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PLANNING JUSTIFICATION REPORT

1022 GALLAGHER ROAD & 235 PLAINS ROAD EAST
CITY OF BURLINGTON

APRIL 2026
FILE #10386-1

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1. INTRODUCTION

Weston Consulting has been retained as the planning consultant for the legally registered owner of the lands municipally known as 1022 Gallagher Road and 235 Plains Road East in the City of Burlington (herein referred to as the "subject lands"). An 8-storey senior apartment building is proposed on the subject lands, containing a total of 134 residential dwelling units, together with at-grade lobby, indoor amenity space, and associated site circulation, landscaping, and vehicular access from Gallagher Road.

In support of the proposed development, Official Plan Amendment and Zoning By law Amendment applications are being submitted in accordance with the City's policies under the *Planning Act*. These applications are accompanied by the technical reports and studies identified through the City's Pre Consultation meeting held on June 18, 2025. The proposal was subsequently reviewed by the Burlington Urban Design Advisory Panel on July 24, 2025. Following the pre-consultation and Urban Design review, the proposal has been refined to address built form, massing, and transition. It is anticipated that a future Site Plan Approval application will be required at the appropriate time to facilitate detailed design and implementation of this proposal.

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2. PURPOSE OF THE REPORT

This Planning Justification Report (herein referred to as the “Report”) is submitted in support of the proposed Official Plan Amendment and Zoning By-law Amendment applications and provides planning analysis and justification for the proposed development. The Report evaluates the proposal in the context of the existing provincial, regional, and municipal policy framework and examines how the development conforms to relevant planning objectives and regulations.

The Report reviews the proposed amendments in relation to the Provincial Planning Statement (2024), the Halton Region Official Plan, the City of Burlington Official Plan, and Zoning By-law 2020, and demonstrates how the proposal aligns with sound land use planning principles. This Report provides the basis for advancing the development applications through the planning process and supports the conclusion that the proposed development represents good planning.

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3. SITE DESCRIPTION AND CONTEXT

3.1 DESCRIPTION OF SUBJECT LANDS

The subject lands are located at the southwest corner of Plains Road East and Gallagher Road, within the Aldershot community of the City of Burlington. The property consists of two adjoining parcels, municipally known as 1022 Gallagher Road and 235 Plains Road East, forming an L-shaped lot with frontage on both public streets.

The combined lot area is approximately 2,878.40 m² (0.28 ha), with 22.94 metres of frontage along Gallagher Road and 32.07 metres of frontage along Plains Road East. The lands are legally described as PT LT 5 , CON 1 , AS IN 570193 ; BURLINGTON/E FLAM TWP and PT LT 5 , CON 1 , AS IN 437325 ; BURLINGTON/E FLAM TWP.

The site is currently occupied by two single-detached dwellings and associated accessory structures, which are proposed to be removed to accommodate the redevelopment.



Figure 1: Aerial Photo of Subject Lands

3.2 NEIGHBOURHOOD CONTEXT

The subject lands are situated within a corridor undergoing gradual intensification. Plains Road East contains a mix of commercial uses, mid-rise apartment buildings, and townhouse forms, while Gallagher Road provides access to established low-density residential neighbourhoods to the north and east.

Plains Road East has evolved as a mixed-use arterial corridor with a combination of mid-rise residential buildings, townhouse developments, and commercial uses. Gallagher Road provides access to established low-density residential neighbourhoods to the north and east of the site.

Land uses surrounding the subject lands are as follows:

North: Established low-density residential (single-detached dwellings) within the interior neighbourhood and public parks such as Grove Park. Further north is an east–west rail corridor used by CN, CP and Metrolinx traverses the broader area.

South: Plains Road East forms the southern boundary of the site and is characterized by a mix of residential, commercial, and service-oriented uses consistent with its function as a major arterial corridor.

East: Holy Rosary Catholic Elementary School and Church are located directly east across Gallagher Road, representing a significant institutional land use in the immediate context. Immediately to the east adjacent to the subject lands is the Gallagher Farmhouse which is a designated heritage structure that is currently used as a professional office.

West: A two storey townhouse condominium community directly abuts the western property boundary, forming a stable multi unit residential interface.

3.3 NEARBY DEVELOPMENTS

The Plains Road East corridor and surrounding Aldershot area include several active or recently decided development applications that establish a mid rise and townhouse context supportive of transit oriented intensification. The following nearby proposals demonstrate the planned long-term transition of the corridor to a more compact, transit-supportive urban form:

236 Plains Road East — Approved (ZBA with Holding).
City Council approved a site specific amendment permitting a 4 storey, 6 unit condominium townhouse block fronting a private condominium road. The enactment (By law 2020.480) applies a holding provision focused on tree preservation and related technical matters prior to site works.

40–70 Plains Road East (Infinity Development Group) — OLT Approved; City Status: Approved.
The Ontario Land Tribunal approved a 12 storey mixed use mid rise comprising approximately 389 residential units with ground floor commercial space, recognizing the site's location on the Plains–Fairview Intensification Corridor in proximity to Aldershot GO. The City's project page records the application as Approved.

53–71 Plains Road East & 1025 Cooke Boulevard (Vrancor / Burlington 71 Plains Inc.) — OLT Settlement / Approved.
A Council endorsed settlement provides for two buildings: an 18 storey building with an 11 storey base fronting Plains Road East and a 9 storey mid rise building, together with street related retail, a 0.2 hectare public park, and a 15 metre mid block pedestrian connection linking Plains Road East to the new park. The City's file identifies the proposal as Approved.

484–490 Plains Road East (National Homes – "Northshore") — OLT Approved; Phase 1 Built; Phase 2 Modifications Approved.
Through OMB/LPAT proceedings, a mixed use community was approved featuring two mid rise condominium buildings (approved as 8 storeys plus rooftop amenity), ground floor commercial, and stacked townhouses. Phase 1 has been constructed and occupied. In August 2024, Council approved modifications to Phase 2 to redistribute units (fewer stacked towns; more apartments) and expand indoor amenity space, with no changes to required setbacks or minimum parking. The City's active file documents the Phase2 update, and Council's approval is reported publicly.

1010 Downsview Drive & 355 Plains Road East (Coletara) — OLT Approved; City Status: Approved.
On parcels flanking Downsview Drive, approvals permit at 1010 Downsview Drive an 8 storey mixed use building (141 units) with retail at grade and 56 stacked townhouse units to the rear; and at 355 Plains Road East two mid rise buildings of 9 and 11 storeys connected by a 6 storey component with 347 apartments and 40 stacked townhouses, together with structured and surface parking. The City's portal records the proposal as Approved; brokerage disclosures similarly reference approved plans.

276, 284 & 292 Plains Road East — Approved.
Council approved an Official Plan Amendment and companion Zoning By law Amendment for a 7 storey residential building with 141 dwelling units across three consolidated parcels along the corridor. (Note: earlier drafts mistakenly described this as "townhouse"; it is a mid rise residential building approval.)

1029–1033 Waterdown Road (Infinity Development Group) — Under Appeal at OLT.
A 29 storey mixed use building (~295 units with retail at grade; podium and tower form) is currently before the OLT. The City's file lists the status as Appealed; public reporting has tracked the appeal and the program details.

Collectively, these developments (approved, OLT approved and active appeals) reinforce an evolving pattern of mid and high-rise residential and mixed use intensification along Plains Road East, in proximity to regional transit and within the City's corridor structure. This context supports the subject proposal's corridor appropriate built form, step backs, and public realm upgrades, and reinforces the suitability of additional transit supportive housing supply along the Plains–Fairview corridor



Figure 2: Surrounding Development Applications (Context Map)

3.4 TRANSPORTATION NETWORK

The subject lands benefit from access to a well-connected and multi-modal transportation network that supports residential intensification and a range of travel options.

Plains Road East is identified as a Multi-Purpose Arterial in the City's Official Plan framework, functioning as a key east–west corridor in Aldershot that accommodates transit, goods movement, pedestrians and cyclists. The corridor is planned to carry regional and inter-community travel and to support intensification along its length. Plains Road East provides connection to Highway 403/ QEW interchanges via Waterdown Road, located approximately 900 metres to the west and Fairview Street, located approximately 2.3 kilometres to the east, integrating the site with the regional and provincial freeway network.

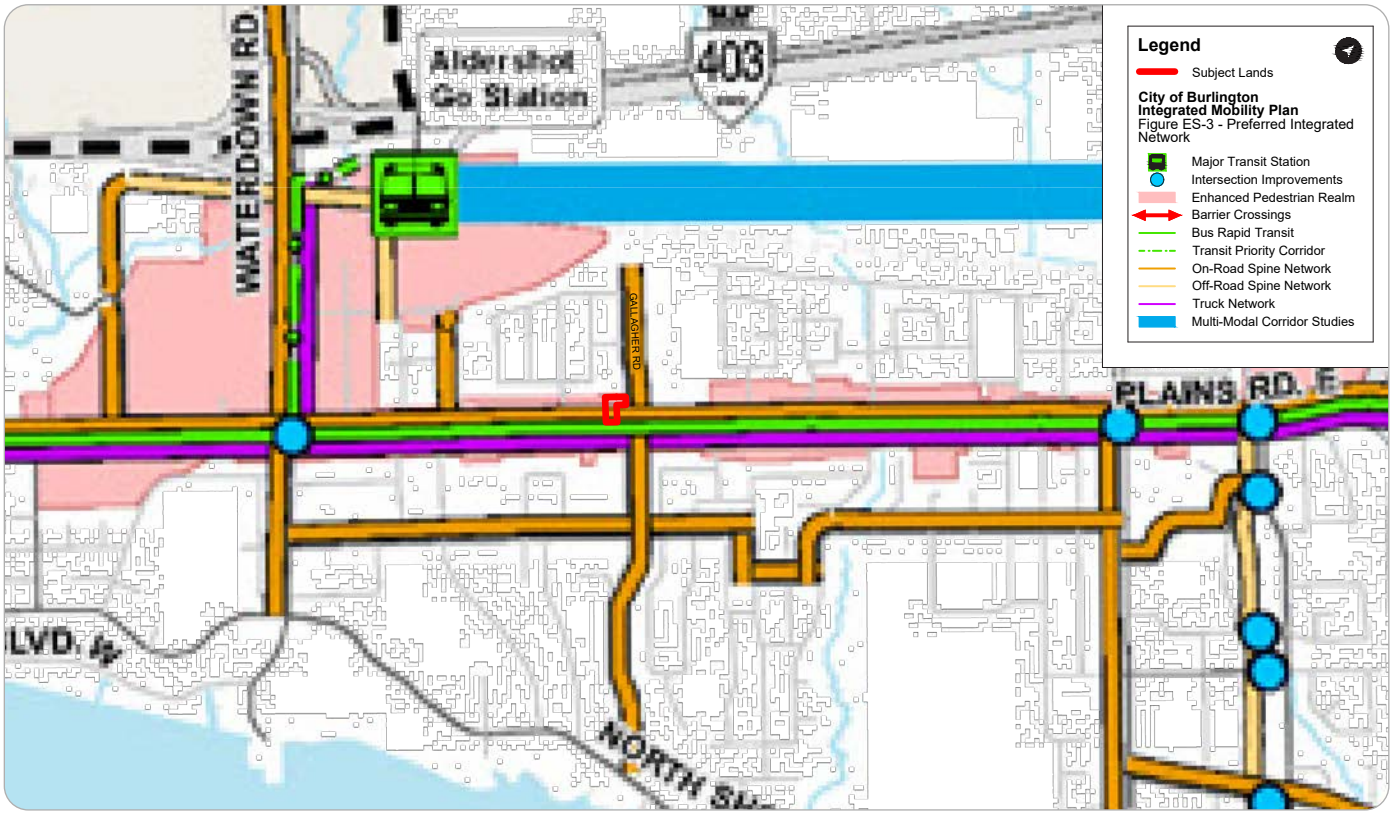


Figure 3: City of Burlington Integrated Mobility Plan Figure ES-3 - Preferred Integrated Network

Public transit service in the vicinity of the subject lands is provided by Burlington Transit, with Route 1 Plains-Fairview operating along Plains Road East with all-day, frequent service and direct connections west to Hamilton and east to Appleby GO Station. Burlington Transit Route 4 – Central provides an additional east–west spine between Aldershot GO and Appleby GO, improving connectivity and transfer opportunities across the city.

Regional rail service is available at Aldershot GO Station, located approximately 1 kilometre from the site, in walking or cycling distance. Aldershot GO is served by GO Transit's Lakeshore West rail line, providing frequent all-day connections to downtown Toronto, Hamilton, and intermediate points. Local bus connections to Burlington Transit and regional services further support multi-modal travel. This station also offers VIA Rail service along the Quebec City-Winsor Corridor that provides connections to the western and eastern areas of the Province. It also provides for the Maple Leaf Service through a partnership with Amtrak connecting Toronto and New York City through Niagara Falls.

In addition to conventional bus service, interregional bus routes such as GO Bus Route 18 Lakeshore West provide connections between Aldershot GO and other regional nodes, including Bronte GO and Oakville GO Bus stops, with service that accommodates transit transfers and longer-distance travel.

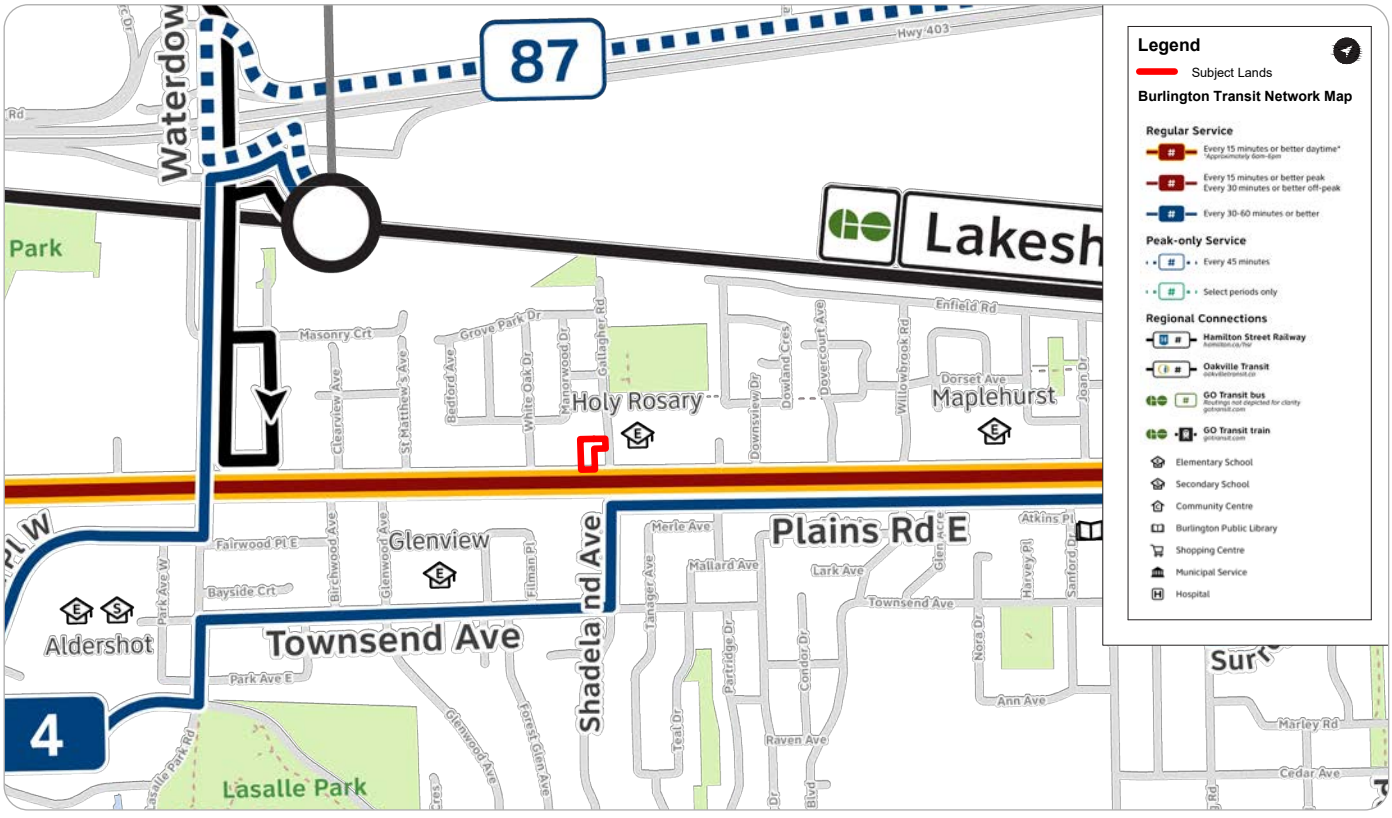


Figure 4: Burlington Transit Map

The multi modal transportation context — comprising arterial road access, frequent local and regional transit, continuous pedestrian facilities, and enhanced cycling infrastructure — positions the subject lands in a location that is well suited to residential intensification. This network supports reduced reliance on private automobiles and aligns with municipal objectives for transit oriented growth and complete communities.

3.5 COMMUNITY FACILITIES

The subject lands are situated in an area that is well serviced by community services and facilities. An overview of the nearby community services is provided in Table 2: Nearby Community Services and Facilities. Refer to Figure 4 for community facilities within 1 kilometre radius of the subject lands.

Table 1: Nearby Community Services and Facilities

Community Facility, Parks, and Recreation	Address	Program / Services / Amenities
Aldershot Park	1071 Gallagher Road	• Playground • Seating area • Open green space • Two baseball diamonds • Tennis Courts
Teal Greenway Park	881 Teal Drive	• Playground • Greenspace • Seating area
Grove Park	1120 Gallagher Road	• Greenspace
Turtle Pond, Lasalle Park	135 Belhaven Crescent	• Pond • Hiking Trail • Bike Trail • Playground
Aldershot Arena	494 Townsend Ave	• Ice skating • Hockey

Educational Institutions	Address	Program / Services / Amenities
Holy Rosary Catholic Elementary School	261 Plains Road E	• Elementary School
East Plains Co-operative Preschool	375 Plains Road E	• Preschool
Glenview Public School	143 Townsend Ave	• Elementary School
Maplehurst Public School	481 Plains Road E	• Elementary School
Religious Institutions	**Address**	**Program / Services / Amenities**
Holy Rosary Church	287 Plains Rd E	• Place of Worship
Burlington Church of God	355 Plains Rd E	• Place of Worship
East Plains United Church	375 Plains Rd E	• Place of Worship
St Matthew's Anglican Church	126 Plains Rd E	• Place of Worship
Municipal Services	**Address**	**Program / Services / Amenities**
Burlington Fire Station 3	1044 Waterdown Rd	• Fire station

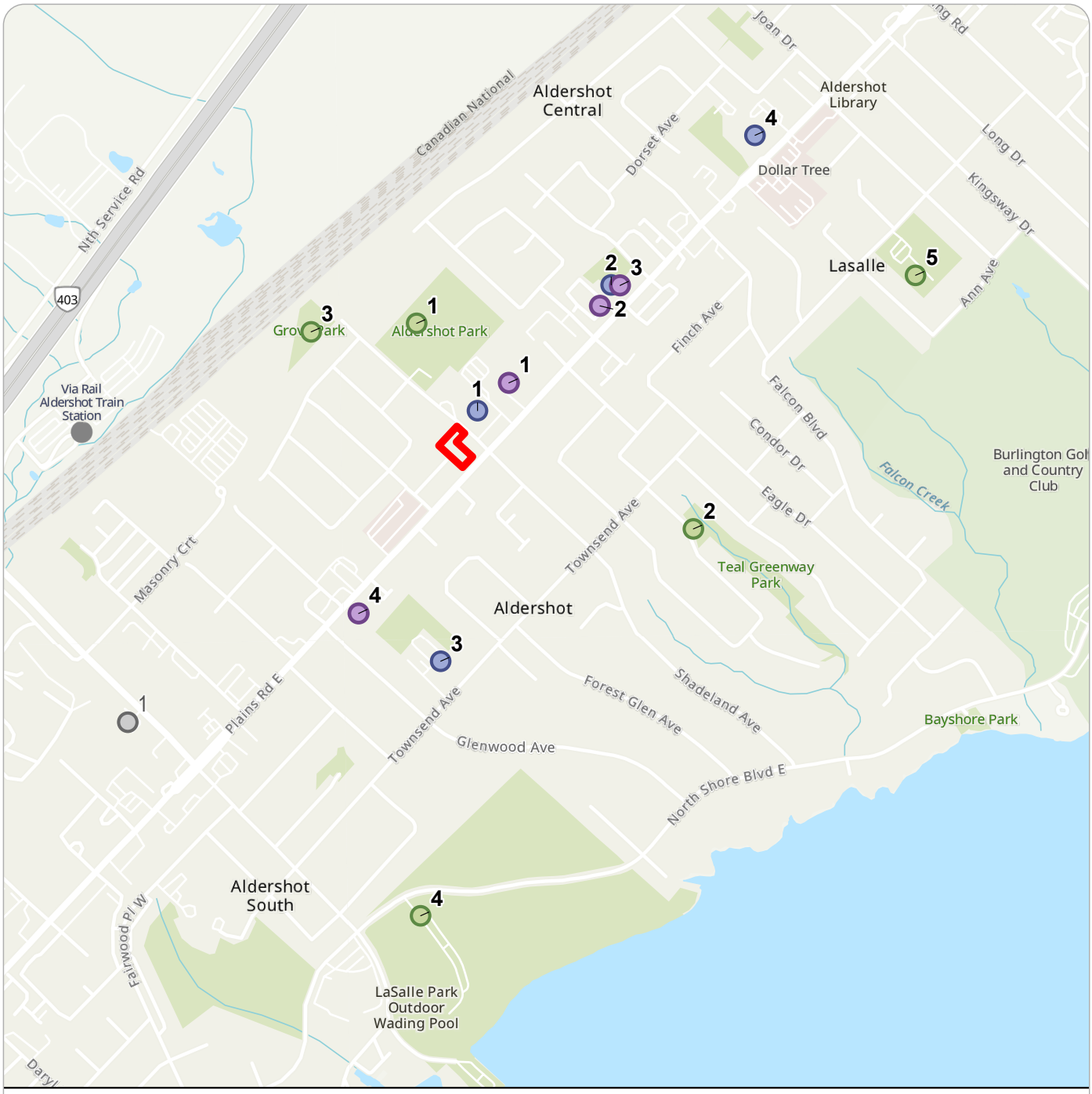


Figure 5: Nearby Community Services and Facilities

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4. PROPOSED DEVELOPMENT

4.1 DESCRIPTION OF PROPOSED DEVELOPMENT

The proposed development features an 8-storey seniors building with 134 units. The total Gross Floor Area ("GFA") is 6,701.89 square metres with a Floor Area Ratio ("FAR") of 2:33:1. The units vary in type and sizes, providing a wide range and mix of housing options.

