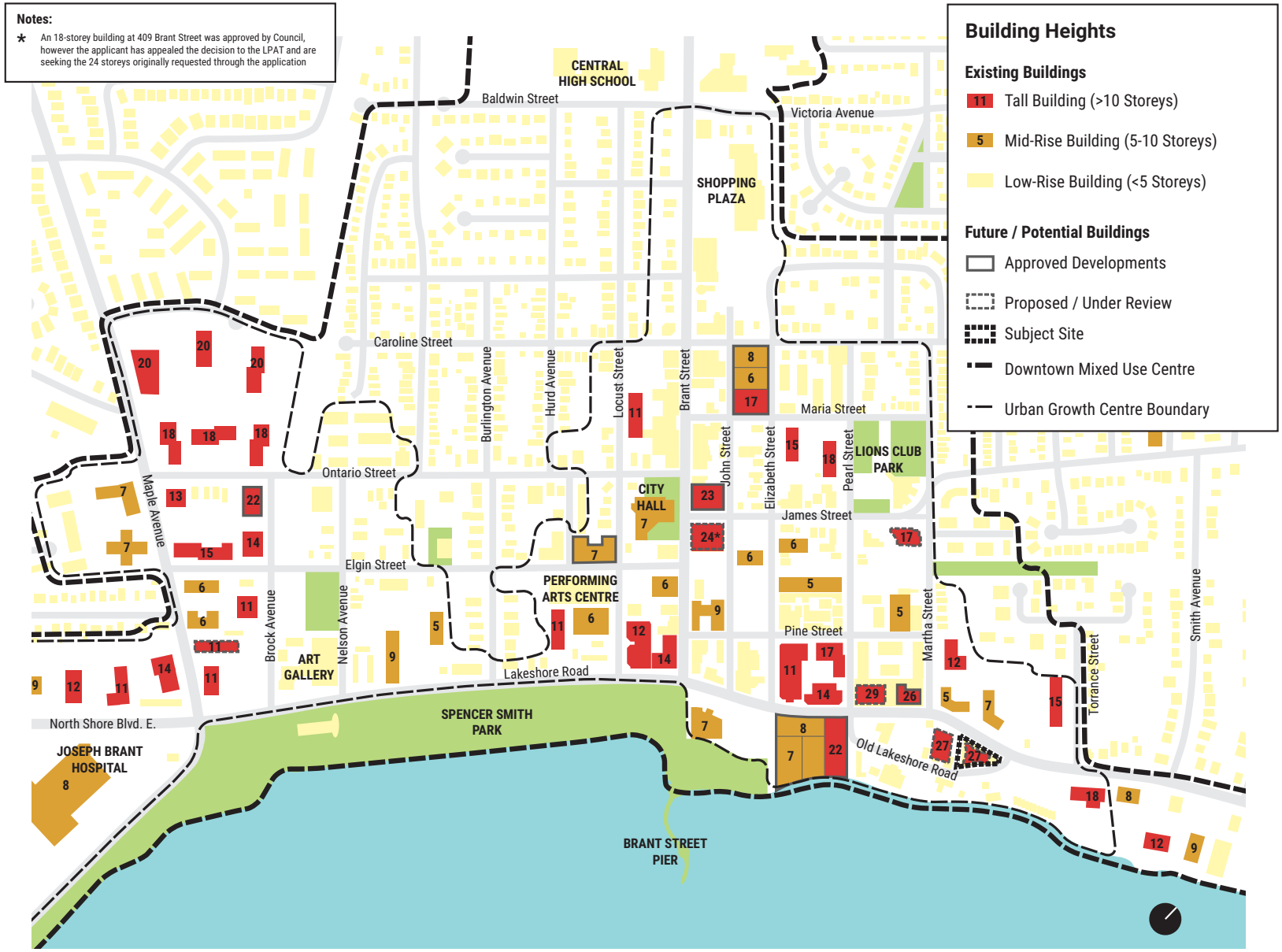


Figure 4 - Downtown Burlington Height Map

2.3 Area + Urban Design Context

The subject site is located in Burlington's Downtown Core. The City envisions this area as a dynamic and pedestrian-focused urban node that will serve as the central area of growth for the City. Downtown Burlington is generally characterized by a broad range of residential, commercial, institutional and community uses located within low-, mid- and high-rise buildings. Significant clusters of mid- and high- rise development are located along the Lakeshore Road, Brant Street and Maple Avenue corridors which together contribute to Burlington's emerging and prominent skyline.

The Downtown of Burlington is centered at the point and junction of Burlington's earliest settlement: at the junction of Brant Street, which extends inland and is perpendicular to the shoreline, and Lakeshore Road, which follows the Lake Ontario shoreline to the east (Toronto) and west (Hamilton). The street and block pattern of the original town that grew out from this junction consists of generally linear streets and uniform blocks. The Lakeshore Road corridor is a defining element of Burlington's urban structure as it marks the edge of the Downtown and waterfront. The corridor is comprised of an episodic series of nodes, of varying characters and functions, that are centred around prominent junctions and establish the following interfaces:

- From the east: The lots that comprise the Old Lakeshore Block Precinct signify entry into the Downtown as Lakeshore Road realigns to veer north, creating a view terminus. This gateway into the Downtown is further emphasized by the built form character transition into a more compact and high-rise form.

- From the north: The junction at Brant Street identifies the central corridor of the Downtown and is characterized by the fine-grain main street type built form and buildings with architectural feaatures that contribute to the hisoric character of the street.

- In addition, the built form pattern of the Downtown as well as newer high-rise buildings along Lakeshore Road, is interrupted by clusters of established low-rise residential neighbourhoods that interject south near Burlington Street such that they provide a physical separation between the central and western nodes of high-rise built form.

- From the south: An expansive open space network, including Spencer Smith Park, serves as a civic focal point that defines the water's edge and provides a natural connection to the waterfront.

- From the west: The Queen Elizabeth Way defines the western edge of Burlington's urban character area. A cluster of Institutional uses, including the Joseph Brant Hospital, also serve as orienting devices that demarcate the western extent, the urban edge of the Downtown.

The subject site is located along Lakeshore and Old Lakeshore Road at the easterly junction of the Downtown and provides a visual marker for southwesterly views into the Downtown along the Lakeshore Road right-of-way corridor, demarcating the visual edge of the Downtown. In its existing condition, the block on which the subject site is located is generally characterized by an auto-oriented and disjointed built form pattern that is predominantly comprised of surface parking lots and buildings with varied and inconsistent architectural styles, setbacks and site configurations that fail to adequately frame the street and do not contribute to the vibrant Downtown streetscape character promoted by municipal and provincial planning frameworks.

Consistent with recently updated provincial policies that have put a stronger emphasis on optimizing existing and planned infrastructure and intensification within strategic growth areas, in particular, in Downtown Urban Growth Centres, Downtown Burlington has experienced limited redevelopment in recent years, including mixed use redevelopment. However, the City is experiencing an influx of mid- and high-rise development with approved building heights of up to 26 storeys along Lakeshore Road within the Downtown core.



Figure 2 - Location Context



Figure 3 - Lakeshore Road View Corridor

2.4 Tall Buildings in Downtown Burlington

The City of Burlington defines "tall" buildings as being 11-storeys or greater in height in the Tall Building Guidelines (2017). Within the Downtown Mixed Use Centre, there are a significant number of existing, approved, and proposed tall buildings contributing to an established and emerging high-rise built form character throughout the Downtown. In addition to the clusters of high-rise buildings at its eastern and western extents, the Lakeshore Road corridor is experiencing significant redevelopment at a greater scale and height (26 storeys at 374 Martha Street and 22 storeys at 2042 Lakeshore Road). The physical character and massing of tall buildings in the Downtown Urban Growth Centre fall into one of several categories:

- **Tower-podium mixed use buildings:** A more contemporary form, tower-podium buildings typically consist of a smaller floor plate residential tower atop a larger base, which may contain retail, office or residential uses. The base building, or podium, allows the building to address the street with an active frontage while maintaining a lower streetwall that is distinguished from the tower. The Burlington Tall Building Guidelines (2017) effectively require that all new tall buildings take on this form. In addition to the development proposal, examples of these include the recently approved buildings at 374 Martha Street and 421-431 Brant Street.

- **Slab-style residential buildings:** Built between the 1960s and 1980s, these buildings tend to have large footprints and are set back behind lawns or parking lots, with little relationship to the street. They often take on an elongated form that lacks street-related building elements or public realm enhancements. Although many of the slab buildings are slightly lower in height than new point towers, they are of comparable scale and intensity of development due to their relatively large floor plates, building mass and prominence. Examples of these tower forms that are proximate to the subject site include 360 Torrance Place, 2160 Lakeshore Road and 2170 Lakeshore Road.

- **Hybrid forms:** Some buildings in Burlington have adopted a podium base, with a larger terraced or slab element on top. While preferable to the older tower-in-the-park form, these larger floor plate buildings are not encouraged by the present Tall Building Guidelines (2017). Examples of this form include: 1455 Lakeshore Road, 410 John Street and 399 Elizabeth Street.



Rendering of Tower-Podium building at 421-431 Brant Street



Slab Building at 2160 Lakeshore Road



Hybrid Building at 1455 Lakeshore Road

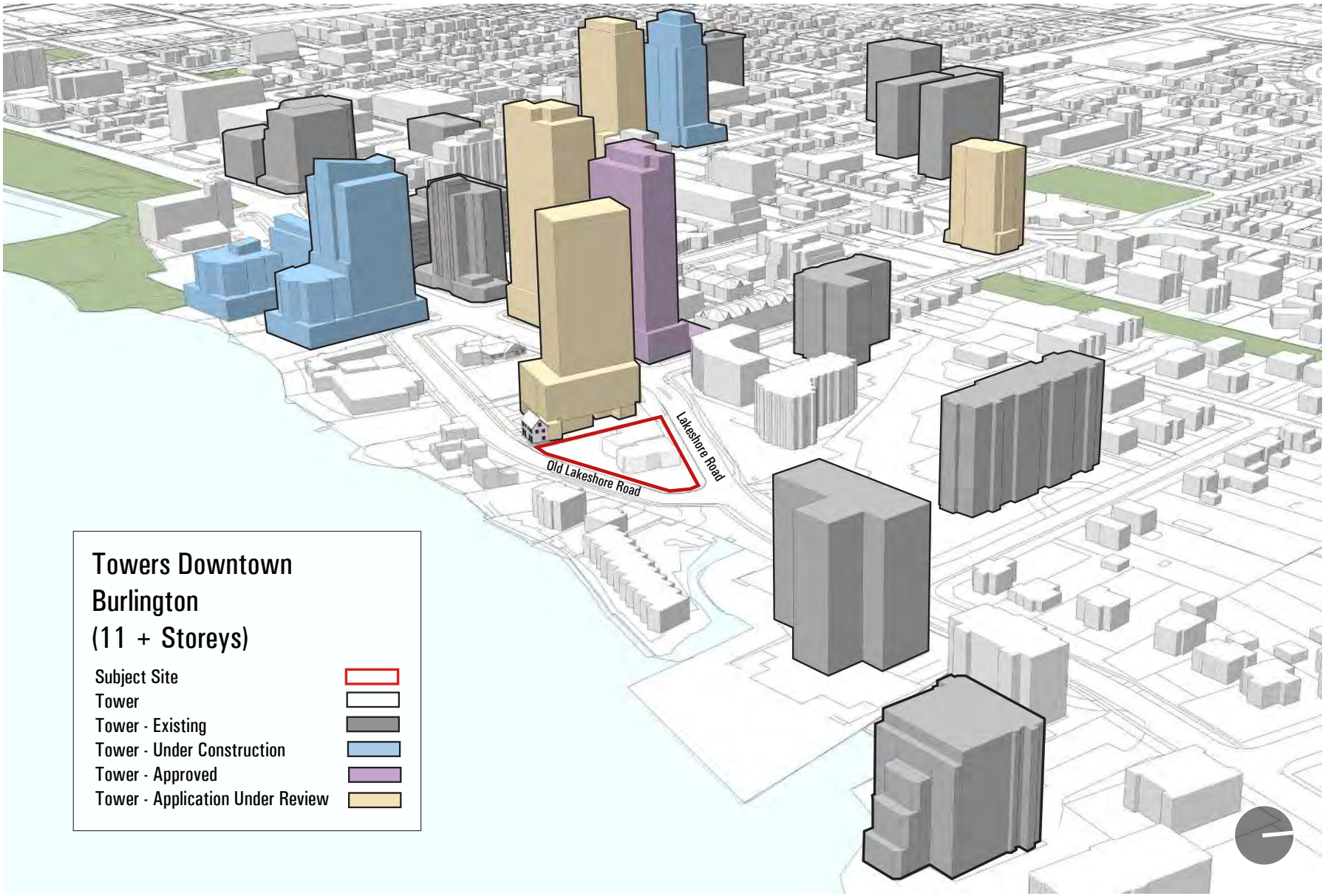


Figure 5 - 3D Context - Axonometric View Looking Northwest

2.5 Transportation Network

Road Network

Lakeshore Road provides east and west vehicular connections, as well as direct access to the Queen Elizabeth Way and Highway 403. Lakeshore Road is identified as a minor arterial road on Schedule K – Classification of Transportation Facilities Downtown of the Official Plan. The rights of way along this segment of the road consists of one travel lane in each direction and a central turning lane. Sidewalks are provided on the north side of the road as well as the south, however, they are not provided along the frontage of the subject site. Table 2 – Road Allowance Widths in the Official Plan indicates the planned right-of-way width for Lakeshore Road is 30 metres for its entire length.

Old Lakeshore Road is identified as a local road on Schedule K and has an approximate right-of-way width of 20 metres. One travel lane is provided in each direction and on-street parking is permitted on the south side of the right of way. Sidewalks are also provided along both sides of the right of way for its entire length.

Transit Network

The subject site is well-served by public transit. Lakeshore Road is served by the 3- Guelph Downtown bus route which operates east and west along Lakeshore Road from Guelph Line to Brant Street and north to the Burlington GO Station and Dundas Go Station. As a result of the site's location within 500 of the Downtown bus terminal, which is located north of Pine Street on the west side of John Street, the site benefits from convenient access to 6 additional bus routes that provide connections throughout the city and to neighbouring municipalities. These routes include:

- 4 Central operating generally east and west from John Street to Appleby GO Station.
- 5 Francis-Downtown operating north-south along Francis Road from Plains Road East to North Shore Boulevard East then east-west along Lakeshore Boulevard to John Street in the east. Service continues north along Brant Street to Plains Road East and Burlington Go Station.
- 10 New-Maple operating east and west along New Street from Appleby Go Station to Burlington GO Station.
- 50 Burlington South operating east and west along North Shore Boulevard and Plans Road East from Burloak Drive to Maple Avenue.
- 52 Burlington Northwest which provides north-south service along Brant Street and Guelph Line from Dundas Street in the north to New Street in the south.
- 300 Community Connection operating twice weekly at off-peak times and provides service to community facilities throughout the city.

In terms of regional transportation connections, the subject site is approximately 2.0 kilometres southeast of the Burlington GO Station on Fairview Street. This station offers regional connections to the west towards Niagara and to the east towards Toronto and is also a provincially and locally recognized Mobility Hub.

The in-force Official Plan, in particular, Appendix A – Schedule 1 – Long-Term Transit Service Network, identifies Lakeshore Road as a Primary Bus Service route which is planned to provide peak period services frequencies of 15 minutes or better. With respect to the cycling network, on Appendix A – Schedule 2 – Long-Term Cycling Master Plan of the Official Plan, Lakeshore Road is identified to have bike lanes, while Marth Road northwest of the subject site is identified as a bicycle priority street. This schedule also identifies a multi-use path along the waterfront that continues east and west of the subject site.



Figure 6 - Burlington Transit System Map (Source: Burlington Transit)

3.0 URBAN DESIGN VISION + STRATEGY

3.1 Vision Statement

The subject site is located at a gateway location at Lakeshore Road, Old Lakeshore Road and Pearl Street within the Downtown Growth Centre. This provides an appropriate context for a high density, transit-oriented mixed use development. This location is well-situated for an architecturally distinct building that will positively contribute to the evolving skyline of Burlington's Downtown. Currently underutilized, the Subject Site presents an opportunity for a development that has a more positive relationship with and brings prominence and vitality to the streetscape.

Understanding these opportunities, the following vision statement was developed to guide the urban design and built form concept for the development proposal:

The proposed development will introduce a distinctive mixed use building that is reflective of the site's prominent location at view terminus from Lakeshore Road and an eastern gateway into the Downtown. The proposal will also create a public realm at grade consistent with this function by providing strong built form relationships to the adjacent streets and animating the streetscape through the introduction of active frontages. The proposal will also respect the character of the surrounding area by reinforcing the function of Lakeshore Road as a main street boulevard and provide an appropriate transition to the existing high-rise and low-rise residential and commercial buildings to the north and east.

3.2 Urban Design Principles + Strategies

In our review of the proposed development, Bousfields Inc. has considered the following list of urban design principles. Under each section, we have provided an analysis of the ways in which the building will contribute to Downtown Burlington.

These principles are broadly in keeping with the goals of the Official Plan, Tall Building Guidelines (2017) and other policy directives:

Fit within its existing and emerging context:

- Provide adequate transition in height and massing understanding that high-rise buildings exist to the east and west of the subject site and fit within the emerging pattern of height and scale in the Downtown;
- Design a building that fits well within the existing tall building context of the Downtown to the north and west, while continuing to facilitate the existing transition down in height towards the eastern edge of the Downtown Mixed Use Centre.
- Use setbacks, stepbacks and facade articulation to mitigate perception of mass and facilitate a transition in height and scale to the surrounding context;
- Reduce shadow and overlook impacts while maintaining and framing sky views; and
- Incorporate a base building element that respects the surrounding low-rise buildings in their existing form and is in keeping with the planned built form and urban design context of the Downtown.

