



DIALOG®

Penta Properties

PLANNING OPINION LETTER

1200 KING ROAD, BURLINGTON
SEPTEMBER 2022



NOTE TO READER

The following document is prepared by DIALOG for Penta Properties, as part of a preliminary analysis of the 1200 King Road site in Burlington. A full Planning Rationale Report will be prepared once the full extent of technical studies are completed, as well as the Concept Plan refined accordingly.

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EXECUTIVE SUMMARY

OUTLINE OF THE LETTER

The lands at 1200 King Road in Burlington represent a significant community-building opportunity. Strategically located in a growing city along a thriving economic corridor with access to transit and infrastructure, 1200 King Road provides an opportunity to envision a complete community that is designed for wellbeing. A community that will be committed to conserving and enhancing the wellbeing of natural systems, supporting public investments including transit, demonstrating leadership in sustainable development, and supporting a diverse community through a mix of uses.

The Subject Site is currently designated Employment Area in Regional Official Plan and Employment Lands in City of Burlington's in-force Official Plan. Through this Planning Opinion Letter, we have outlined that the land use conversion of the subject to allow for a mix of uses including residential uses is appropriate, represents good planning, and meets the criteria as set out in Policy 2.2.5.9. of the Growth Plan for Greater Golden Horse-shoe and as discussed in detail in Section 6.1.1 of this report.

Upon approval of the land use conversion, the preliminary concept plan will further develop to achieve the vision and guiding principles outlined in this document. Key components and opportunities that will be vital in helping to realize this vision of enhancing the wellbeing of individuals, families, the community, and the environment include, without limitation:

- Executing a planning process that meaningfully engages neighbours, businesses, city, region, and provincial staff, industry, and social enterprises,
- Creating a place where people and nature can thrive together,
- Successful integration of economy employment and “complete communities” that attract and retain talent,
- Establishing the site as a linchpin in the economic development of the region, that integrates with existing natural systems and neighbourhood life, leveraging transit investments and enhancing sustainability and wellbeing,
- Integrating a diverse set of partners including sports & recreation facilities, post-secondary institutions, advanced manufacturing, affordable housing providers, and natural heritage conservation groups

The proposed plan is a product of many shared aspirations. It is informed by priorities identified in public policy as well as an engaging process with local communities, and with a host of stakeholders including employers, leading post-secondary institutions, innovative affordable housing providers, sport associations, and thought leaders in various industries in Canada and abroad. The proposed Framework Plan is a high-level visionary document that imagines these lands as a place that brings people together. The resulting Vision is for a place that:

- Is authentic - filled with trees and places to walk and play.
- It flourishes - with businesses that thrive on innovation.
- It bustles - with sports and reasons to celebrate.
- It is welcoming - creating opportunities for all to live and work.
- It is sustainable - nurturing the long-term wellbeing of people and the environment.

To realize this vision, the Framework Plan is guided by 10 overarching Principles and four Big Moves:

- Preserve and Enhance Natural Heritage Systems
- Create an East-West Connector that connect King Road to the Aldershot Go Station
- Provide green corridors to connect Natural features
- Establish a fine grid of walkable streets

Collectively, these Big Moves set the stage for a mixed-use, complete, and connected community where access to jobs, housing, schools, shops, food, parks, recreation and other key community amenities are available within a 15-minute walk or bike ride from home. In total, the Subject Site is expected to host over 8,700 residents and 1,500 jobs. This growth is expected to occur in phases and through the creation of new streets and development blocks, a range of community amenities, over 4 hectares of new parks and open spaces linked to existing natural feature, infrastructure supporting new homes of various types, and a range of employment space.





INTRODUCTION

1.0 INTRODUCTION

This planning opinion letter has been prepared by DIALOG at the request of Penta Properties, owner of the lands at 1200 King Road, Burlington (the “Subject Site”). This letter outlines our planning opinion with respect to the comprehensive development of the Subject Site and is a planning justification for approval of a land use conversion. This Planning Opinion letter provides an overview of the Subject Site and surrounding area, outlines the vision and the preliminary concept plan developed for the Subject Site, sets out the land use planning, policy and regulatory context that applies to the Subject Site, and provides a planning analysis and identification of land use opportunities. A full Planning Rationale Report will be prepared once the full extent of due diligence technical studies are completed, as well as the Concept Plan refined accordingly.

1.1 PROCESS

It is our understanding that Penta Properties is seeking to obtain approvals for a mixed-use development on their lands at 1200 King Road, Burlington. We anticipate that the associated approvals will entail modifications to the Regional and City Official Plans and conversion of lands from employment areas to allow for a mix of uses including residential.

It is our understanding that the conversion of lands within employment areas to non-employment uses may be permitted only through a municipal comprehensive review. Region of Halton has not approved the conversion for 1200 King Road as part of Regional Official Plan Amendment (ROPA) 49, but ROPA 49 is currently awaiting ministerial approval. Minister can modify, approve or refer the Official Plan to the Ontario Land Tribunal. The report provides support for the Minister to modify and include the conversion, or to support referral of the appropriateness of employment designation on the lands to the Ontario Land Tribunal (OLT).

1.2 A COLLABORATIVE APPROACH

Penta Properties has engaged DIALOG, a multi-disciplinary planning and design firm, to undertake the master planning process for the Subject Site. As part of the process, consultants in complementary fields, including but not limited to archaeological assessors, Indigenous consultants, engineers, ecologists, natural heritage experts, hydrology and hydrogeology experts, and acoustic experts, have been added to the team to ensure that the vision for the site not only respects the context, but also complements and amplifies it in a meaningful way.

The vision and the concept provided in the package is developed with the support and input of various aligned stakeholders. Numerous community engagement events, site walking tours, and stakeholder interviews have already been held, with many more engagement opportunities to come as the project progresses.

1.3 CONNECTION TO 2030 COMMONWEALTH GAMES

Through the leadership of a private-sector consortium, and the participation of the City of Burlington along with a coalition of other Greater Golden Horseshoe (GGH) municipalities, is bidding to host the 2030 Commonwealth Games. 1200 King Road is identified as a catalyst project and one of the potential sites to host Games related sports and venues. As a catalyst project, 1200 King Road is an opportunity to enact immediate impact and act as a key pillar in the Game’s transformative model. There is an exciting opportunity to leverage the resources and opportunities presented by the bid process to realize the City of Burlington’s and the community’s vision for these lands as a nationally and international significant effort.



FIGURE 1: LOCATION MAP





SUBJECT SITE & SURROUNDINGS

2.0 SUBJECT SITE & SURROUNDINGS

2.1 SUBJECT SITE

The Subject Site is located in Burlington, at 1200 King Road, located approximately 500 metres north of Plains Road and is bound by unique contextual conditions on all four sides. To the west is the Aldershot GO Station and its associated parking lot. To the north the property is bounded by Highway 403 and a Hydro utility corridor. To the south the site is bound by Canadian National Railway lands.

The Subject Site is 49.17 ha (121.55 ac) and irregular in shape. The property is described as Part of Lots 3, 4, 5, and 6, Concession 1, Part 1 RP 20R -11103, and Part 1 RP 20R-15410, formerly of the Township of East Flamborough, now in the City of Burlington, Regional Municipality of Halton.

The Site is undeveloped, contains no buildings or structures and contains relatively recent woodlands and a pond on the western portion of the property. The east portion of the site was previously utilized for agricultural purposes. Three creeks run through the site, a tributary of Grindstone Creek runs on the westerly portion of the site, Falcon Creek runs in the central portion of the site, and Indian Creek runs in the easterly portion of the site in an engineered channel.

2.1.1 HISTORY OF THE SITE

The first identified use of the Site was for industrial purposes based on available aerial photography, city directories, and land titles. According to Phase One ESA report by Cambium Inc., review of land titles indicated the first industrial use of the Site was in 1894 when part of the Site was transferred to Burlington Pressed Brick & Terra Cotta Co. In addition, brick and ceramic sewer pipe manufacturing is inferred to have occurred from the early to mid-1900s when a portion of the Site was owned by The Dominion Sewer Pipe Co./Dominion Sewer Pipe & Clay Industries Limited and National Sewer Pipe Company Limited. There are no record of employment uses since mid-1900s.

Furthermore, the Site's historical images from 1951 to 1960 along with the preliminary analysis undertaken by the environmental team, suggest that the woodlot along Falcon Creek is more mature compared to the new growth that occurred in the following decades, west of the original woodlot.