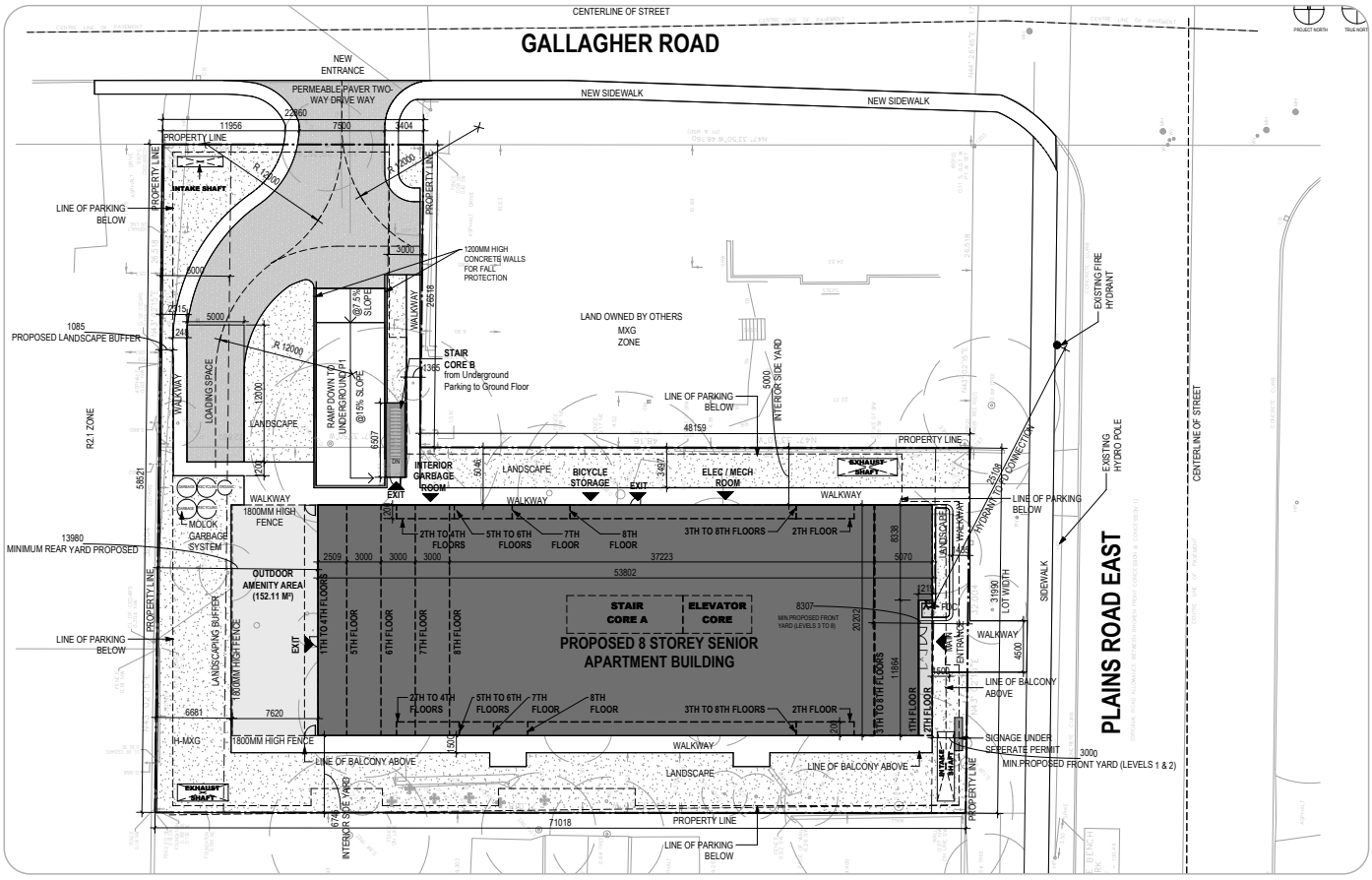


Figure 6: Site Plan prepared by Lima Architects

4.2 WASTE MANAGEMENT

The proposal includes ground floor services including various hobby rooms for activities, a health examination room, and a community/ social room. The 119.32-square-metre community space will be open to residents and visitors of the community for activities and events. A shared outdoor amenity space 152.11 square metres provided on the ground floor. Each individual unit will also have private balconies or terraces, allowing for private outdoor space.

The proposal contemplates one-level of underground parking with 47 parking spaces and 3 accessible parking spaces. The underground parking has been designed to avoid impacting the roots of neighbourhing mature trees. The proposed development also includes 64 long-term bicycle parking spaces on the ground floor for residents.

To ensure appropriate transition with the adjacent low-rise neighbourhood, the building steps down in height at the rear from the 1st to 8th floor, adhering to a 45-degree angular plane. The siting of the building maintains setbacks on all sides to situate the building mass appropriately, contribute to public realm streetscaping, and mitigate privacy and over-viewing issues with neighbouring properties. The 3-metre front yard setback along Plains Road East allows for increased landscaping opportunities that contribute to and enhance the activity along the public realm and maintain a pedestrian-oriented environment. A setback of 13.90 metres is provided to the west, adequately separating the proposed building from the residential properties along Gallagher Road. Setbacks of 5 metres and 6.74 metres are maintained at the interior side yards to allow for adequate transitioning to the existing low-rise neighbourhood to the east and west.

The proposed development is compatible with the adjacent heritage properties and will not result in any physical alterations to the properties or structures located at 241 or 242 Plains Road East. No heritage attributes of the sites will be negatively impacted by the creation of new shadows, and the proposed development will maintain visibility of the Gallagher Farmhouse.

It is intended that this development will be serviced by private waste collection. Private waste collection vehicles will enter the site through the access on Gallagher, which is uncovered and unobstructed. Vehicles will reverse into the loading area in the west corner of the building. Garbage and recycling will be brought out to the collection vehicle on collection days to a staging area adjacent to the loading space. Given the irregular configuration of the site, meeting Regional waste collection standards is not possible. Further details of waste collection are provided in the Waste Collection Brief.

4.3 LANDSCAPE DETAILS

The Landscape Plan illustrates the proposed landscaping treatments. The proposed development will include hard and soft landscaping on the ground floor to compliment the building and provide both shared and private outdoor amenity areas for residents. The landscape design plays an important role in enhancing the streetscape and maintaining the City's urban tree canopy.

Streetscaping involves the creation of an urban edge with a human-scaled street wall and green transitioning between the public and private realms. The existing sidewalk on Plains Road East will be enhanced with street trees and grassed boulevards. Hard and soft materials will surface the front setback area, and walkway connections will be established between the ground floor and the public sidewalk. Additional greenery will be provided through planters with integrated seating.

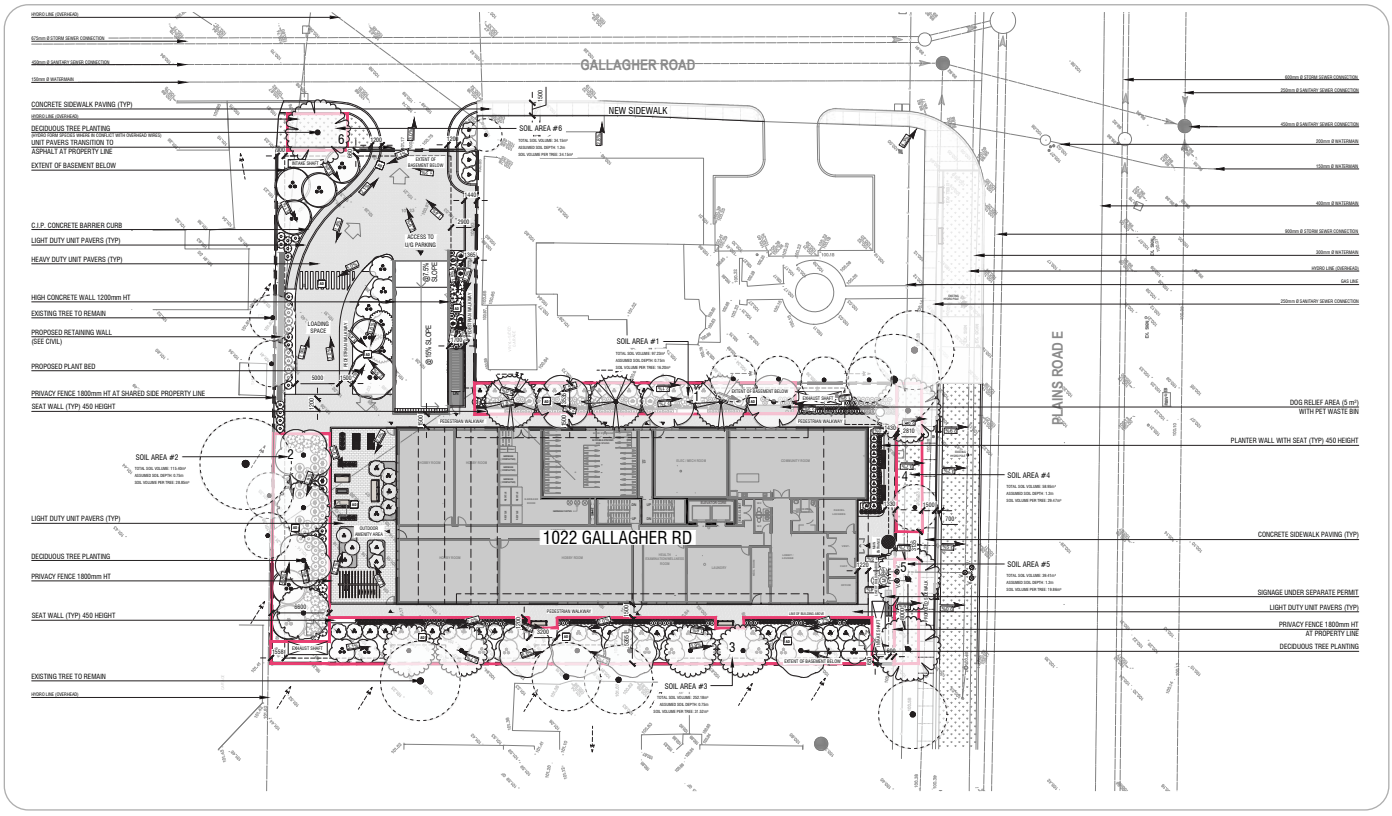


Figure 7: Landscape Plan prepared by Weston Consulting

4.4 PARKING AND VEHICLE ACCESS AND ROAD CONNECTIVITY

The vehicular circulation on-site is centralized in one area of the site to minimize conflict with pedestrians. The site design features a two-way driveway off Gallagher Road and provides access to the ramp to underground parking. The loading area is located north of the ramp to the underground parking space and is connected to the building by a walkway. The driveway and loading area provide adequate space for the turning and maneuvering of service vehicles. As per traffic consultant reviews, there are no anticipated activities that would conflict with day-to-day circulation.

Safe and accessible pedestrian circulation is achieved on-site through paved walkways that connect to street sidewalks on both Gallagher Road and Plains Road East. The concrete walkways will be designed based on applicable accessibility design standards, considering the grading conditions of the site and appropriate connections to the street sidewalk. Walkways at the front entrance area along Plains Road East connects to the street sidewalk. The shared outdoor amenity area at-grade is also connected to the pathway.

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5. DESCRIPTION OF PLANNING APPLICATIONS

This report has been prepared in support of applications to amend the City of Burlington Official Plan (1997 Office Consolidation) and to amend the City of Burlington Zoning By-law 2020 to facilitate the proposed development.

The proposed Official Plan Amendment is required to amend the City of Burlington Official Plan (1997) to add a site-specific policy to the existing Mixed Use Corridor – General designation. The proposed amendments include increases in height and density; further discussion on the amendments is provided in Section 9 of this report.

Similarly, the proposed Zoning By-law Amendment seeks to amend the current General Mixed-Use Corridor (MXG) zone and recognize site-specific development provisions. Further discussion on the amendments is provided in Section 10 of this report.

In addition to the Official Plan Amendment and Zoning By-law Amendment applications, it is acknowledged that a future Site Plan Approval application will be required to facilitate the proposed development.

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6. SUPPORTING MATERIALS

6.1 HERITAGE IMPACT ASSESSMENT

This Report is intended to be read in conjunction with the accompanying reports and drawings that have been submitted in support of the applications. This Report relies on findings contained within these materials, which are summarized below for reference.

Peninsula Heritage Ltd. was retained to provide a Heritage Impact Assessment (HIA) of the proposed development. The proposed development is adjacent to listed heritage properties (Roelfson House, c.1906) located at 242 Plains Road East and (the Gallagher Farmhouse c. 1880) located at 241 Plains Road East and therefore required a HIA to consider the Designation status of the proposed development.

The HIA determined that the proposed development will have no impact on 242 Plains Road East, and there will be minimal impact on 241 Plains Road East. The property at 241 Plains Road East will retain its existing contextual relationships to Gallagher Road and Plains Road East when viewed from the intersection of Gallagher Road and Plains Road East and when approached from the westbound lanes of Plains Road East. However, existing limited visual connection to Plains Road East will be impacted by proposed redevelopment when approached from the eastbound lanes of Plains Road East.

The HIA recommends the following mitigation measures for the design and construction of the proposed development:

- Temporary hording be erected along the property line between 241 Plains Road East (the Gallagher Farmhouse) and the study area.
- Additional green space be added to the east side of the proposed redevelopment in order to achieve greater separation between Gallagher Farmhouse and the proposed apartment complex.
- Exterior finishes associated with the podium of the proposed seniors apartment complex utilize exterior finishes that provide a contrast between the Gallagher Farmhouse and the proposed building.

6.2 ANGULAR PLANE STUDY AND SHADOW ANALYSIS PLAN

To address the above recommendations, additional landscaping has been added to the landscape buffer abutting 241 Plains Road East to provide sufficient separation between the proposed development and heritage property. The exterior finishing of the proposed development has not been determined at this time; however, the existing façade of the Gallagher Farmhouse and surrounding area will be considered at the detailed design stage.

For additional details please refer to the Heritage Impact Assessment prepared by Peninsula Heritage Ltd.

The architectural package prepared by Lima Architects Inc. includes an angular plane study and shadow analysis plan of the proposed development. Drawings A-5.1 (north elevation) and A-5.2 (south elevation) depict the 45-degree angular plane of the proposed development and shows that the building façade is within the angular plane, with minor encroachment of the balconies on floors 5-8.

Drawing AD-1.1 depicts a shadow study of the proposed development on March 21st from 9am to 6pm. The shadow study shows that between 9am to 11am there is limited shadowing projected onto the residential neighbourhood to the north from the proposed development. Between 12am to 2pm there is no shadowing on the dwellings to the north and west but there is some shadowing on the heritage dwelling and ground to the east at 241 Plains Road East. Between 5 to 6pm there is shadowing primarily on Plains Road East with some shadowing projecting onto the residential area to the south at 6pm. The shadow study for March 21st shows that no specific area will be encumbered with shadowing consistently throughout the day.

Drawing AD-1.2 depicts a shadow study of the proposed development on June 21st from 9am to 6pm. The study shows that there is little to no shadowing on the residential dwellings to the north and west, with limited shadowing impacts on the adjacent heritage dwelling and Plains Road East between 3pm to 7pm.

Drawing AD-1.3 depicts a shadow study on September 21st. The study shows that there is little to no shadowing on the residential dwellings to the north and west, with limited shadowing impacts on the north face balconies of the proposed development. The roof of the adjacent heritage dwelling will experience shadows between 2pm to 6pm.

6.3 PEDESTRIAN LEVEL WIND REPORT

Drawing AD-1.4 depicts a shadow study on December 21st. The study shows that there is no shadowing on the residential dwellings to the northwest and west, with limited shadowing impacts on the two residential dwellings directly north of the subject lands from 11am to 1pm. The roof of the adjacent heritage dwelling will experience shadows between 1pm to 3pm.

Please refer to the drawings enclosed as part of the architectural package prepared by Lima Architects Inc.

A Pedestrian Level Wind Study has been completed by RWDI. The report concluded that wind conditions in the proposed development are generally desirable for walking are appropriate for sidewalks and walkways as pedestrians will be active and less likely to remain in one area for prolonged periods of time. Wind conditions along the main entrance are expected to be comfortable for sitting or standing throughout the year.

Wind speeds comfortable for sitting are preferred for areas intended for passive activities, such as the open spaces at grade, as well as the balconies and terraces. Pedestrian safety criterion is expected to be met at all areas on the balconies and terraces. Wind conditions are expected to be comfortable for sitting in the outdoor amenity in the summer and higher winds comfortable for walking in the winter.

The addition of the proposed development will create higher wind speeds on and immediately around the development site, compared to the existing configuration, primarily due to the height of the building relative to the low surroundings in all directions. Overall, the proposed development and surrounding site are expected to realize wind conditions that are generally suitable to a typical urban context. Please refer to the enclosed report for further information, figures and details.

6.4 ARBORIST'S REPORT AND TREE INVENTORY AND PRESERVATION PLAN

The Arborist Report and Tree Preservation Plan prepared by Kuntz Forestry dated February 12, 2026, established species, size, and condition of trees as required by the City of Burlington Public Tree Bylaw 68-2013 and Private Tree Bylaw 40-2022, and indicated tree protection measures in accordance with the City of Burlington's Tree Protection and Preservation Specification SS12A & Guide to Tree Protection. Based on this analysis, the arborist found 54 trees on and adjacent to the subject lands, and recommended that 42 be removed, and 12 be injured. The extent of the underground parking garage was shifted to prevent removal of mature neighbouring trees based on recommendations from the arborist.

6.5 LANDSCAPE PLAN

The Landscape Plan, prepared by Weston Consulting provides a detailed approach to the landscape treatment for the proposed development. The plan identifies all existing trees on adjacent properties that could be impacted by the proposed development and outlines specifications for tree preservation, ensuring they remain protected through designated tree protection zones. The plan includes landscape buffer areas with 1.8-metre privacy fencing along the west and south abutting the existing residential to maintain privacy.

Enhanced landscaping within the proposed development is designed to reflect the local natural landscape, featuring coordinated planting beds, and decorative privacy fencing. Soil areas have been identified, providing adequate soil depth and volume to support the proposed trees and shrubs. These planting areas are located along the north and south borders of the site, abutting residential, to maintain landscape screening and a buffer between uses. The outdoor amenity area includes benches, concrete paving and trees for residents and visitors to sit and enjoy the outdoor amenity. Planter walls with seating are proposed along the Plains Road frontage. A pet relief area is provided along the north side with access from the pedestrian walkway. Please refer to the attached Landscaping Plan for further details on the value of the landscape works.

6.6 NOISE FEASIBILITY STUDY / VIBRATION STUDY

A Noise and Vibration Study was completed by dBA Acoustical Consultants in March 2026 to determine the vehicular noise impact from Plains Road East and area stationary source noises that may have an impact on the proposed development. Section 4.0 outlines that the sound levels are anticipated to be within the Municipality's and the MECP's noise criteria.