Foster a sense of place by establishing an orienting device and a view terminus at a prominent location and a gateway into the Downtown:

- Introduce a building that responds to the geometry of the site and its location. The road alignment of Lakeshore Road and Old Lakeshore Road creates a triangular block that, visually, creates a view terminus from the east;
- Provide a focal feature that signifies the gateway into the Downtown from the east;
- Introduce an Iconic design that contributes to Burlington's skyline; and
- Incorporate a dynamic tower silhouette that reinforces the prominence of its location and establish a sense of place within the context of the Downtown and the waterfront.

Animate the streetscape and engage pedestrian realm:

- Incorporate a well-proportioned and articulated base building that frames the streets onto which it fronts;
- Animate and improve the streetscape through the development of an urban street edge that reinforces the "main street" character of Lakeshore Road;
- Introduce a wide pedestrian boulevard along Lakeshore Road to improve pedestrian connectivity between the site and its surroundings and improve the existing fragmented linkages;
- Provide active uses at grade with spill out space to create a multiuse and engaging public realm; and
- Support the development of a vibrant and pedestrian-oriented Downtown by redeveloping a currently underutilized site into a compact and transit supportive mixed use development.

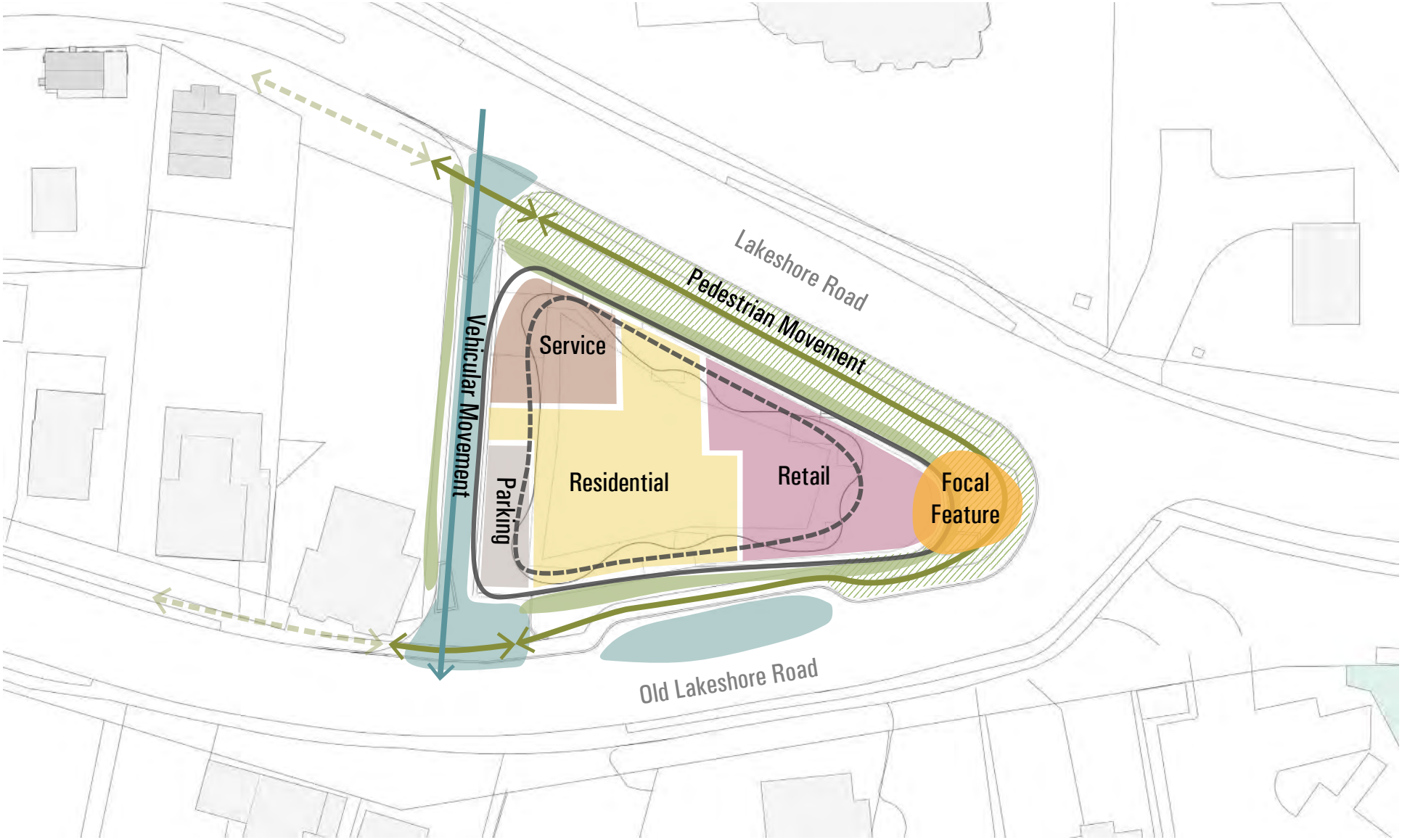


Figure 7 - Conceptual Diagram

4.0 DESCRIPTION OF PROPOSAL

The proposed redevelopment, designed by Graziani + Corazza Architects, provides for an architecturally distinctive tower and related public realm. The proposal consists of a 27-storey tower fronting onto Lakeshore Road and Old Lakeshore Road.

With a proposed height of 102.5 metres measured from established grade (95.5 metres plus a 7.0 metre mechanical penthouse), the total proposed gross floor area is 18,849 square metres. The resultant Floor-Area Ratio of the proposal is 10.3.

In terms of land use, the development scheme proposes 584 square metres of retail uses at grade with residential uses above. The development proposes a total of 150 residential units with a mix of unit types including:

- 25 one-bedroom plus den
- 25 two-bedroom
- 50 three-bedroom and
- 50 three-bedroom plus den units.

Along the western edge of the site, the proposal incorporates a one-way vehicular driveway with access from Lakeshore Road, extending through to Old Lakeshore Road serving loading vehicles only. The proposal includes a total of 155 parking spaces, all of which are provided on six below-grade parking levels. Access to below-grade parking is provided from Old Lakeshore Road via a ramp that is incorporated into the building envelope. No surface parking is proposed. Servicing functions, such as garbage and staging rooms, are internal to the building and occupy the northeastern portion of the ground floor.

The landscape concept plan, prepared by Ferris & Associates, demonstrates the program opportunities that are being contemplated as part of the redevelopment of the subject site. Landscaping elements are proposed along all frontages, including the planting of street trees. Hardscaping elements that address the grade changes on the site will be used to ensure the public realm is comfortable and accessible for all pedestrians. The concept landscape plan will be further refined at the site plan control stage, as the proposal continues to progress.

The proposed base building is one-storey in height and incorporates retail uses along both Lakeshore Road and Old Lakeshore Road. Above the ground floor, outdoor amenity space is provided and is framed by architectural features massed to give the podium a 2-storey appearance. Residential entrances that provide access to the units above are also located on both frontages and separated from the public grade related uses. The proposed tower element is setback from the podium and houses the residential units within the development. Additionally, a total of 4,128 square metres of amenity space is provided on the second level of the building, including 449 square metres of indoor amenity and 4,578 square metres of outdoor amenity space.

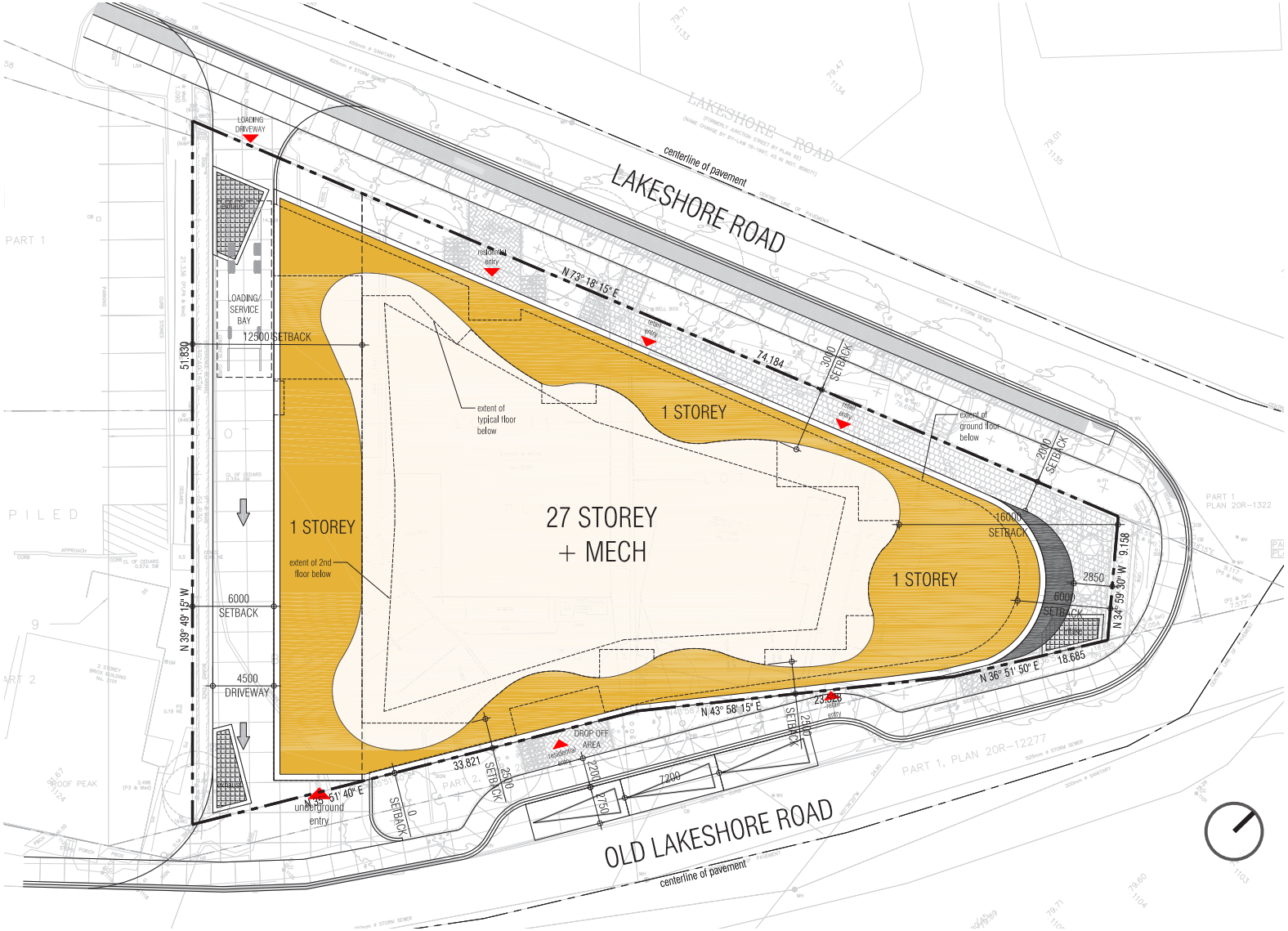
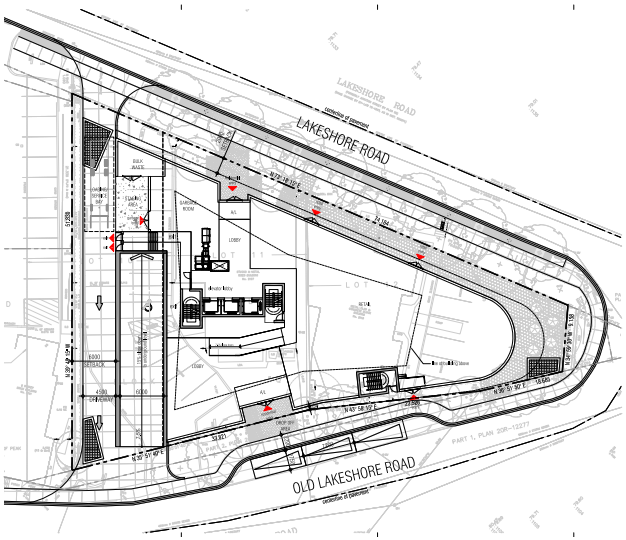
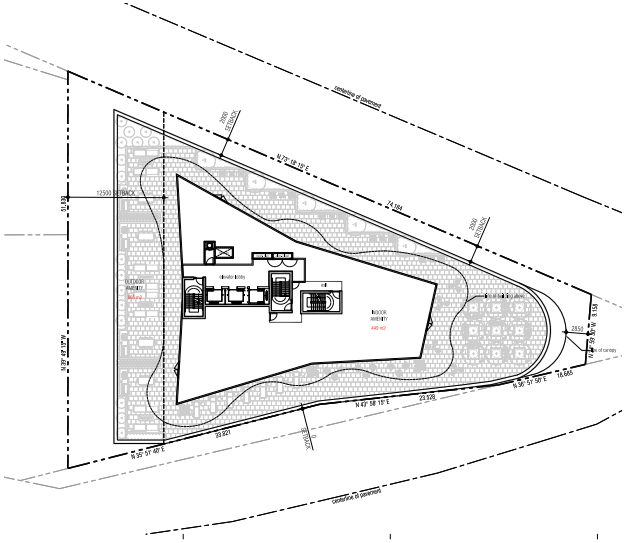


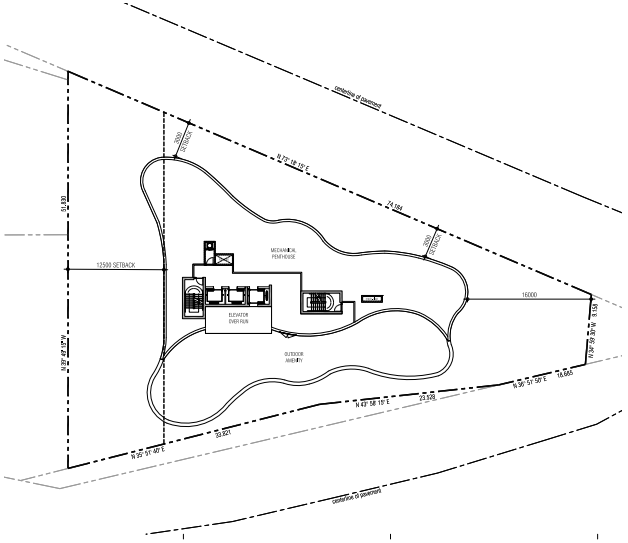
Figure 8 - Site Plan (Provided by G+C Architects)



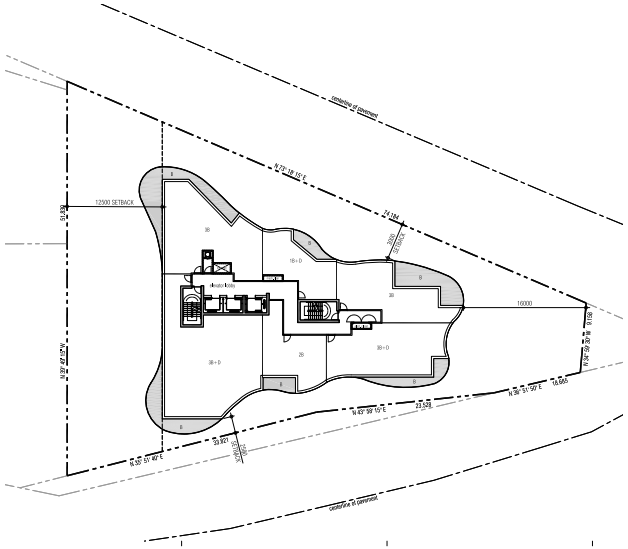
Ground Floor Plan



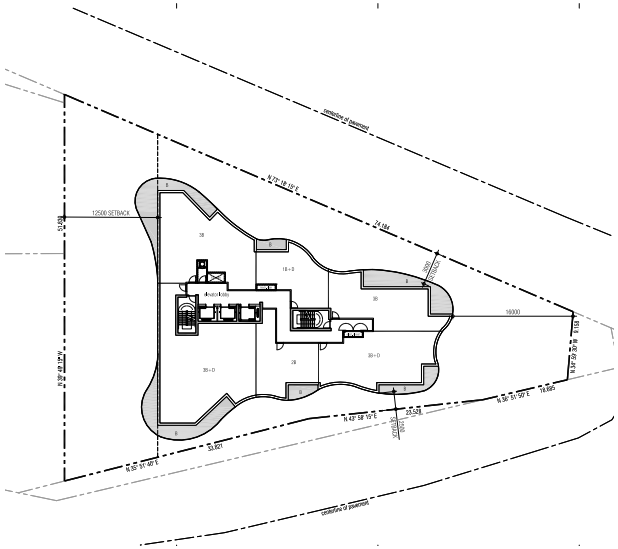
Second Floor Plan



Mechanical Penthouse Plan



Typical Floor Plan A



Typical Floor Plan B

Figure 9 - Architectural Floor Plans (Provided by G+C Architects)