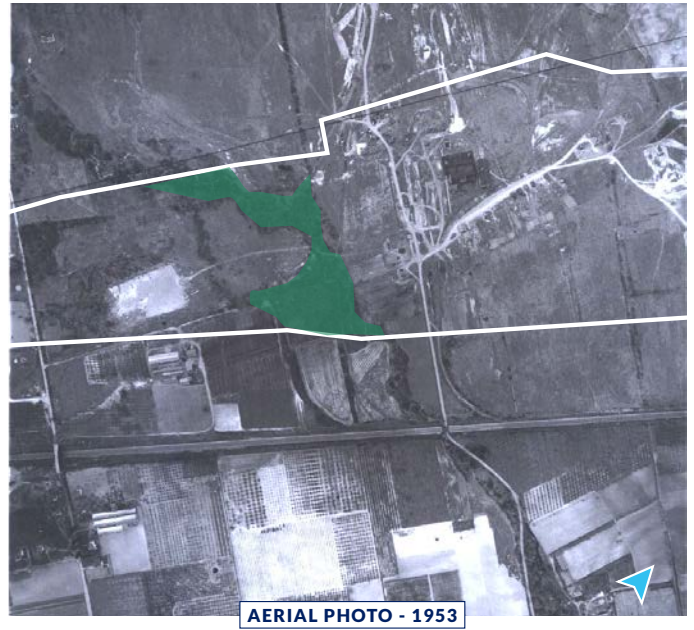
FIGURE 2: SUBJECT SITE LOOKING SOUTHWEST



FIGURE 3: SUBJECT SITE LOOKING SOUTH



FIGURE 4: SUBJECT SITE LOOKING WEST




 EXTENT OF ORIGINAL WOODLOT

FIGURE 5: HISTORICAL AERIAL IMAGES OF THE SUBJECT SITE



FIGURE 6: UNDER SUBJECT SITE LOOKING NORTHWEST

2.2 AREA CONTEXT

The Subject Site is located in Central Aldershot, an area generally bounded by the fishway canal (York Boulevard) to the west, Highway 403 to the north, the Queen Elizabeth Way to the east and Burlington Bay and Hamilton Harbour to the south. Aldershot Village is an area that is predominately residential in character, with commercial areas along Plains Road. There are also small pockets of lands that are used, or were previously used, for industrial purposes, generally located along the south side of the rail corridor, along Waterdown Road and along King Road. Employment lands extend to the Queen Elizabeth Way (QEW).

The surrounding area along the east side of Waterdown Road and along Plains Road has traditionally been a grade-oriented low-rise neighbourhood. Given the proximity to the railway, office, commercial, and prestige industrial uses have also historically existed in the area, particularly closer to the railway. However, the 1997 Burlington Official Plan developed a policy framework that would see Plains Road and Waterdown Road transform into mixed-use corridors with the land uses on Waterdown Road focused

on commercial and office uses while King Road remained predominantly residential south of the rail corridor and industrial north of the rail corridor.

In 2006, the Growth Plan for the Greater Golden Horseshoe was released and provided a policy direction to, among other elements, direct growth to major station areas and included a foundation that is based on intensification first. This policy framework led to the City of Burlington's GO Station Lands Intensification Opportunity Study and Mobility Hubs Opportunities and Constraints Study as part of its Official Plan Review. It has also led to a significant amount of new development proposals near the Aldershot GO Station. Mid- and high-rise residential and mixed use (commercial and residential) buildings have been developed along Plains Road East, particularly along the south side while Waterdown Road has seen less development activity than Plains Road over the last 10 years. The development that has occurred along the Waterdown Road corridor in this area has been focused north of Masonry Court and east of Waterdown Road.

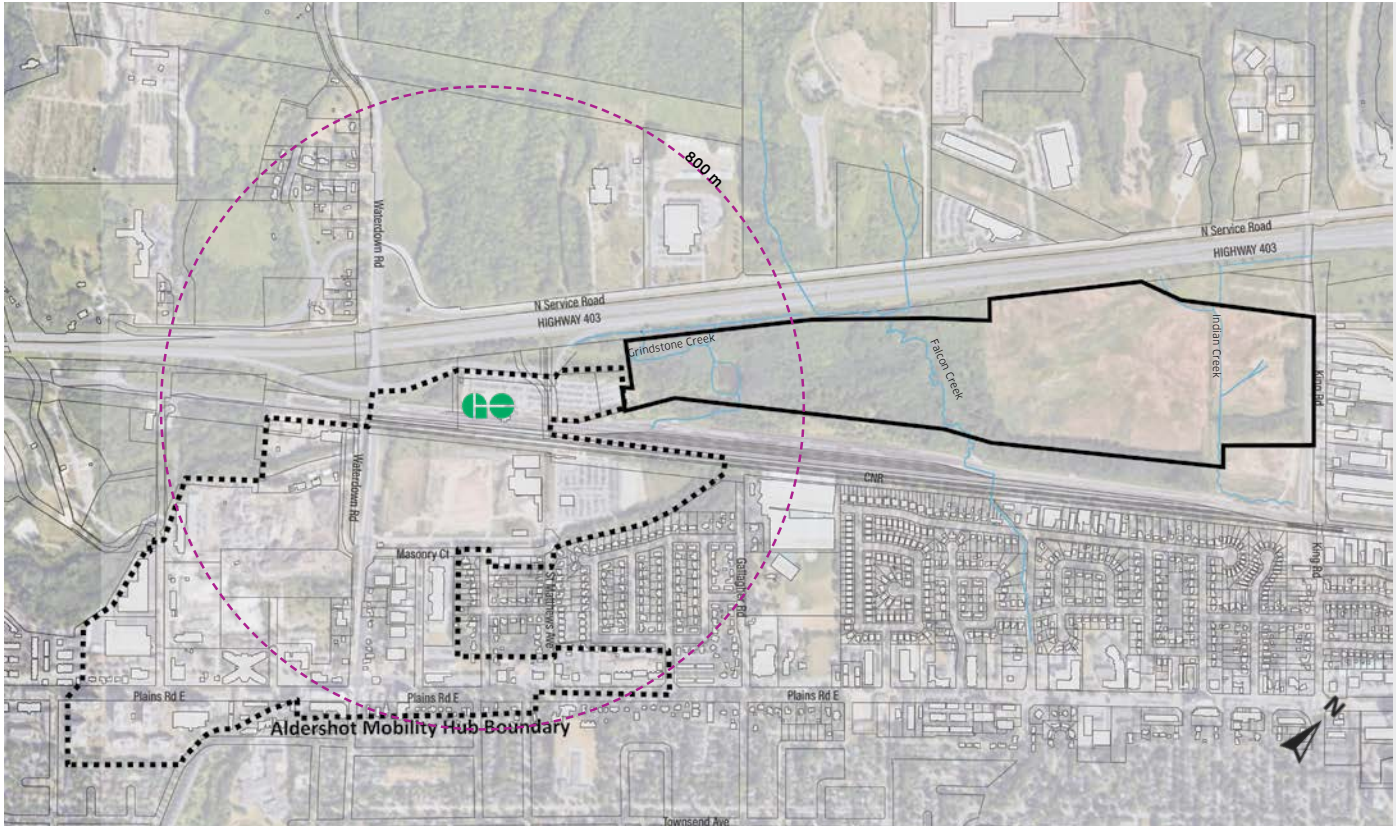


FIGURE 7: CONTEXT MAP

The Subject Site is located immediately east of the Aldershot GO Station, however it was not included as part of the Aldershot GO Major Transit Station Area (“MTSA”). MTSA’s have been redefined as the area within an approximate 500 to 800 metres radius of a transit station, as opposed to approximately 500 metres. In this regard, the majority

of the Subject Site falls within the 800-metre radius from the Aldershot GO Station. However, Halton Region, through Regional Official Plan Amendment (“ROPA”) 48 delineated MTSA’s throughout the Region, including within the City of Burlington and removed 1200 King Road from the MTSA boundary of Aldershot GO.



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POLICY AND REGULATORY CONTEXT

3.0 Policy and Regulatory Context

3.1 GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE (2019, AS AMENDED)

On May 16, 2019, the Growth Plan (A Place to Grow: The Growth Plan for the Greater Golden Horseshoe) came into effect, replacing the Growth Plan for the Greater Golden Horseshoe, 2017. Furthermore, Amendment 1 (2020) to the Growth Plan (2019) (the “Growth Plan”) was approved and came into effect on August 28, 2020.

Planning for MTSAs is addressed in Section 2.2.4 of the Growth Plan. In the 2019 Growth Plan, MTSAs have been redefined as the area within an approximate 500 to 800 metres radius of a transit station, as opposed to approximately 500 metres. In this regard, the westerly portion of the Subject Site falls within the 800-metre radius from the Aldershot GO Station. However, Halton Region, through Regional Official Plan Amendment (“ROPA”) 48 delineated MTSAs throughout the Region, including within the City of Burlington and removed 1200 King Road from the M TSA boundary of Aldershot GO.