For outdoor spaces, the ground level outdoor amenity is located at the west portion of the subject property and is shielded from the traffic on Plains Road East. Therefore, mitigation measures are not required.

For indoor spaces, appropriate windows and other building materials will be selected closer to Site Plan and Building Permit stages that conform to the Sound Transmission Class methods outlined in the report to achieve an interior noise level consistent with MECP's noise criteria.

The Study recommends windows, doors, and walls be constructed to achieve STC values, and Type "B" and "D" Warning Clauses be included in all Offers and Agreements of Purchase and Sale or Lease. Please refer to the Noise and Vibration Study for further details.

6.7 TRANSPORTATION IMPACT STUDY

UrbanTrans Engineering Solutions Inc. prepared a Traffic Impact Study (UT 25 110, March 3, 2026 – Draft) for the proposed 8 storey seniors' apartment (134 units; ~6,702 m² GFA) with one level of underground parking (47 spaces) and 64 bicycle spaces. The study assessed the signalized Plains Road East / Gallagher–Shadeland intersection and nearby school access driveways. Using 2026 counts and Synchro analysis, existing operations are acceptable (overall LOS A), and a five year horizon to 2031—factoring one per cent annual growth and cumulative corridor developments—continues to show acceptable performance without the need for signal timing or geometric changes.

Site trips were developed using ITE Trip Generation (Senior Adult Housing – Multifamily), yielding approximately 26 two way trips in the a.m. peak (9 in / 17 out) and 34 in the p.m. peak (19 in / 15 out), assigned primarily to Plains Road East. With site traffic added, the key intersection remains at LOS A overall and unsignalized locations operate at LOS A–B with negligible queues. A single full movement driveway on Gallagher Road provides access with clear sight lines; AutoTURN confirms conflict free maneuvers for passenger vehicles and waste collection. To avoid queuing on the public road during peak movements and loading, the study recommends an internal ramp and loading management approach using on site signals, signage and mirrors. No off site roadway modifications are required.

6.8 TRANSPORTATION DEMAND MANAGEMENT PLAN AND IMPLEMENTATION STRATEGY

UrbanTrans Engineering Solutions Inc. also outlined a TDM package tailored to the corridor context and the building's seniors' housing program. Measures include secure, weather protected long term bicycle parking for 64 bicycles, short term visitor racks near the main entrance, and a mobility "welcome kit" for early occupants with local transit and cycling information. A one time PRESTO credit at occupancy is recommended to encourage early transit use, along with participation in a commuter support program to provide ride matching, an emergency ride home option and seasonal cycling workshops.

On site wayfinding will clarify barrier free walking routes to nearby transit stops and connect directly to the improved boulevard. Collectively, these actions are expected to shift a portion of resident and visitor trips toward transit and active modes, reinforcing the conclusions of the traffic analysis and aligning the travel profile of the development with the planned function of the Plains Road corridor.

6.9 WATER AND WASTEWATER FUNCTIONAL SERVICING REPORT/ STORMWATER MANAGEMENT REPORT

S. Llewellyn & Associates Limited prepared the Functional Servicing and Stormwater Management Report (February 2026) for 1022 Gallagher Road and 235 Plains Road East in support of the applications. The report confirms the site can be fully serviced by existing municipal systems and sets out a stormwater strategy that meets City and Regional criteria. The development program tested is a seniors' apartment building of 140 units with one level of underground parking, permeable-paver drive aisles, concrete walkways and landscaped areas.

For stormwater quantity, the design controls the 100-year post-development discharge to the 5-year pre-development rate. Runoff from the controlled catchment is detained in a cast-in-place underground tank located on P1. An 110 mm orifice at the outlet limits release to the allowable 30 L/s; the tank provides ~129 m^3 of total storage (~33 m^3 dead + ~96 m^3 active), which exceeds the ~83.7 m^3 required for the 100-year event. Minor flows are conveyed via a 250 mm on-site storm sewer to the existing 900 mm storm sewer on Plains Road East. Emergency overland flow is directed primarily to Plains Road East, with a smaller share to Gallagher Road, following the proposed grading.

For stormwater quality and volume, the system is sized to achieve Level 1 (Enhanced) protection with 80% TSS removal. Treated discharge passes through a HydroStorm HS-5 oil/grit separator, with inspection and maintenance per the manufacturer's manual. To address the 5 mm runoff volume control target, the design provides ~14.5 m^3 of retention capacity (calculated across the site) within the underground tank; non-potable reuse opportunities can be explored at detailed design. Standard construction-phase erosion and sediment controls (silt fence, mud mat, CB inserts, stabilized stockpiles and progressive stabilization) are specified, with monitoring and maintenance during works.

Sanitary servicing is provided by a 200 mm sanitary lateral discharging to the existing 250 mm sanitary sewer on Plains Road East. Based on Halton Region's design manual and a population of ~232 persons (1.66 persons/unit), the peak sanitary flow is ~4.20 L/s; at the minimum 2.0% grade the proposed 200 mm pipe has ~46 L/s capacity, providing ample reserve.

Water servicing is via a new 200 mm connection to the existing 300 mm watermain on Plains Road East, split at the property line into a 150 mm domestic and a 200 mm fire service. Estimated demands are ~0.71 L/s (average day), ~1.60 L/s (max day) and ~2.84 L/s (max hour). The required fire flow for the non-combustible, fully sprinklered building is ~167 L/s based on Fire Underwriters Survey methodology. Existing municipal hydrants on Plains Road East are within 90 m of the building face along a street; a hydrant flow test will be completed and appended at detailed design if required.

Overall, the report concludes that the grading, servicing and stormwater measures—comprising the underground detention tank with 110 mm orifice, oil/grit separator, minor and major drainage routing, and standard ESC controls—satisfy City of Burlington and Halton Region requirements and can be finalized through Site Plan Approval and detailed engineering.

6.10 URBAN DESIGN BRIEF

Weston Consulting prepared an Urban Design Brief (UDB) to assess how the proposed development aligns with relevant municipal policies, urban design objectives, and best practices. The Brief states the proposed development is consistent with the Mid-Rise Building Design Guidelines, Plains Road East Corridor Urban Design Guidelines, and Sustainable Building and Development Guidelines, and addresses feedback received through the Urban Design Advisory Panel review.

The Brief finds that the proposed development aligns with the City of Burlington's vision for future growth by supporting appropriate intensification along the Plains Road East corridor while responding sensitively to the surrounding context. The proposed development features an active and pedestrian-oriented street edge while maintaining a generous setback from Gallagher Road and the abutting lands to provide an appropriate transition to the adjacent low-rise residential neighbourhood. Additionally, the proposed development's tiered massing and angular plane compliance ensures integration into the urban fabric, and minimized impacts including shadowing on the surrounding areas.

Overall, the UDB outlines how the proposed development represents a context-sensitive and well-integrated approach to corridor intensification, supporting the City's long-term objectives for growth, livability, and design quality along Plains Road East.

6.11 PHASE ONE ESA

EXP Services Inc. completed a Phase One ESA (January 22, 2026) for 1022 Gallagher Road and 235 Plains Road East. The review of historical sources, records, and a site reconnaissance identified one localized Area of Potential Environmental Concern on the northwest portion of the site related to a former orchard (PCA #40), with potential for organochlorine pesticides and associated metals in soil. No groundwater concerns were identified, and surrounding land uses are predominantly residential, institutional and commercial, consistent with a stable urban context. A Phase Two ESA is currently underway and will be submitted once completed.

These findings indicate that environmental risks are defined and addressable through standard due diligence. With the APEC confined to historical orchard use and mitigation to be confirmed via Phase Two testing, the site is well positioned to proceed through detailed design and approvals while meeting provincial environmental requirements.

6.12 HOUSING IMPACT STATEMENT

A Housing Impact Statement ("HIS") was prepared by Parcel Economics Inc. in support of the proposed development.

The four criteria identified in the Terms of Reference for a Housing Impact Statement are (i) How the proposal contributes to achieving the Region of Halton housing targets, including identification of any proposed new affordable or assisted housing units, (ii) How the estimated rents and/or initial sales prices of the development are at or below the affordable housing thresholds by type, (iii) Where construction of the units is expected to occur in phases, information regarding the number of affordable housing units to be provided per phase, where applicable, and (iv) The proposed legal and/or financial mechanisms to ensure the delivery of any proposed new affordable housing commitments, and mechanisms to retain the long term affordability of units, where applicable. The proposed housing contributes to these criteria through the following:

The proposed development of 134 seniors housing units will contribute towards the Region's achievement of two housing targets:

Policy 86 (6) a) – As all units in the proposed development will be apartment units, the development will contribute towards the Region's achievement of the target that 65% of new units be in the form of apartment units. This is of particular importance recognizing that the Region previously only required that 50% of housing units be in these formats.

Policy 86 (6) b) – As the proposed development is located within the built-up area, all units will contribute towards the Region and City meeting its intensification target.

At this time, the applicant has not yet determined if any of the new units in the proposed development will meet the regional definition of affordable or assisted housing units. However, the increased supply of seniors housing would indirectly support housing affordability by increasing the overall seniors housing stock, particularly in formats that are generally more attainable than lower-density formats.

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7. POLICY CONTEXT

7.1 PLANNING ACT, R.S.O. 1990

The subject lands are located within the City's urban area on Plains Road East, a planned intensification corridor, where provincial policy direction anticipates general intensification and redevelopment that optimizes existing and planned infrastructure, supports active transportation, and is transit-supportive, as appropriate. The proposed seniors-focused apartment building represents a compact, efficient use of serviced land and advances the "planning for people and homes" direction by contributing additional housing supply in a location with established multi-modal connectivity and proximity to community services.

The following sections outline and analyze the relevant statutory policy documents to determine whether the proposed development is supported by the planning framework, and whether the proposed development represents good planning. The following documents have been reviewed and considered in this evaluation:

- Planning Act, 1990
- Provincial Planning Statement, 2024
- Halton Region Official Plan (2022 Office Consolidation)
- City of Burlington Official Plan (1997)
- City of Burlington Official Plan (2020 Office Consolidation)
- City of Burlington Zoning By-law 2020

In consideration of the proposed land use planning applications, Section 2 of the Planning Act must be considered as it provides the general direction to all land use planning decisions made in the Province of Ontario.

Section 2 – Provincial Interest

PPS 2024 identifies "planning for people and homes" as a central policy objective. It directs planning authorities to ensure that sufficient land is made available to accommodate projected needs for housing, employment, public services, infrastructure, and economic activity over a 20 year to 30 year time horizon, while also aligning growth with existing infrastructure. The policy requires that Official Plans provide for a range and mix of land uses, housing options, and densities to support complete, compact, and resilient communities.

(a) the protection of ecological systems, including natural areas, features and functions;
(d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
(e) the supply, efficient use and conservation of energy and water;
(f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
(g) the minimization of waste;
(h) the orderly development of safe and healthy communities;
1. the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;
(j) the adequate provision of a full range of housing, including affordable housing;
(k) the adequate provision of employment opportunities;
(o) the protection of public health and safety;
(p) the appropriate location of growth and development;

(q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
(r) the promotion of built form that;
i) is well-designed,
ii) encourages a sense of place,
iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;

7.2 PROVINCIAL PLANNING STATEMENT (2024)

The Provincial Planning Statement, 2024 (PPS 2024) came into effect on October 20, 2024 and now provides the consolidated provincial land use policy framework under section 3 of the Planning Act, replacing both the Provincial Policy Statement 2020 and the Growth Plan for the Greater Golden Horseshoe 2019. The policies of the PPS 2024 apply to all decisions that affect planning matters and must be considered in planning approvals such as Official Plan and Zoning By law amendments.

Planning for People, Homes and Housing

Section 2.1 and 2.2 includes general direction regarding Planning for People and Homes, and Housing. The PPS 2024 encourages a range and mix of housing types and densities to meet the current and projected needs of residents. The following policies are applicable to the proposed development:

2.1.4 To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:

a. maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and
b. maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans.

2.1.6 Planning authorities should support the achievement of complete communities by:

a. accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service

facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;

b. *improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and*
c. *improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.*

2.2.1 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

a. *establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;*
b. *permitting and facilitating:*
    1. *all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and*
    2. *all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;*
c. *promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and*
d. *requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.*

The subject lands are located in an established urban area with full municipal services, close to existing transit, employment areas, and community facilities. The proposal contributes to the diversification of housing supply with mid rise residential units within an intensification corridor, consistent with the PPS 2024 objective of planning for people and homes in settlements.

Strategic Growth Areas

Although the subject lands are not within a Major Transit Station Area ("MTSA"), they are approximately 100 metres from the eastern edge of the Aldershot MTSA which affords proximity to higher order transit.

The PPS 2024 directs intensification on lands on or adjacent Frequent Transit Corridors. Frequent Transit is defined as *public transit service that runs at least every 15 minutes in both directions throughout the day and into the evening every day of the week*. The Burlington Transit Plains/ Fairview Route 1 operates in 10 to 13 mins intervals during the week but operates at 30 mins intervals on weekends. While the definition of Frequent Transit Corridor is not fully met, the City has identified Plains Road as Frequent Transit Corridor and MTSA Primary Connector on Schedule B-2 of their 2020 Official Plan.

Settlement Areas

The subject lands are located within an existing Settlement Area. Section 2.3.1 of the PPS 2024 provides direction on managing development and land use patterns in Settlement Areas, acknowledgement the importance of promoting the vitality of these areas as critical for Ontario's long-term growth and prosperity. The following policies are relevant to the applications:

2.3.1.1 Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.

2.3.1.2 Land use patterns within settlement areas should be based on densities and a mix of land uses which:

- *a. efficiently use land and resources;*
- *b. optimize existing and planned infrastructure and public service facilities;*
- *c. support active transportation;*
- *d. are transit-supportive, as appropriate; and e) are freight-supportive.*

2.3.1.3 Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.

2.3.1.4 Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions.

2.3.1.5 Planning authorities are encouraged to establish density targets for designated growth areas, based on local conditions. Large and fastgrowing municipalities are encouraged to plan for a target of 50 residents and jobs per gross hectare in designated growth areas.

2.3.1.6 Planning authorities should establish and implement phasing policies, where appropriate, to ensure that development within designated growth areas is orderly and aligns with the timely provision of the infrastructure and public service facilities.

As outlined in the above policies encourages efficient growth and development within Settlement Areas that are well served by existing and planned infrastructure including transit. The proposed development supports the policies of the PPS 2024 by providing a development that efficiently utilizes land within a Settlement Area which can readily be serviced by municipal water and wastewater servicing. The subject lands lie entirely within an existing settlement area designated for intensification and are suitably located for redevelopment.

Transportation Systems

Section 3.2 of the PPS 2024 contains policy pertaining to transportation systems in the province. PPS 2024 promotes the integration of land use planning with transportation systems to provide for efficient movement of people and goods, and to support multi modal access, including transit, walking, and cycling. Development should prioritize locations that support frequent transit service and reduced dependence on private vehicles.

The subject lands are located along Plains Road East, a major arterial corridor served by multiple Burlington Transit routes and within walking distance of the Aldershot GO Station, which provides regional rail service. The location supports transit oriented intensification consistent with PPS 2024's transportation objectives and reflects strategic planning for multi modal connectivity.

Infrastructure and Facilities

The infrastructure policies of the PPS 2024 instruct that infrastructure and public service facilities should be provided in an efficient manner, reflecting the policies above that emphasize compact development and the efficient use of existing land and resources. The following policies are applicable to the proposed development:

> *3.1.1 Infrastructure and public service facilities shall be provided in an efficient manner while accommodating projected needs. Planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they:*
>
> *a. are financially viable over their life cycle, which may be demonstrated through asset management planning;*
>
> *b. leverage the capacity of development proponents, where appropriate; and*
>
> *c. are available to meet current and projected needs. 3.1.4 Public service facilities should be planned and co-located with one another, along with parks and open space where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and active transportation.*

The proposed development will utilize existing infrastructure including servicing infrastructure to service the development and transportation infrastructure, providing access and pedestrian connectivity to the site. Public service facilities are not directly connected to the development, however, the existing transportation infrastructure and pedestrian walkways provides connectivity to nearby public service facilities.

Sewage, Water, and Stormwater

PPS 2024 requires that planning for sewage and water services accommodate forecasted growth in a timely manner that promotes efficient use of existing municipal infrastructure and supports long term needs. Policy also emphasizes integration of servicing planning with land use planning, including considerations for water quantity and quality and energy conservation.

The site is fully serviced by municipal water, sanitary, and stormwater systems. The proposed development will conform to Burlington's engineering and stormwater management standards, ensuring that infrastructure capacity is used efficiently and sustainably.

As identified in the Functional Servicing and Stormwater Management Report prepared by S. Llewellyn and Associated Limited, the proposed development can be constructed to meet the service requirements of the City of Burlington and Halton Region. The proposed development will be serviced by a 200 mm sanitary sewer and 200 mm watermain connection to the existing 300mm watermain on Plains Road East. A cast-in-place stormwater storage vault in the underground parking garage will provide adequate stormwater storage.

Waste Management

Section 3.7 of the PPS 2024 directs that development should facilitate efficient waste management systems, including collection, storage, and disposal, and that planning authorities should consider waste and recycling systems in land use planning. Although PPS 2024 does not prescribe specific waste technologies, it reinforces the need for development to integrate with municipal waste programs.

Although the proposed development will be serviced by private waste collection, the development will incorporate waste handling facilities consistent with PPS 2024 policy.

Cultural Heritage and Archaeology

In accordance with Section 4.6 of the PPS 2024, protected heritage property — including built heritage resources and cultural heritage landscapes — must be conserved. The policy also encourages early engagement with Indigenous communities in identifying, protecting, and managing archaeological and cultural heritage resources.

While the subject lands are not designated heritage properties, the nearby Designated heritage properties will be considered and conserved in accordance with PPS 2024 requirements. Proactive strategies for heritage conservation will be implemented where applicable through design and consultation during subsequent approval processes.

As noted in the Heritage Impact Assessment prepared by Peninsula Heritage Ltd., the proposed development poses minimal impact to the identified attributes of the Designated property located at 241 Plains Road East and poses no impact the identified heritage attributes of the Designated property located at 242 Plains Road East.

Conclusion

Based on the review of the above-noted applicable policies outlined in the PPS 2024, it is our opinion that the proposed development is consistent with the PPS 2024. The proposal promotes the efficient use of land and resources on the subject lands that is situated within an evolving and well-serviced area. The development proposes a compact built form, increased density and seniors housing options that will be well serviced by municipal servicing and infrastructure. The proposed development appropriately addresses the applicable policies outlined in the PPS 2024 in relation to transportation, housing, infrastructure, intensifications along strategic transit corridors and servicing. In our opinion, the proposed development is consistent with the applicable policies of the PPS 2024 and will contribute to the creation of a complete community.

7.3 HALTON REGION OFFICIAL PLAN (2022)

The Halton Region Official Plan (ROP) provides policy direction to guide land use and development across Halton's Local Municipalities. As of July 1, 2024, following the implementation of Bill 23, More Homes Built Faster Act, 2022 and Bill 185, Cutting Red Tape to Build More Homes Act, 2024, the ROP is no longer a regional plan. It now functions as a Local Plan of the four municipalities (Burlington, Halton Hills, Milton, and Oakville) and remains in effect until it is revoked or amended by each municipality. Accordingly, Halton Region is no longer the approval authority for Local Official Plans or amendments and cannot appeal Planning Act matters or participate as a party in new Ontario Land Tribunal hearings.