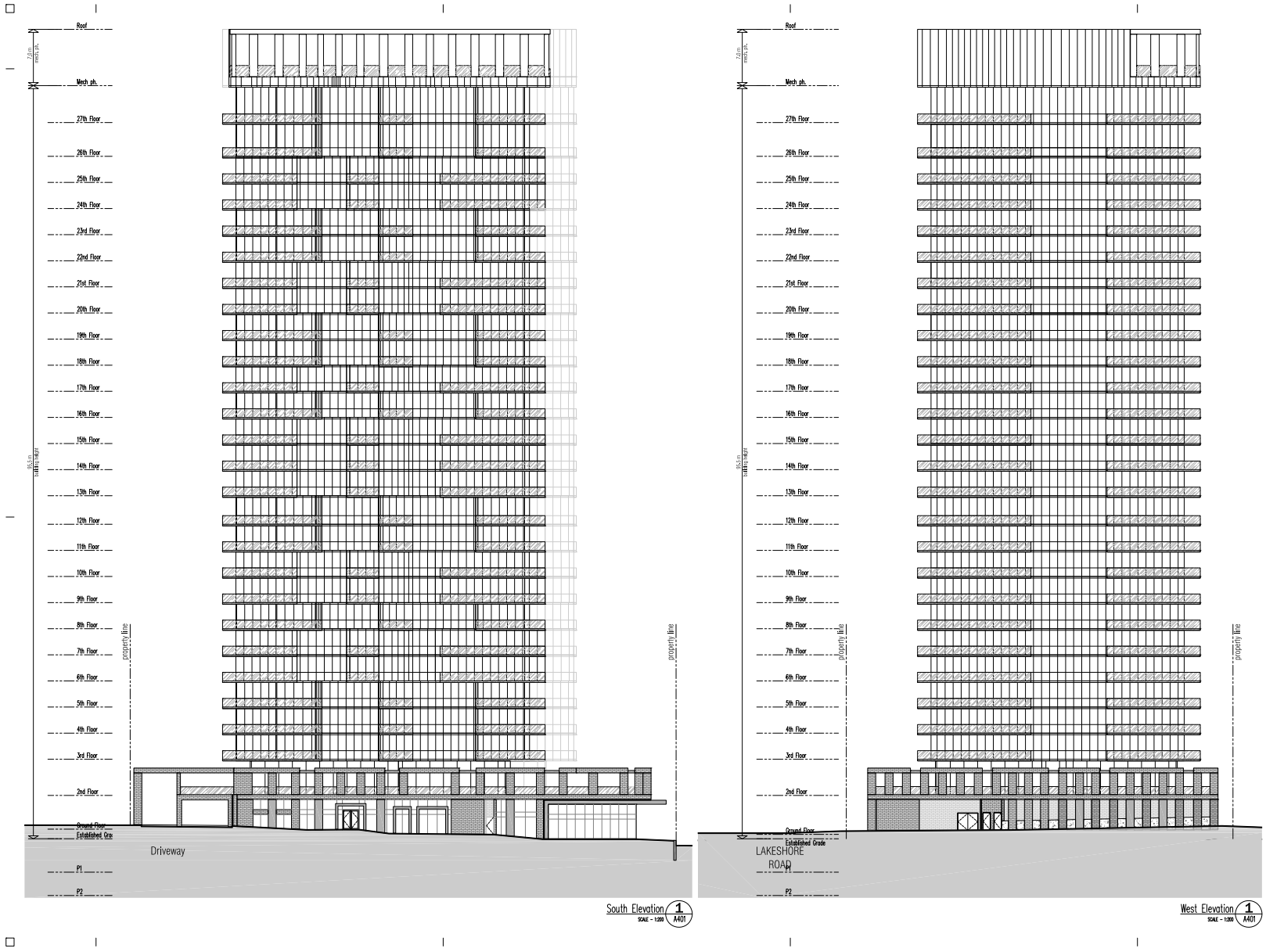


Figure 10 - South and West Elevations (Provided by G+C Architects)

4.1 Response to Urban Design Advisory Panel

The proposed development underwent review by the City of Burlington Urban Design Advisory Panel (BUD) on July 17, 2018. Design concerns brought forward during the review have been addressed in the current iteration of the proposed design and are summarized below. The meeting minutes, in full, are included in Appendix A of this report.

Podium

The previous iteration of the base building design incorporated a more angular form that provided visual contrast from the curvilinear tower. The BUD recommended that the podium façade adopt a shape that was more cohesive with the tower design. As such, the revised proposal includes a podium that consists of a curving façade at the interface of the Lakeshore-Old Lakeshore intersection.

The panel recommended that vehicular access be relocated away from the east end of the site as this would allow the building envelope to better reflect the triangular shape of the site. The site configuration has been redesigned such that vehicular access has been relocated with the driveway being provided along the western edge of the site and the podium has been elongated to the east. Likewise, the Panel recognized the site's importance as an eastern gateway into the Downtown and the tremendous opportunity for a unique architectural design. The panel agreed that a vehicular driveway is not an appropriate gateway treatment for the east corner of the podium. In accordance with the panel's recommendation, the revised building design has removed the grade-related residential units and now incorporates additional retail uses to activate both the Lakeshore and Old Lakeshore frontages.

Tower

The panel commented that the building design should take advantage of the unique shape of the site and its location at the eastern edge of the Downtown, recognizing that these characteristics help to form an argument for increased height. The Panel also stated that the curvilinear tower and the angular podium created a strong juxtaposition and that this relationship could be improved. It was suggested that the tower be setback further from the podium to mitigate perception of height and that the curves in the tower façade be lengthened and reduced to make building sleeker. As such, the revised proposal contemplates increased tower setbacks from the podium, particularly from the eastern edge of the podium to improve the treatment of the gateway. The revised tower is setback 16.0 metres from the eastern property line and 3.0 metres from the northern property line. Setbacks of 12.5 metres and 2.5 metres have also been provided from the western and southern extents of the property line respectively.

5.0 URBAN DESIGN POLICY + REGULATORY CONTEXT

5.1 City of Burlington Official Plan (2015)

The City of Burlington Official Plan ("BOP"), office consolidation July 2015, was approved by the Ontario Municipal Board (now Local Planning Appeal Tribunal) on October 24th, 2008. The intent of the Official Plan is to guide the City's land-use strategy over the next 20 years to ensure that future planning and development will meet the specific needs of the community.

On Schedules A – Settlement Area and B – Comprehensive Land Use Plan, the subject site is identified as a Mixed Use Activity Area and Downtown Mixed Use Centre respectively. On Schedule E – Downtown Mixed Use Centre Land Use Plan, the subject site is located within Area B (East Sector) of the Old Lakeshore Mixed Use Precinct, for which policies are laid out in Part III Section 5.5.7 of the BOP. For detailed discussion of the relevant land use policy, please refer to the Planning Rationale prepared by MHBC in support of this rezoning application.

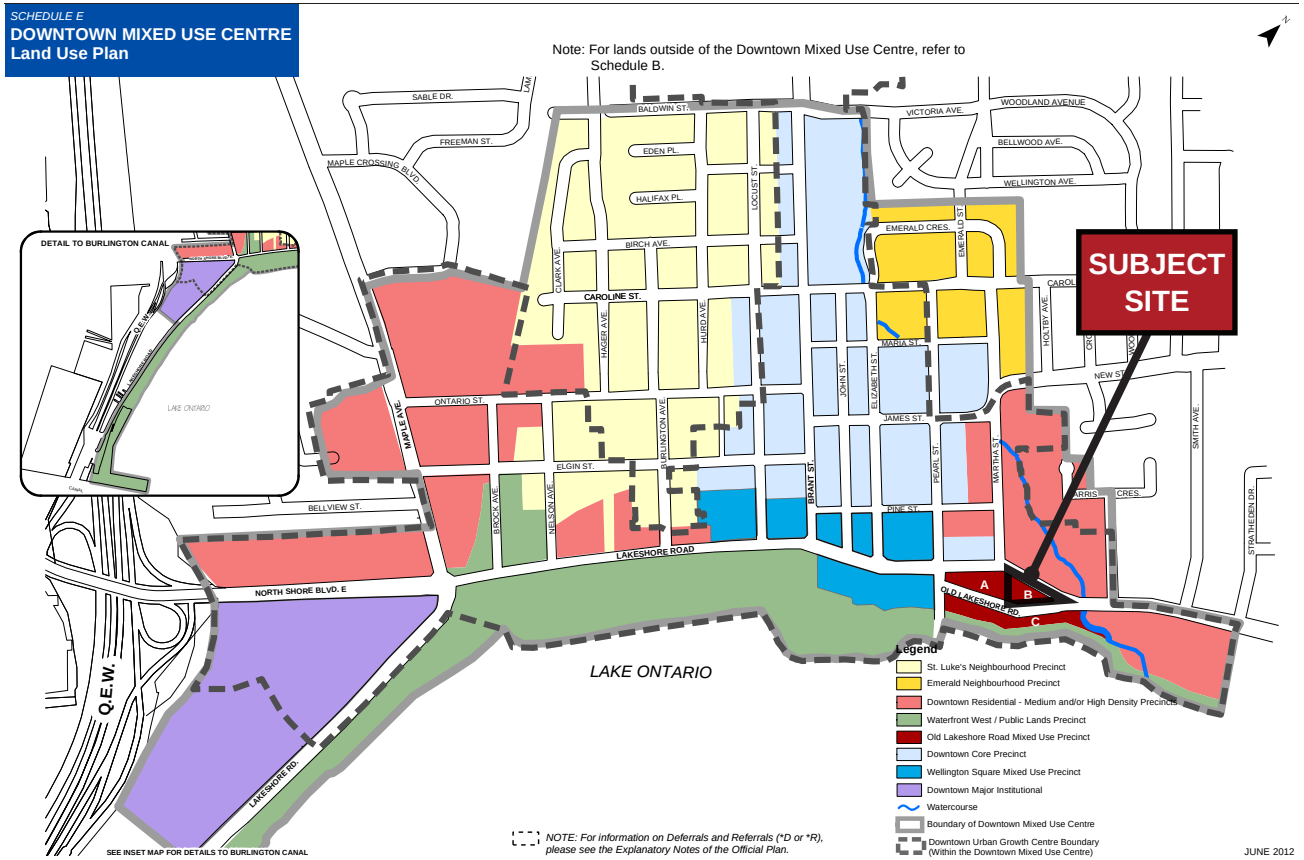


Figure 11- Schedule E Downtown Mixed Use Centre (Burlington Official Plan)

Part II of the BOP includes functional policies, in which there is guidance on the design of development within the City. Specifically, Section 6.0 emphasizes the increasing importance of design as an element of the planning process; an element that is necessary to achieve a cohesive visual character for development and the City as a whole. To that end, it is identified that the City of Burlington is committed to a high standard of design and architecture and will bring this significance to the approval process for all land uses. To achieve an efficient and attractive urban form, Policy 6.1 sets forth the City's design principle that:

"The tangible elements of the urban form, consisting of a combination of the built environment and open space that form the urban landscape, shall be designed in an efficient, attractive and compact manner to enhance the well-being of the residents of the community and to reflect the vision of this Plan".

Objectives set forth in Policy 6.2 include:

- To ensure that the design of the built environment preserves, enhances and connects natural features and landscapes.
- To ensure that the design of the built environment enhances heritage features.
- To ensure that the design of the built environment strengthens and enhances the character of existing distinctive locations and neighbourhoods and that proposals for intensification and infill within existing neighbourhoods are designed to be compatible and sympathetic to existing neighbourhood character.
- To ensure that the design of the built environment in new communities integrates with the natural setting and provides a diverse social setting that is well served by public transit, and by attractive and well-developed pedestrian environments.
- To achieve a high quality of design within the public realm.
- To ensure consistency, compatibility and quality in the built environment while allowing for a diverse design expression.
- To integrate urban design into the full range of decision-making activities to assist in achieving the design objectives of the Plan.
- To ensure that the principles of sustainable development are considered in the design of the built environment.

Response:

- The proposed development will help to better connect the site to the existing open space network to the west. The development proposes to introduce significant landscaping along both the Lakeshore Road and Old Lakeshore Road frontages. These treatments in addition to the planting of street trees and other public realm improvements will improve connectivity between the site and the existing public realm as well as draw pedestrians towards the existing open space network.
- The built form has been designed to respond to the surrounding context through the use of a low-rise podium and significant tower setbacks along the east and west facades. The tower has been designed a slender tower to maintain access to sunlight and sky view and limit light, view and privacy impacts.
- The public realm has been designed to improve the pedestrian experience through the provision of wide sidewalk zones and a flexible spill-out space at the eastern edge of the subject site that can accommodate a variety of programs.
- The proposed building has been designed with a unique curvilinear expression. The podium has been designed to fit harmoniously with the surrounding context through its scale and heavy masonry cladding. Together, these treatments will ensure consistency yet diversity within the design of the surrounding built environment.
- The proposed development considers sustainability through its use of high-quality materials, provision of active transportation supportive infrastructure (such as bicycle parking) and through the incorporation of native plantings.

Policy 6.3 deals with existing and new communities, emphasizing enhancements to existing community identities (Policy (a)), identification of gateways/ landmark locations (Policies (b) and (c)), requirements for design plans (Policy (d)) and the preference for compact development that is pedestrian-oriented and encourages the increased use of public transit (Policy (e)).

Policy 6.4 deals with public realm, encouraging the enhancement of public realm quality (Policy (a)), the introduction/improvement of linkages (Policy (d)) and streetscape improvements (Policy (e)) through design opportunities.

Response:

- The subject site functions as a gateway in to the Downtown from the east and as a view terminus along a major road corridor.
- The proposal is represents compact and transit supportive built form. It introduces a pedestrian-scaled base building with active uses at grade and improves overall pedestrian connectivity. The proposed development encourages walking and cycling through by extending and connecting the existing connected pedestrian network and through the provision of bicycle parking and storage. Specifically, The proposed development introduces and improves pedestrian linkages along Lakeshore Road. In addition to the provision of a sidewalk, the proposal will incorporate a variety of pedestrian amenities into the public realm including benches, street trees and garbage receptacles. As such, the proposal provides safe and convenient linkages within the site and to the adjacent properties and streets.

General design guidance is contained in Policy 6.5 where the following is emphasized:

- The density, form, bulk, height, setbacks, spacing and materials of development are to be compatible with its surrounding area. (Policy (a))
- The compatibility of adjacent residential and non-residential development is encouraged through site design and buffering measures, including landscape screening and fencing. (Policy (b))
- The design of all buildings must recognize pedestrian scale, safety and the perception of safety and access and the preservation of public vistas and views. (Policy (c))
- The creation of a continuous, harmonious streetscape is encouraged with emphasis on maintaining the continuity of grade-related activity, both inside and outside of buildings. (Policy (d))
- All developments should be designed having regard for public transit accessibility in the Urban Planning Area, convenience and comfort, and access and parking for the physically challenged, and to ensure that the needs of persons with disabilities and other special needs groups are addressed. (Policy (e))
- Design plans that promote public safety and security, with adequate visibility and lighting and the avoidance of secluded areas, should be provided. (Policy (f))
- The location, amount, position and design of parking areas should be designed to minimize the quality of the public streetscape and lessen their visual impact. (Policy (g))
- The streetscape appearance of major, multi-purpose and minor arterial roads and collector streets should be enhanced by encouraging the location of main entrances to buildings facing the streetscape with improved treatment (Policy (h))
- Reverse lotting patterns and blank walls facing the streetscape should be avoided. Additionally, side and end elevations of buildings facing major, multi-purpose and minor arterial and collector roads should be designed with an upgraded level of architectural treatment. Building setbacks from the street are to be minimized along pedestrian and transit-oriented streets. (Policy (i))
- Servicing, loading, waste and mechanical areas should be screened so as to minimize visual impact. (Policy (j))
- The impact of lighting associated with new development should be minimized to lessen the sky glow and the intrusion of unwanted lighting into adjacent properties. (Policy (k))
- All development shall be designed having regard for Sustainable Development considerations as set out in Part II, Subsection 2.7.3 of the Plan.

Response:

- The proposed development is compatible with the height and scale of the surrounding buildings. It is located within the Downtown Mixed Use Centre and Urban Growth Centre along a corridor that has an existing and emerging high-rise character. The proposed building takes the form of a point tower atop a pedestrian scaled podium and is generally consistent with contemporary tower design practices.
- The proposed building incorporates a striking architectural design and will provide visual interest at a view terminus. The proposed base building frames the public streets in good proportion and provides active uses at grade that are directly accessible from the public realm. The tower element is setback from the base building to establish a pedestrian-scale street wall and mitigate perception of height from the public realm.
- The proposed development will introduce a sidewalk along Lakeshore Road frontage that connects to the sidewalk provided along the Old Lakeshore Road frontage . Cohesive streetscape improvements and pedestrian amenities will be provided along both frontages to create a continuous public realm. Additionally, retail uses are proposed at grade on both frontages to activate the streets and connect the public and private realm.
- The proposed pedestrian connection improvements and compact built form contribute to encouraging the use of public transit. Additionally, the public realm will be designed to be accessible based on the AODA standards of compliance.
- The proposed development has been designed to incorporate pedestrian-scaled lighting as well as clearly identifiable entrances provided along both frontages to adequately address concerns of visibility and safety.
- The development scheme locates all parking underground and minimizes the visual and physical impact of access points to these spaces in order to provide a continuous and well-connected pedestrian-oriented public realm.
- The proposed development provides primary public entrances to retail uses and significant streetscape improvements along both the Lakeshore Road and Old Lakeshore Road frontages in order to support functions of the public realm.
- The proposed development does not incorporate blank walls and has treated each facade with high quality materials and articulation. The proposed base building is setback 5.7 metres from the curb along Lakeshore Road in order to provide a wide pedestrian boulevard to support the pedestrian oriented nature of the frontage. The building is setback a minimum of 2.5 metres from the curb along Old Lakeshore Road to provide an adequate pedestrian right-of-way while providing a built form that relates to and addresses the street.
- Servicing, waste and mechanical facilities are housed within the building to screen them from public view. Loading is provided via a single one-way driveway along the western edge of the site to consolidate these uses and locate them away from the primary public realm.
- The proposed development incorporates a landscape buffer along the west property line that also serves to screen the vehicular access.