With respect to Employment Lands, Section 2.2.5 of the Growth Plan indicates that economic development and competitiveness in the GGH will be promoted by:

- a) making more efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities;
- b) ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan;
- c) planning to better connect areas with high employment densities to transit; and
- d) integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment

Policy 2.2.5.9 states that the conversion of lands within employment areas to non-employment uses may be permitted only through a municipal comprehensive review where it is demonstrated that:

- a) there is a need for the conversion;
- b) the lands are not required over the horizon of this Plan for the employment purposes for which they are designated;
- c) the municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan;
- d) the proposed uses would not adversely affect the overall viability of the employment area or the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan; and
- e) there are existing or planned infrastructure and public service facilities to accommodate the proposed uses.

It is our opinion that the site meets the criteria as set out in Policy 2.2.5.9 of the Growth Plan as outlined in section 6.1.1 of this report and is consistent with the Growth Plan’s guiding principles.

FIGURE 8: PROPOSED SITE PLAN

3.2 PROVINCIAL POLICY STATEMENT (2020)

On February 28, 2020, the Province released the new final approved Provincial Policy Statement (“PPS”) which replaces the PPS issued on April 30, 2014. The 2020 PPS took effect on May 1, 2020.

One of the main policy directions continually expressed in the PPS is to build strong communities by promoting efficient development and land use patterns. To that end, the PPS contains several policies that promote intensification, redevelopment, and a compact built form, particularly in areas well served by public transit and infrastructure.

Policy 1.1.1 of the PPS provides that healthy, livable, and safe communities are sustained by promoting an efficient development and land use pattern which sustains an appropriate range and mix of residential dwellings, employment (including industrial and commercial), institutional, recreation, park and open space, and other uses. Furthermore, Policy 1.1.3.2 of the plan states that land use patterns within settlement areas shall be based on densities and a mix of land uses that promotes efficient land uses, infrastructure and public service facilities and are transit-supportive, where transit is planned, exists, or may be developed.

Policy 1.1.3.3 requires planning authorities to identify and promote opportunities for transit supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment, where this can be accommodated taking into account existing building stock or areas and the availability of suitable existing or planned infrastructure and public service facilities.

Policy 1.1.3.6 of the plan states that new development taking place in designated growth areas should have a compact form, mix of uses, and densities that allow for the efficient use of land, infrastructure and public service facilities.

In terms of housing, section 1.4.3 states that planning authorities shall provide an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents by, among others, permitting and facilitating all types of residential intensification required to meet the social, health, economic, and wellbeing requirements of all residents, directing the development of new housing towards locations where appropriate levels of infrastructure and public

service facilities are or will be, promoting densities for new housing which efficiently use land, resources, infrastructure and public services, as well as requiring transit-supportive development and prioritizing intensification in proximity to transit including corridors and stations.

The efficient use of infrastructure, particularly public transit, is a key element of the PPS found in Sections 1.6. Section 1.6.3 states that the use of existing infrastructure and public service facilities should be optimized, wherever feasible, before consideration is given to developing new infrastructure and public service facilities. With respect to transportation systems, Policy 1.6.7.4 promotes a land use pattern, density and mix of uses that minimize the length and number of vehicle trips and support the current and future use of transit and active transportation.

Section 1.7.1 of the PPS speaks to long-term economic prosperity and that it should be supported by encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce, optimizing the availability and use of land, resources, infrastructure, and public service facilities, and encouraging a sense of place by promoting well-designed built form and cultural planning.

Policy 1.8.1 of the PPS speaks to how planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of a changing climate through the land use and development patterns which promote compact form and a structure of nodes and corridors, promote the use of active transportation and transit in and between residential, employment (including commercial) and institutional uses, and to encourage transit supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion.

It is our opinion that the conversion of the lands from Employment Area to allow for non-employment uses is generally consistent with the Provincial Policy Statement and, in particular, the policies relating to transit-supportive development and the efficient use of land and infrastructure.





A VISION FOR KING ROAD

4.0 A Vision for King Road

4.1 VISION

The concept plan is guided by the following overarching Vision:

1200 King Road will bring people together.

It is authentic - filled with trees and places to walk and play.

It flourishes - with businesses that thrive on innovation.

It bustles - with sports and reasons to celebrate.

It is welcoming - creating opportunities for all to live and work.

It is sustainable - nurturing the long-term wellbeing of people and the environment.



FIGURE 9: CONCEPTUAL RENDERING FOR ILLUSTRATION PURPOSES ONLY



4.2 GUIDING PRINCIPLES

The framework plan is guided by the following overarching Principles:

Exalt Nature



Conserve and enhance natural heritage features in a manner that can be enjoyed by all. Respect the land, its history, and the natural ecology. Nurture synergies between healthy ecosystem services and the day-to-day life and livelihood of the community.

Nurture Wellbeing



Centered around the wellbeing of the land and the people. Building on the natural and agricultural cultural heritage of the site. Developing in a manner that meaningfully improves the wellbeing of people and communities, including social and economic wellbeing and mental health. Providing opportunities for food production and increase in biodiversity. Providing opportunities to access natural and landscaped open space.

A 15-minute Neighbourhood



A place where people can fulfill the activities of everyday life within walking distance. A neighbourhood that is an extension of Aldershot, that is well-connected and integrated with the city, which offers a mix of residential, commercial, recreational and employment uses within walking distance supported by great open spaces and an animated public realm.

Livable and Vibrant



Sufficient people and activities to make a difference. A critical mass of population and functions to support successful businesses and attract a diversity of retail, amenities, and services. Integrating a mix of uses including residential, commercial, employment, and recreation.

Inspire Active Living



Become a hub for sports and recreation in a manner that engages the young and old, the elite and the amateur. Integrate multi-sport facilities (including gymnastics and an indoor track), four-season recreational trails, and possibly an arena to serve Aldershot, Burlington, and beyond. This principle can realize as part of the Commonwealth Games in an expedited manner but will benefit the community beyond the Games.

Foster Equity, Diversity and Inclusion



Create opportunities for all, through a process that is inclusive and a neighbourhood that is welcoming. Build a diversity of commercial spaces and a mix of housing typologies – that can accommodate the needs of a wide range of business and households. Incorporate affordable housing. Integrate a fine grain of social spaces and community facilities that can foster the development of social networks and organizational capacity. Facilitate an inclusive planning process and ongoing operation of facilities.

Innovate with Employment + Skill Training



Foster the spaces and partnerships that enable cutting-edge businesses and research to thrive. Steward spaces of ‘collision’ that enable the synergies needed for a creative economy to develop. Intertwine advanced manufacturing, with labs, libraries, and culture centres. Support businesses’ competitive need to attract and retain talent by providing the living environments that creative works seek.

Favour Walking



Walking is a simple choice, with profound consequences. Within King Road people should be able to choose to walk, as a pleasurable way to move around, year-round. As they go to work, or school, or shopping. Same those who choose to cycle or use transit. And in a manner that includes people of all abilities.

Cuddle a “Heart”



Cultivate a focal point for community life. A place where people can linger, have fun, socialize. A place where main-street retail and day-to-day activities are crystallized by a strong and vibrant public realm which accommodates and celebrates people of all ages and abilities. A main street, a public square, with an authentic sense of place, that draws and connects people and helps business thrive.