The subject lands are designated *Community Area within Burlington's Urban Area and along the Plains–Fairview Regional Intensification Corridor.*

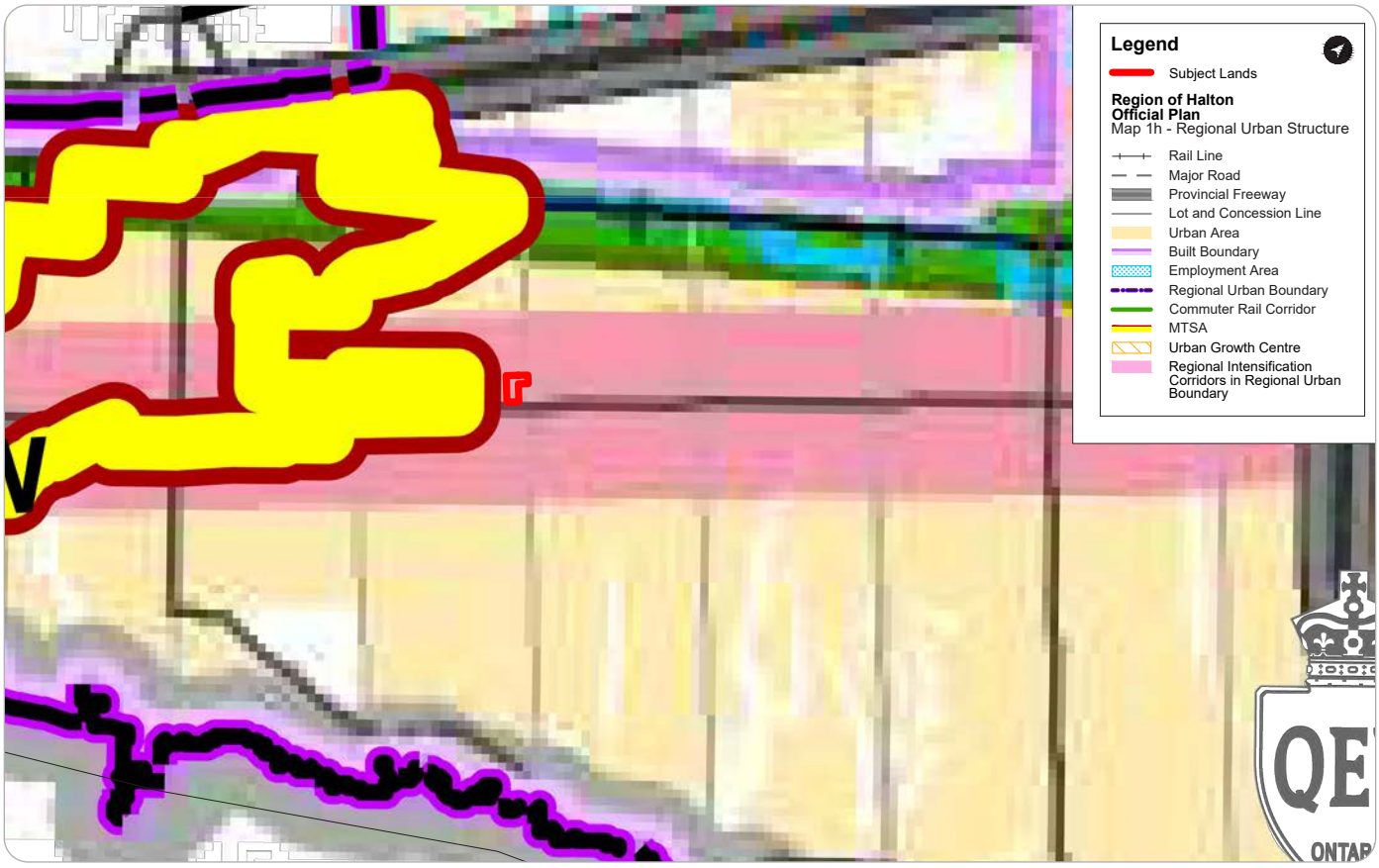


Figure 8: Regional Urban Structure

Regional Urban Structure and Urban Area

The Regional Urban Structure directs growth to the Urban Area via a hierarchy of Strategic Growth Areas ("SGAs") and protected Employment Areas. SGAs include Urban Growth Centres, Major Transit Station Areas ("MTSAs"), Primary/Secondary Regional Nodes, and Regional Intensification Corridors. These structural elements are overlays—they are not land-use designations, and development still proceeds under local OPs and zoning. The following policies are applicable to the Urban Area and Regional Urban Structure:

72. The goal of the Urban Area and the Regional Urban Structure is to manage growth in a manner that fosters complete communities, enhances mobility across Halton, addresses climate change, and improves housing affordability, sustainability and economic prosperity.

72.1 The objectives of the Urban Area are:

- *(1) To accommodate growth in accordance with the Region's desire to improve and maintain regional unity, retain local community identity, create healthy communities, promote economic prosperity, maintain a high quality, sustainable natural environment, and preserve certain landscapes permanently.*
- *(2) To support a form of growth that is compact and supportive of transit usage and non-motorized modes of travel, reduces the dependence on the automobile, makes efficient use of space and services, promotes live-work relationships and fosters a strong and competitive economy.*
- *(3) To provide a range of identifiable, inter-connected and complete communities of various sizes, types and characters, which afford maximum choices for residence, work and leisure.*
- *(4) To ensure that growth takes place commensurately both within and outside the Built Boundary.*
- *(9) To facilitate and promote intensification and increased densities.*

The subject lands are located within Burlington's Urban Area on the Plains–Fairview Regional Intensification Corridor. Regional Intensification Corridors are intended to connect SGAs and accommodate higher-density, mixed-use development at a scale appropriate to planned transit service. The proposal responds by providing a compact, transit-supportive building with a well-defined street wall, upper-storey stepbacks, and landscaping that maintains compatible transitions to surrounding residential areas.

Strategic Growth Areas

The subject lands are located with SGA and subject to the following policies:

79. The objectives of the Strategic Growth Areas are:

- *(1) To provide an urban form that is complementary to existing developed areas, uses space more economically, promotes live-work relationships, fosters social interaction, enhances public safety and security, reduces travel by private automobile, promotes active transportation, and is environmentally more sustainable in order to promote the development of complete communities.*
- *(2) To provide opportunities for more cost-efficient and innovative urban design.*
- *(3) To provide a range of employment opportunities, facilities and services in centralized locations that are readily accessible by public transit.*
- *(4) To provide a diverse and compatible mix of land uses, including residential and employment uses, to support neighbourhoods.*

(5) To create a vibrant, diverse and pedestrian-oriented urban environment.
(6) To cumulatively attract a significant portion of population and employment growth.
(7) To provide high quality public parks and open spaces with site design and urban design standards that create attractive and vibrant places to promote the development of complete communities.
(8) To support transit and active transportation for everyday activities.
(9) To generally achieve higher densities than the surrounding areas.
(10) To achieve an appropriate transition of built form to adjacent areas.
(10.1) To conserve cultural heritage resources in order to foster a sense of place and benefit communities in Strategic Growth Areas.

79.1 Strategic Growth Areas are integral to the Regional Urban Structure within the Urban Area and consist of:

(4) Regional Intensification Corridors as shown on Map 1H and subject to policies in Sections 82.3 to 82.7, which consist of areas along Higher Order Transit Corridors and selected Arterial Roads within the Urban Area, which connect other elements of the Regional Urban Structure and support achieving residential and employment densities to ensure the viability of existing and planned transit infrastructure and service, and

Major Transit Station Areas (MTSAs)

The nearest Major Transit Station Area ("MTSA") is Aldershot GO, delineated on Map 6d at Waterdown Road. While the site is located just outside the MTSA boundary, the proposed development is within walking distance from the GO station and is positioned along the corridor connecting to the station. The following policies are applicable to MTSAs:

81. The objectives of the Major Transit Station Areas, as delineated on Map 1H and Map 6, are:

(1) To leverage infrastructure investments and the development of public service facilities to support a significant share of growth, and achieve transit support densities through existing or planned frequent transit service.
(2) To provide a range and mix of transit-supportive uses, such as residential, retail, office and public uses, as well as public service facilities and parks and open spaces that support the area in a pedestrian-oriented urban environment.
(3) To function as an important Strategic Growth Area component of the Regional Urban Structure and leverage infrastructure investment and frequent transit service to accommodate increased densities and transit-supportive growth.
(4) To achieve multimodal access to stations and support complete communities.
(5) To plan for a diverse mix of uses, including additional residential units and Affordable Housing, where appropriate.
(6) To protect existing employment uses within and adjacent to Major Transit Station Areas by ensuring land use compatibility with adjacent new development is achieved. New developments are required to meet the Provincial Policy Statement, 2020 requirements for land use compatibility.
(7) To maximize the number of potential transit users within walking distance of a station, while considering contextually appropriate intensification opportunities within stable residential neighbourhoods to ensure the protection of neighbourhood character, to be determined through the preparation of Area Specific Plans.

The proposal addresses the above-noted policies through:

- Direct and legible pedestrian routes to transit stops;
- Convenient, secure, and visible bicycle parking;
- Access and servicing arrangements that minimize conflicts with pedestrians and cyclists.

In doing so, the development complements the MTSA framework by contributing corridor-based residential density within an accessible transit catchment.

Regional Intensification Corridor

The subject lands are located on the Regional Intensification Corridor (Plains Road East) in Regional Urban Boundary as identified in the Region Official Plan Map 1H – Regional Urban Structure (Figure 7). Regional Intensification Corridor are subject to achieve increased residential densities and serve an existing or planned higher order transit. The following policies are applicable to the subject lands:

82.3 The objectives of the Regional Intensification Corridors, identified conceptually on Map 1H, are:

(1) To recognize Strategic Growth Areas in the Region which are an integral component of the Regional Urban Structure, and serve an existing or planned higher order transit function, connecting other elements of the Regional Urban Structure, and accommodating higher-density mixed use development and/or a mix of employment uses appropriate to the existing local context.

(2) To achieve increased residential and employment densities in order to ensure the viability of existing and planned transit infrastructure and service.

(3) To achieve a mix of residential, office, institutional and commercial development, where appropriate.

(4) To accommodate local services, including recreational, cultural and entertainment uses, where appropriate.

(5) To reflect and reinforce Local Urban Structures.

82.4 The Regional Intensification Corridors as identified conceptually on Map 1H are:

(3) Plains-Fairview Corridor, Burlington;

82.7 It is the policy of the Region to:

(1) Direct development with higher densities and mixed uses to Regional Intensification Corridors in accordance with the hierarchy identified in Section 79.2 of this Plan, and based on the level of existing and planned transit service.

The proposal implements the above-noted objectives by:

- Delivering active ground-floor frontages and a continuous public realm along Plains Road;
- Incorporating upper-storey stepbacks to maintain a comfortable street wall;
- Structuring parking below-grade and service areas to minimize vehicle presence at grade; and
- Organizing site access and circulation to prioritize pedestrian and cycling movement on an arterial road.

These measures ensure the development aligns with the corridor's intensification and mobility objectives while supporting a safe, walkable streetscape.

Housing

The ROP's goal for housing is to *supply the people of Halton with an adequate mix and variety of housing to satisfy differing physical, social and economic needs*. The following policies regarding housing are applicable to the proposed development on the subject lands:

85. The objectives for housing are:

(1) To establish housing targets by type and appropriate density for the Local Municipalities and the Region as a whole.

(2) To explore and implement new approaches to reduce residential land and construction costs and to effect an adequate supply of Affordable Housing.

(3) To coordinate, improve upon, and expedite the development approval process so as to reduce the overall cost of housing.

(4) To make more efficient use of existing developed lands, housing stock and available services to increase the supply of housing while maintaining the physical character of existing neighbourhoods.

(8) To encourage the Local Municipalities and the building and development industry to develop innovative housing designs that stress flexibility in use, mix of compatible land uses, good environmental practices, universal physical access, public safety and security needs, cost-efficiency, affordability and energy and natural resource conservation while maintaining sound engineering and planning principles.

The proposed development achieves the above-noted objectives for housing by assisting the City of Burlington in achieving their housing target. The proposed development makes efficient use of an underutilized parcel of land to increase the supply of housing that is designed for seniors.

Cultural Heritage Resources

Section 165 of the ROP states that the goal for Cultural Heritage Resources is to protect the material, cultural and built heritage of Halton for present and future generations.

Section 166 states that the objectives of the Region are:

(1) To promote awareness and appreciation of Halton's heritage

(2) To promote and facilitate public and private stewardship of Halton's heritage.

An HIA has been prepared in support of the proposed development and outlined in detail in Section 6 of this report. The proposed development is to complement the design of the neighbourhood, including the historical dwelling to the east and south of the subject lands along Plains Road East. To mitigate any impact on the cultural heritage, the proposed development includes a setback to maintain a green edge for visual screening and tree protection.

Section 167 states that it is the policy of the Region to:

1. Maintain, in conjunction with the Local Municipalities, local historical organizations, and municipal heritage committees a list of documented Cultural Heritage Resources in Halton.

3. Require that development proposals on adjacent lands to protected Cultural Heritage Resources:

a. study and consider the preservation, relocation and/or adaptive re-use of historic buildings and structures based on both social and economic costs and benefits;

b. incorporate in any reconstruction or alterations, design features that are in harmony with the area's character and existing buildings in mass, height, setback and architectural details; and

c. express the Cultural Heritage Resources in some way, including: display of building fragments, marking the traces of former locations, exhibiting descriptions of former uses, and reflecting the former architecture and uses.

An HIA has been prepared in support of the proposed development and outlined in detail in Section 6 of this report. The assessment concluded that the proposed development will not adversely impact the existing heritage properties at 241 and 242 Plains Road East. The proposed development will consider the mitigation recommendations outlined in the Heritage Impact Assessment and will consider the heritage façade of the existing Gallagher farmhouse at the detailed design stage.

Conclusion

The proposed development supports the direction of the ROP by proposing an 8-storey seniors apartment building in a form of redevelopment that is more compact and will optimize the use of underutilized land and existing regional infrastructure. The proposed development also conforms to the new growth directions required by ROPA 48 and 49 with the development helping the Region and City of Burlington to achieve their minimum density targets set by the Province.

7.4 CITY OF BURLINGTON OFFICIAL PLAN (1997 CONSOLIDATION)

The Burlington Official Plan was adopted by City Council in 1994 and approved with modifications by the Regional Municipality of Halton in 1997. The Burlington Official Plan 1997 (The "OP") manages and directs the land uses for a period extending to 2021. The intent of the OP is to accommodate and to plan for the growth associated with the underlying housing, population and employment projections.

The subject lands are within the *Mixed Use Activity Areas* within Schedule A (Settlement Pattern) and designated as *Mixed Use Corridor* – General in accordance with Schedule B (Comprehensive Land Use Plan). In accordance with Schedule J (Classification of Transportation Facilities – South of No. Side Road), Plains Road East is identified as a *Multi-Purpose Arterial Road*.

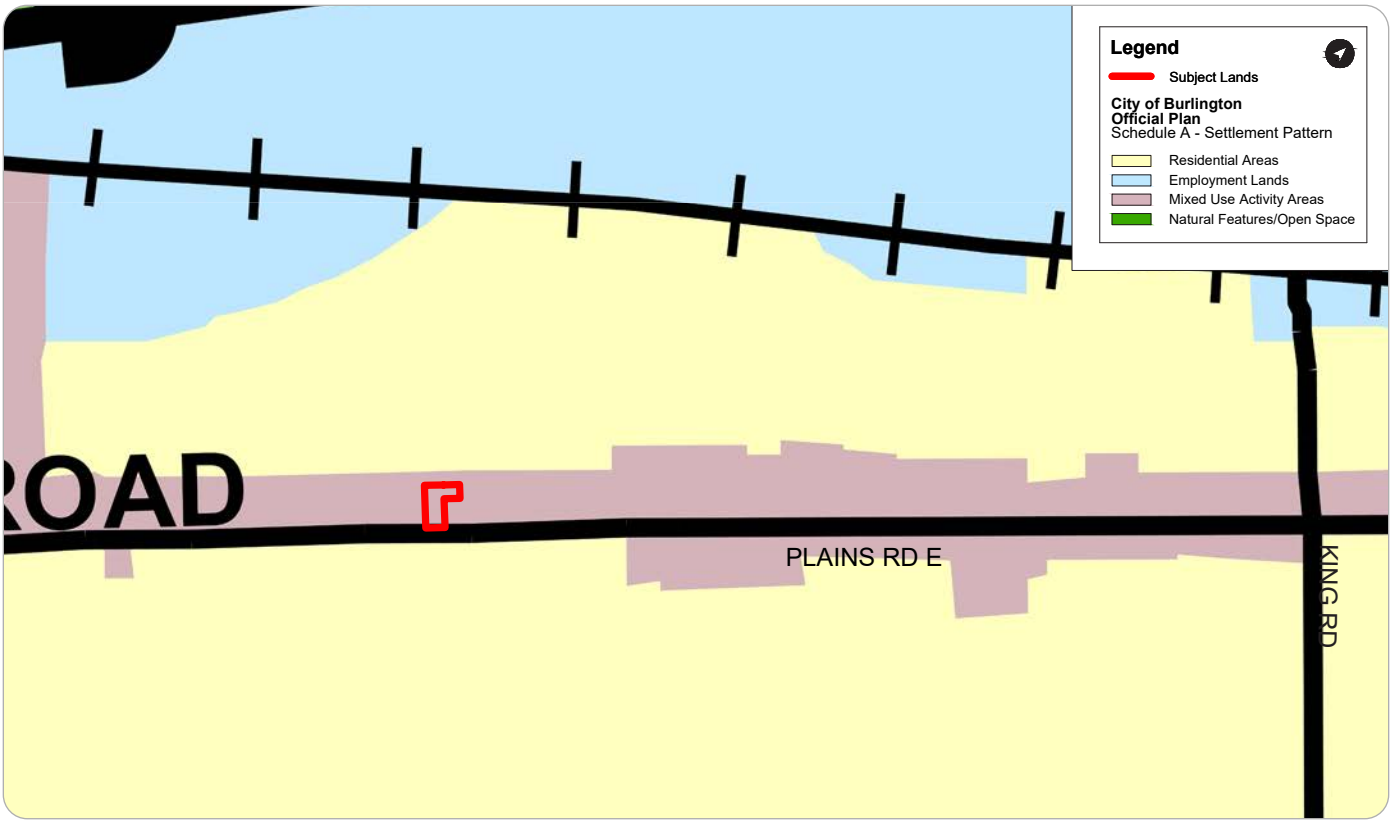


Figure 9: Burlington OP (1997) Schedule A (Settlement Pattern)

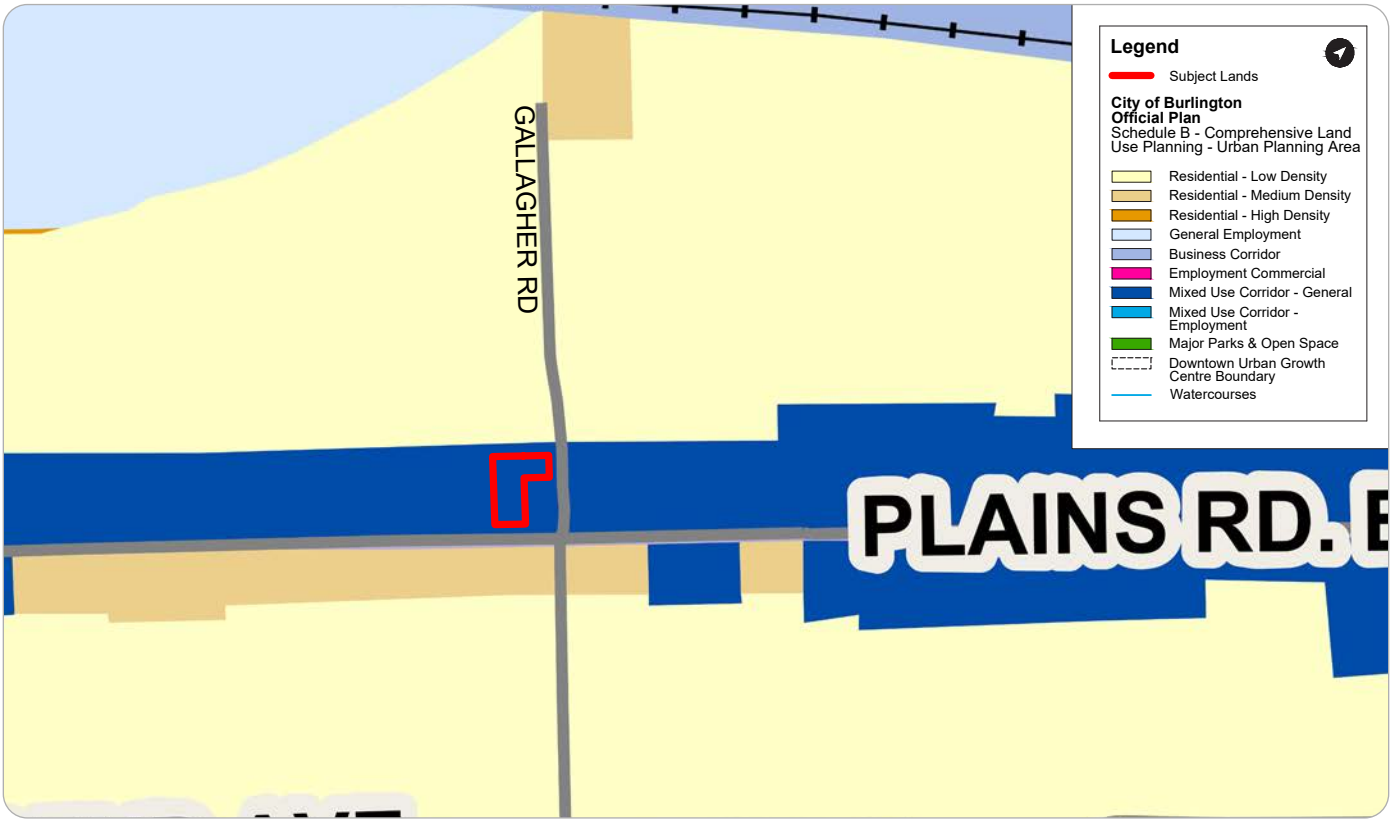


Figure 10: Burlington OP (1997) Schedule B (Comprehensive Land Use Plan)

Part II Functional Policies

Sustainability and the Environment

The OP notes that in 1989, the Burlington City Council declared the city as a Sustainable Community. Alongside this declaration, the City Council embraced a set of principles and objectives pertaining to Sustainable Development, which would serve as a compass for forthcoming urban growth. Sustainable Development, at its core, involves crafting progress that fulfills current requirements while safeguarding the capability of future generations to fulfill their own needs. Some general policies includes:

> *The City will maintain a citizens' advisory committee to advise and assist Council and staff on the implementation of Principles and Objectives of Sustainable Development, through the review of development applications and other matters of interest in accordance with the terms of reference adopted and periodically reviewed by Council.*
>
> *Measures and guidelines that protect and enhance the environment shall be prepared and adopted by the City; these include but are not limited to:*
> - *(i) tree protection standards for site plans;*
> - *(ii) landscape plans for storm water management;*
> - *(iii) buffer and setback planting.*

The Urban Design Brief, prepared by Weston Consulting, comprehensively addresses the objectives and guidelines of sustainable development. For additional details, please refer to the Urban Design Brief and Sustainable Building and Development Guidelines Checklist included in this submission.