Policy 5.5.7 of Part III is specific to the Old Lakeshore Mixed Use Precinct. Policy 5.5.7.1 (a) provides that the objectives for the Precinct are to provide for high intensity, mixed use development that is pedestrian-oriented and transit supportive, which helps meet Provincial growth objectives and provides for a transition from the highest density in the Wellington Square Mixed Use Precinct to the residential areas to the east.

The subject site is located within Sector B on Schedule E of the Official Plan, which is the east sector of the Old Lakeshore Mixed Use Precinct. Policy 5.5.7 .2 (b) states that the maximum height of buildings in this sector shall be 6 storeys (19.5 metres). However, notwithstanding the foregoing policy, Policy 5.5.7.2 (k) outlines site-specific height restrictions for the lands described as 2107-2119 Old Lakeshore Road, and 2114 Lakeshore Road. It is noted that taller buildings may be permitted, up to a maximum height of 12 storeys (37.0 metres), where the building is compatible with surrounding land uses, a sense of pedestrian scale is provided through the design of the ground level, street-oriented podium, subject to the realignment of Old Lakeshore Road, preservation or relocation of cultural heritage resources and an angular plane study.

Response:

- In accordance with the objectives for development in the Old Lakeshore Precinct, the proposal represents high-intensity mixed-use development that is pedestrian oriented and transit supportive. As such, the proposed development will contribute to the achievement of provincial growth policy objectives and targets. The proposed development is of a height and scale that fits harmoniously with the existing and approved tall buildings to the west and east of the site.
- The podium of the proposed building has been massed to respect the low-rise character of the existing buildings while the tower element has been setback from the podium to establish a pedestrian scale street wall and mitigate perception of height. The building will fit harmoniously with the surrounding height rise buildings as the buildings to the east provide a transition down in height towards the edge of the Downtown Mixed Use Centre. In this regard, the proposal fits well below an angular plane taken from the edge of the Downtown Mixed Use Centre, representing the nearest stable residential areas (lands not designated for intensification under the existing policy framework). The tower has been setback 16.0 metres from the eastern property line which is the property line closest to the existing residential uses to further mitigate these impacts.
- The Official Plan permits a height of up to 6 storeys within the eastern sector of the Precinct. Notwithstanding this, the Official Plan permits a greater height (up to 12 storeys) where the building is compatible with surrounding land uses, a sense of pedestrian scale is provided through the design of the ground level, street-oriented podium, subject to the realignment of Old Lakeshore Road, preservation and an angular plane study. In this regard, the Official Plan differentiates the subject site from its surroundings and it recognizes its appropriateness for a taller height. From an urban design perspective, it is our assessment that the proposed height limit of 6-12 storeys contained in these policies does not reflect the existing condition nor necessarily enhance the emerging pattern of building type or height within the Urban Growth Centre, Downtown Mixed Use Centre and Old Lakeshore Precinct. To that end, a number of tall buildings that exceed the height restrictions of the Official Plan have recently been approved within the Downtown that together with the existing tall buildings create a context with which the proposal is highly compatible. Notwithstanding the proposal's inconformity with the height restrictions, the development satisfies the requirements of Policy 5.5.7.2 (k) and provides a street-oriented podium, is compatible with the surrounding land uses and built form; and is substantially in accordance with the objectives of the Official Plan as well as the built form and public realm policies therein.



Figure 16 - Angular Plane Study

Further design guidance relating to each land use designation in the Urban Planning Area is contained in Part III of the BOP. With respect to the subject site, which is designated as Downtown Mixed Use Centre, relevant design-related policies are located in Section 5.5, and most specifically in Policy 5.5.12 – Urban Design. In the policy, the following is encouraged:

- Active grade-related uses (Policy (c))
- Pedestrian scaled buildings and public areas, designed with regard for comfort, safety and access (Policy (d))
- Preservation of views to the Lake (Policy (e))
- The decorative use of water in the Downtown (Policy (g))
- Cohesive design and location of street furniture, lighting, decorative planting to link to the Downtown and the waterfront (Policy (i))
- Location of utilities underground so as to not visually detract from the Downtown (Policy (j))
- The establishment of gateways at the west, north, north-east and east entrances to the Downtown through distinctive designs to alert people that they are entering a distinct place (Policy (k))
- Attractive store fronts, open space and parking areas along pedestrian walkways to encourage pedestrian activity (Policy (n))
- Compatibility of new construction with cultural heritage resources and the existing streetscape to add to the area's character in the Downtown (Policy (q)).

Response:

- The proposed development incorporates high-quality treatments at grade to encourage pedestrian activity. Primary retail and residential entrances are located along both frontages and are directly accessible from public sidewalks and are recessed to provide weather protection for pedestrians.
- The proposed streetscape improvements will add to the existing character of the Downtown. The base building is articulated and broken up by vertical architectural expressions to respect the fine-grain built form pattern of the Downtown.
- The proposal helps to create and frame views to the lake from the public realm. The development scheme proposes to add public realm enhancements that will encourage users to linger and admire views . The podium and tower will accentuate these views by framing them.
- The proposed tower takes the form of a point tower, incorporating a series of curvilinear expressions that work to create a harmonious façade. The design of the floor plate takes inspiration from its waterfront location reflecting the movement of the water.
- Cohesive streetscape enhancements including high-quality paving, street trees, garbage receptacles,benches and pedestrian scale lighting will be incorporated into the public realm design.
- The subject site functions as a gateway into the Downtown from the east that is further accentuated by the alignment of Lakeshore Road. As such, the site is an appropriate location for a striking and design to alert people that they are entering a distinct place.
- The proposed base building is massed to read as a two storey building such that is frames Lakeshore Road and Old Lakeshore Road with a height that respects the width of the right of way and the proportions of the adjacent buildings. It incorporates retail uses at grade to activate the streetscape. In this regard, the proposal adequately minimizes built form impacts on cultural heritage resources on Old Lakeshore Road and will add to the area's character in the Downtown.

5.2 City of Burlington Official Plan (Council Adopted April 2018, Not In-Force)

The new Official Plan was adopted by Burlington City Council on April 26, 2018 and is currently subject to review and approval by Halton Region. In February 2019, Council approved a motion directing Burlington's Director of City Building to re-examine the policies of the Official Plan, in their entirety, related to matters of height and intensity and conformity with provincial density targets. In March 2019, a Committee of the Whole workshop was held to discuss the scope of the work for further study, which identified that while Council supports many of the policies in the adopted Official Plan, an area that requires targeted reconsideration is the Downtown Precinct Plan.

Until the adopted plan is approved by the Region, and any subsequent appeals to the new Official Plan are dealt with, the City of Burlington Official Plan (2015) remains in full force and effect. Notwithstanding this, the new Official Plan (2018) represents City Staff and Council's current direction with respect to future development.

From an urban structure perspective, the Official Plan (2018) provides that the Subject Site is located within an Urban Centre and Mixed Use Intensification Area where a broad range and mix of uses in areas of higher, yet appropriate, intensity in relation to the surrounding neighbourhoods, will be provided for. Further, the Official Plan (2018) directs that the Downtown Urban Centre will continue to develop as the city's centre, taking advantage of the unique qualities that contribute to its distinct identity. The urban design policies promote the role of design excellence in new development, particularly as it relates to the public realm, a high-quality built environment and compatibility between new developments and existing and adjacent uses.

5.3 Downtown Urban Design Guidelines (2006)

The Downtown Urban Design Guidelines ("DUDG") were created for the City by Brook McIlroy and approved by City Council on October 10, 2006. The DUDG document is intended to supplement the Official Plan and Zoning By-law by providing property owners, developers and City staff with additional detail on what constitutes desirable built form in the Downtown. Sections 1 through 3 of the document provide the basis for the guidelines and a contextual overview of the policy framework and urban design character of the Downtown. Section 4 sets out comprehensive guidelines for public realm matters such as streetscape considerations, signage, parking lot design, pedestrian circulation and public spaces. Section 5 of the DUDG deals with built form guidelines and addresses design considerations for low-, mid- and high-rise forms of development. Section 6 reviews urban design sustainability guidelines, more specifically dealing with water efficiency, materials and resources and green roofs and gardens.

Public Realm Guidelines

Public realm guidelines located in Section 4 of the DUDG emphasize the need for a strong building-street relationship that distinguishes the Downtown core from residential neighbourhoods where landscaping plays a more predominant role in defining the appearance of the street. To that end, Section 4.2 outlines streetscape design objectives including limiting the addition of utility above grade utilities and encouraging incorporating building utilities into the built form, incorporating standard form street furnishings that are consistent with those located throughout the Downtown, utilizing a unified palette of streetscape paving materials, planting low-maintenance and climate resilient plants in strategic buffering and screening locations, and encouraging public art at prominent and highly visible locations. Further, Section 4.4 outlines that walkways in the public realm should have a minimum 3.0 metre right-of-way incorporating a concrete surface that is suitable for pedestrian and bicycle use and requires minimum maintenance. Where possible, sidewalks should be widened to a minimum of a 4.0 to 5.0 metres in width to create a safer pedestrian zone and accommodate street furniture and landscaping and spill-out from street-related uses. Additionally, parking should be located at the side or behind buildings, where the total amount of parking should be minimized through shared parking between adjacent properties as set out in Section 4.5.

Built Form Guidelines

The identity of Downtown Burlington is closely linked to its human scale and historic buildings. Built form elements such as height, mass, setbacks, parking, servicing, access, sun penetration and visual condition at the street level are crucial to fostering and maintaining a positive pedestrian experience. To maintain and enhance the vitality of the pedestrian environment, built form guidelines are provided in Section 5 of the DUDG.

As it relates to the subject site, Section 5.2 provides that sites that terminate view corridors offer an opportunity for visual interest and can act as orienting devices. Treatments can include architectural elements including main entrances, signage, advertising, monuments, and art installations.

Section 5.3 sets out provisions for vehicular access. Section 5.3.1 states that surface parking should not be permitted between the public right of way and the front of the adjacent primary building. Access to structured parking should be provided at the interior of the lot on a secondary street, not at a corner or at a view terminus. Vehicular ramps to internal parking should be minimized and located away from public areas where feasible. Additionally, Section 5.3.2 provides that loading and service areas should not be visible from major pedestrian or residential areas and should therefore be screened from view on all sides. It is preferable to locate service areas off of side streets or service driveways. Service areas should be an integral part of the building and not separate standalone structures. Storage of goods or garbage should be internal to the main building, wherever possible.

As per Section 5.4, building setbacks generally should be sensitive to the location of existing built form, sun angles and the intended use of the sidewalk (patio, gathering place, etc). Stepbacks of upper storeys should be provided so that building bulk is minimally perceived from the vantage of a pedestrian on the street. Stepbacks should be considered for buildings above three storeys. The floor to ceiling height of the ground floor should be of a minimum of 4.5 metres.

Section 5.6 provides guidelines for building height and massing. Specifically, Section 5.6.2 states that 'Visual Angular Plane Analysis' should be used for determining the appropriate building envelope for a specific site. Visual Angular Plane Analysis determines the building envelope utilizing a site cross-section and drawing a 45-degree angle measured from the property boundary located directly across the street of the proposed development. The line extension of this angle determines the overall maximum building massing along that frontage. Additional building height can be achieved with stepbacks. In terms of shadow impacts, Section 5.6.4 outlines that buildings should be sensitive to casting shadows on low rise residential neighbourhoods, open spaces and pedestrian areas or streets where a high degree of sun penetration exists. Section 5.6.5 continues that stepbacks should be considered for buildings above three storeys to minimize the perception of upper storeys from the vantage of a pedestrian. Where possible and appropriate, towers should be placed away from the corner of two intersecting streets and staggered from adjacent towers. The minimum separation between towers should be 10 meters.

Section 5.7 of the DUDG specifically addresses high-rise building design principles. These principles emphasize the importance of appropriately scaling buildings, minimizing the impact of high-rise buildings on open spaces, providing strong street-related built form relationships, encouraging retail uses at grade, and encouraging underground parking that is screened from view at the pedestrian level. To achieve these principles, guidelines related to building massing are provided in Section 7.7.2 and outline that high-rise building should extend vertically with the smallest possible floor plate and include a podium base height consistent with surrounding built form at approximately 2 to 5 storeys. Specifically, new developments should be designed to provide a height transition to surrounding lower scale developments and public spaces to minimize impacts of taller buildings, including shadowing and wind acceleration. These transitions or step-backs should generally be at the height of the adjacent buildings or one additional storey more. Negative impacts on adjacent properties including overshadowing, overlooking and wind tunnel effects should be addressed through appropriate building setbacks, stepbacks, height and massing. Visual Angular Plane Analysis should be used in combination with other tools to determine appropriate building envelopes.

In terms of building articulation, Section 5.7.3 includes provisions that guide façade design specific to high-rise buildings. These guidelines emphasize that building façades should be articulated with architectural features, new developments should seek to achieve a unique expressive identity respectful of context, blank façades should be avoided and must not face a public street or public space, and façades facing a public street or public area should incorporate substantial glazing at-grade and the first two storeys to encourage pedestrian interaction.

Response:

- The proposed building is oriented parallel to Lakeshore Road and Old Lakeshore Road and sited such that it will provide a strong built form relationship to the street while maintaining a comfortable sidewalk zone. Specifically, in accordance with the guidelines, the building is setback 5.7 metres from the curb along Lakeshore Road to provide a 3.0 metre right-of-way that accommodates a clearway and pedestrian amenities.
- The proposed development will screen all servicing and utility functions from the public realm by housing them within the building. The public realm will be pedestrian focused and a variety of streetscape enhancements will be provided that are cohesive with the existing treatments within the Downtown.
- The proposed development will improve on-site pedestrian circulation as well as provide connections to the adjacent properties by introducing a public sidewalk along Lakeshore Road. Enhanced landscaping and pedestrian amenities will also be incorporated into the streetscape design to create a strong identity for the public realm.
- The proposed development will incorporate low-maintenance, native and drought tolerant plantings. Details of the landscape and planting plan will be further refined during the site plan application stage.
- The subject site terminates an eastern view corridor from Lakeshore Road. As such, the site affords a more prominent and visually interesting building. The greater scale and unique architectural treatments together, create a building that appropriate for this prominent site. Additionally, a focal landscape feature is proposed at the east end of the site.
- The proposed development screens parking from the public realm by locating it below-grade and integrating the access ramp into the building envelope. Similarly, the loading driveway is provided along the western edge of the site away from the primary public realm focused at the eastern end of the site and along the street frontages.
- The proposed building incorporates stepbacks above the first storey. The curvilinear shape of the tower floor plate visually creates the effect of vertical setbacks while creating a unique architectural identity. The tower itself is setback 12.5 metres from the west property line and 16.0 metres from the east property line to mitigate built form impacts on the adjacent properties. The tower is also setback from the podium above the first storey in order to mitigate perception of mass and height from the pedestrian level.
- The proposed base building is scaled and massed to appear as a two storey podium, reflective of the heights of the adjacent low-rise buildings. Retail uses occupy the first level in order to animate the streetscape. As such, a floor to floor height of 4.5 metres is provided.

5.4 City of Burlington Old Lakeshore Precinct Phase II: Urban Design Guidelines (2009)

In 2006, after the adoption of the Downtown Urban Design Guidelines, Council directed staff to undertake a detailed land use study of the Old Lakeshore Road Precinct recognizing its unique context and distinction from other areas in the Downtown. In collaboration with the Brook McIlroy, the City undertook consultation with residents, landowners and other stakeholders to develop the Old Lakeshore Road Urban Design Guidelines (2009) ("OLPUD"). The document details the existing conditions of the precinct, provides recommended development options to guide height and massing and sets out guidelines related to the treatment of the public and private realm. The following is a summary of the relevant guidelines as they relate to the subject site.

Development Options

Section 1.4 of the Guidelines considers development options for the precinct which are allowed for within the policies of the Official Plan. Section 1.4.1 of the Guidelines proposes a development scenario for the precinct that preserves heritage buildings and introduces mid-rise buildings from 6 to 10 storeys. The subject site is identified as an appropriate location for a 6-storey building with a 2-storey base building. In terms of use, the Guidelines recommend a residential/ private facade along Lakeshore Road and the fork with Old Lakeshore Road with a retail/public façade along the western portion of Old Lakeshore Road with vehicular access. Section 1.4.2 of the Guidelines proposes a development scenario that does not retain the heritage buildings within the precinct and introducing high- and mid-rise buildings from 8 to 15 storeys. This development option recommends a reconfiguration of Old Lakeshore Road where it would terminate at Martha Street instead of Pearl Street.

As it relates to the subject site, this option recommends a height of 8 storeys on the subject site with a 2 storey base building. Retail uses are proposed along Lakeshore Road and private residential uses are proposed along Old Lakeshore Road.

Collectively, Section 1.4 recognizes the need for and anticipates the development of the lands between Lakeshore Road and Old Lakeshore Road, including the subject site. However, the Guidelines provide a limited rationale for the height and built form recommended in the development options.