Showcase Leadership

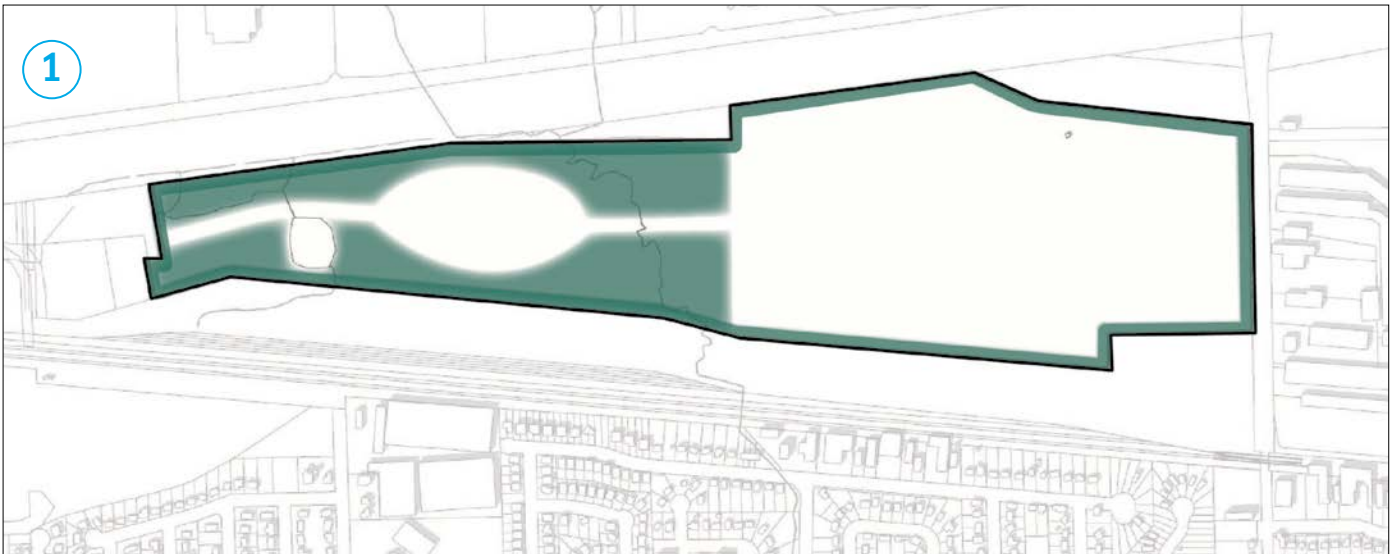


Showcase leadership in sustainability, research, and social wellbeing. Advance an innovation hub and neighbourhood as inspiring model for the future of sustainable development in which research, cross-sector collaboration, ideation, incubation, and entrepreneurship collide in a mixed-use environment – a testing ground for research and innovation that attracts partnerships with post-secondary institutions on a national and international level.

4.3 THE BIG MOVES

The master plan concept for 1200 King Road has been influenced by Four Big Moves. These informed the blueprint for how it will grow over time, where major infrastructure will be placed, what the development pattern is, and how contextual features can be integrated into the site. The Four Big Moves are as follows:

1. Preserve and Enhance Natural Heritage Systems by establishing a respectful relationship between the environmental features and development blocks and improve the community's mental health by providing visual and physical access to natural features.
2. Create an East-West Connector that connects King Road to the Aldershot Go Station as prescribed in the Official Plan. The East-West road will be designed to be multi-modal and will be the heart of the community.



3. Provide Green Corridors to connect Natural features including a central park, a linear park, and a green buffer in the perimeter of the Site with opportunities to include trails.
4. Establish a fine grid of walkable streets that connects to transit and increases permeability.





05

THE CONCEPT PLAN AND FRAMEWORKS

5.0 The Concept Plan and Frameworks

5.1 THE CONCEPT PLAN

A draft Concept Plan for 1200 King Road has been prepared as part of the preliminary analysis of the Subject Site. Future work on the Concept Plan will be informed by the continued work of team members, including without limitation the review of environmental features, hydrology and storm water management, archeology, transportation systems, noise, and matters pertaining to the compatibility of land uses. Future iterations of the Concept Plan will also be informed through additional consultation with stakeholders, community members, and City, Regional, and provincial authorities.

A site of this scale, along with its unique history, contextual conditions and varied adjacencies requires an integrated approach to planning and concept development. The vision to plan/design 1200 King Road to specifically focus on enhancing the wellbeing of individuals, families, the community, and environment requires a set of Big Moves that

considers the site holistically, acts as a guide for development and sets the fundamental foundations to develop the site.

Influenced by the Four Big Moves outlined above, the draft Concept Plan for 1200 King Road showcases the potential development pattern, mix of uses, integration of contextual features, location of major infrastructure pieces, and the optimal build-out opportunity. The plan/design of the site is an opportunity to integrate new-economy employment with 'complete communities' that attract and retain talent. It is a place where people and nature can thrive together by supporting active lifestyles, increasing access to care services and amenities, reducing social isolation, and conserving natural systems and ecosystem services. The preliminary uses proposed in the draft Concept Plan for 1200 King Road are intended to provide a complimentary mix of activities, and are as follows:



FIGURE 10: PRELIMINARY CONCEPT PLAN ' FOR ILLUSTRATION PURPOSES ONLY

- Mixed-Use (Advanced Manufacturing) – Advanced manufacturing as part of a multi-story building and potentially as part of a mixed-use building, integrating commercial and/or residential uses.
- High Street – Active retail and commercial uses at grade level, as part of a mixed-use development. Wider street profile to accommodate spill out zones for businesses.
- The ‘HUB’ Mixed-Use (Office + Institutional) – An integrated ‘collision’ venue(s) integrating academic experiential learning and industry collaboration.
- Mixed-Use (Residential) – Transit-oriented community centered around community wellbeing.
- Potential Athletes’ Village – Mixed-Use residential zone used during the Commonwealth Games, yet with a primary function that extends well beyond the Games.
- Hospitality. A hotel and/or short- and mid-term accommodations such as student residences.
- Mixed-Use (Office) – Office uses with retail and community uses at podium level.
- Potential Future Sports & Recreation – Future multi-sports facility and event spaces.

Creating a Complete Community with a primary focus on wellbeing entails a holistic lens and approach to supporting the right mix of uses, diversity in housing options, accessibility for all, vibrant social spaces, pedestrian-friendly environments, multi-modal mobility options, and a unique sense of place. Creating a community for people to live, work, shop, learn and play will encourage diversity, vibrancy, sustainability, and uniqueness to thrive. The vision for a Complete Community reduces barriers for people with a variety of lifestyle choices, abilities, backgrounds, and needs.



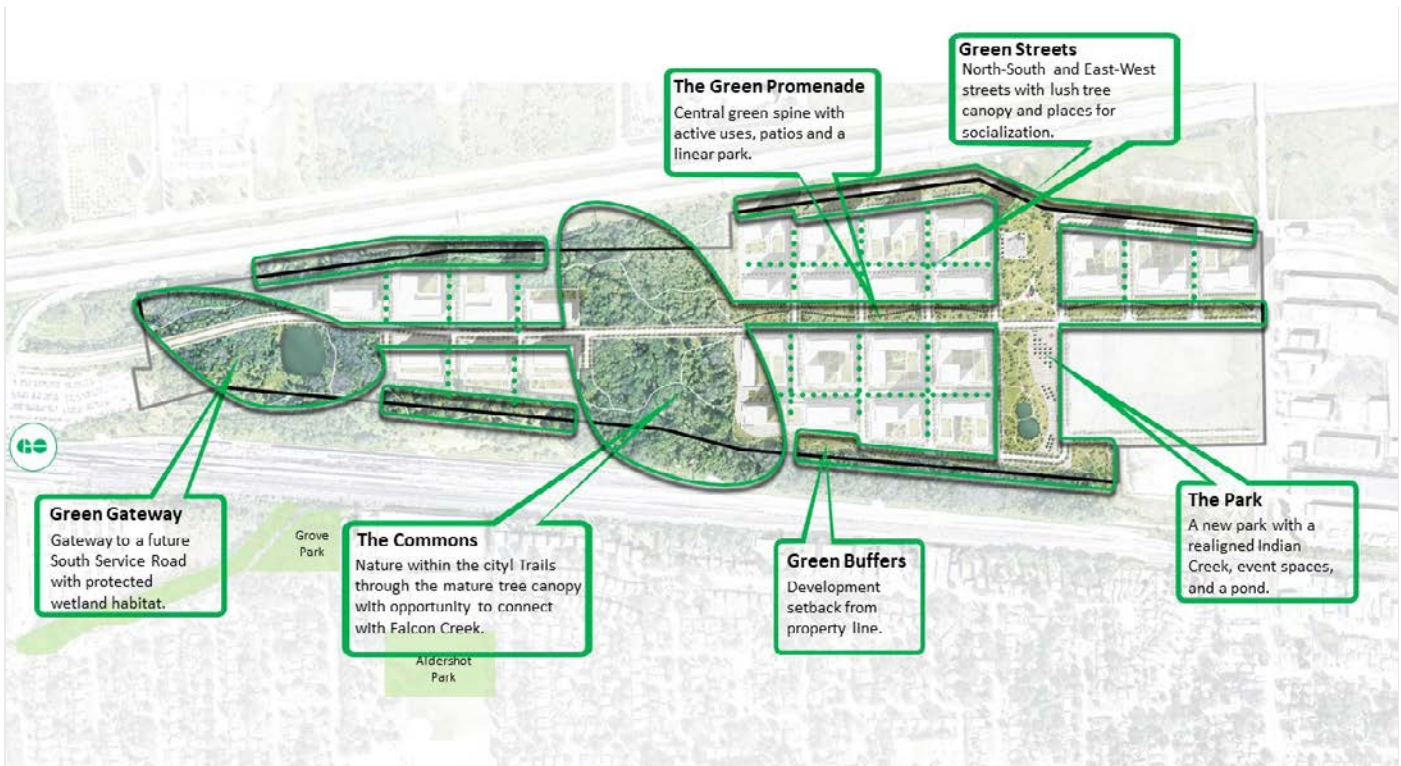


FIGURE 11: OPEN SPACE FRAMEWORK

5.2 OPEN SPACE FRAMEWORK

Nearly half of the existing site consists of natural open space comprised of woodlots, watercourses, and a water body. The details pertaining to the extent and quality of these features is informed by preliminary analysis and will be subject to further review through a forthcoming Environmental Study. The existing natural features are proposed to form a strong foundation to the open space framework; particularly one that provides immense variety, continuity, and usability by all. In general terms, when split down the middle, the western portion of the draft Concept Plan illustrates natural open space area, whereas the eastern portion proposes open spaces that can be programmed. This juxtaposition in open space conditions is brought together by an expansive and closed loop trail network, providing intuitive and seamless transitions between the different open spaces.