Stormwater Management

The following policies contained in Section 2.11 regarding Stormwater Management are applicable to the proposed development:

> *The effective implementation of stormwater management is essential to offer safeguards against flooding and erosion. It also plays a vital role in sustaining groundwater recharge zones, enhancing stormwater runoff quality, and ensuring proper sedimentation control. Achieving these goals necessitates a cohesive approach that encompasses collaboration between both the public and private sectors in constructing necessary infrastructure.*
>
> *2.11.2.1 (Flooding) - The execution of stormwater management controls is aligned with the following principles, objectives, and policies: To ensure that future development does not increase the risk of property damage and danger to life from flooding to ensure that future development does not increase the risk of property damage and danger to life from erosion.*
>
> *2.11.2.4 (Storm Water Quality) - To control the quality of storm water runoff from future developed surfaces so that the natural surface water and groundwater quality is maintained or restored.*
>
> *2.11.3 (Policies) - Storm water management techniques shall be used in the design and construction of all new developments to control both the quantity and quality of storm water runoff. The degree of control and techniques used will depend on the conditions in the downstream receiving water bodies. The adverse effects of development on the downstream aquatic environment and adjacent lands shall be avoided or kept to a minimum.*

As outlined in the Functional Servicing and Stormwater Management Report, prepared by S. Llewellyn & Associates Limited, the proposed development will incorporate appropriate Stormwater Management measures to provide effective precautions against flooding and erosion. Please refer to Section 3 of the Report for further details on the proposed Stormwater Management.

Transportation

Section 3.0 of Part II of the OP contains principles, objectives, and policies related to transportation in the City of Burlington. The main intent of the transportation policies of the OP is to provide an integrated, diverse transportation system for all residents and businesses that is safe, convenient, affordable, efficient and energy-conserving while minimizing environmental impacts.

Section 3.2.2 includes the following policies crucial to the proposed development:

d. A transportation study to assess the impact of a proposed development on current travel patterns and/or future transportation requirements may be required before Official Plan amendments, subdivision approvals, rezonings, site plan approvals or other development proposals are allowed.

e. The City will encourage opportunities for developing travel demand management (TDM) measures to reduce single occupancy automobile use, especially during peak travel periods, such as car pooling programs, transit passes, preferential parking for carpool members, telecommuting, flex hours, intranet carpooling and fare incentives.

f. The enhancement of roadways, sidewalks and transit facilities to maximize mobility and access for the physically challenged shall be required, including during construction and reconstruction projects.

j. Reduced parking ratios and/or standards and/ or on-street parking ratios and/ or standards may be permitted subject to evaluation by the City of the appropriateness of such standards, and implemented.

A Transportation Impact Brief, prepared by Urban Trans, has been included in our submission in support of the proposed development. The Brief's conclusion is that the proposed development will have minimal impact on the surrounding environment. Furthermore, Travel Demand Management (TDM) measures are integrated into our submission, aimed at reducing auto-dependence and promoting active transportation, including cycling. For a summary of the Transportation Impact Brief, please refer to Section 3 of this report.

Design

Section 6.0 of Part II speaks to the principles, objectives and policies relating to design. The City of Burlington seeks maintaining elevated design standards. In alignment with this commitment, the City of Burlington has developed the Design Guidelines for application within the neighborhoods and planning districts of the City. The development of the City shall be guided by the following design principles, objectives, and policies:

6.1 (Principles) - 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.

Section 6.2 (Objectives)

a. To ensure that the design of the built environment preserves, enhances and connects natural features and landscapes.
b. To ensure that the design of the built environment enhances heritage features.

c. *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.*
e. *To achieve a high quality of design within the public* realm.
h. *To ensure that the principles of Sustainable Development are considered in the design of the built environment.*

The Urban Design Brief prepared by Weston Consulting assesses the City's Mid Rise Guidelines, including sustainability, urban design, and public realm standards, in order to align with and support the proposed development. Through the proposed enhanced streetscape design, the development will complement Plains Road and Gallagher Road as part of the City's Growth Corridor.

Cultural Heritage Resources

Section 8.0 of Part II contains policies pertaining to cultural heritage resources including buildings, structures, etc. that have been considered to be of architectural and/or historical significance. As the proposed development is adjacent to two Designated properties (241 and 242 Plains Road East), the following policies are applicable:

8.3.3(f) The City may develop provisions within the City's comprehensive zoning by-law to ensure that the development of cultural heritage resources, and the development of properties adjacent to cultural heritage resources is compatible with the existing heritage character streetscape of the area with regard to height and lot line setbacks

8.4.1(a) All development shall consider cultural heritage resources and wherever feasible, incorporate these resources into any development plans in a way that conserves the character-defining elements of the cultural heritage resource.

8.4.1 (b) Completion of a heritage impact statement shall be required prior to any approvals for proposed development where the City foresees potential adverse impacts on the cultural heritage attributes (including important vistas and streetscape) of a property designated pursuant to The Ontario Heritage Act, or on a property worthy of designation. Completion of a heritage impact statement may be required prior to any approvals for proposed development where the City foresees potential adverse impacts on the cultural heritage attributes of any other property identified on the City's Inventory of Cultural Heritage Resources. The content of a heritage impact statement may include, but is not limited to, the following:

(i) an assessment of the cultural heritage value of the resource;
(ii) a description of the proposal, including a location map showing proposed buildings, existing land uses and buildings, and existing cultural heritage landscape features;
(iii) the physical condition of the resource (including that of any adjacent resource that may be directly or indirectly affected by the proposal);
(iv) a description of the impacts that may be reasonably caused to the cultural heritage resource;

(v) identification of several conservation options taking into consideration the significance of the cultural heritage resource itself, the context of the resource and all applicable municipal, provincial or federal heritage conservation principles. The advantages and disadvantages of each option will be identified, as will a preferred option;

(vi) a description of the actions necessary to prevent, change, mitigate or remedy any expected impacts upon the cultural heritage resource.

The proposed development has considered the heritage property located north and south of the site. It has incorporated appropriate setbacks and design elements to ensure compatibility with the streetscape and surrounding neighborhood. The primary objective is to protect the heritage attributes of the neighboring property and minimize any adverse effects. It is important that the heritage property will be conserved, in accordance with the findings outlined in the Heritage Impact Study prepared by Peninsula Heritage Ltd., summarized in Section 3 of this report.

Part III – Land Use Policies – Urban Planning Area

Housing Supply

Section 2.3 of the Part III of the OP mentions objectives and policies to provide an appropriate supply of housing to the City of Burlington including a sufficient supply of suitably designated and serviced residential land to meet existing and future housing needs.

Section 2.3.2 of the OP contains policies regarding housing supply in the City of Burlington:

a. To the extent to which land is available in the Urban Planning Area, City Council shall maintain its fair share of land within the regional market area with servicing capacity sufficient to provide a three year supply of residential units, available through lands suitably zoned to facilitate residential intensification and re-development, as well as land in draft approved and registered plans, in order to meet anticipated short term housing needs.

b. To the extent to which land is available in the Urban Planning Area, City Council shall maintain the ability to accommodate its fair share of residential growth within the regional market area for a minimum of 10 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development, in order to meet anticipated long term housing demands.

d. City Council shall ensure an adequate level of local municipal services to meet the demands of residential development.

The proposed development supports the city in achieving a supply of residential units through the redevelopment and intensification of lands into an 8-storey apartment building with 134 residential units tailored to seniors. Further justification is provided in the submitted Housing Impact Statement by Parcel Economics.

Housing Intensification

Section 2.5 outlines policies that apply to residential intensification throughout the City of Burlington. The proposed development is subject to the following evaluation criteria:

I. *Adequate municipal services to accommodate the increased demands are provided, including such services as water, wastewater and storm sewers, school accommodation and parkland;*
II. *Off-street parking is adequate;*
III. *The capacity of the municipal transportation system can accommodate any increased traffic flows, and the orientation of ingress and egress and potential increased traffic volumes to multi-purpose, minor and major arterial roads and collector streets rather than local residential streets;*
IV. *The proposal is in proximity to existing or future transit facilities;*
V. *Compatibility is achieved with the existing neighbourhood character in terms of scale, massing, height, siting, setbacks, coverage, parking and amenity area so that a transition between existing and proposed buildings is provided;*
VIII. *Accessibility exists to community services and other neighbourhood conveniences such as community centres, neighbourhood shopping centres and health care;*
IX. *Capability exists to provide adequate buffering and other measures to minimize any identified impacts;*

The proposed development is located in proximity to the Aldershot GO MTSA, and there is a bus corridor located along Plains Road East. In addition to the connectivity to municipal transportation, vehicular access to the development exists in the form of below-ground parking. By integrating a community space at-grade, connecting individuals to community services is promoted in multiple ways. The proposed development will be supported by existing municipal services.

The proposed development is compatible with the surrounding area and provides appropriate transition and buffers to the adjacent low-rise residential. The proposal provides adequate landscaping, fencing and screening where appropriate to minimize any potential overlook or impacts on the abutting residential.

Mixed Use Activity Areas

Section 5.0 outlines principles, objectives, and policies associated with Mixed Use Activity Areas. Mixed Use Activity Areas are intended for employment, shopping, and residential uses. They are areas meant to foster community interaction and provide alternatives to low density, suburban development.

The objectives of Mixed-Use Corridors, outlined in Section 5.3, are to provide areas of concentrated, high-intensity mixed-use developments along multipurpose arterial roads. The following uses may be permitted within this designation:

a. *a wide range of retail, service commercial and personal service uses*
b. *high density residential uses and a full range of office uses*

The following policies pertaining to the Mixed-Use Corridor designation apply to the proposed development:

b) *Mixed Use Corridor lands are intended to provide for the day-to-day and weekly shopping needs of residents within and in close proximity to the Corridor.*
c) *Retail and service commercial uses are to be located at street level in office or residential buildings.*

f) Higher density land uses and taller buildings shall be permitted at locations where Mixed Use Corridor areas intersect with multi-purpose arterial roads, major arterial roads or provincial freeways; or existing areas of development concentration, subject to the criteria outlined in Part III, Subsection 5.3.2, d) (i).

g) The design and development of Mixed Use Corridors shall ensure compatibility between the Mixed Use Corridor uses and adjacent land uses, particularly residential uses. The following factors shall be considered in reviewing proposals for new and/or expanding Mixed Use Corridor uses:

- *i. Buildings should be located so as to be in proximity to the street, to provide a sense of human comfort and pedestrian scale and interest, and should be in close proximity to transit services;*
- *ii. The site plan includes features that integrate the development with surrounding uses; iii. The site plan promotes safe, convenient and barrier-free pedestrian travel within the site, between the site and adjacent uses and to and from transit stops;*
- *iv. The number and location of vehicular access points shall be limited to minimize disruption to traffic flows and to minimize the impact on local streets;*
- *v. Wherever possible, off-street parking should be located in the side and rear yards and away from adjacent residential uses. Off-street parking areas, loading areas and service areas shall be screened and landscaped and located to minimize adverse impacts on adjacent residential uses;*
- *vi the site plan promotes public safety;*
- *vii outdoor storage areas shall be fenced and/or screened;*
- *viii lighting is directed to minimize impacts on adjacent residential uses.*

h) Transit-supportive and pedestrian-oriented urban design shall be required in the development of Mixed Use Corridor sites.

i) The design and development of Mixed Use Corridors shall encourage the use of public transit, pedestrian and bicycle travel as an alternative to the automobile and shall maximize personal safety by encouraging site plan features such as:

- *i. Buildings should be oriented to the street and transit services, and buildings should be located so as to be in proximity to, and face the street, to provide a sense of human comfort and pedestrian scale and interest;*
- *ii. Safe and convenient access shall be provided for pedestrians between buildings and transit stops, parking areas, and other buildings and facilities;*

The development proposes uses that are permitted within Section 5.3.2 Mixed Use Corridor – General designation and a level of intensity that is encouraged by its policies. The proposed development will contribute towards the intensification of the corridor along Plains Road East and proximity to transit will support the Aldershot GO MTSA. Only one vehicular access point has been included in the site plan to control traffic and provide a safe experience for all modes of transportation. Vehicular parking will be located below ground. These design elements will preserve the visual interest of the development and corridor and are thus in accordance with the above policies.

7.5 CITY OF BURLINGTON OFFICIAL PLAN (2020 CONSOLIDATION)

Conclusion

The proposed development aligns seamlessly with the objectives and policies outlined in the Burlington Official plan (1997). It introduces intensification, transit-supportive seniors housing in a compact form, which are also well supported by existing infrastructure. Additionally, the development is in compliance with the permitted uses and density stipulations of the Official Plan, which is in harmony with the policy direction adopted by the Council and approved by the Region in the 2020 Plan, as discussed below.

The Draft Burlington Official Plan (2020 OP) is an interim working document and was adopted by Burlington City Council on April 26, 2018, and approved by the Region of Halton on November 30, 2020, and provides land use and development goals, objectives and policies to guide development decision in the City of Burlington. Note that the majority of the 2020 Official Plan is under appeal and not yet in-effect, however considering Staff and Council support for this document, the direction from staff is all applications shall have regard for the policies contained. Despite amending the 1997 version of the OP from a technical standpoint, both Official Plans are considered when trying to understand the public interest.

In accordance with Schedule B (Urban Structure) the subject lands are identified as *Mixed Use Nodes and Intensification Corridors* and within a Secondary Growth Area per Schedule B-1 (Growth Framework).

Plains Road East is identified as an MTSA Primary Connector and Frequent Transit Corridor in accordance with Schedule B-2 (Growth Framework and Long Term Frequent Transit Corridors). Schedule O-1 (Classification of Transportation Facilities – Urban Area) identifies Plains Road East as a *Multi Purpose Arterial Road*.

The subject lands are further designated as *Urban Corridor* in accordance with Schedule C (Land Use – Urban Area).

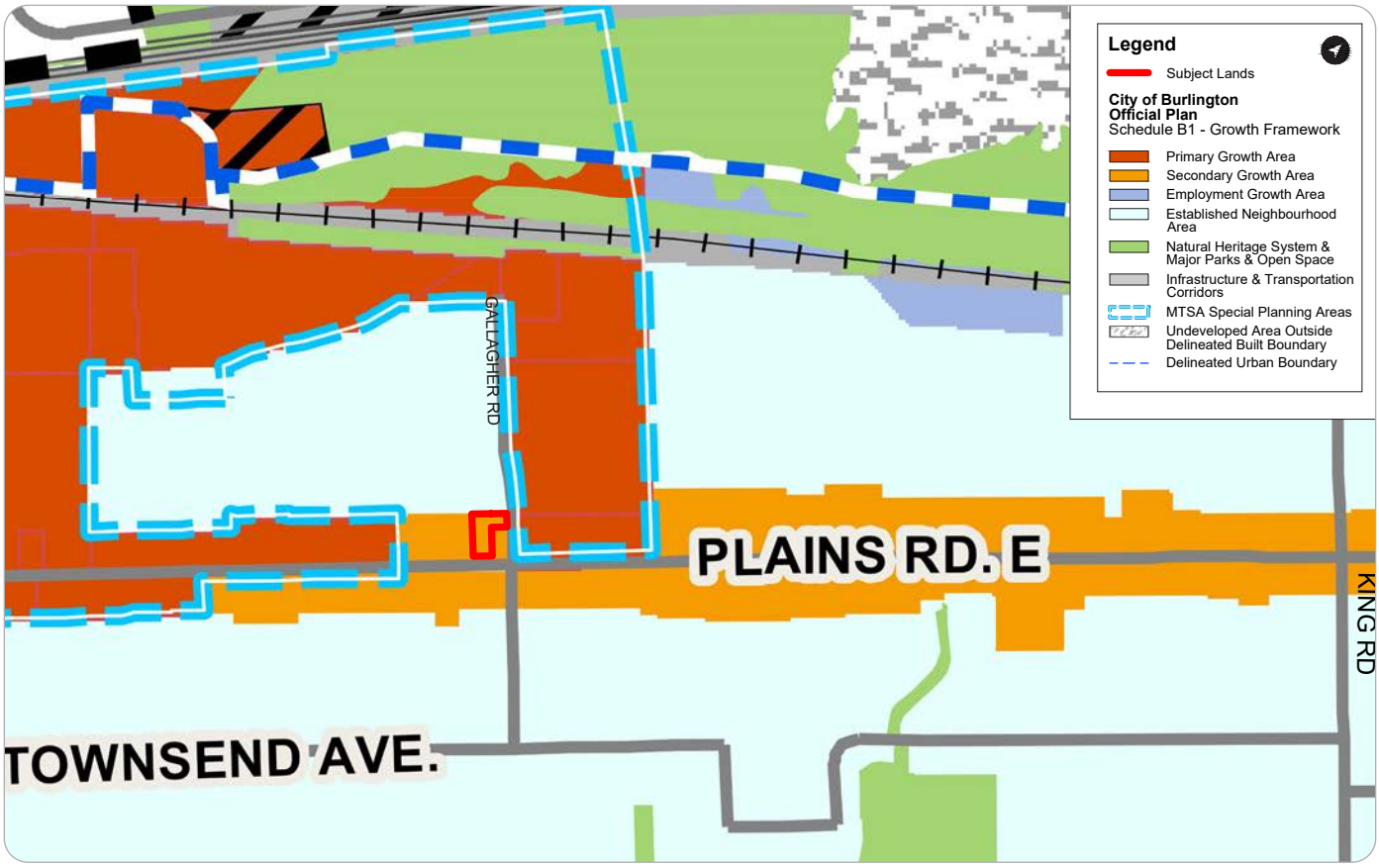


Figure 11: Burlington OP (2020) Schedule B1 (Growth Framework)

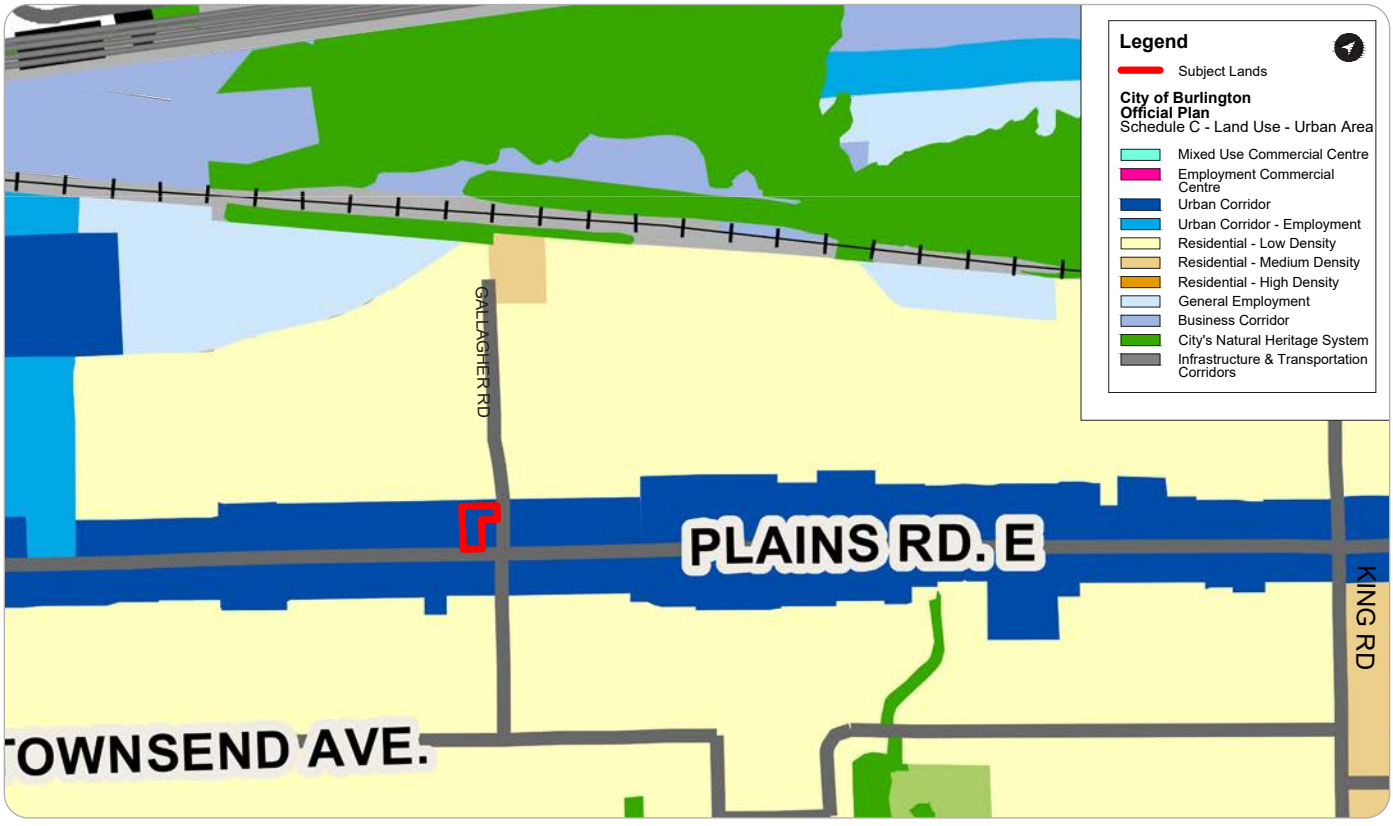


Figure 12: Burlington OP (2020) Schedule C (Land Use – Urban Area)