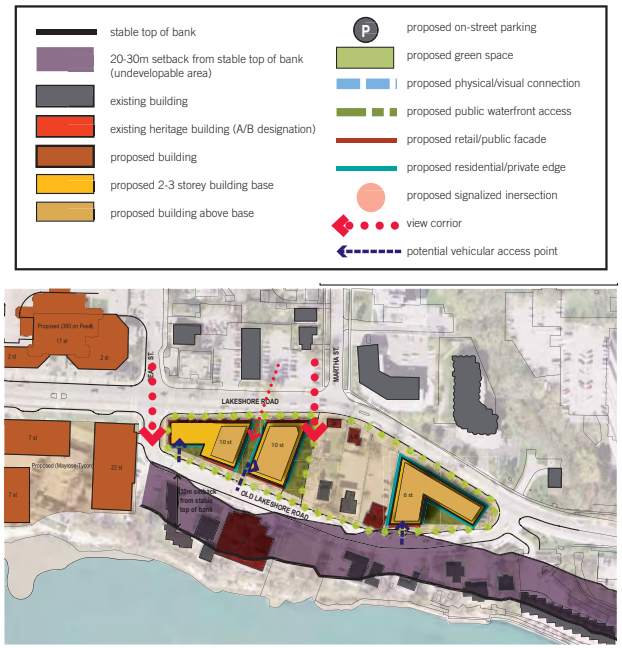


Figure 12- Old Lakeshore Precinct Phase II: Urban Design Guidelines Development Option 1

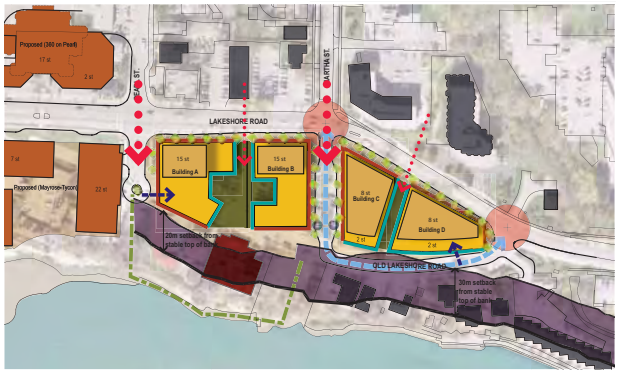


Figure 13- Old Lakeshore Precinct Phase II: Urban Design Guidelines Development Option 2

Urban Design Guidelines

Section 2.0 sets out the urban design guidelines for the precinct, primarily concerning the public and private realm. This section goes on to state that the objective of the Guidelines is to:

- Encourage appropriate and compatible built form;
- Expand and improve the public realm, including access to the waterfront, streetscape treatments and an open and green space network;
- Encourage the redevelopment or revitalization of underutilized sites and recognize their value in enhancing the public realm and;
- Ensure compatibility with the existing established residential neighbourhoods.

Open Space and Streetscapes

This Section outlines that the Old Lakeshore Road Precinct is to integrate the contemporary streetscape theme that has developed with the recent revitalization of the waterfront. More specifically, Section 2.1.1 provides guidelines for pedestrian connections with the goal of ensuring a connected community through pedestrian-oriented design. As it relates to the proposed development, the Guidelines state that wider sidewalks of 4.0 to 5.0 metres in width should be provided to encourage retail and restaurant spill out spaces and accommodate pedestrian amenities. Pedestrian walkways should be designed to accommodate public access with proper separation from private uses. As such, the Guidelines provide that there should be a seamless and connected transition between public and private pedestrian connections and be accessible and visible. Sidewalks should also be buffered from vehicular traffic through the use of street trees as well as street furniture and amenities.

Section 2.1.3 provides guidelines for landscaping and streetscaping that allow for a vibrant pedestrian-friendly environment. Specifically, this Section sets out that pedestrian sidewalks and walkways should be clearly defined to identify where pedestrians may encounter vehicles along their route and that street trees are to be planted within the sidewalk boulevard and street facing walkways.

Parking Servicing and Utilities

As it relates to the proposal, Section 2.2.2 provides that structured below-grade parking, wherever possible, should be accessed from secondary streets or the interior of blocks. Further, parking entrances should be designed to minimize their visibility and ramps at street corners or view termini are to be avoided. Section 2.2.3 provides guidelines for servicing and loading, including that these uses should be contained within the building envelope. Access to servicing and loading areas will not be permitted from Lakeshore Road and should be screened from public view. Similarly, Section 2.2.4 provides that utilities should be internal to buildings.

Built Form

Section 2.3 sets out built form guidelines regarding the relationship of buildings to one another and to open spaces. Section 2.3.1 recognizes that a number of high-rise mixed use buildings have been recently proposed and constructed near the precinct and view termini should be considered in the placement and design of built form. This Section goes on to state that buildings should be organized to define the public realm and frame abutting streets and corner buildings and buildings that terminate primary view corridors should reinforce their prominent location through the building massing, setbacks and building base design. Mixed use buildings should be located close to the public sidewalk to create a relatively continuous streetwall.

Section 2.3.2 provides guidelines for building heights, noting that a transition in heights from the west sector down towards the east sector is recommended. In addition to the Official Plan's prescribed building heights, the Guidelines state that buildings above four storeys in height should stepback above the second storey. Section 2.3.3 states that buildings should generally be located parallel to the street and apply a consistent front yard setback that, on corner sites, aligns with their respective street frontages. Setbacks should provide a clear distinction between the base, middle and top of the building or be used to mitigate the mass of the building. Setbacks along the base building should also be used to clearly identify retail areas.

Section 2.3.4 outlines that all buildings along Lakeshore Road and Old Lakeshore Road should have entrances fronting onto the public street or located at corners. New buildings should maximize opportunities to create new public pedestrian routes throughout the site. On corner sites, new buildings should reinforce the corner condition. Buildings shall be designed with continuous facades with vertical articulation and should not have blank facades. Mechanical elements should be incorporated into the building design. Buildings should include elements that achieve a sense of arrival. Ground floor heights should be a minimum of 4.5 metres and balconies should be a minimum of 2 storeys above grade level where there are commercial uses below.

Section 2.3.6 sets out guidelines for the articulation of high-rise buildings. Specifically, tower floor plates of approximately 750 square metres are recommended and a separation distance of no less than 25.0 metres is to be provided between adjacent towers. Towers should also be sited to minimize shadow impacts on adjacent sites streets and open spaces. In terms of tower tops, articulation should be introduced on the upper floors of taller buildings to add interest to the skyline, while integrating mechanical equipment into the design.

In terms of building materials, Section 2.3.8 states that all facades visible from a public street should provide a high standard of design, detail and a variety of materials.

Section 2.3.9 provides that sustainable design should be a key consideration in new buildings including building orientation, alternate transportation options, building envelop design and a number of specific environmental impact mitigation measures.

Response:

- For a variety of reasons, these limitations, even more restrictive than those of the Official Plan, are outdated and do not meet the expectations of the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe and the Big Move. As an underutilized property located within the Downtown Mixed Use Centre (an Urban Growth Node and Mobility Hub), the subject site is appropriate for intensification. Such intensification, whether mid-rise or high-rise, will undoubtedly challenge the “small town atmosphere” of Burlington, but this is a process already long underway, as the Downtown transitions to accommodate greater vibrancy and density and responds to Provincial and Regional policy initiatives.
- Through the implementation of superior podium design and streetscape improvements, the character of the Downtown can be significantly enhanced. Well accepted planning principles promote the enhancement of the public realm and its relationship to the façade of the podium, the element most directly experienced by pedestrians. Generally, the public realm aspects of the Old Lakeshore Precinct Urban Design Guidelines remain most relevant and have been adequately addressed by the proposal as outlined in the Official Plan and Downtown Urban Design Guideline policy discussions above. Irrespective of this, we are of the opinion that the built form aspects of the document remain outdated and have not been applied to recent development immedately adjacent to the Old Lakeshore Precinct. To that end, Section 2.3.6, relating to high-rise design, has been effectively superseded by the Tall Buildings Guidelines (2017) .

5.5 City of Burlington Tall Building Guidelines (May 2017)

The City of Burlington prepared the Tall Building Guidelines ("TBG") following several iterations and refinement through public consultation and stakeholder engagement with the public. In spring 2017, Burlington City Council approved the Tall Building Guidelines document which provides guidance for developers and architects designing tall buildings in the City of Burlington.

The Guidelines are applicable city-wide and provide design direction for the components of tall buildings: building base (podium); building middle (tower); building top. Through its performance standards, the guideline document also promotes urban design excellence and supports vibrant streets. The Tall Building Guidelines apply to buildings with heights greater than 11 storeys, and as such are applicable to the subject site. The relevant design guidelines are outlined below.

Base Building (Podium)

As per the Guidelines, the podium of a tall building anchors the tower and defines the pedestrian experience at the street. Its location and height should frame and create a positive relationship to the street. It should be carefully designed, including a mix of horizontal and vertical elements, to reinforce a human scale. Clear glazing and the arrangement of internal uses should create a visual connection between the public and private realm, while promoting vibrancy and activity throughout the day.

Guideline 2.1 provides that where no streetwall has been established, podiums should be set back at grade to create wide boulevards that accommodate pedestrians, street trees and landscaping, and active at-grade uses. Where windows are proposed within the podium, an 11 metre separation distance shall be provided between adjacent buildings, however, where a continuous streetwall is desirable, no side-yard setbacks are necessary. Additionally, the provision of a 6.0 metre boulevard measured from curb is preferred.

With respect to height and massing, Guideline 2.2 states that the podium should generally reflect the established and planned streetwall subject. Where no established streetwall exists, the minimum height of the podium shall be 10.5 metres (3-storeys) to frame the streetscape and reinforce a human-scale and the maximum height of the podium shall be 80% of the adjacent right-of-way width. Small variations are encouraged to create a varied streetscape. Further, Guideline 2.3 specifies the podium should be massed such that shadow a minimum of five consecutive hours of sunlight is provided on the opposite side of the street at the equinoxes except where existing conditions preclude.

Guideline 2.4 provides that large podiums shall be visually broken into smaller components to avoid overly long facades and public elements of the podium shall be predominantly clear-glazed to provide visual connections between public and private realm. Additionally, main building entrances shall be clearly demarcated and should be a focal point of the building design.

In terms of site design, Guideline 3.5 provides that parking, servicing and loading shall be accommodated internally within the building podium and screened from the street. To that end, access to parking, servicing and loading shall be provided from the rear of the building, or a laneway where possible. Guideline 3.5 also sets forth provisions for streetscaping, stating that public art and publicly-accessible privately-owned open spaces are encouraged within tall building sites, where appropriate, and should be designed and located to encourage public use and highlight important site characteristics.

Response:

- The proposal takes the form of a slender point tower atop a pedestrian-scaled podium.
- The podium is setback 5.7 metres from the curb along Lakeshore Road and a minimum of 2.5 metres from the curb along Old Lakeshore Road to provide wide pedestrian boulevards.
- The proposed base building is setback 6.0 metres from the east property line to provide adequate separation distance from the adjacent property to accommodate windows.
- The podium is massed to be perceived as a 2-storey street-related element to frame the street at a height that is compatible with the existing buildings adjacent to the site. This height will also provide variety to the streetscape
- The podium is massed at a height of 2 storeys to limit shadow impacts on the adjacent properties and public realm and provide for 5-hours of continuous sunlight as demonstrated by the shadow analysis prepared by R. Bouwmeester and Associates.
- The podium is treated with glazing to visually connect the public and private realm while vertical architectural expressions break up the podium facade
- Main building entrances are recessed or demarcated by canopy treatments.
- A larger plaza/spill out space has been provided at the eastern end of the site, which terminates views from Lakeshore Road. Additional attention to public realm enhancements, including high quality pavers and a gateway landscape feature have been incorporated into the design to highlight the gateway function of the site.

Building Middle (Tower)

As per the Guidelines, the tower is the most substantial and impactful component of a tall building as it enhances the skyline and provides a defining landmark throughout the city.

With respect to tower location, Guideline 3.1 states that proposed towers should be set back 12.5 metres from adjacent property lines to protect for a future 25 metre separation distance in order to maximize privacy and sky views, and to minimize shadow impacts. A 3 metre setback from the podium should also be provided to discern the tower from the building podium and tower, and to allow for the provision of usable outdoor amenity space.

Guideline 3.2 specifies that the height of the tower, and its location on the building base, shall provide a gradual and appropriate transition in height to help mitigate potential impacts on the adjacent established or planned context. The tower portion of a tall building should be slender and should not exceed 750 square metres, excluding balconies and the massing of the tower, and its relationship to the building base, shall not result in adverse wind effects at the street level.

In terms of tower design, Guideline 3.3 provides that the design and placement of the tower shall be carefully considered to minimize the size of shadows on the opposite streetscape where the widest edge of the tower should generally be oriented to minimize the impacts of shadows. Further, the design, height, and placement of the tower shall be compatible with adjacent established residential neighbourhoods, parks, open spaces, or natural areas. To that end, Guideline 3.4 also outlines that a unique tower designs are encouraged, and variety of techniques shall be used to articulate the tower, both vertically and horizontally, to create visual interest.

Response:

- The proposed tower element has a slender floor plate of approximately 750 square metres.
- The curvilinear tower floor plate provides for a varying setback of 1.0 to 2.5 metres from the podium along the north and south frontages. This allows the tower and base building to be defined as separate elements that can be clearly delineated from each other and therefore maintains the intent of the guidelines for tower setbacks.
- The tower is setback 12.5 metres from the west property line to provide adequate separation distance as the site to the immediate west is considered to be a potential tower location. A 16.0 metre setback is provided from the east property line to increase the separation distance between the proposed tower and the low-rise residential neighbourhood and parks/natural areas further east to limit adverse built form impacts.
- The tower has been shaped and oriented to respond to the triangular geometry of the site to create a distinct tower floor plate that reinforces the prominence of the site's location.
- The proposed tower height is compatible with the surrounding built form context which includes clusters of tall buildings to the west, north and east of the site. This tall building context accommodates the proposed development while achieving a transition down in height towards the east, facilitated by the stepping down in heights of the existing towers towards eastern edge of the Downtown Mixed Use Centre.
- The relationship between the tower and the podium adequately resolves wind impacts at the pedestrian level as indicated by the Wind Study submitted as part of the application package.
- The tower has been massed with a relatively slender floor plate and oriented such that the longest facades are parallel to the street frontages. The shadows cast by the proposed development are generally minimized as shadows cast by existing and approved buildings overlap that of the proposal. These impacts are considered acceptable as outlined in the Shadow Study submitted as part of the application package.

Building Top

As per the Guidelines, the top of the building defines a tower while further distinguishing a unique and interesting skyline. To reinforce a strong presence at the top of the building, a variety of elements are recommended, including stepbacks, material variations, lighting, and other architectural elements. To create activity at the upper levels of the building, rooftop amenity space is recommended wherever possible as per Guideline 4.1. Guideline 4.2 provides that structural and functional elements, such as the mechanical penthouse and elevator shafts, should be screened from view to protect or enhance views from other buildings or the public realm.

Response:

- Outdoor amenity space is provided on the roof of the building that is flexible and can accommodate a variety of programs.
- The mechanical penthouse is incorporated into the building envelop and treated with cohesive materials to screen it from view and to read as an extension of the building.
- Variations in architectural expressions at the tower top distinguish it from the middle while maintaining a harmonious relationship between the tower elements.

6.0 URBAN DESIGN POLICY + ANALYSIS

6.1 List of Principles

In our review of the proposed development, Bousfields Inc. has considered the following urban design principles. Under each section, we have provided an analysis of the ways in which the building will contribute to Downtown Burlington.

- Fit within its existing and emerging context
- Foster a sense of place by establishing a view terminus at a prominent location and a gateway into the Downtown
- Animate the streetscape and engage pedestrian realm



Rendering, looking south west along Lakeshore Road (Provided by G+C Architects)

6.2 Compatibility

From an urban design perspective, the proposed design and massing has been developed to be compatible with its existing and planned urban context. Although the proposed form and magnitude of the building represents a greater level of Downtown intensification than permitted as-of-right, it must be recognized that the shape and form of redevelopment in a Downtown is not static and evolves. The Tall Buildings Guidelines (2017) represent the general position and framework established by the City of Burlington to shape redevelopment, particularly within the Downtown Urban Growth Centre.

The urban context is comprised of the scale and character of the public realm at grade, the scale of the podium element and how it addresses the street; the size and height of the tower and the visual effect of the tower within the skyline and the micro-climatic impacts that it has on adjacent sites and the public realm of the larger area.

Podium

Existing buildings along Lakeshore Road have streetwall heights of between 1 and 7 storeys. The proposed podium is massed and scaled to establish a 2-storey streetwall along the south side of Lakeshore Road and the north side of Old Lakeshore Road to reinforce and enhance the existing street-related character of the 'main street' buildings. At grade, the podium creates an enhanced interface with the existing sidewalks and street frontages.

As well as a residential lobby for the condominium units, the building will include: retail uses on the first floor fronting the public streets and limited service related frontage. In addition to its low-rise scale, the variety of materials and articulations incorporated in the façade of the podium break up its mass and create a fine-grained rhythm compatible with the surrounding buildings.

Tower

Skylines develop over time and will always be comprised of a range of building heights and forms, which create the unique character of a place. There will always be a tallest building in a skyline, even if that distinction changes over the years as the skyline evolves.