At the heart of the 1200 King Road site, a large, programmed, east-west open space system frames the development blocks, providing access to amenities and a diverse public realm within a short walking distance. The placement of these programmed, linear open spaces are strategically located to capitalize on maximized sunlight exposure and to tie together the development blocks on the north and south side of the main East-West street. For instance, the Green Promenade has been proposed on the north side of the South Service

Road to provide more generous public realm space on the side of the street that will have the most optimal access to sunlight. Access to sunlight is particularly important for active streets, as it creates a more comfortable, welcoming, and all-season use environment. The North-South open space that spans both sides of the South Service Road is intended to be the community park, which will provide opportunities for active and passive recreation, places for socialization, and outdoor amenities.

The connected system of open spaces will help to cultivate biodiverse ecosystems, encourage active mobility, provide all-season use and access to the outdoors, in addition to creating placemaking opportunities. Several open space elements have been proposed that respond to the contextual conditions and development pattern of the site. The open space elements of the framework will act as the site's connective tissue, bolstering animated urban life and community wellbeing.



FIGURE 12: EXAMPLES OF SUCCESSFUL OPEN SPACES

The open space elements of the framework are as follows:

Green Gateway – Gateway to a future South Service Road with protected wetland habitat.

The Commons – Nature within the city! Trails through the mature tree canopy with opportunity to connect with Falcon Creek.

The Green Promenade – Central green spine with active uses, patios and linear park.

Green Buffers – Development setback from property line.

Green Streets – North-South and East-West streets with lush tree canopy and places for socialization.

The Park – A new park with a realigned Indian Creek, event spaces, and a pond.

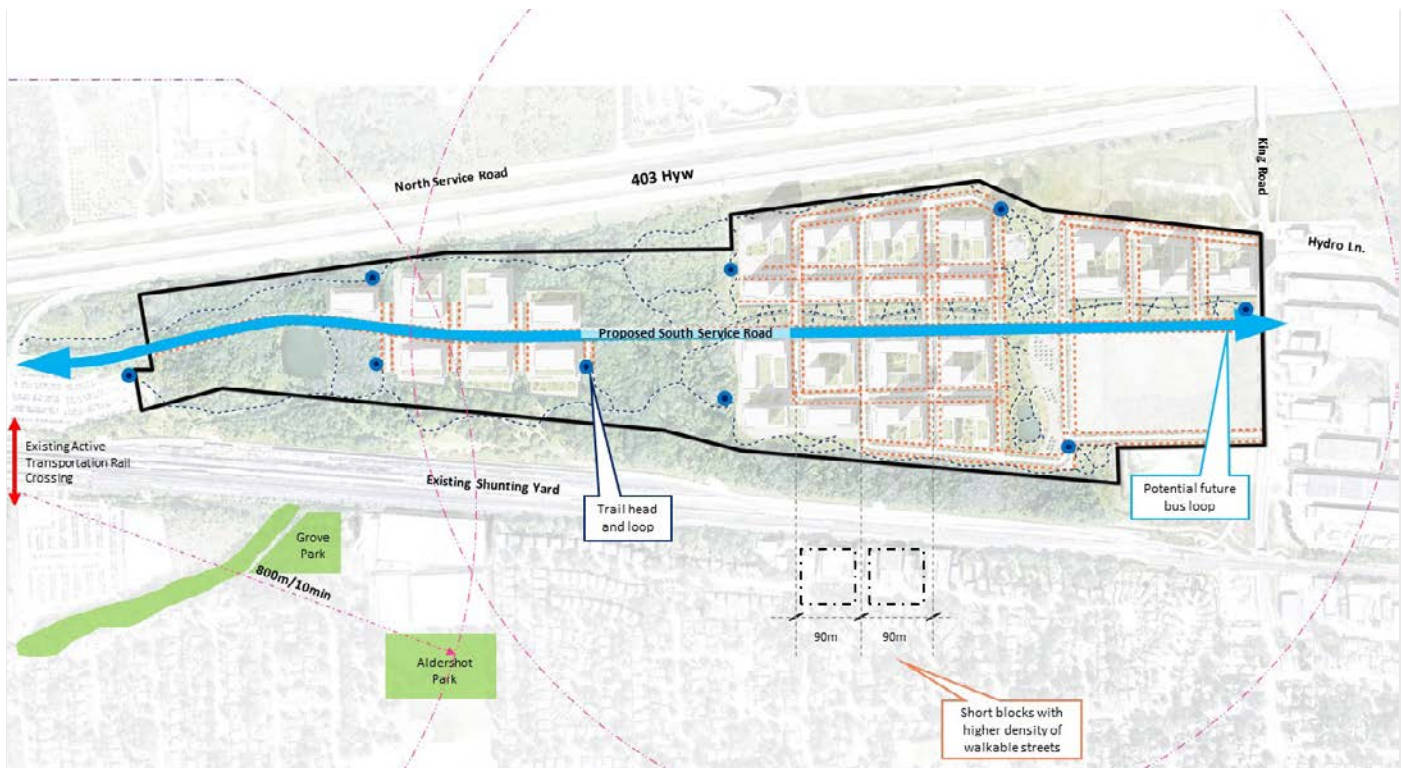


FIGURE 13: MOBILITY FRAMEWORK

5.3 MOBILITY FRAMEWORK

1200 King Road is intended to be a pedestrian friendly, transit-oriented community supported by walkable, compact development blocks, an interconnected street grid, extensive active mobility routes, and an existing higher-order transit station. The close proximity to Aldershot GO Station is an important mobility infrastructure piece that will help in supporting the employment, institutional and community facility uses. Connecting the site to other employment and institutional hubs within the region will strengthen the viability of the uses and the catchment of potential talent. In general, the ease of access to the GO Station will turn King Road into more of a destination, for a far greater number of people.

Looking inwards, the development pattern of the site forms walkable blocks of 90m that are set in a structured and intuitive grid. This is an ideal layout for a development that intends to promote wellbeing within a multi-modal community.

The spacing of the development blocks at 90 metres will have multiple benefits, some of which include:

- supporting active lifestyles, and the health and wellbeing of the community;
- supporting sustainable and affordable modes of transportation;
- reducing the concentration and speed of vehicular traffic by dispersing vehicular circulation across the site and introducing traffic calming;
- focusing back of house elements to streets and laneways that do not interfere with the open space network and public realm;
- creating a more comfortable pedestrian environment and walking experience; and
- creating frequent view corridors within the community allow for ease of circulation and intuitive movement.



FIGURE 14: CONCEPTUAL RENDERING OF THE CONCEPT PLAN

In addition to the more structured mobility network elements, the multi-use trail network is an expansive and organic system that spans and loops the entirety of the site. The trail network is the link between the built-up and natural areas of the site. Trailheads are located at key locations across the site for ease of access and proximity to community uses. The trail network is not only another way to navigate the site, but a key feature that promotes individual/community health and wellbeing.

To further strengthen the connection of the site with Aldershot GO Station, a potential transit route is proposed along the South Service Road to provide fast and efficient movement. This will be particularly important during various times of the year that are more prone to extreme weather. The dedicated route will further incentivize a shift in modal preference from personal vehicles to transit and active modes.

The mobility framework is an essential component to the functionality and vitality of the King Road site. The various mobility network elements contribute towards the activity and animation of the public realm, social exchange between visitors, users and residents of the community, and long-term adaptability to lifestyle and environmental changes.