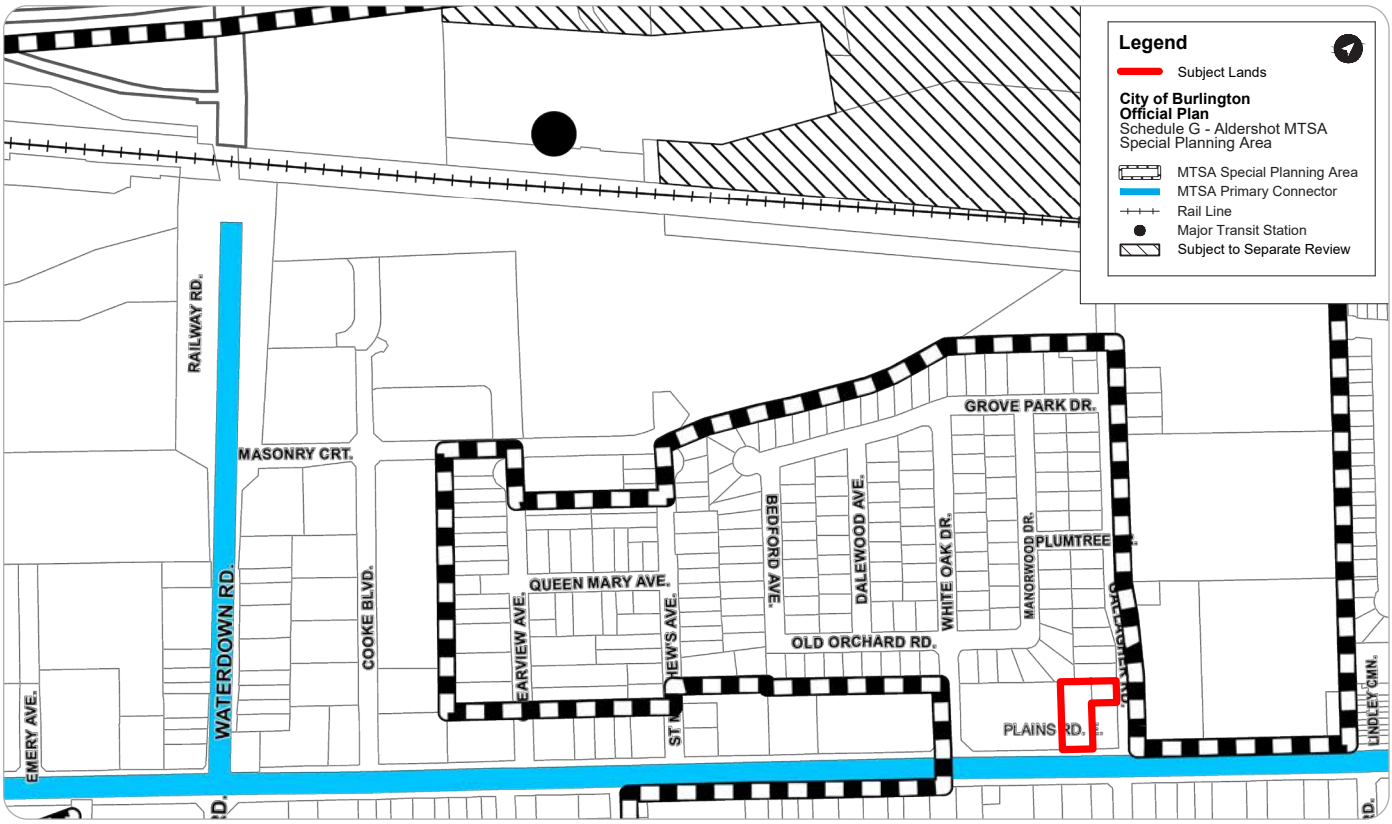


Figure 13: Burlington OP (2020) Schedule G (Aldershot MTSA Special Planning Area)

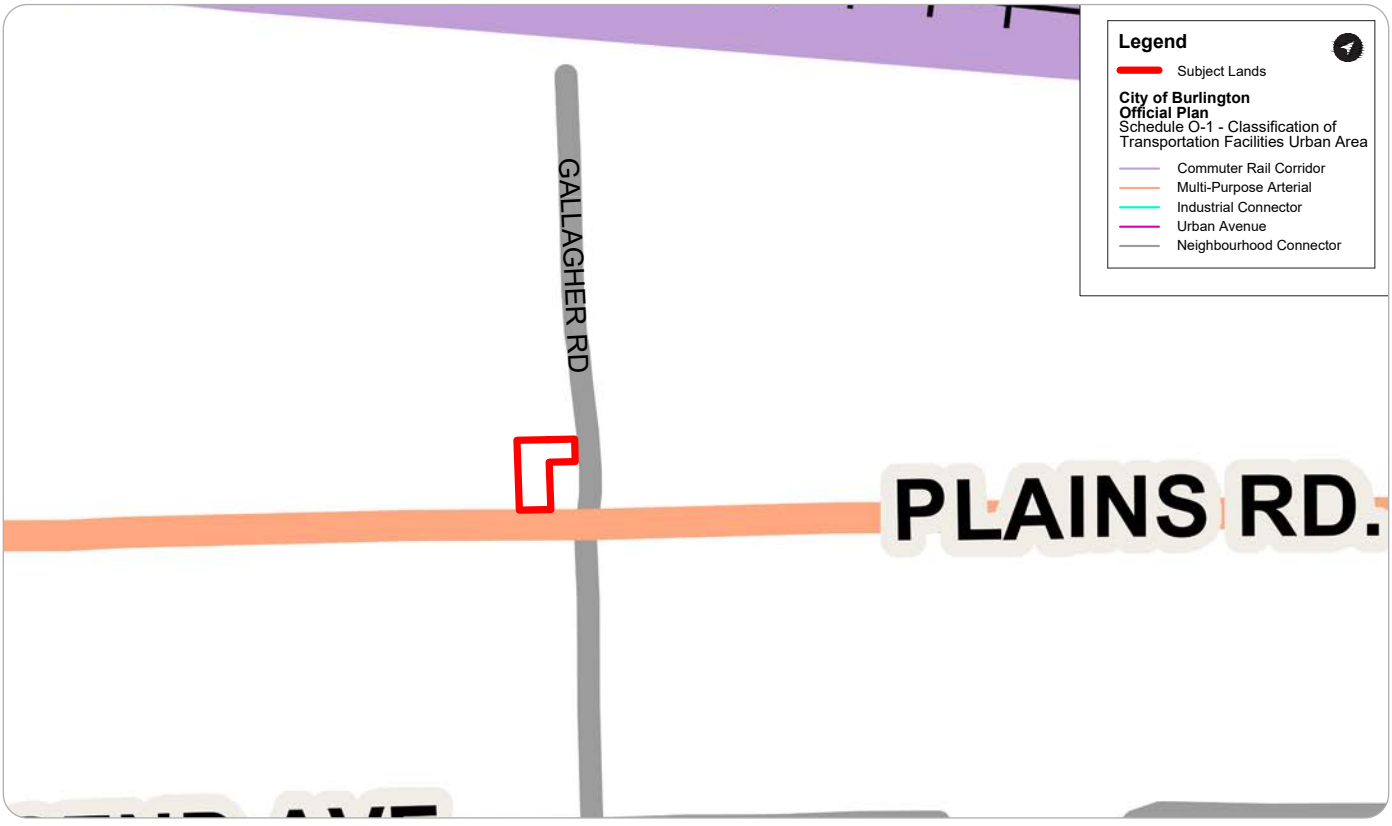


Figure 14: Burlington OP (2020) Schedule O-1 (Classification of Transportation Facilities – Urban Area)

Chapter 1 – Introduction

Strategic Directions

Section 1.4 of the 2020 OP outlines the following four strategic directions for the City:

> *A CITY THAT GROWS: The City of Burlington attracts talent, good jobs and economic opportunity while having achieved intensification and balanced, targeted population growth for youth, families, newcomers and seniors.*
>
> *A CITY THAT MOVES: People and goods move throughout the city more efficiently and safely. A variety of convenient, affordable and green forms of transportation that align with regional patterns are the norm. Walkability within new/transitioning neighbourhoods and the downtown are a reality.*
>
> *A HEALTHY AND GREENER CITY: The City of Burlington is a leader in the stewardship of the environment while encouraging healthy lifestyles.*
>
> *AN ENGAGING CITY: Community members are engaged, empowered, welcomed and well-served by their City. Culture and community activities thrive, creating a positive sense of place, inclusivity and community.*

The proposed development aligns with the City's strategic directions by providing an appropriate form of intensification in a compact built form with 134 units that contribute to achieving the City's housing target.

Chapter 2 – Sustainable Growth

Community Vision

Section 2.1 of the 2020 OP outlines the City's community vision as follows:

> "Growth will be focused in the Urban Area to protect Burlington's natural heritage and Rural Area; to build compact, vibrant, sustainable, resilient, transit-supportive, healthy and complete communities; to optimize use of existing and future infrastructure and services; to support active transportation; to reduce energy use and greenhouse gas emissions; and to support a strong and competitive economy."

The proposed development aligns the City's vision by focusing growth and intensification within the City's Urban Area and building a compact transit-supportive development in proximity to the Aldershot GO MTSA.

The City System

Section 2.2 of the 2020 OP contains policies and direction for growth within the City System. As noted in policy 2.2.1. a) and b), the Urban Area will accommodate the forecasted population and employment growth and provide municipal water and wastewater to accommodate development. The proposed development is located within an Urban Area and will utilize existing municipal servicing infrastructure.

The Urban Structure

The City's urban structure is composed of seven major components including *Mixed Use Nodes and Intensification Corridors*. The subject lands are identified within a *Mixed Use Nodes and Intensification Corridors* and are subject the following policies:

> *2.3.1 j) Lands identified as Mixed Use Nodes represent areas with a concentration of commercial, residential and employment uses with development intensities generally greater than surrounding areas. Nodes are generally located at points where two or more transit routes intersect.*

2.3.1 k) Lands identified as Intensification Corridors consist of areas of street oriented uses which incorporate a mix of commercial, residential and employment uses, including designated employment lands, developed at overall greater intensities, serving as important transportation routes along higher order transit corridors and selected arterial streets.

2.3.1 l) Mixed Use Nodes and Intensification Corridors will be a focus of reurbanization. These areas vary widely and will be guided by the underlying land use designations of this Plan. Some areas will be planned to evolve with higher residential intensities and a full mix of uses, while others may permit a more limited range of employment-oriented permitted uses, both designed to achieve their planned function. These areas will support the frequent transit corridors and provide focal points of activity and a vibrant pedestrian environment and facilitate active transportation through careful attention to urban design, enhancing the opportunities for the location of public service facilities and institutional uses.

The proposed development conforms to the above-note policies by providing a higher density residential with a mix of unit sizes along an intensification corridor. The proposal is an appropriate form of infill development on an underutilized site that achieves the policy direction for these corridors to be the focus of reurbanization.

Growth Framework

Section 2.4 of the 2020 OP pertains to the City's Growth Framework, which comprises of a collection of policies to be used in conjunction with the Urban Structure. The main purpose of this framework is to organize the accommodation of a growing population. Secondary Growth Areas are discussed in Section 2.4.2.(2) and:

- Shall be recognized as a distinct area within the city's Urban Area accommodating growth in accordance with the permissions and densities of the current land use designations of this Plan;
- Are areas expected to transition over the planning horizon and beyond and will not result in a significant relocation of planned growth outside of the Primary Growth Areas in order to ensure that the objectives and policies of Chapter 6 Infrastructure, Transportation and Utilities can be met;
- Where applicable, shall support the frequent transit corridors and accommodate development that is compact, mixed use and pedestrian-oriented in nature.

Chapter 3 – Complete Communities

Housing

The City of Burlington intends to promote an appropriate and adequate range of housing choices by type tenor and affordability level. The 2020 OP includes objectives to ensure that a sufficient supply of land is available for current and future needs, to promote land use pattern for a full range and mix of housing types, and to make more efficient use of existing developed lands and existing housing stock.

Section 3.1.1(2) of the 2020 OP includes policies on Housing in the City of Burlington:

a. *To the extent to which land is available in the Urban Area, the City shall maintain the ability to accommodate its share of residential growth within the regional market area. The City will assist the Region of Halton in the establishment and monitoring of annual minimum targets for the production of housing units by density type, and for the production of assisted and affordable housing, based on targets established in the Regional Official Plan.*

e. *The City will support housing initiatives that facilitate revitalization, particularly the identification and remediation of brownfield, greyfield and bluefield lands, compact built form, flexibility and adaptability in the design and function of the housing stock, and an increased variety of housing alternatives.*

h. *The City shall require the submission of a housing impact statement where a development proposal includes more than one hundred (100) dwelling units, identifying:*
   i. *how the proposal contributes to achieving the Region of Halton housing targets, including identification of any proposed new affordable or assisted housing units;*
   ii. *how the estimated rents and/or initial sales prices of the development are at or below the affordable housing thresholds by type;*
   iii. *where construction of the units is expected to occur in phases, information regarding the number of affordable housing units to be provided per phase, where applicable; and*
   iv. *the proposed legal and/or financial mechanisms to ensure the delivery of any proposed new affordable housing commitments, and mechanisms to retain the long term affordability of units, where applicable.*

As further described in the Housing Impact Study attached to this submission, the subject site is currently being occupied by two single detached dwellings. The 134-units that are proposed will result in an intensified use of land, supporting the City and Region in reaching their joint intensification targets.

Cultural Heritage Resources

Section 3.5 of the 2020 OP contains policies pertaining cultural heritage resources including built heritage resources, cultural heritage landscapes, and archaeological resources. The objective of the 2020 OP is to protect and maintain cultural heritage resources and minimize impact on cultural heritage resources.

Policy 3.5.2 (5) includes the following regarding development in proximity to cultural heritage resources:

l) Development and site alteration shall not be permitted on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

The Heritage Impact Assessment prepared in support of the proposed development concludes that the proposal does not impact the identified heritage attributes of the Designated properties at 241 and 242 Plains Road East.

<u>Chapter 6 – Infrastructure, Transportation and Utilities</u>

Section 6.2 of the 2020 OP contains policies regarding multimodal transportation. The main intent of the OP transportation policies is to provide a multi-modal transportation system and developing a walking and cycling friendly transportation system.

The following multi-modal transportation policies are applicable to the subject lands:

c) *In developing the transportation system, the City will evaluate and provide infrastructure to prioritize effective active and sustainable modes of travel based on efficiency, contribution to a more inclusive, healthy, livable and complete community, and to reduce environmental impacts and ener*gy consumption. In the Rural Area, the transportation system shall be designed to minimize adverse impacts to the Agricultural System.

d) *A Transportation Impact Study to assess the impact of a proposed development on current travel patterns and/or future multi-modal transportation requirements may be required before development applications are approved.*

e) *The enhancement of all transportation facilities to maximize mobility and access for people of all abilities shall be required, including during construction and reconstruction, rehabilitation and resurfacing projects.*

g) *Opportunities for the sharing of parking will be encouraged between compatible uses where feasible, subject to an evaluation by the City.*

h) *All transportation facilities shall be designed to provide seamless integration between all modes of local and regional transportation, including walking, cycling, transit and private vehicles.*

The proposed development encourages the use of multi-modal transportation including walking, cycling, and public transit. As identified above, the site is located within walking and cycling distance to the Aldershot GO station and community services and facilities, and bus stops providing access across the City. The proposed development includes indoor long-term bicycle parking spaces for residents to encourage cycling as a mode of transportation. The development is seamlessly integrated into the existing public sidewalks on Gallagher and Plains Road East, providing for pedestrian connectivity.

Chapter 7 – Design Excellence

The Public Realm

The policies outlined in Section 7.1 of the 2020 OP pertain to the design aspects of both the city's present and forthcoming communities, including the public realm and architectural structures. These policies highlight the importance of fostering coherence in land use, creating a superior built environment, and fostering inventive design approaches for both public initiatives and private ventures. The City expects higher standard of design and more attention to the connection between the public and private realms in the development of communities, buildings, parks, streets and open spaces. Key urban design objectives and policies outlined in this section include the following:

a) *The design of the public realm shall address considerations such as, but not limited to, the following:*
   (i) *improving the quality of public spaces as community destinations and public gathering places through the design of public realm facilities, such as public squares, parkettes or promenades;*
   (ii) *providing appropriate and consistent treatments for streetscape elements such as sidewalks, pedestrian crossings, lighting, street furniture, signage, street trees and landscaping;*
   (iii) *improving the quality and convenience of active transportation;*
   (iv) *creating an attractive and comfortable environment for pedestrian movement while preserving and complementing existing natural features;*
   (v) *implementing design measures in accordance with The Accessibility for Ontarians with Disabilities Act and other applicable Provincial legislation;*
   (vi) *designing public realm facilities to perform their diverse roles, balancing the spatial needs of people of all ages and abilities, through the application*

of the principles of Universal Design;

(vii) improving multi-modal transportation and public space needs in the design of streets and roads;

(viii) improving the quality of streets, sidewalks and walkways, and cycling facilities to provide more direct active transportation access to transit facilities;

(ix) enhancing the aesthetic and functional quality of intersections, as marking major entrances into areas and creating, maintaining and enhancing public views and vistas of significant natural and built features;

The proposed development is situated within a neighborhood undergoing a modest transition, marked by a shift in built form from single-detached dwellings to a blend of medium and higher density development. This context highlights the evolving nature of the surrounding area. The Urban Design Brief prepared by Weston Consulting look into topics of urban design, public realm, and built form, all in relation to the proposed development. The proposed development includes a pedestrian sidewalk accessible to all units and amenities, with appropriate planting for visual aesthetics. A landscape buffer is located on the side yards abutting the existing low-rise residential which allows for sufficient planting and privacy.

Urban Design and Built Form

Section 7.3 of the 2020 OP contains policies to guide the urban design and built form for new development within new and existing community areas. The following policies are applicable to development within existing community areas:

7.3.2 a) In areas identified on Schedule B-1: Growth Framework, and subject to the policies of Subsection 2.4 of this Plan, development shall address considerations such as, but not limited to, the following:

(i) ensuring site and building design are compatible with the surrounding area and considering how it contributes to maintaining and enhancing the physical character of the surrounding area;

(ii) providing appropriate built form transition in scale between buildings, the public realm and abutting development, through a variety of design methods including angular planes, stepping height limits, location and building orientation, and the use of setbacks and stepbacks of building mass;

(iii) providing appropriate screening, landscape buffering and other design measure to minimize any identified impacts;

(iv) providing pedestrian comfort and human scale at the street level reflecting the established and planned streetscape to frame the public realm, through a variety of design methods including the use of a podium in mid-rise and tall buildings;

(v) providing safe, convenient and barrier-free pedestrian travel within the site, between the site and adjacent uses, between buildings, parking areas and other facilities, to public streets, and to and from transit facilities;

(vi) providing façade articulation that achieves a scale of development which is attractive to pedestrians and avoiding the use of blank facades facing a public street or public open space;

(vii) designing and orienting development in locations such as corner lots, view terminus lots, and lots facing public open spaces to contribute to the public realm and pedestrian environment and provide definition at these locations;

(viii) implementing measures that adequately limit any resulting shadowing, and uncomfortable wind conditions on the streetscape, neighbouring properties, parks and open spaces and natural areas;
(ix) taking into account the visual effect of varying topography and existing and proposed vegetation;
(x) promoting pedestrian scale, public safety and the perception of safety and access for all users, through the incorporation of Crime Prevention through Environmental Design (CPTED) principles;
(xi) implementing design measures in accordance with The Accessibility for Ontarians with Disabilities Act and other applicable Provincial legislation;
(xii) considering the needs of persons of all ages and abilities, including new and renovated buildings, parking lots and open spaces through the application of the principles of Universal Design;
(xiii) considering cultural heritage resources and natural features;

The proposed development has been specifically designed for the aging population in accordance with AODA requirements to ensure that residents and visitors can comfortably and easily access the site. The development has consideration for the adjacent cultural heritage resource and has implemented landscaping and building design measures to mitigate impacts on the adjacent heritage property and low-rise residential development.