At 27 storeys, the proposed building will, at least for a limited period of time, be the tallest building in Downtown Burlington. In our opinion, it is an appropriate distinction. Although the 27-storey overall height is greater than existing tall buildings in Downtown Burlington, the tower will be seen as a slender building with a relatively small floor plate size, centrally located within the context of the city's already emerging tall building skyline. Specifically, the site is optimally located at gateway into the Downtown and a view terminus from the east. This prominent location, together with the unique triangular geometry of the lot create a unique set of conditions that are deserving of a more iconic built form treatment and place making strategy than can currently be accommodated by the policies of the Official Plan and applicable guidelines.

The fact that it has a relatively small floor plate and is not built close to other buildings means that it accentuates skyview and does not block it, like so many of the existing lower, but bulkier, slab buildings within the Downtown. Accordingly, its proposed design is visually attractive and fits well within the context of the evolving Downtown.

In the future, the development will be joined by an approved 26-storey building (at 374 Martha Street), an 22-storey building that is presently under-construction (at 2041-2054 Lakeshore Road), and potentially by additional high-rise development on proposed along Lakeshore Road.

6.3 Site Organization

The proposed site plan has been designed with regard for the applicable urban design guidelines adopted by the City of Burlington. Guided by the prominent location and geometry of the site, the proposed building has been sited and oriented such that is frames both the Lakeshore and Old Lakeshore frontages and reinforces the emerging Lakeshore Road streetwall and view corridor. The site arrangement focuses on ensuring an improved relationship between the proposed building and the public realm. To achieve this, the podium of the building has been sited with setbacks of 2.0 metres along Lakeshore Road to provide a wide pedestrian boulevard where no sidewalk currently exists. Additionally, the podium is setback 6.0 metres from the eastern property line to provide spill out space to engage pedestrians and provide a flexible space that can accommodate a variety of programs.

Uses have been located such that they respect the existing character or the street with the primary retail frontage located on Lakeshore Road to reinforce its existing character as a main street promenade in accordance with the policies set out for the precinct in the Official Plan and the objectives of the DUDG. A 2.0 metre setback from the right-of-way has been provided along this frontage to allow for the spill out of restaurant and retail uses and to accommodate additional pedestrian amenities. Residential entrances are located on both Lakeshore and Old Lakeshore Road and are clearly defined and demarcated from the public areas of the ground floor.

Vehicular access for servicing and loading purposes is provided from Lakeshore Road via a 4.5 metre one-way driveway that spans the southeastern edge of the site. Servicing and other utilitarian elements are located within the northwestern portion of the ground floor, adjacent to the loading driveway. These uses are located away from the eastern edge portion of the podium to reserve this area for a more extravagant treatment that is more appropriate for its prominent location at a view terminus. Access to below grade parking and a refuse drop-off/pick-up area adjacent to the residential entrance is provided from Old Lakeshore Road, which functions as a local road, to minimize traffic and circulation impacts.

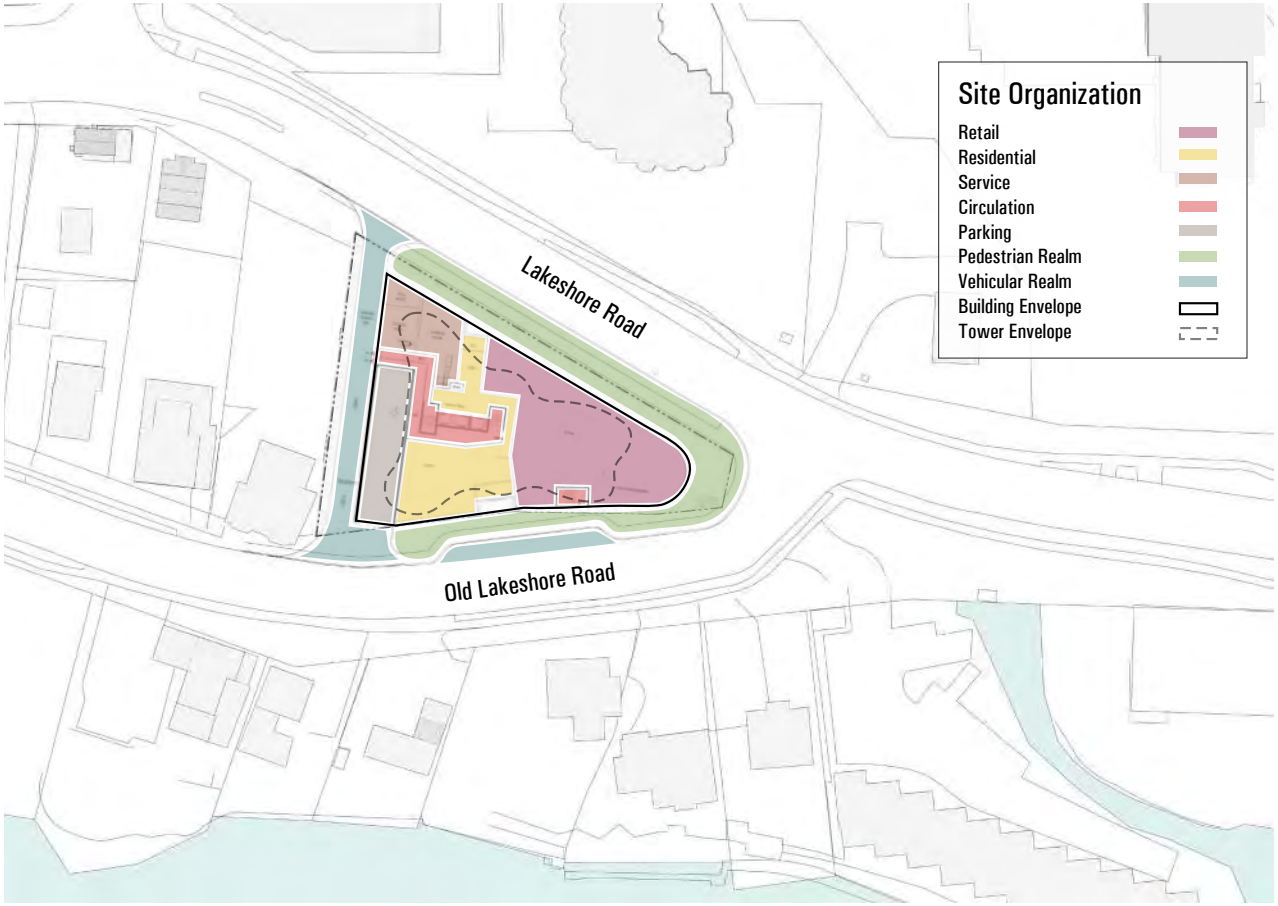


Figure 12 - Site Organization Diagram

6.4 Circulation and Access

Pedestrian Circulation

A primary objective of the proposed development is to improve the pedestrian and cycling environment by making it easier, safer and more comfortable to walk or ride between buildings, public sidewalks, transit stops, parking areas and adjacent properties.

Currently, no sidewalk is provided along the site's Lakeshore Road frontage creating a fragmented pattern of pedestrian linkages. The proposed development will improve pedestrian circulation throughout the existing auto-oriented site and the surrounding area by introducing a pedestrian boulevard along the Lakeshore Road frontage and connecting it to the existing sidewalks east and west of the site. In this regard, the proposed development will bring the site into greater conformity with the Official Plan public realm policies and DUDG and OLPUDG directives. Specifically, a 2.0 metres setback is proposed from the Lakeshore Road property line to allow for the provision of a generous pedestrian boulevard that provides a connection to the retail spill-out area and focal point at the northern portion of the site. The proposed building is setback 5.7 metres from the curb to accommodate a 1.8 metre clearway with 2.7 metres of landscaping and 1.2 metres provided for pedestrian amenities including benches, lighting, and bike storage.

The triangular shape of the site and the rounded podium edge help to facilitate circulation around the site along a continuous, wrap-around sidewalk and will strengthen connections to the pedestrian realm of the surrounding area.

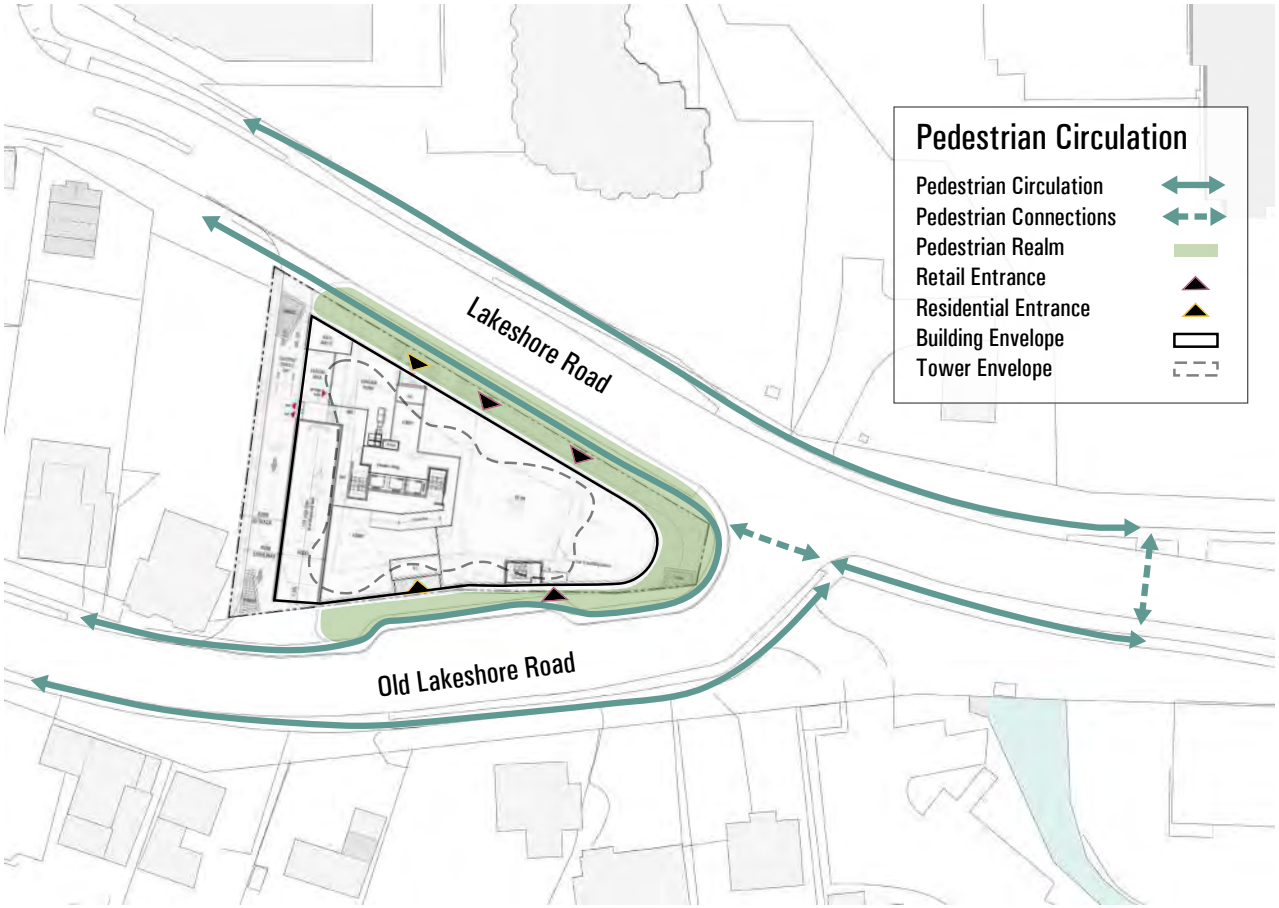


Figure 13 - Pedestrian Circulation Diagram

Vehicular Circulation

As per the DUDG and OLPUDG, vehicular access is focused along Old Lakeshore Road in order to maintain a continuous and pedestrian-oriented frontage along Lakeshore Road.

Vehicular access is provided from Lakeshore Road via a single consolidated driveway creating a throughway along the south edge of the site. Therefore, vehicular circulation will be limited to one edge of the site, separated from the pedestrian realm. This will allow for the creation of a open space feature along and the east end of the site.

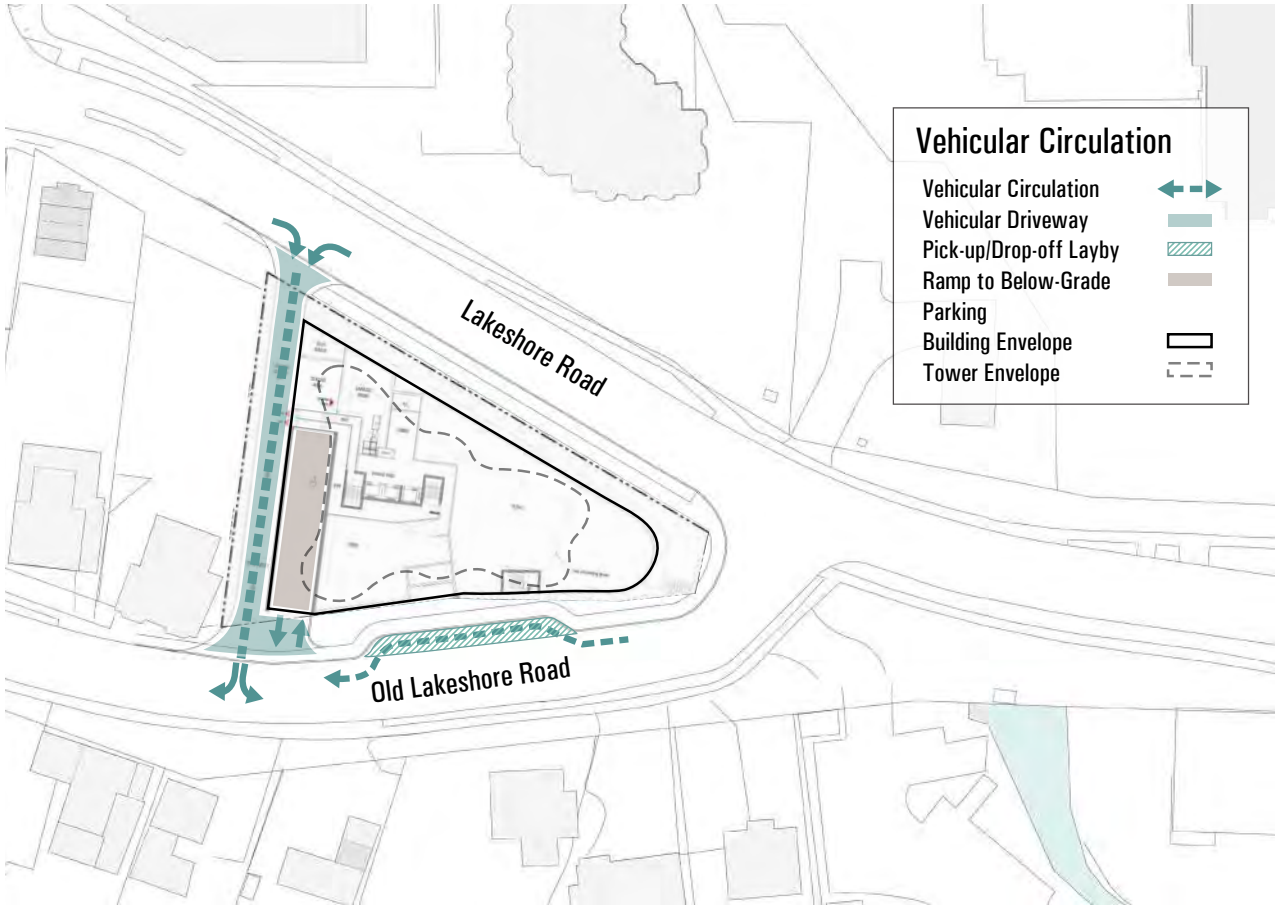


Figure 14 - Vehicular Circulation Diagram

6.5 Public Realm

The proposed development will introduce uses and built form conditions that support a lively public realm. Along the Lakeshore Road frontage retail uses at grade and spill-out space provide an active frontage that will assist in drawing pedestrians toward the Downtown. The base building has been designed to reinforce the corner condition at the Lakeshore-Old Lakeshore junction using a continuous façade that wraps both frontages.

Retail uses will be provided at grade to activate the streetscape and provide a connection between public and private realm. Both Lakeshore and Old Lakeshore Road will be animated with outdoor spill out space and a focal feature integrated into the landscape and streetscape programming at the intersection and view terminus from Lakeshore Road. The primary retail frontage will be provided along Lakeshore Road and complemented by a wide pedestrian boulevard to respond to the existing streetscape character. Clearly defined public and private realm transition zones are established though the separation of residential and retail uses and entrances.

From a streetscaping perspective, the conditions at grade will integrate the more contemporary themed treatment that has developed with the recent revitalization of the waterfront. Enhanced landscaping and the introduction of street trees along all frontages will also revitalize the streetscape and create a comfortable pedestrian environment.