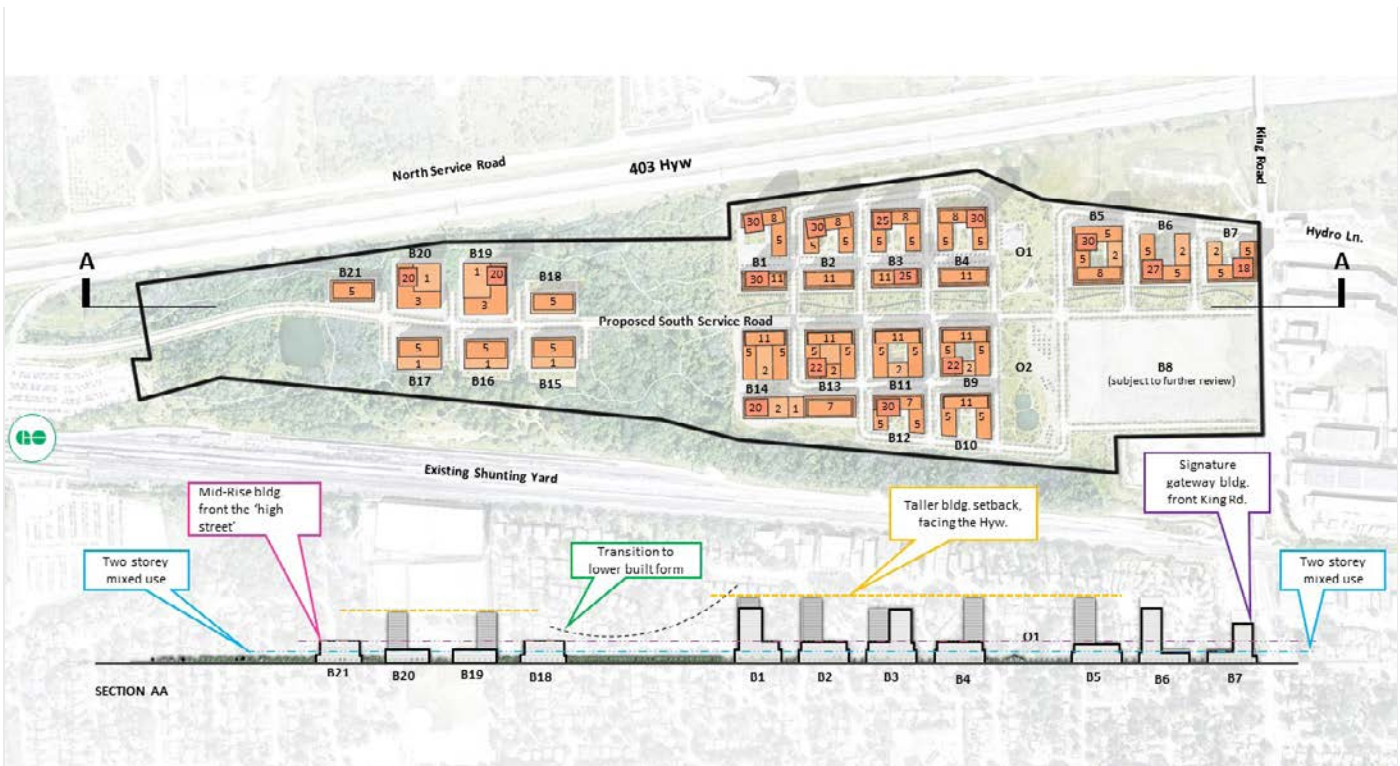


FIGURE 15: COMMUNITY BUILDING FRAMEWORK

5.4 COMMUNITY BUILDING FRAMEWORK

As mentioned in Section 4.1, 1200 King Road is intent on creating a Complete Community with a primary focus on wellbeing. This can be accomplished through; facilitating a range of transportation options, with an emphasis on more sustainable modes of travel, supporting good health, wellbeing and social interaction, protecting, preserving, and promoting culture (built and natural heritage), and providing options for accessing daily needs and services that are readily accessible. The Mobility and Open Space Frameworks have partly spoken to how these goals can be accomplished, with the Community Building Framework being an integral element.

The Community Building Framework consists of various elements that are tied to the built-up components of the site, particularly the mix of uses, distribution of density, placemaking and placekeeping, and variety of built form offerings.

Supporting a mix of uses – horizontally across the site as well as within clusters of blocks and individual development blocks and vertically within buildings – will enable the King Road community to be active, vibrant, resilient, inclusive, and amenity-rich. The strategic mix of residential, commercial, retail, employment, institutional, and community uses will allow for 18-hour activity within the site, 7-days a week; supporting residents, workers and visitors, along with their daily needs. In particular, the mix-used approach to the site will support community resiliency and inclusivity, as well as the ability to adapt to changing trends, events, and lifestyles over time.

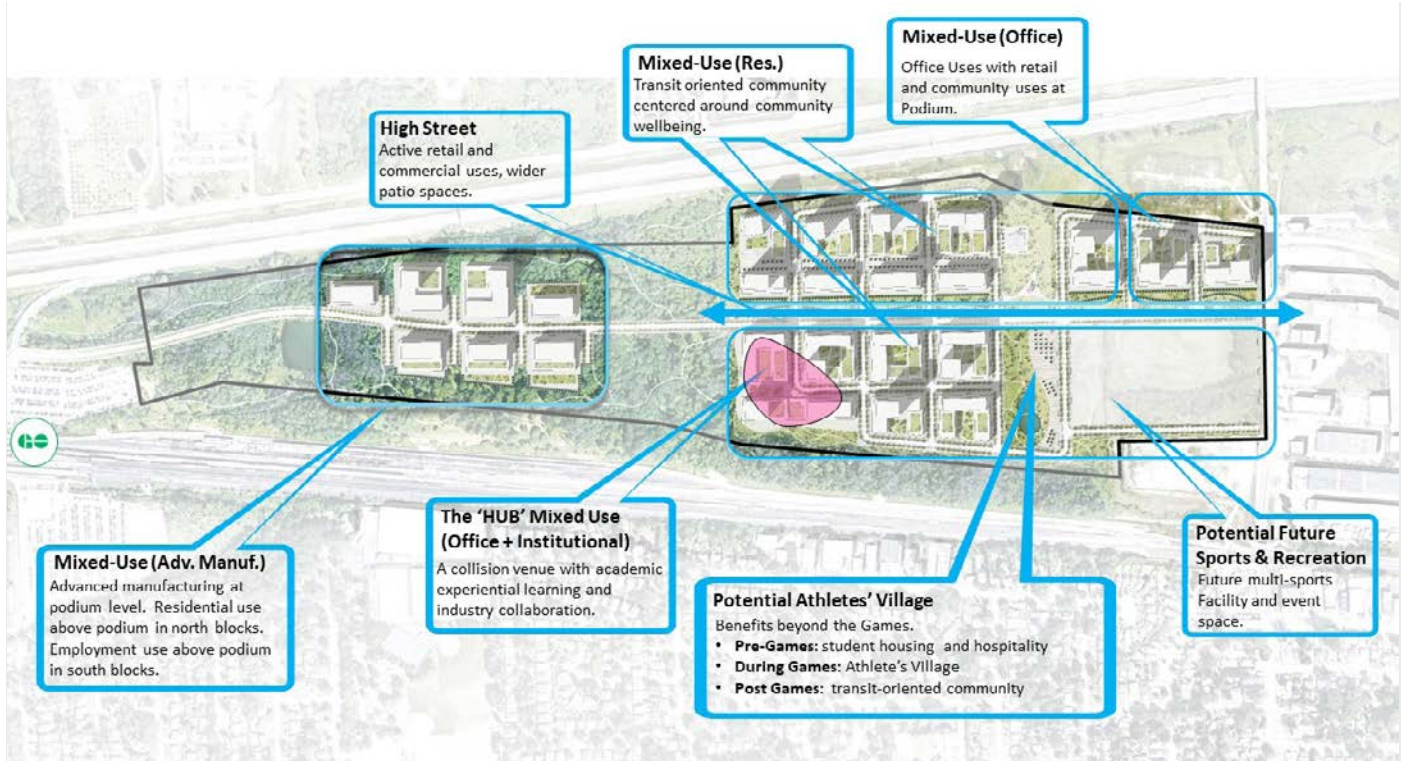


FIGURE 16: COMMUNITY STRUCTURE AND USES

The proposed built form is intended to complement the pedestrian-friendly structure of the block network by incorporating setbacks, stepbacks, and height transitions. The predominant built form typologies consist of mid-rise buildings or high-rise buildings of towers atop of podiums. Both the mid-rise buildings and podiums are pedestrian-scaled and incorporate a consistent height to help frame the streets, as well as to provide a continuous streetwall condition. For instance, within each cluster of blocks (western, central, and eastern), the mid-rise buildings or

podium heights of the high-rise buildings have mainly been kept consistent along the South Service Road. The approach to tower placement along the South Service Road has also been consistent, with development blocks on the south side of the South Service Road being placed towards the rear of the development, and developments on the north side of the South Service Road being placed at the front of the development. This is due to wanting to mitigate the shadow impact of towers on the public realm, particularly along the Green Promenade.