Primary and Secondary Growth Areas

As outlined above, the subject lands are located within a Secondary Growth Area. In accordance with the policies in Section 7.3.2(1), development within Primary and Secondary Growth Areas shall "promote a transit-supportive and pedestrian-oriented environment and ensure compatibility with adjacent land uses, particularly Established Neighbourhood Areas".

(i) The design of development in Primary and Secondary Growth Areas shall address the policies of Subsection 7.3.2 a) of this Plan, where applicable, and additional considerations such as, but not limited to, the following:
a. locating buildings generally parallel to the public street to define the street edge and along the edges of parks, urban squares and other open space features, and in close proximity to the street and transit services;
b. providing appropriate transitions to adjacent land uses, particularly residential uses;
c. massing new buildings to frame adjacent streets in a way that respects the existing and planned street width but also provides for a pedestrian-scale environment;
d. locating building primary public entrances for uses located at grade towards a public right-of-way and visible and accessible from the public sidewalk;
e. including direct pedestrian access, including barrier free access from grade level, to the primary public entrances located on the building façade;
f. screening or integrating roof top mechanical equipment within the overall composition of the building;
g. creating an attractive and connected interface between the private and the public realms;
h. creating a continuous streetscape with emphasis on maintaining the continuity of grade-related activity areas, both inside and outside of buildings; and
i. providing appropriate outdoor amenity areas and open spaces and promoting the incorporation of private open spaces to the open space network of the immediate community.

The proposed development conforms to the above-noted policies by providing a building that steps down in height to the adjacent residential uses to the rear, provides parking underground and away from residential uses, provides walkways around the building connecting the public realm, and provides an attractive outdoor amenity space for residents and visitors.

Chapter 8 – Land Use – Urban Area

Section 8.1 of the 2020 OP contains policies pertaining to Mixed Use Intensification Areas. Mixed Use Intensification Areas are existing mixed use and commercial areas, including Mixed Use Nodes and Intensification Corridors. As the subject lands are within a Mixed Use Nodes and Intensification Corridor, the following general policies outlined in Subsection 8.1.3(2)
are applicable:

a) The design and development of Mixed Use Nodes and Intensification Corridors shall promote these areas as focal points for community activities that are characterized by a compact form of development, pedestrian-orientation greater accessibility to public transit and higher intensity development.

e) Multi-unit residential developments in Mixed Use Nodes and Intensification Corridors should incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes.

The proposed development conforms to the above-noted relevant policies by providing a development in a compact built form that is pedestrian oriented and provided access to public transit. The development incorporates a mix of unit sizes tailored towards seniors to accommodate a range of household sizes and needs.

Policies pertaining to the Urban Corridor designation are outlined in Subsection 8.1.3(7). The objectives of this designation are:

a) To provide locations in the city along key Major Arterial or Multi-Purpose Arterial Streets that will serve as areas of concentration for mixed use development in a compact built form, with residential, retail, service commercial, office, entertainment, public service facilities and institutional uses, and open space uses.

b) To provide opportunities for a range of small and medium-scale retail and service commercial uses, and public service facilities in locations that meet residents' day-to-day and weekly goods and service needs.

c) To recognize the development of Intensification Corridors will occur over time, and that the timing of development may vary from one segment to another, depending on market conditions and community needs.

d) To encourage higher intensity, transit-supportive and pedestrian-oriented mixed use development in a compact built form, while retaining compatibility with the surrounding area. e) To permit mixed use development on individual sites where various combinations of residential, retail, service commercial, office and other uses are located, or on sites where residential, retail, office and other uses are located next to one another.

f) To protect the planned commercial function within Urban Corridors.

g) To ensure development along Urban Corridors provides a safe, accessible and attractive pedestrian environment with connections to adjacent residential neighbourhoods and Employment Areas.

The relevant policies of Urban Corridor land use designation are as follows:

a) *Transit-supportive and pedestrian-oriented design shall be required in the development of Urban Corridor sites.*
b) *Urban Corridor lands are intended to provide fo*r the day-to-day and goods and service needs of residents and employees within and in proximity to the Corridor and may also serve a broader city-wide market.
c) *The following uses may be permitted on lands designated Urban Corridor:*
   (iii) residential uses with the exception of single-detached and semidetached dwellings
f) *A maximum floor area ratio of development of 2.0:1 is an appropriate built form in Urban Corridor lands. An increase to this floor area ratio may occur through a site-specific Zoning By-law amendment or minor variance application, without the need for an amendment to this Plan, provided that the objectives of the Urban Corridor designation are maintained.*
g) *The minimum building height shall be two (2) storeys and the maximum building height shall not exceed six (6) storeys. Where required to ensure compatibility, four (4) to six (6) storey buildings may be required to be terraced back from adjacent residential areas and/or the street.*

The proposal contemplates a height and density higher than permitted, however, the proposed development aligns with the objectives for the Urban Corridor land use designation by providing density in an area already served by established transit routes and connections to other transit within the City. The proposed development is pedestrian-oriented and ensures compatibility with the adjacent residential area by adhering to the angular plane requirement and providing landscaping buffering and screening where appropriate.

Conclusion

While the majority of the 2020 OP is not in-force and effect, it does provide guidance and Council's vision on how the subject lands and surrounding area is to be developed. The proposed development is located within the MTSA connector, aligning with transit-supportive principles. The proposal consists of 134 seniors units, offering a range of unit sizes to support the Mixed Use Intensification and Urban Corridor designation objectives for transit and pedestrian supportive compact built form and residential uses.

7.6 CITY OF BURLINGTON ZONING BY-LAW 2020

The City of Burlington Zoning By-law 2020 regulates the development of land within the City of Burlington. Under the By-law, the subject lands are zoned Mixed-Use Corridor – General with a Holding Provision (H-MXG).

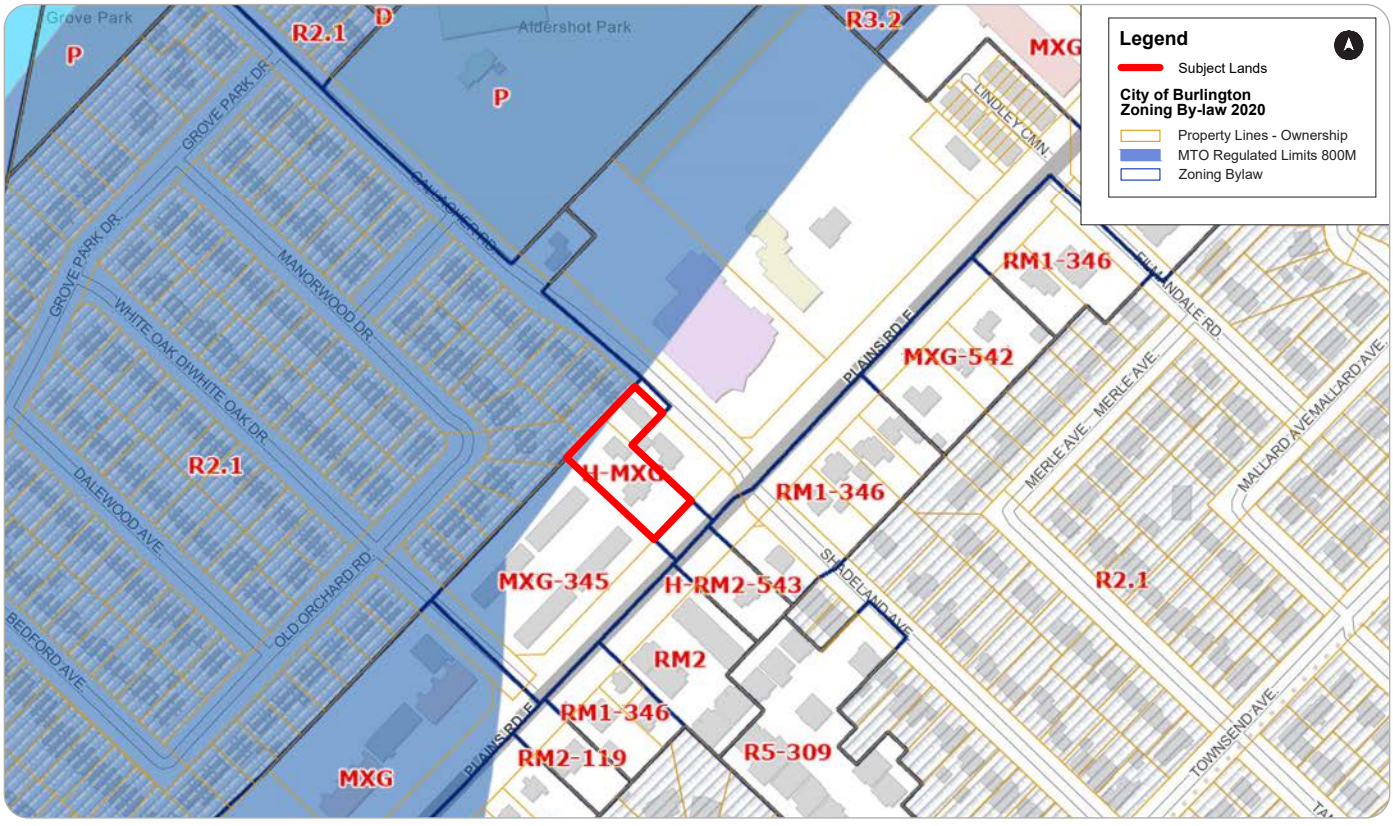


Figure 15: Zoning By-law Map

The MXG zone permits a broad range of commercial, institutional, and residential uses. Notable permitted uses include:

- Convenience/Specialty Foods Store
- Other Retail Stores
- All Office Uses
- Entertainment Establishment
- Apartment Building
- Dwelling Units in a commercial/office building
- Stacked Townhouse
- Back-to-Back Townhouse
- Townhouse
- Community Institution

The subject lands are subject to a Holding ("H") Provision. The holding symbol restricts development until the City is satisfied that required conditions have been addressed, including servicing capacity, transportation considerations, and any required technical studies. The holding provision is intended to be removed as part of the approval of the proposed by-law amendment as it is expected that the matters of servicing, transportation, and technical studies will have been addressed through the processing of the zoning application.

The proposed development is permitted in principle within the MXG zone. However, relief is required with respect to certain performance standards, including building height, and floor area ratio. A Zoning By-law Amendment is therefore required to facilitate the proposed development. Below is a summary table of compliance with the MXG zone standards:

Table 2: MXG Zone Regulations

	Performance Standard	MXG Zone	Proposed
4.1	**LOT WIDTH, AREA, AND YARDS**		
	Minimum Lot Frontage	25 mm	≈ 32.0 m (LOT WIDTH 31,990 mm; stat block 32.00 m)
	Minimum Lot Area	1000 m²	2,878.40 m²
	Yard abutting Plains Road west of the Queen Elizabeth Way	3 m minimum; 4.5 m maximum (a)	3.0 m at Levels 1–2; stepbacks above ~3.5–8.3 m
	Yard abutting any other street	3 m minimum; 4.5 m maximum (a)	≈ 3.0 m at base; ~7.5 m at upper levels
	Minimum Rear Yard	3 m	13.98 m (to building); upper levels 16.49 m (L4–5), 19.49 m (L6)

	Side Yard	No minimum	5.00 m & 6,745 m
	Yard abutting a residential zone	Floors 1 to 3: 12 m Floors 4 and 5: 15 m Floor 6: 18 m	Levels 1-3 – 13.98 m Level 4 – 13.98 m Level 5 – 16.49 m Level 6 – 19.49 m
Footnote to Table 5.4.1: (a) Maximum yard shall apply only to buildings located within 60 metres of a public street.			
4.3	**FLOOR AREA, FLOOR AREA RATIO, AND DENSITY**	**MXG Zone Requirement**	
	Maximum Floor Area Ratio for: Entertainment or Recreation buildings: Industrial buildings: Other buildings:	0.5:1 * * * 1.5:1	/ / FSI ≈ 2.33:1 GFA 6,701.89 m²;
	Maximum Floor Area per Retail or Service Commercial Use:	1800 m²	
	Minimum Floor Area Ratio for Buildings other than Entertainment, Recreational, or Industrial Buildings:	0.3:1	
	Minimum Density in a Residential Building	30 units/ha	≈ 466 units/ha
Notwithstanding the above minimum floor area ratio provisions, any buildings or structures of less than 0.5:1 floor area ratio which legally existed as of the date of the passing of Zoning By-law 2020.205 (April 28, 2008) are deemed to conform to the floor area ratio regulations of this By-law for the life of the building or structure.			
4.4	**LANDSCAPE AREA AND BUFFER**		
	Landscape Area:		
	Abutting a street:	3 m	1.58 m*
	An outdoor patio may encroach into a required landscape area abutting a street.		
	Landscape Buffer:		
	Abutting a residential zone:	6 m	1.08 m*
4.5	**BUILDING HEIGHT**		
	MXG Zone		
	Other uses:	2 storeys minimum, 6 storeys maximum	8 storeys
In MXG , MXC, and MXT zones, the floor area of the second, third, and fourth storeys of a building containing more than one storey must be at least 50% of the floor area of the first storey.			

Notwithstanding the above minimum height provisions, any buildings or structures of less than two storeys in height which legally existed as of the date of the passage of Zoning By-law 2020.205 (April 28, 2008) are deemed to conform to the building height regulations of this By-law for the life of the building or structure.			
4.6	**PARKING**		
a	Parking shall be provided in accordance with Part 1, Subsection 2.25 “Off-Street Parking and Loading Requirements”, except as amended by the following:	Pre-Con Note - Transportation Planning can support the proposed number of parking space of 121 spaces, based on the City’s and Province’s initiatives to remove minimum parking requirements. Specifically, a new City-initiated amendment to the Zoning By-law was introduced to remove the minimum vehicle parking requirements for residential uses. As this proposed development is located along Plains Road East, this amendment can be applied.	47 spaces total
4.9	**FENCING**		
	On lands abutting a residential zone fencing shall be installed along the common boundary with the residential zone and shall have a minimum height of 1.8 m, which may be a solid screen fence or a combination of chain-link fence and landscape planting to form a dense year-round screen.		1.8 m fence indicated along edges
4.11	**LOADING AND UNLOADING**		
a	Loading/unloading shall not take place within 7.5 m of a residential zone.		1 space (5×12 m); 2.32 m from res.
b	Loading/unloading docks shall be screened from view from a street or adjoining residential zone.		

4.12	**AMENITY AREA**		
	15 m² per efficiency dwelling unit		17 m² per unit
	20 m² per one-bedroom dwelling unit		
	35 m² per two or more bedroom dwelling unit		
	Back-to-back townhouse: 25 m² per dwelling unit		
4.13	**DOORS**		
	Every building located within 60 metres of a street with a deemed width of 26 metres or greater shall provide a pedestrian accessible door on the building elevation facing the street.		Main entrance provided to street frontage

Section 9 of this report provides additional commentary on the applicable zoning regulations and the site-specific amendments needed to facilitate the proposed development.

The City of Burlington enacted By-law 202.478 in 2024 which removed parking standards for key transit corridors, including Plains Road, Fairview Street and Appleby Line. This by-law provided and exemption for parking lowing the requirements to zero:

> *those properties shown on "Diagram 1B: Plains Road Corridor Residential Parking Exemption Area", "Diagram 1C: Fairview Street Corridor Residential Parking Exemption Area", and "Diagram 1D: Appleby Line Corridor Residential Parking Exemption Area". For the development of a parcel of land partially or wholly contained within a Residential Parking Exemption Area Overlay Map, Section 2.25 shall only apply to non-residential uses. Despite the above, where the owner/applicant chooses to provide parking facilities onsite, the City's accessible parking spaces requirements shall apply and accessible parking spaces shall be provided in accordance with Table 1.2.7, and subsections 2.26 (9) (a) and (b), contained in PART 1, Section 2.26 General Parking Provisions."*

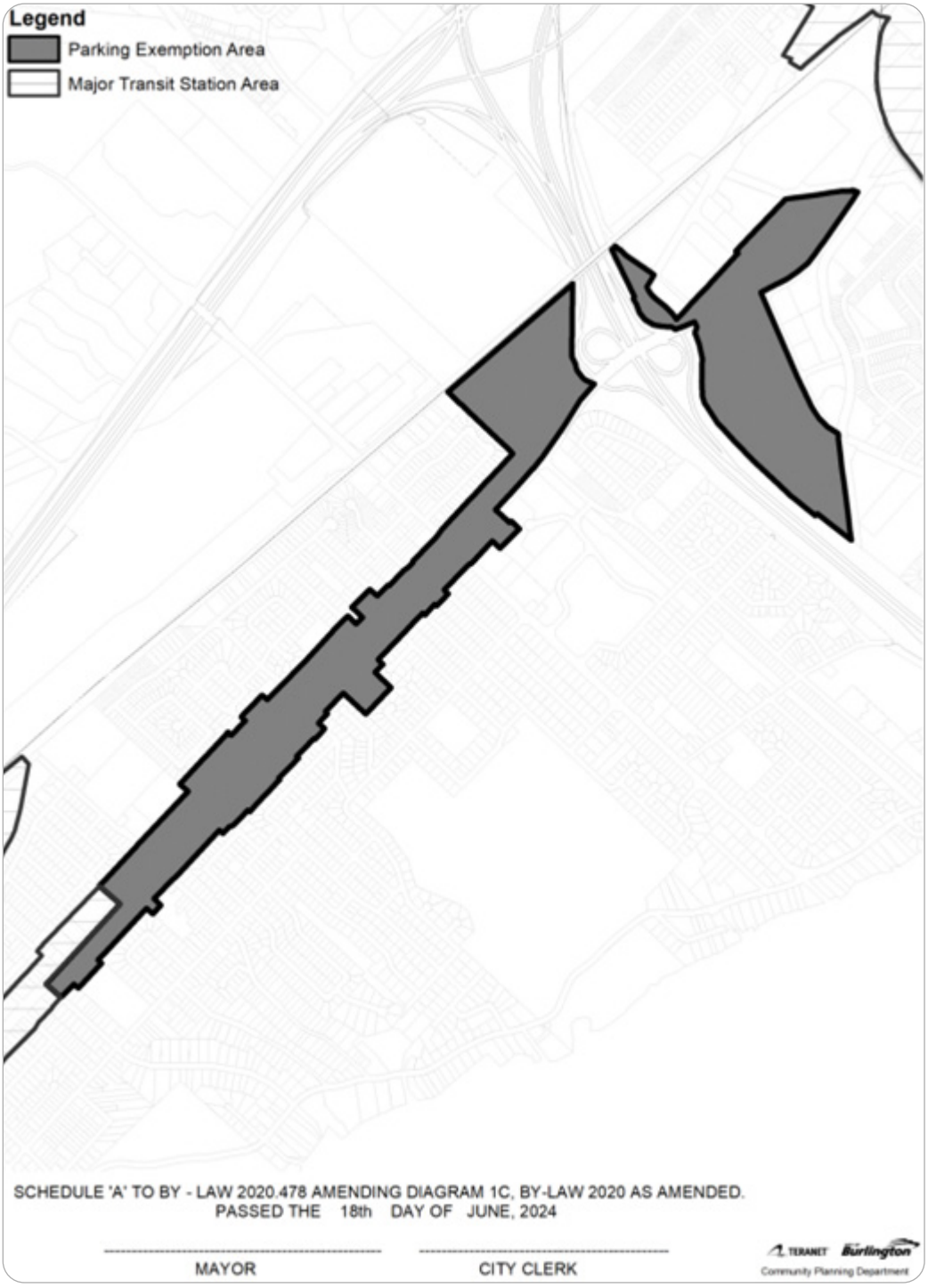


Figure 16: Diagram 1B - Plains Road Corridor Residential Parking Exemption Area

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8. NON STATUTORY GUIDANCE

8.1 MID-RISE BUILDING URBAN DESIGN GUIDELINES (2019)

Beyond the statutory policy framework, several City documents are routinely applied to corridor proposals to secure high-quality urban design and align new housing supply with municipal objectives.