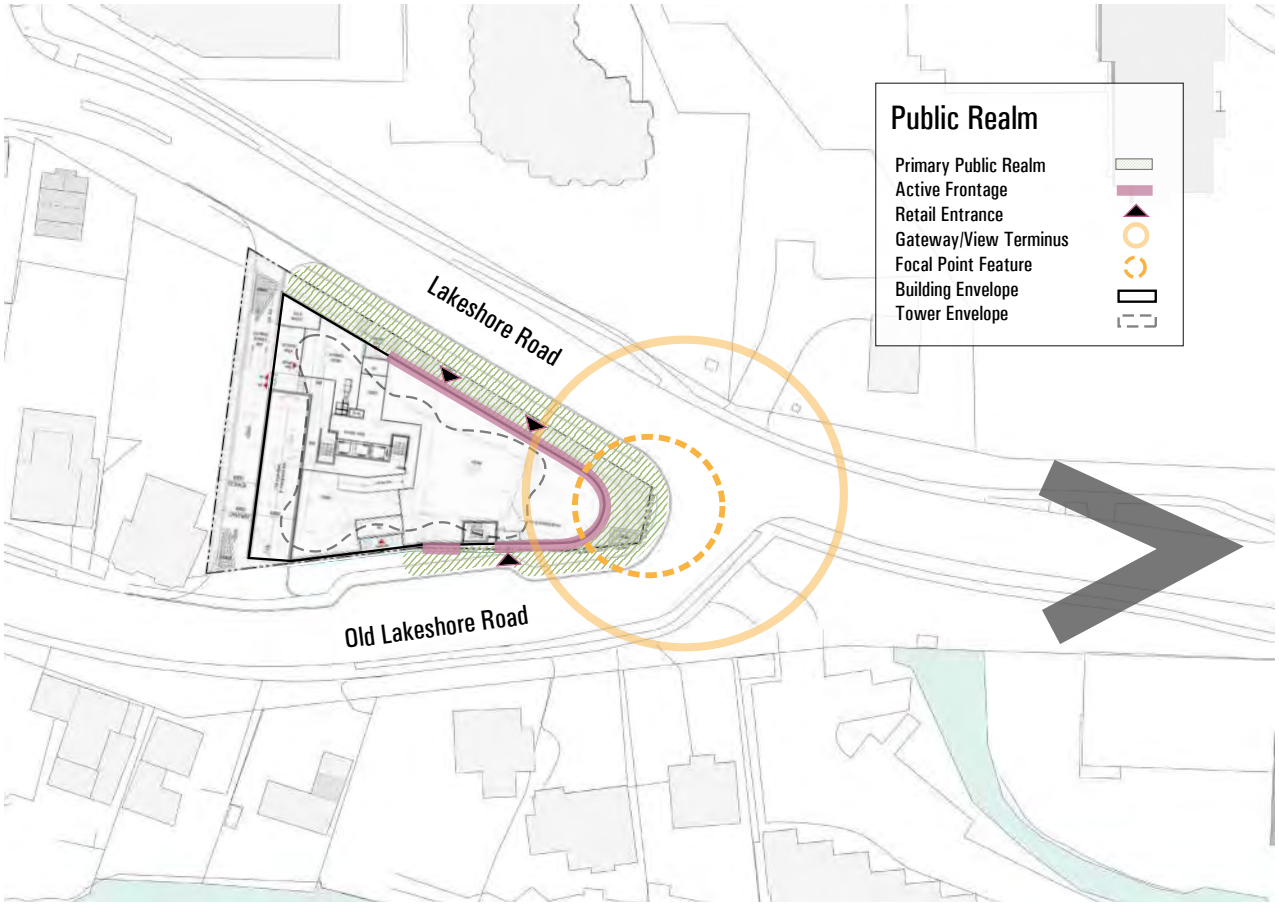


Figure 15 - Public Realm Diagram

6.6 Built Form and Massing

The proposed building has been designed as a point tower setback from a pedestrian-scale and street-related podium and generally complies with the provisions of the Tall Building Guidelines.

Podium

The proposed building has been massed to reflect the triangular shape of the subject site while incorporating built form interventions that allow for appropriate transition to the surrounding low-rise buildings. The proposed base building contributes to the creation of a continuous pedestrian-scaled streetwall, lined with active uses at grade to animate the streetscape. Additionally, architectural treatments on top of the one-storey podium frame the outdoor amenity space and make the podium translate more so as a 2-storey base building. The scale of the podium facilitates an appropriate transition to the existing low-rise adjacent to the site. The podium has been situated such that setbacks are provided along Lakeshore Road to allow for a wider sidewalk zone to accommodate additional pedestrian amenities, while no setback is provided along Old Lakeshore Road to provide a street edge condition that reflects the streetscape typology of the local road. Both Lakeshore Road and Old Lakeshore Road do not have a prominent or consistent existing streetwall with varying heights and setbacks, the one-storey podium of the proposal reflects its general scale and frames the respective right-of-ways in good proportion.

Tower

The emerging high-rise built form context to along Lakeshore Road to the north and existing towers to the east create a condition that provides a physical transition from the proposed building to the low rise neighbourhood further east. The subject site is located approximately 127 metres from the nearest established neighbourhood. As such, this physical separation provides an adequate buffer to mitigate impacts to these sensitive uses.

The height of the proposed building has also been informed by the emerging high-rise built form context of the Downtown. Although the proposed development exceeds the height limits prescribed by the Official Plan, it is in keeping with the existing and emerging tall building context and the emerging built form context as a result of recent high-rise approvals in the surrounding area. As previously stated in Section 4.0, a cluster of tall buildings exists on the south side of Lakeshore Road east of the subject site with heights of up to 18 storeys, and recently approved and under construction towers to the west and southwest of the site are up to 26 storeys in height. The proposed development fits well within this existing tall building context of the Downtown to the north and west, while continuing to facilitate the existing transition down in height towards the eastern edge of the Downtown Mixed Use Centre. The significant separation distance from the nearest low-rise residential neighbourhood area affords the site the opportunity to achieve a higher height without causing undue impacts on the residential properties.

These buildings provide the tall building context to create an effective transition between the taller and denser context of the Downtown and the lower density residential neighbourhood to the east. The heights permitted by the Official Plan do not reflect the built for scale and height of the surrounding area. As such, proposed 27-storey building fits well within this context.



Figure 16 - Public Realm Diagram

With respect to tower location, above the podium, stepbacks are provided on all frontages, ranging from 1.2 to 14.0 metres. Specifically, a setback of 12.5 metres is provided on the west side of the proposed tower (the only side of the site that does not abut a right-of-way). This separation distance will protect for a 25 metre separation between building faces, should a tower be built adjacent to the site, and would adequately address impacts of light, view and privacy. These stepbacks allow the podium to establish prominence on the street corner and mitigate shadow and wind impacts.

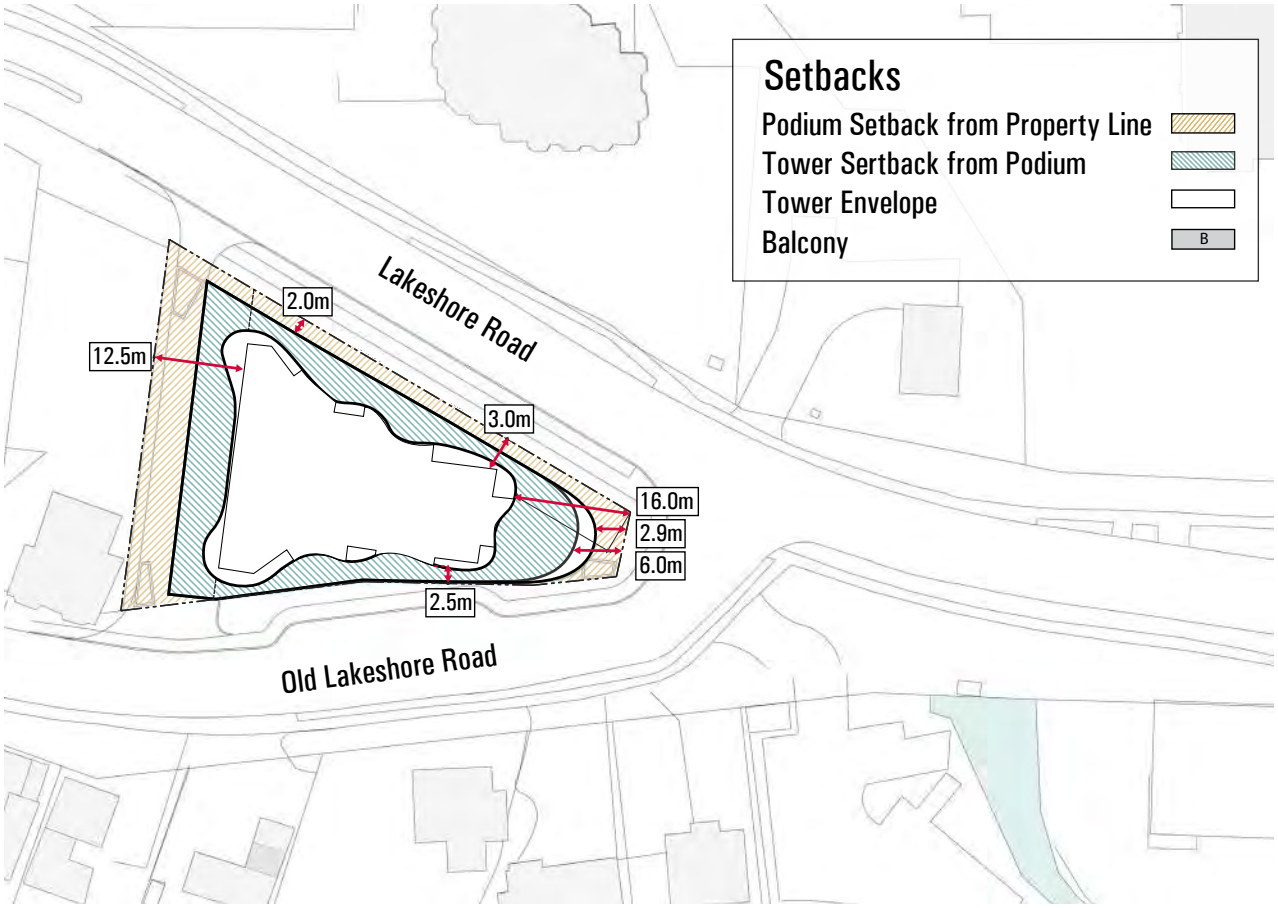


Figure 16 - Setback Diagram

6.7 Shadow Impacts

A shadow analysis report was prepared by R. Bouwmeester & Associates dated November 2019 to visualize the shadow impacts of the proposed development on the adjacent properties and public areas. Conclusions from the study are summarized below.

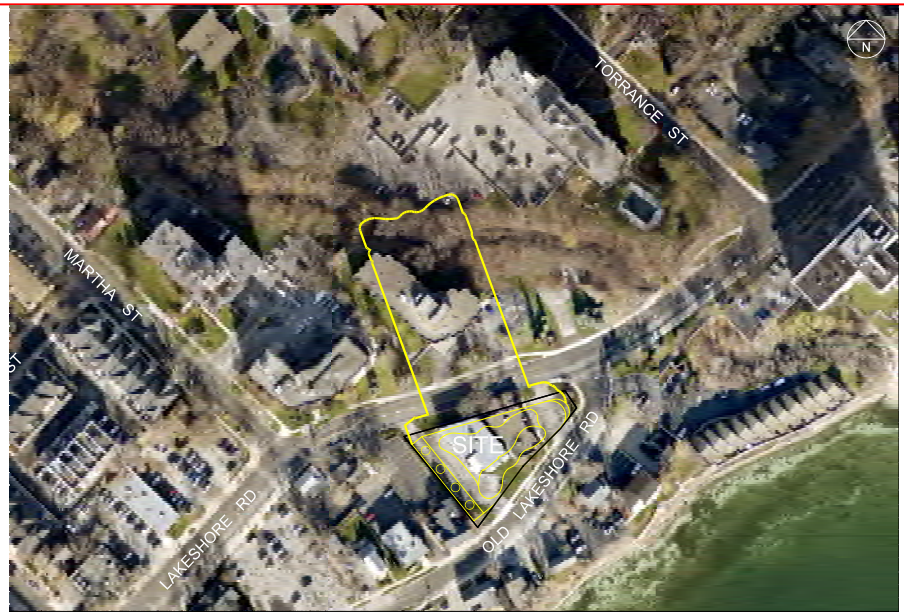
As per the Standardized Shadow Impact Criteria of the Site Plan Application Guidelines, shadow tests were done for the spring, summer, and winter equinoxes at 9:30 a.m., 12:30 p.m. and 3:30 p.m. Shadowing from existing and approved unbuilt buildings is not reflected in this shadow study; therefore, actual net new shadowing will be less than shown. As a result, the term “incremental shadows” as used in the following sections refers to potential new shadowing, not necessarily actual new shadowing. Because many areas are already shaded, it is important to note that the shadows shown herein represent their maximum potential reach and coverage, not the actual proposed reach and coverage by new shadows.

In accordance with the shadow impact policies set out in Policy 2.5.2 of the Official Plan, the proposed development will result in sun-shadowing on the adjacent properties at an acceptable level. Specifically, the proposal does not cast any shadows onto the opposite side of Old Lakeshore Road or any properties to the south save and except for in June during the 3:30 p.m. test time. Generally, the study demonstrates that the proposed development will not cause undue shadow impacts, and its impacts are considered to be adequately minimized by its slender and compact built form. Longer shadows are cast during the winter solstice; however, these shadow impacts are comparable to those of the existing high-rise buildings and are considered less significant due to the limited hours of sunlight and use of outdoor amenities during this time.

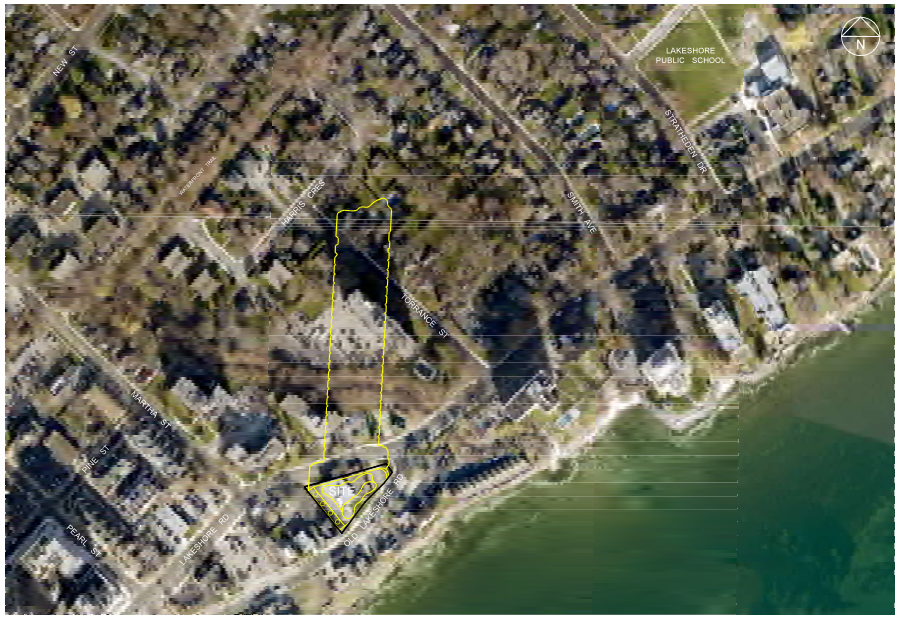
Please refer to the shadow analysis report included in the submission package for a more detailed discussion of the shadow impacts.



June 21 | 12:30 PM



March 21 | 12:30 PM



December 21 | 12:30 PM

6.8 Architectural Articulation and Building Facades

Podium

The base building incorporates a rhythmic pattern of vertical expressions which help to mimic the fine-grain built form that comprises the main street fabric of grade related uses exhibited elsewhere in the Downtown. With respect to materiality, the podium will incorporate glazing to provide connectivity between the retail units and the public realm and 'heavy' masonry that anchors the building and complements the surrounding heritage and traditional main street type buildings. Architectural treatments on top of the one-storey podium frame the outdoor amenity space and help the podium read more so as a 2-storey base building to further frame the street and views along Lakeshore Road.

Retail and residential entrances are located on Lakeshore and Old Lakeshore Road with appropriate physical and visual separation. The main residential entrances are inset to provide a natural canopy and are highlighted through the use of contrasting materials and vertical articulation. The corner of Lakeshore and Old Lakeshore Road will be highlighted by an inset on the ground floor that follows the curvilinear shape of the podium. This serves to provide additional space adjacent to the street for spill out uses that will animate the public realm while enhancing grade-related uses and establishing a visual focal point at the natural view terminus from the north.

Tower

The proposed tower takes the form of a point tower, incorporating a series of curvilinear expressions that work to create a harmonious façade. The design of the floor plate takes inspiration from its waterfront location by reflecting the crests and movement of the lake. The alternating curves of the tower facade create a visual vertical rhythm that articulates building. Balconies are interspersed throughout all faces and cohesively integrated into the building envelope to provide additional articulation. Lighter materials and glazing with transparent and airy qualities are proposed for the tower to minimize the perceived mass. Architecturally, the tower will function as a landmark building within the Downtown, contributing to a dynamic urban skyline.

The mechanical penthouse has been integrated into the design of the building envelope to eliminate its visual presence as viewed from the pedestrian scale. Additionally, private outdoor space is provided within the top of the building to provide additional amenity space.



Rendering, Lakeshore Road frontage (Provided by G+C Architects)



Rendering, Old Lakeshore Road frontage (Provided by G+C Architects)

6.9 Landscaping and Open Space

The concept landscape plan will be further refined at the site plan control stage, as the proposal continues to evolve. In accordance with the DUDG and Tall Building Guidelines, the proposed site programming will facilitate a stronger connection between the public and private realm and better establish the subject site's prominent location at a view terminus and as the gateway to the Downtown. Defining landscape elements will be located at the interface of the building with Lakeshore-Old Lakeshore intersection, providing a focal point central to the site that will help create a sense of arrival and an attractive view terminus in keeping with the visual significance of the site.