FIGURE 17: PROPOSED LANDUSES

5.5 PRELIMINARY DEVELOPMENT YIELD

While the details of the built form, height and scale is not finalized yet and the exact placement and orientation of the buildings are to be finalized based on the finding of the supporting studies, the preliminary concept plan for 1200 King Road envisions a mix of mid-rise and high-rise buildings ranging in height from 2 to 30 storeys. The tallest towers are located towards the outer boundaries of the site to limit shadow impact on the interior development blocks and public realm. In total, there are approximately 21 development blocks, with each cluster of blocks (west, central, and east) being comprised of a different mix of uses. The table below outlines the development yields for each use of the site expressed in the draft Concept Plan. With regards to jobs, the net job potential for the site with the current mix of uses and development yield range is 1,500+ jobs.

	USE	TOTAL (SQ.FT) APPROX.
	Mixed Use	1,400,000 to 1,600,000
	Office	1,700,000 to 1,900,000
	Advanced Manufacturing	240,000 to 280,000
	Multi-Sports (subject to further review)	450,000 to 560,000
	Institutional	450,000 to 560,000
	Residential	4,000,000 to 4,600,000
	Total Gross Floor Area	8,240,000 to 9,500,000
	Total Jobs	1,500+
	Total Residential Units	~4,500



FIGURE 18: ARTISTIC RENDERING - PROPOSED CONCEPT PLAN



06

**PLANNING &
URBAN DESIGN
ANALYSIS**

6.0 Planning and Urban Design Analysis

Below is our opinion based on principles of good planning and is informed by the preliminary and ongoing analysis of environmental, engineering, acoustical, archaeological consultants. Full supporting studies are now in progress and will be submitted and reflected in our planning rationale document, once complete.

6.1 LAND USE

6.1.1 LAND USE CONVERSION

It is our opinion that a land use conversion from Employment uses to Mixed-Use represents good planning and is in keeping with the policies of the PPS, Growth Plan, Burlington's Vision 2040 (Strategic Plan 2015-2040) as well as the Regional Official Plan and City of Burlington's official Plan. The proposal illustrated in the draft Concept Plan accommodates a wide variety of employment uses with great access to higher order transit and transportation infrastructure within a mixed-use community including residential, institutional, and recreational uses to enable the site to be attractive for employers to locate in and draw talents, while exceeding the number of jobs that could be achieved with the as-of-right permissions.

- **The Site Satisfies the Growth Plan Policy Requirements for Approval of a Conversion.**

As stated in Section 3.1 of this report, Policy 2.2.5.9 of the Growth Plan sets out the tests for approval of a conversion:

- a) need
- b) lands not required for purpose designated
- c) sufficient lands maintained in municipality for forecast employment growth
- d) proposed uses will not affect the overall viability of employment area
- e) Infrastructure and public services are available. The 1200 King Road site satisfies the required criteria for approval of conversion

It is our opinion that the site meets the criteria based on the following:

THERE IS A NEED FOR THE CONVERSION:

With an estimated population of 614,500 as of 2021, Halton Region is expected to grow to approximately 1.1 million people by the year 2051. Between 2021 and 2051, it is estimated that over 179,000 new households will be required across the Region, largely within existing and future urban areas. In particular, strong population growth is expected in Burlington over the next 30 years with the population forecast to increase by 38% to 265,000 by 2051. There is a clearly demonstrated need for additional housing. Ontario is undergoing a serious housing supply crisis as stated in *More Homes, More Choice: Ontario's Housing Supply Action Plan* (May 2019) and reflected in escalating housing prices. According to data from the Toronto Region Real Estate Board, housing price increases have been higher over the past decade (Feb. 2012 to Feb. 2022) in Halton (301.4%) than is the average in the Toronto area. Prices for homes in Burlington have risen even more severely (327.1%) demonstrating the depth of the supply crisis in Burlington. In addition, as noted above, Halton Region and Burlington face particular challenges in delivering an adequate supply of approved sites for residential intensification. This site, adjacent to one of only three GO stations in Burlington, is ideally located to contribute to satisfying that need for housing and to "promote opportunities for transit supportive development, accommodating a significant supply and range of housing options through intensification" as directed by Policy 1.1.3.1 of the PPS. Furthermore, adding more residents to this area will make existing commercial amenities more viable and can support introducing new amenities to the area.

THE LANDS ARE NOT REQUIRED OVER THE HORIZON OF THIS PLAN FOR THE EMPLOYMENT PURPOSES FOR WHICH THEY ARE DESIGNATED:

The Subject Site was identified in the Burlington Official Plan adopted in 1994 as “Employment Land”. This Official Plan was approved in March of 1997. Ever since, the site has not attracted employment uses. As stated in Section 2.1.1 of this report, there is no record of employment uses since 1950’s when a portion of the Site was owned by The Dominion Sewer Pipe Co./Dominion Sewer Pipe & Clay Industries Limited and National Sewer Pipe Company Limited. For over half a century, not a single job has been created on this site under the employment designation. As a result, land use conversion will not displace a single business or job. It is our opinion that from a land use planning perspective, the current designation of ‘Employment Lands’ does not attract employment uses to the Site while ‘Mixed-Use’ designation will create an attractive and sustainable environment for businesses to locate on the site and retain their talent base.

THE MUNICIPALITY WILL MAINTAIN SUFFICIENT EMPLOYMENT LANDS TO ACCOMMODATE FORECASTED EMPLOYMENT GROWTH TO THE HORIZON OF THIS PLAN:

While the subject lands have not been appealing to prospective employers in its current designation, there are abundant lands that can satisfy that purpose in the Region. The Halton Planning Staff recommendations in the municipal comprehensive review identified additional lands that could be designated for employment use. In fact, Halton Staff went well beyond the planning horizon in their February 2021 Growth Concepts Discussion Paper, and identified a significant amount of land as “Future Strategic Employment Areas”, that could accommodate employment land beyond the horizon of the plan. Thus, there is more than enough land available to meet employment needs to the Growth Plan 2051 horizon and beyond. In their decision to not add any new employment lands through the current municipal comprehensive review, Halton Council indicated their view that there are sufficient employment lands designated to maintain an adequate supply.

THE PROPOSED USES WOULD NOT ADVERSELY AFFECT THE OVERALL VIABILITY OF THE EMPLOYMENT AREA OR THE ACHIEVEMENT OF THE MINIMUM INTENSIFICATION AND DENSITY TARGETS IN THIS PLAN, AS WELL AS THE OTHER POLICIES OF THIS PLAN:

Since the Subject Site has been vacant for the entire time it has been designated employment, its conversion in no way will destabilize any other employment uses in the vicinity. In addition, there are no nearby industries that would face land use compatibility issues if the subject lands were converted. Please see section 6.1.2 for our preliminary analysis of land use compatibility issues.

In addition, the preliminary concept plan anticipates to provide a minimum of 1,500 jobs through a mixed-use development within the Subject Site, while the anticipated employment growth between 2021-2051 for the entirety of Aldershot GO MTSA area is 1,505, as per Table 3.2 of City of Burlington Major Transit Station Area, Area Specific Planning Project Interim Report (December 2021). Therefore, the proposed conversion does not adversely affect the viability of the employment in the area but helps facilitate it.

THERE ARE EXISTING OR PLANNED INFRASTRUCTURE AND PUBLIC SERVICE FACILITIES TO ACCOMMODATE THE PROPOSED USES:

Preliminary reviews suggest that the 1200 King Road lands are well-served by infrastructure. The Aldershot GO Station represents a critical element of transit infrastructure serving the area. It has available water and sewer servicing. Aldershot School, Glenview School, Aldershot Arena, and a number of parks serve the area. There is an abundant availability of retail and service uses including supermarket, pharmacy and restaurant uses on nearby Plains Road, and generally in the area and the proposal itself will be introducing an abundant of amenities, community facilities and parks and open spaces. Overall, the site is well-served by infrastructure, and by public services required by residents. A functional Servicing study is in progress to review the proposed concept and ensure there are adequate municipal water, wastewater and storm sewers to service the proposal.

In conclusion, it is clear that the proposed conversion satisfies the tests under policy 2.2.5.9 of the Growth Plan for the Greater Golden Horseshoe to allow conversion from employment land to other uses including residential.

- **Employment Today in the context of economic development and competitiveness in the region**

Section 2.2.5 of the Growth Plan emphasizes on economic development and competitiveness in the GGH by planning to better connect areas with high employment densities to transit; and integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.