The Design Guidelines for Mixed Use and Residential Mid Rise Buildings (2019) provide city-wide direction for 5 to 11 storey buildings in Burlington. The guidelines organize performance criteria into “lower building” and “upper building” components to ensure:

- A consistent, human-scale street wall
- Animated ground floors and clear entrance sequencing
- Generous sidewalks
- Upper storey stepbacks and appropriate transition to adjacent neighbourhoods

On Intensification Corridors, the guidelines encourage façade articulation and material differentiation to break up massing, active uses along frontages, and site design that supports walking, cycling, and transit. These guidelines are applied during pre-consultation and Site Plan review, including evaluation by the Urban Design Advisory Panel.

The proposal adopts the lower/upper building framework, with animated, weather-protected street walls at grade and upper-storey stepbacks to support transition. Façade articulation, balcony rhythms, and material variation enhance human scale along Plains Road. Pedestrian and bicycle connections are integrated to reinforce transit-supportive development. Please refer to the provided Urban Design Brief for further commentary on conformity with the Mid-Rise Guidelines.

8.2 PLAINS ROAD CORRIDOR URBAN DESIGN GUIDELINES (2006)

The Plains Road Corridor Urban Design Guidelines (2006) provide area-specific direction for development along Plains Road. While older, they remain relevant in guiding:

- Streetscape continuity
- Coordinated tree planting and lighting
- Improved pedestrian crossings
- Reduction of surface parking dominance
- Urban frontage conditions with entrances and windows addressing the sidewalk

The guidelines emphasize structured or screened parking, consistent boulevard treatments, and enhanced public realm elements to build a cohesive corridor identity over time.

The site plan incorporates corridor-specific measures including continuous boulevard treatments, coordinated streetscape elements, structured and screened parking, and pedestrian crossing improvements. These elements support corridor cohesion while accommodating intensification. Please refer to the provided Urban Design Brief for further commentary on conformity with the Plains Road Guidelines.

8.3 BURLINGTON HOUSING STRATEGY (2022)

The City of Burlington Housing Strategy, approved by Council on June 21, 2022, establishes a municipal roadmap to increase housing options and supply. The strategy includes initiatives such as inclusionary zoning assessment work, the Affordable Rental Housing Community Improvement Plan, and tools to facilitate additional residential units.

While non-statutory, the strategy supports adding housing within intensification corridors and transit-supportive areas to make efficient use of existing infrastructure and services. It is regularly referenced by staff in advancing complete community objectives.

The proposal contributes to the City's housing objectives by introducing new residential units within an Intensification Corridor served by frequent transit, supporting housing supply diversification and efficient infrastructure utilization in accordance with Council's housing framework. Please refer to the provided Housing Impact Assessment for furhter commentary on the City's Housing Strategy.

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9. DRAFT OFFICIAL PLAN AMENDMENT

The proposed Official Plan Amendment proposes to amend the subject lands to maintain the Mixed-Use Corridor – General designation but with site specific provisions, as outlined in Table 1.

The Mixed-Use Corridor – General designation is intended to provide locations along multi-purpose arterial or major arterial roads that will serve as areas of concentration for mixed use developments with high density residential, retail, service commercial, office, entertainment, community facilities and institutions, and open space uses.

A site-specific Official Plan Amendment to the current in-effect City of Burlington Official Plan 1997 is required to facilitate the proposed development. The Official Plan Amendment includes the following site-specific exemptions:

1. Increase the maximum Floor Area Ratio to 2:33:1, whereas Official Plan Section 5.3.2 (d) (i) permits a maximum Floor Area Ratio of 1.5:1.
2. Increase the maximum height requirement to 8 storeys, whereas Official Plan Section 5.3.2 (d) (ii) permits a maximum height of 6 storeys.

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10. DRAFT ZONING BY-LAW AMENDMENT

The proposed Zoning By-law amendment proposes to amend the subject lands to maintain the Mixed-Use Corridor – General (MXG) zone, but with the removal of the current site-specific provision 371 and the addition of a new site-specific provision, as outlined in Table 2.

A site-specific Zoning By-law Amendment is required to facilitate the proposed development. The Zoning By-law Amendment includes the following site-specific exemptions:

1. Increase the Floor Area Ratio to 2.33:1, whereas Section 4.2 permits a Floor Area Ratio of 1.5:1.
2. Increase the maximum height requirement to 8 storeys, whereas Section 4.5 permits a maximum height of 6 storeys.
3. Decrease the yard abutting a residential zone on Floors 4 and 5 to 13.50 metres, whereas Section 4.1 requires 15 metres.
4. Decrease the minimum landscaped buffer abutting a street (Plains Road East) to 1.5 metres, whereas Section 4.4 requires 3 metres.
5. Decrease the minimum landscaped buffer abutting a residential zone to 1 metre, whereas Section 4.4 requires 6 metres.
6. To permit a loading space 2 metres from a residential zone, whereas Section 4.11 requires that loading/unloading shall not take place within 7.5 metres of a residential zone.
7. To permit a minimum amenity area of 12 square metres per unit (total 1,715.96 square metres), whereas Section 4.12 requires 20 m2 per one-bedroom dwelling unit.

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11. PUBLIC CONSULTATION STRATEGY

In accordance with the requirements of Section 22 of the Planning Act a Public Consultation Strategy is required to support an Official Plan or Zoning By-law Amendment application. The Public Consultation Strategy that will be utilized has been outlined below.

Below is a list of all items that have been, or will be, provided throughout the public consultation:

- Per City of Burlington's Public Consultation Strategy, a virtual Applicant-led non-formal public information meeting was held on June 5, 2023. Per protocol, City Staff mailed out notices to residents within 120m. Weston Consulting hand delivered notices to residents on Alfred Cres. To ensure participation and spoke with several residents about the proposal the week before the meeting. This meeting was independently moderated by a third-party and the proposed development was presented to the Public for feedback. A summary of Public comments with our responses is proved in the following subsection.
- Following the formal submission of the applications, a development sign will be posted on the subject lands, in a visible and informative way per City standards which will summarize the proposed development and provide the contact information of the Applicant's agent.
- Application details and supporting reports/ plans will be provided and posted on the City's website for the development applications for public review.
- A notice of Complete Application will be mailed to residents within 120 meters of the subject lands.
- A Statutory Public Meeting will be held with the Community Planning, Regulation and Mobility Committee at the appropriate time.
- Residents within 120 metres of the subject lands will be notified via mail of the Public Meeting date and details.
- Notice of a Statutory Public Meeting shall include the Ontario Land Tribunal to dismiss an appeal if an appellant has not provided Committee of the Whole with oral submissions or written submissions before a decision is made on the development application.
- Following the statutory public meeting, the public will be notified of future Council meetings regarding the recommended decision.
-

We trust the above Public Consultation Strategy is satisfactory and in compliance with Provincial legislation and implements the procedure outlined in the Official Plan. Weston Consulting remains committed to facilitating a public engagement and will assist in engaging the public though the process outlined in this Report.

11.1 PRE-APPLICATION NEIGHBOURHOOD CONSULTATION MEETING

A Pre-Application Neighbourhood Meeting was held on October 6, 2025, online via ZOOM. This meeting gave the public an opportunity to learn about what was being proposed in their community and gave them an opportunity to provide comments and ask questions. Below are some key themes that emerged based on community comments.

Compatibility and Built Form

There were comments provided regarding the height of the proposed building and whether the development will be compatible with the existing low-rise residential neighbourhood.

At the time of the neighbourhood meeting, an 11-storey condominium building was being considered. Given feedback provided from residents and the need to maximize compatibility with the immediate neighbourhood, the height was reduced from 11 to 8. The 8- storey height provides flexibility in housing options for seniors through a shift away from the initially proposed condominium proposal. With the additional height above the as of right 6 storeys, the development provides appropriate setback and buffering to the adjacent low-rise residential units to mitigate any potential impacts on residents.

Shadowing

There were public concerns about the building blocking sunlight to their properties. A shadow study was prepared to determine the impact of the proposed development on nearby properties. The shadow study concluded that there would be no adverse impacts on nearby properties. This study can be found in the Urban Design Brief and as part of the Architectural Drawing set enclosed as part of the submission. The reduction in height from 11 to 8 storeys further reduces potential shadow impacts.

Traffic and Parking

The public was concerned about traffic due to the increased number of residents that would be living in the area as a result of the proposed development. Public also raised concerns if the amount of parking provided was adequate for the proposed number of units.

The Traffic Impact Brief prepared concludes that the proposed development will have a minimal impact on traffic, if any, and the parking supply is adequate considering the use and proximity to transit. The development provides for 47 parking spaces which is over and above what is required by By-law 2020-478. As outlined by Staff in their 2024 report, "*City staff were directed by Council to make these changes to support Burlington's Housing Accelerator Fund Action Plan, and ultimately the creation of more housing in Burlington.... The amendments include establishing an open parking standard for lands in the Fairview Street / Plains Road and Appleby Line corridors, which would remove minimum residential vehicle parking requirements for lands within these specific geographic areas and that are served by high frequency transit*".

Heritage Impact

The public raised concerns with potential impacts on the adjacent heritage building at 241 Plains Road East. As noted in the Heritage Impact Assessment, the proposed development will not impact the existing heritage building and the existing character of the heritage building will be considered when determining the exterior materials during the detailed design stage. The recommendations of the submitted heritage report have been incorporated into the site design.

11.2 BURLINGTON URBAN DESIGN REVIEW PANEL

An Urban Design Advisory Panel Meeting was held with City of Burlington staff on July 24, 2025, to discuss the built form and architectural design of the proposed development. Members of the panel provided the following recommendations to the project team:

1. CONTEXT & PUBLIC REALM

How does the proposal respond to the surrounding context and public realm, including adjacent waterfront and the broader neighbourhood? What improvements could assist in integrating the proposal into the surrounding urban fabric?

- If the future policy direction of Plains Road is intended to be mid-rise, the proposal does a good job to fit the mass into the future context.
- What more could this design do to accommodate the low-rise neighbourhood to the north? Could the design express more of a podium as opposed to a colour and materials change at the lower floors? The low-rise aspect of the proposal could be further reinforced by doing this while responding positively to the adjacent heritage property.
- The question of the height fitting within the existing context needs to be further examined as while the proposed building height fits within the midrise design guidelines, the shadow study indicates shadow on the adjacent residential neighbourhood and heritage property.
- Concerns if the building height were appropriate given the context. A more reasonable height was suggested in the range of six to nine stories with a slimmer footprint.
- BUD panel members also acknowledged given the proximity to the existing heritage property next door, the size, scale and massing should be refined to be more respectful of this transition.
- Moving forward the site plan should show the context and proximity of the proposed building relative to the existing heritage building and existing townhouse development. This will demonstrate the full extent of the relationship between the building and its surrounding.

2. BUILT FORM & SITE DESIGN

Is the proposed site layout, circulation strategy, and massing appropriate given the site's context? How could the site design better assist in ensuring an activated and engaging public realm?

- Should the podium be further defined and extended to the north the entrance to the underground parking garage can be incorporated into the podium and provide for additional amenity space.
- Commendation to locating the vehicular parking towards the back of the site and proving several pedestrian connections throughout the site.
- The proposal needs to be considered in some respects as the only tall building in a block of existing low-rise buildings.
- The proposal demonstrates a great deal of care and attention from the perspective of the front elevation; however, it feels as if there is less care and thoughtful detaining on the side elevations. These side elevations are going to be incredibly visible and impactful as residents traverse the Plains Road corridor.
- There is appreciation for and value in the intent for simplicity and minimalism; however there feels as if there is a great deal of materials within the palette for a relatively small building.
- BUD members suggest utilizing simple materials to further detail the building podium, with specific attention to residential details as the surrounding context is very residential in nature.

- If the interior garbage room can be shifted or relocated further north, this would assist in enhancing the quality of the amenity space proposed for the north-east pathway and side yards.
- The opportunity for side yard entrances through the terraces for ground floor residential units was suggested as potentially a missed opportunity. Not having entrances lends itself to more chance of unused, sterile areas. Introduction of through entrances could provide for further activation of the site and create opportunities for spill-out areas to the edge of the walkway that could be intended for light use by adjacent ground floor residents.
- BUD members questioned the need for the pedestrian walkway along the north side of the building. Omitting the walkway on the north side of the site and having the walkway return to the side yard or private patios as noted was thought to be more appropriate. The walkway area removed along the north side of the building could then be utilized for landscape area which was thought to benefit the application.
- Having the bicycle parking storage immediately accessible on the ground floor and from the exterior walkway was appreciated, removing the need for residents to traverse the interior of the building or access underground parking for bicycle storage.
- It was recommended that the interior amenity area proposed on the west side of the ground floor be switched with the residential units on the east side of the ground floor adjacent the bicycle storage. Reallocating the use of space on the ground floor was also thought to offer opportunities to relocate less desirable spaces such as the garbage room or bicycle storage to the north-east corner, capitalizing on synergies with the vehicular access and loading area.
- A separate secondary lobby or access point to the building at the north-east corner from the
- vehicular access and loading was suggested as beneficial to delineate and assist with site
- programming or wayfinding for deliveries.
- The locker spaces proposed on each floor adjacent to the elevator were thought to be better used as residential gross floor area or better allocated to other space within each floor of the building. BUD members noted typically a consolidated locker room is provided on the ground floor or in the basement as opposed to one every floor of the building.
- It was noted that the projected balconies make the building form and massing appear even larger than perhaps intended. It is recommended that opportunities to redesign the protruding balconies be explored to reduce the building articulation and reduce the apparent building mass.

3. OPEN SPACE & SUSTAINABILITY

How effectively does the proposal integrate meaningful public open space into the site and surrounding neighbourhood context? How could the proposal better contribute to long-term sustainability objectives (e.g., climate resilience, floodplain considerations, tree canopy, access to green infrastructure, etc.)?

- BUD panel members felt the application could have greater focus on sustainability in terms of stormwater management and building materials. It was noted specifically that spandrel panels and window walls are not the most sustainable design choices.
- When detailing the podium of the building, consideration for additional landscaping should be considered.

- With respect to social sustainability, the programming of the amenity areas within the building was noted of importance. Programming of these spaces should encourage social inclusion, and interaction provided the multi-residential nature of the proposed building.
- Ensure adequate soil volumes are provided on site to allow for full canopy development.
- Opportunities for incorporation of green roofs were identified as worthy of consideration, assisting with both the total landscape area on site and making the feel of the building more residential in nature.

Considerations from this meeting have been incorporated as recommended by the Panel into the final design of the building being put forward in this application; more detail in this regard is provided in the Urban Design Brief. Revisions have been made to reflect the feedback and to ensure the best possible design of the building while considering the unique limitations of the site.

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12. PLANNING ANALYSIS

12.1 POLICY CONTEXT

The subject lands are located within an existing Settlement Area as well as within the delineated Built-up Areas in the PPS 2024. Policies direct that these areas accommodate the majority of the Province's growth and development. In addition, the Region of Halton Official Plan and City of Burlington contain policies that support development that provides increase residential density to an underutilized site.

The proposed development demonstrates intensification in a built-up area of the City of Burlington and will provide a range of seniors unit sizes to further diversify the unit mix in the surrounding area. The proposal will be in close proximity to community facilities, commercial uses, public transit, and will be supported by municipal water and wastewater services.

Taken together, the applicable Provincial and municipal policy frameworks support intensification in planned corridor locations and require that built form be well-designed, context- responsive, and implemented with appropriate mitigation where sensitive adjacent uses exist (including low-rise residential and protected heritage properties). Accordingly, the planning analysis evaluates the proposal against the core compatibility tests—transition in height and massing, site organization and buffering, and the conservation of adjacent heritage attributes; recognizing that detailed mitigation measures can be secured through development approvals.

12.2 COMPATIBILITY

The proposed development is contextually appropriate given it is located within a Regional Intensification Corridor and a neighbourhood consisting of single detached, townhouse, low-rise and mid-rise residential uses. There are several examples of similar mid-rise developments along Plains Road East. The proposed development provides an appropriate transition from Plains Road East to the single detached residential neighbourhood to the north. Residential units will have appropriate acoustic fences to mitigate noise from Plains Road East as implemented in the Site Plan and Landscape Plan. Appropriate design and landscaping measures will be implemented to mitigate concerns of privacy and overlook from outdoor terraces and balconies abutting the residential to the north.

The proposal is organized to deliver an appropriate transition from Plains Road East's corridor character to the adjacent low-rise community by consolidating density into a single apartment form towards Plains Road; using setbacks, stepbacks and landscape buffering to manage overlook and perceived mass; and implementing site design features that integrate the development with surrounding uses and provide safe, barrier-free pedestrian connections to the public sidewalk and transit. This approach aligns with the Official Plan corridor/ urban design direction that buildings be oriented to the street and transit, that access be safe and convenient for pedestrians, and that impacts to adjacent residential uses be minimized through screening and landscaping.

The proposed development has been designed in such a way that compliments the existing built form of the neighbourhood including preserving the heritage property to the northeast at 241 Plains Road East. Traditional design elements will be considered at the detailed design stage to compliment the heritage property to the east, where appropriate.

12.3 SENIORS HOUSING

The proposed development contemplates 134 seniors units designed for aging in-place. The vision for the building is for residents to have private accommodations for independent living while also having access to shared indoor and outdoor amenities and health care services. The ground floor of the building contains a mail room, several hobby rooms for activities, a community room with a kitchen for events, laundry room, and a health examination/ wellness room for the on-site nurse services.

There is an increased demand for seniors housing in Burlington with the aging population and the proposed development aims to address housing needs for seniors. The proposed development allows residents the opportunity to function independently with the option to utilize services and community spaces if desired.

12.4 ADJACENT ELEMENTARY SCHOOL SENSITIVITIES

Through public consultation with neighbourhood residents, concerns were raised regarding the adjacent Holy Rosary Elementary School. It is acknowledged that the City has experienced dangerous environments on or near existing elementary schools. Weston Consulting and the Applicant take student safety seriously and engaged with City Transportation Staff and external agencies to review the design of the proposed development:

1. Burlington School Traffic and Mobility Advisory Committee ("STMAC"): Weston reached out to the STMAC to present the proposed development in November 2025 to gather feedback on the proposed development. It was determined that the scope of the Committee was for operational issued for school properties and that City Transportation would provide comments on development proposals.
2. City Transportation Department: A meeting was held with City Staff to review access design to confirm is proposed Gallagher Road access was preferred. It was determined that the access as-shown was preferred over a through- driveway from Gallagher to Plains, or a singular access from Plains Road. It is expected that further comments from City Staff will be provided through their complete review of the development application and supporting studies.
3. Halton Catholic School Board: Weston approached the Planning Services Department for comments on site plan design in November 2025. The conceptual site plan was shared for feedback; however, comments were not provide after several follow ups. It is expected that formal comments will be provided following formal submission of the development applications.

Based on the above, it is our opinion that the Applicant has made efforts to gather feedback specific to school safety prior to the submission of the development applications. Provided feedback has been incorporated into the proposed that has been submitted. It is acknowledged that there could be further comments and revisions to the proposal may be needed.

12.5 CULTURAL HERITAGE COMPATIBILITY

The proposal demonstrates policy conformity for development on adjacent lands to protected heritage property as it directly addresses the applicable policy test: whether the heritage attributes will be conserved. Provincial policy requires that adjacent-land development only occur where it has been demonstrated that the heritage attributes of the protected heritage property will be conserved, and the City policy framework similarly requires an evaluation demonstrating conservation of those attributes. The provided HIA confirms that the proposal results in minimal impact to the identified heritage attributes of 241 Plains Road East and no impact to the identified heritage attributes of 242 Plains Road East, confirming the proposal does not impact heritage attributes as defined in the designation by-laws. The HIA identifies specific mitigation measures that can be secured through a future Site Plan Control application and construction protocols. The proposal also aligns with the Plains Road Urban Design Guidelines' direction to provide enhanced separation/ buffering where higher-intensity residential uses are introduced adjacent to heritage dwellings, reinforcing that the development is not only policy-compliant but also consistent with the intended built-form response in this context.

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13. CONCLUSION

Based on the foregoing analysis, it is our opinion that the proposed seniors-oriented apartment redevelopment represents good Planning and is consistent with the public interest. The proposal implements Provincial direction to accommodate growth through intensification within the urban areas, makes efficient use of existing and planned municipal infrastructure, and contributes an important form of housing that responds to demographic needs in an appropriate corridor location.

The proposed built form has been evaluated through the supporting technical submissions and the compatibility analysis in this report and is designed to provide an appropriate relationship to surrounding uses through site organization, setbacks/ stepbacks, and landscape buffering, with detailed measures. The development also appropriately addresses nearby cultural heritage policy tests to ensure minimal or no impact to the identified heritage demonstrating that heritage attributes will be conserved. Accordingly, the requested planning approvals are appropriate to facilitate the development as proposed. It is our opinion that the submitted Official Plan and Zoning Amendment Applications should be approved.


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