The proposed development also incorporates landscaping along both street frontages, including native and drought tolerant street trees, grasses and wildflowers that will contribute to a vibrant public realm. Paving features will be used to help define pedestrian and vehicular areas on the site while hardscaping elements that address the grade changes on the site will be used to ensure the public realm is comfortable and accessible for all pedestrians.

A decorative retention wall with a landscape buffer consisting of raised planters will be provided along the southeastern edge of the site to address the grade change and screen views to the adjacent driveway and naturalize the site's edge. The details of the on-site landscaping are intended to be refined through the detailed design process.

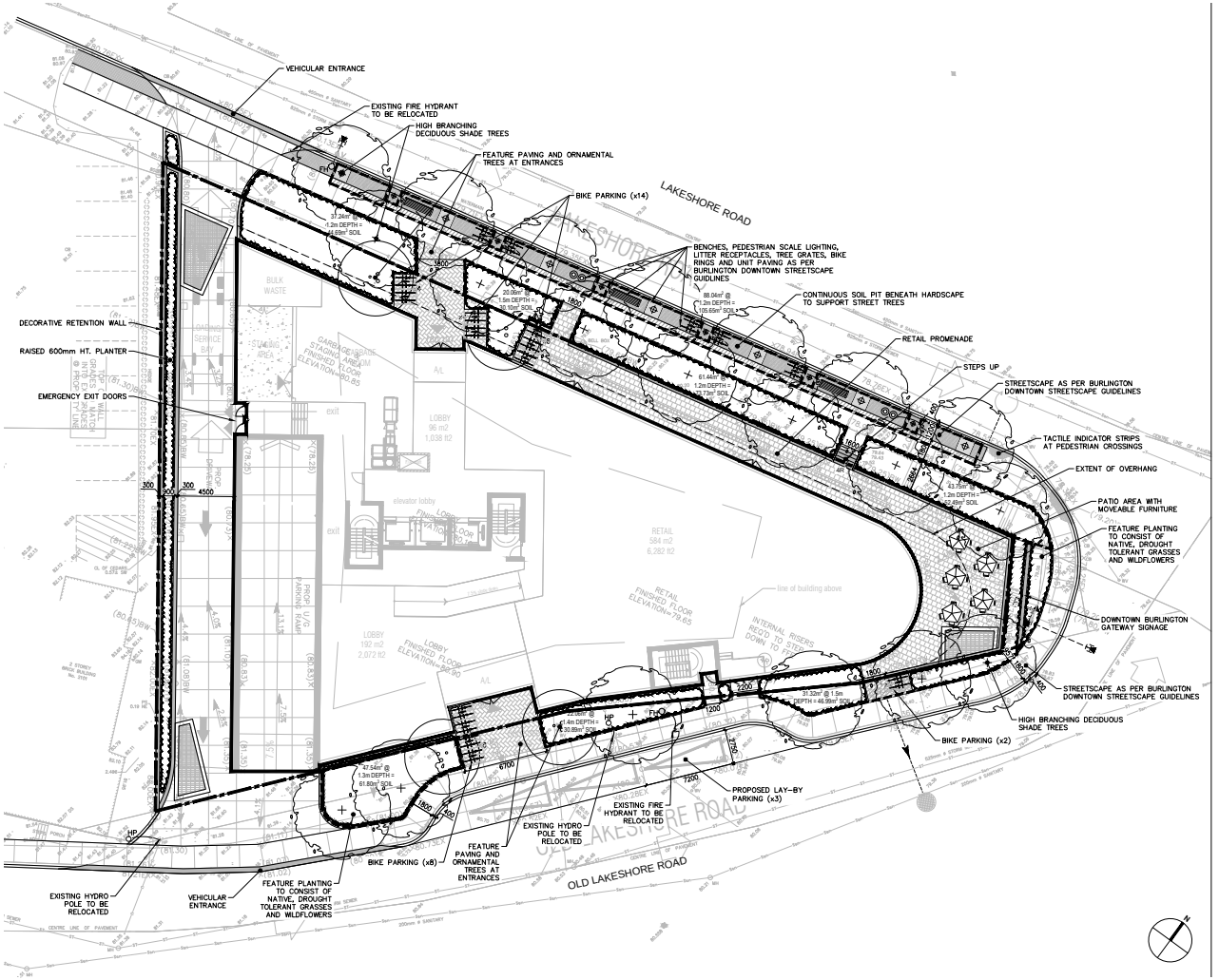


Figure 18 - Landscape Rendering (Provided by Ferris + Associates)

6.10 Parking, Loading + Servicing

The overall parking, loading and servicing strategy for the proposed development seeks to minimize the visual prominence of these utilitarian functions and instead give prominence to the built form and public realm, which the existing uses of the site fail to do. In accordance with the policy direction of the Official Plan, Downtown Urban Design Guidelines and the Old Lakeshore Precinct Urban Design Guidelines, the development scheme proposes to locate all parking below grade and thus screened from public view. Locating parking below grade provides an opportunity to better utilize the site area and promote the use of transit and active transportation. A refuse drop-off and pick-up area is provided via a lay-by along Old Lakeshore Road located opposite the main residential entrance. Locating these areas on a local road allows for the provision of a continuous façade along Lakeshore Road, contributing to the main street character of the streetscape.

Access to the underground parking garage is provided from Old Lakeshore Road via a ramp that is incorporated into the building façade to mitigate its visual impacts. This driveway is consolidated with the loading driveway along the western edge of the site.

Servicing is proposed to be accessed from the loading driveway from Lakeshore Road along the western edge of the site to provide a continuous pedestrian oriented public realm at the east end of the site, which conducive to its function as a view terminus and gateway. Providing a single driveway to access these uses assists in minimizing pedestrian-vehicular conflicts while clearly defining the right-of-way and function of each space. Servicing facilities, such as a staging area and garbage room, are located within the building and not visible from the public realm.

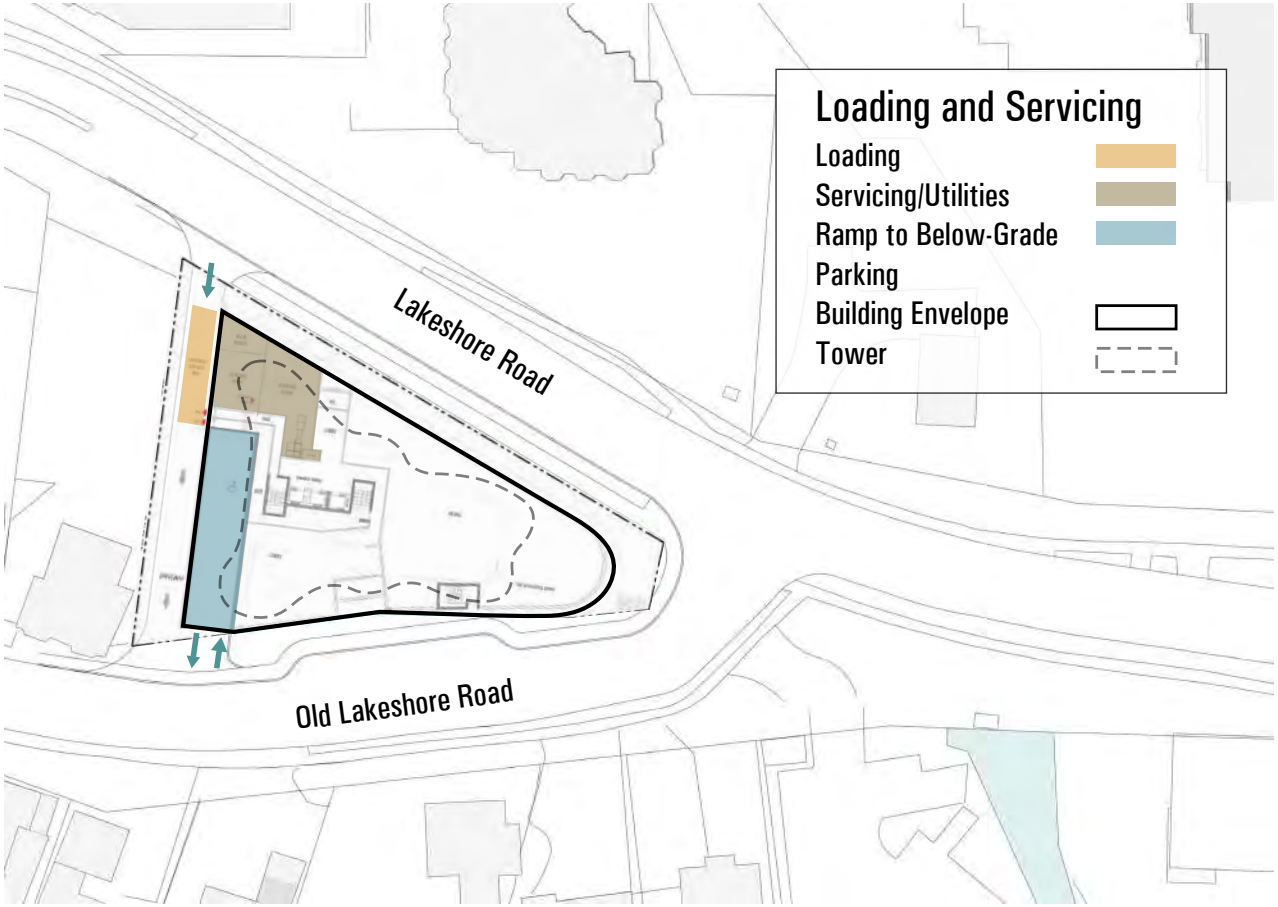


Figure 17 - Parking, Loading and Servicing Diagram

7.0 CONCLUSION

This Brief concludes that the urban design form and pattern of the proposed development addresses the relevant municipal policy objectives and guideline recommendations with respect to the intensification within built-up areas, with a particular focus on sites located within strategic growth areas, including urban growth centres. Specifically, the development is supportive of and appropriately addresses the urban design-related policies in the City of Burlington current and new Official Plans, in addition to the recommendations and standards contained in the Burlington Tall Buildings Guidelines.

With respect to the urban design character of transit-supportive, pedestrian-oriented development and the City's planned urban structure, the proposed development is appropriate and desirable at its landmark location at the eastern edge of Downtown Burlington, and more broadly within the City and Region. From an urban structure perspective, the building demarcates the easterly edge and provides a visual entry and exit point into and out of the Downtown along Lakeshore Road. The building will also be part of the taller visual face of the overall Downtown pattern as seen from the lake and along the skyline frontage and demarcate where it steps down to a lower general residential neighbourhood scale and pattern.

The redevelopment proposal makes for improved use to an underutilized site by replacing two one-storey buildings and surface parking with a residential mixed use tower in built form typology that appropriately addresses its surroundings.

Overall, the proposed development constitutes a positive contribution to the public realm and built form character of the City's Downtown through the introduction of active frontages and street related built form. The activated public realm in conjunction with the distinctive architectural treatment of the tower will establish a sense of place and arrival that is appropriate the site's location at prominent view terminus and gateway into the Downtown.

For the reasons set out in this Brief, we are of the opinion that from an urban design perspective, the proposed development is appropriate and desirable, represents good urban design practice, can be appropriately accommodated within the overall regulatory framework for the area and we would recommend approval of the requested Official Plan and Zoning By-law amendments.

APPENDIX A

City of Burlington Urban Design Advisory Panel Meeting Minutes



Department of City Building
Burlington Urban Design Advisory Panel (BUD)

MINUTES

July 17, 2018, 2:50pm
414 Locust Street, 2nd floor boardroom.

Members of BUD

	present	absent / regrets
Ken Coit (Chair)	✓	
Jana Kelemen (Vice Chair)	✓	
Naama Blonder	✓	
Wai Ying Di Giorgio	✓	
Jessica Hawes	✓	
Matt Reid	✓	
Nigel Tai	✓	
Alexandru Taranu	✓	

Item #2: 2107 Old Lakeshore Road

Design Review: First Review
Application: Official Plan Amendment & Rezoning

Presentations:
City Staff: Jamie Tellier
Applicant: Carriage Gate Homes



Disclosure of conflict-of-interest

None

City Staff Overview

City staff outlined the project details, site context and planning framework.

Staff are seeking the Panel's advice on the following:

1. **Podium:** Please comment on the overall podium design including: its architectural expression, height, and ground floor units. Does the podium have an appropriate interface with Lakeshore and Old Lakeshore Roads? Similarly, how should the western driveway be designed so that it does not appear as a service alley?

2. **Tower:** Please comment on the overall tower design including: how balconies integrate with unique tower shape, top of building, proportions with podium, and overhang above 2nd floor amenity area. Given the building's modern design and its proximity to the lake, what bird friendly design elements should be considered?

3. **Gateway:** Please comment on the role of the building as an eastern gateway into downtown and how it responds to this context. Is a car oriented driveway an appropriate ground level design feature for the east side of building?

Applicant / Design Consultant Presentation

The architect provided an overview of the proposed development as a flat iron type of building including the design intent to relate to the lake through the use of curvilinear form and the integration of balconies within the tower. The architect walked the Panel through recent revisions to the renderings, particularly changes to the podium design including the introduction of masonry into the podium and frames above the first floor level intended to improve its presence from the street level. The architect discussed how the existing laneway would be used and that there was potential for the laneway to be shared with future development to the west.

Panel Questions:
The panel asked questions of clarification on the following topics:

- Height of the apartment building to the east.
- Whether the proposal includes advice from a traffic consultant regarding operational traffic controls.
- Exploration of a design option with no driveway on east side.
- Clarification questions respecting the programming of amenity uses at grade and if other uses were considered on the ground floor.
- Sustainable building design measures, particularly as it relates to water.
  Rationale for the proposed height.
- Shadow impacts on the second floor amenity area as a result of added framing atop the first floor podium.

Panel Advice:

Question #1: **Podium:** Please comment on the overall podium design including: its architectural expression, height, and ground floor units. Does the podium have an appropriate interface with Lakeshore and Old Lakeshore Roads? Similarly, how should the western driveway be designed so that it does not appear as a service alley?

In general, the Panel was struggling with the proposed angular podium at the base of a curvilinear tower. The composition may not align in a cohesive way.

The Panel commented that the eastern entrance is very car oriented. As a result, it is not very pedestrian friendly. This type of design is contrary to the objective of making downtown a more walkable environment. Triangular sites are rare and provide spectacular design opportunities; having the driveway on east side is a missed

opportunity. The design of east side of building requires more exploration. The Panel would like to see the consolidation of driveways on the west side. The use of paving materials and furniture in the streetscape were recommended to reduce the appearance of the ramp and underground access on west side. Lay-by parking on Old Lakeshore Road would allow for quick drop-offs along the street frontage in proximity to main entrance to the building.

The Panel commented on the location of the at-grade uses, suggesting that the residential component would be better served if it were flipped to Old Lakeshore Road and the more public amenity spaces located along Lakeshore Road, which acts as a more robust street. Flipping it creates a better relationship to the street. It was also suggested that the design consider flipping the amenity uses with the lobby. The panel suggested utilizing the corner to create an enhanced amenity area that could be used day and night. The panel emphasized their preference of relocating the easterly car drop off to allow for enhanced east corner amenity area that would be in keeping with the gateway location of the building. Consideration should be given for a drop off or lay-by on Old Lakeshore Road to service the building.

Question #2: **Tower:** Please comment on the overall tower design including: how balconies integrate with unique tower shape, top of building, proportions with podium, and overhang above 2nd floor amenity area. Given the building's modern design and its proximity to the lake, what bird friendly design elements should be considered?

The Panel emphasized the importance of getting the eastern corner of the building right and acknowledge the uniqueness of the site. The Panel commented that the design should take as much advantage as possible of the unique site and location at the eastern edge of the downtown, which acts as a gateway. These characteristics help to form an argument for increased height; otherwise the Panel suggested that there may not be a design argument for the proposed height. Views from Lakeshore should inform the proposed height. Further, the height of the tower should frame the buildings behind it as one arrives from the east.

The Panel commented that the building does not have a strong frontage on any one side. The juxtaposition of the angular podium lines and the curvilinear tower lines are competing with each other. It was suggested that the curves in the tower be lengthened and reduced to make building sleeker as well as pushing back the tower from the edge of the podium, including the balconies to not overlap the podium as much. The updated rendering of the podium is more successful in grounding the building, however, the building still feels top heavy. The Panel observed that the building facades appear much larger because of the triangular shape of the building even though the building floor plate is 750 square metres. It was suggested that the balconies be stacked differently by shifting them around to visually lighten the top of the building while also using lighter materials at the top to achieve the same goal. The Panel recommended that wind impacts are considered in the design and suggested that the applicant look to projects from the architect Jeanne Gang with respect to wind lift features.

With regard to bird friendly design, the use of fritted glass is commonly used in modern architectural expressions. The City of Toronto bird friendly guidelines are typically referenced by the design community.

Question #3: **Gateway:** Please comment on the role of the building as an eastern gateway into downtown and how it responds to this context. Is a car oriented driveway an appropriate ground level design feature for the east side of building?

The Panel agreed the site is important, its triangular shape makes the site special and lends itself as an eastern gateway into the downtown. As such, this is a tremendous opportunity for a unique architectural design. The Panel would like to see a rendering taken from further back to show how the building works in its context and as a gateway building. This will help inform a design rationale for the proposed building height and ensure it frames the buildings behind it and the transition to the low rise areas to the east.

The Panel agreed that the car oriented driveway is not an appropriate gateway treatment for the east corner of the podium. See comments above for further advice. The Panel also suggested that a single curve on the east edge of tower would be preferred to the current design that includes a double curve and encourage being bolder with this side of building.

End...Item #2

BOUSFIELDS INC.