Burlington Economic Development’s Draft GO Investment Corridor Economic Vision acknowledges that “with more millennials entering the workforce and increased immigration in the Greater Toronto and Hamilton Area (GTHA), the industrial, office and retail markets’ requirements are continuously changing. The report recognizes that workers seek culturally rich areas that offer a range of amenities and activities for people of all ages to provide them with work/life balance. And that employers also seek to locate in or have access to such areas to retain a talented and diverse workforce.”

Our engagement with industry leaders, academic institutions, and civic and cultural institutions confirms that one of the biggest challenges of the industry today is attracting talent. Employers acknowledge the changing desires of the workforce today and the need to accommodate those needs to attract and retain talent. Compounding this effort to attract and retain talent is the current shortfall of employees, which further exacerbates efforts to staff a workforce successfully.

The proposed development at 1200 King Road accommodates a holistic, 24-hour community that serves daily needs; is accessible, multimodal and transit-supportive. The proposal provides better access to:

- a range of housing types and tenure and housing that is affordable,
- childcare and other community amenities
- nature, open spaces, and trails

It is our opinion that the business park model and the single-use zoning does not meet the needs of current-day businesses seeking to locate in the area and attract talent, nor the current-day needs of employees who seek a complementary range of services and amenities, and therefore does not conform with the policies of the Growth Plan regarding economic development and competitiveness in the region.

- **Exceeding the employment density that can be achieved through as of right permissions**

The proposal projects accommodating a minimum of 1500 jobs while the current as-of-right permissions provide approximately 835 jobs. Therefore, the proposal provides and exceeds the number of jobs that could be achieved with the current designation.

The methodology to calculate the as-of-right jobs assumes 32.4 jobs per hectare as per Table 25 of the Region of Halton’s Modified Preferred Growth Concept, Lands Needs Assessment, March 2022. In the absence of job density data as per Zoning categories (i.e. Business Corridor, Mixed-Use Employment), using the region’s assumption is the best methodology to calculate the number of jobs that can be achieved as-of-right.

6.1.2. LAND USE COMPATIBILITY

The in-force Official Plan defines compatible as: “Compatible – Development or redevelopment that is capable of co-existing in harmony with, and that will not have an undue physical (including form) or functional adverse impact on, existing or proposed development in the area or pose an unacceptable risk to environmental and/ or human health. Compatibility should be evaluated in accordance with measurable/ objective standards where they exist, based on criteria such as aesthetics, noise, vibration, dust, odours, traffic, safety and sun-shadowing, and the potential for serious adverse health impacts on humans or animals.)

Based on the ongoing investigation of the consulting team, it is our preliminary opinion that the proposed development is compatible with the surrounding land uses and that any potential impact can be adequately mitigated.

Policy 143 (12) of the Halton Region Official Plan (the “ROP”) states that it is the policy of the Region to:

“Require the proponent of sensitive land uses in proximity to industrial, transportation and utility sources of noise, vibration, odour and air pollutants to complete appropriate studies and undertake necessary mitigating actions, in accordance with the Region’s Land Use Compatibility Guidelines, Air Quality Impact Assessment Guidelines, and any applicable Ministry of the Environment guidelines. Specifically, an air quality study based on guidelines under Section 143(2.1) is required for such development proposals within 30m of a Major Arterial or Provincial Highway, or 150m of a Provincial Freeway, as defined by Map 3 of this Plan.”

- **Noise:**

With respect to noise and according to the ongoing investigation carried out by Valcoustics, there are several potential sources of interest which have the potential to impact the proposed site. These include both transportation sources of noise as well as stationary sources of noise.

Transportation sources are:

- Highway 403
- King Road
- CN Oakville Subdivision which includes GO traffic (and GO station activity) in addition to the freight traffic. Note that GO Station activity is to be treated as part of the transportation noise assessment

Stationary sources are:

- CN Aldershot Rail yard
- Various industries on the east side of King Road

It is expected that transportation noise impacts can be mitigated with a combination of site planning (setback from the transportation noise sources) and upgraded wall and window (façade) components as well as air conditioning requirements as needed.

With regard to the CN Aldershot Rail Yard, it is expected that a combination of mitigation techniques will be required. First, it is recommended that the portion of the site that may be impacted by the rail yard be classified as Class 4. This is considered suitable based on the nature of the noise source and the proposed land use on the site. It should be noted that this approach has been recommended on other nearby developments, and is also recommended in the “Pre-feasibility Noise and Vibration Study” prepared by Wood and dated August 2021. The Class 4 classification provides a suitable approach for dealing with noise from the rail yard both in terms of appropriate sound level limits as well as additional on-building mitigation options. Further to the Class 4 recommendation, additional mitigation measures will be evaluated through the detailed analysis as the concept plan is refined.

Investigation of the industries on the east side of King Road is currently proceeding.

Review of the provincial D-Series Guidelines

The Province of Ontario’s Ministry of Environment, Conservation and Parks (“MECP”) D6 Series Guidelines (the “Guidelines”) are intended to be applied in the land use planning process to prevent or minimize future land use

problems due to the encroachment of sensitive land uses (i.e., residential uses) and industrial land uses on one another. The Guidelines categorize industrial facilities into three (3) Classes according to the objectionable nature of their emissions, their physical size/scale, production volumes, and/or the intensity and scheduling of operations.

The Guidelines identify influence areas (i.e., areas within which adverse effects may be experienced) as well as recommended minimum separation distances for which incompatible development should not occur within. These influence areas and minimum separation distances are listed below:

Facility Class	Potential Area of Impact (metres)	Recommended Minimum Separation Distance (metres)
Class 1	70	20
Class 2	300	70
Class 3	1,000	300

As previously stated, based on the preliminary analysis by Valcoustics, all the potential impacts from facilities that are within the potential area of impact can be adequately mitigated.

- **Odour and air pollutants:**

With the information that we have today and reviewing the development applications submitted for properties nearby, there is no indication that odour and air quality would be an issue of concern. As part of the future detailed planning of the site, it will be necessary to undertake detailed analysis of the proposed development and specific uses, to ensure that the provincial land use compatibility guidelines are followed and, if necessary, appropriate mitigation is provided.

6.2. HOUSING

Section 2.2.6 of the Growth Plan speaks to the policy framework regarding housing and the importance of addressing housing needs and the achievement of complete communities.

Ontario’s Housing Supply Action Plan (More Homes, More Choice - May 2019) further emphasises the urgency to build a mix of housing to accommodate diverse needs and details the realities of Ontario’s housing crisis.

It is our opinion that the proposed concept plan promotes a land use pattern that mixes and disperses a full range and mix of housing types and tenures and is in accordance with the Growth Plan, particularly Section 2.2.6.





CONCLUSION

CONCLUSION

In conclusion, it is clear that the proposed conversion satisfies the tests under policy 2.2.5.9 of the Growth Plan for the Greater Golden Horseshoe to allow conversion from employment land to other uses including residential.

Based on our review of the existing and planned context, planning policy and supporting materials, it is our preliminary opinion that the proposed concept plan is based on good planning and urban design principles.

In particular the proposed development will:

- Significantly increase the supply of housing, including attainable housing. The scale of the site enables the accommodation of a wide range of housing types, tenures, ownership structures, and typologies. With relative ease, there can be a substantive increase in the housing supply, at a location that is geographically central to the GTHA, and well served by transit, highway-access, and municipal infrastructure.
- Attract major employers to the GTHA. It is clear that businesses in Ontario's new economy thrive on attracting and retaining the best talent. Accordingly, businesses are looking to locate in rich, urban environments, where they can benefit from access to housing, transit, and the services and amenities that their employees seek. Isolated business parks are no longer attractive to businesses – rather vibrant mixed-use neighbourhoods and urban centres.
- Create meaningful jobs. The types of jobs that are related to enduring businesses, post-secondary institutions, research centres, and advanced manufacturing, tend to be full-time, long-lasting, and well paying. They are also varied in nature and skillsets, providing a greater diversity and resilience to support a strong economy.
- Bolster Ontario's business incubation. New businesses thrive on an ecosystem of synergistic enterprises. Linking industry with academia and research provides the ingredients for the incubation of new businesses and enterprises.
- Make good use of provincial investments in transit. The Province has already invested heavily in the GO network. Taking advantage of these investments by orienting significant growth to areas around major transit stations is consistent with Provincial policy. Further, it provides a sustainable model for provincial infrastructure, effectively diverting transportation needs to sustainable modes.
- Bolster Ontario's profile as a place of business and quality living. The confluence of a mix of uses, in a vibrant urban setting, cast into the spotlight by the Commonwealth Games and other high-profile settings has the potential to bolster Ontario's international appeal as a place to live, work, and invest in.

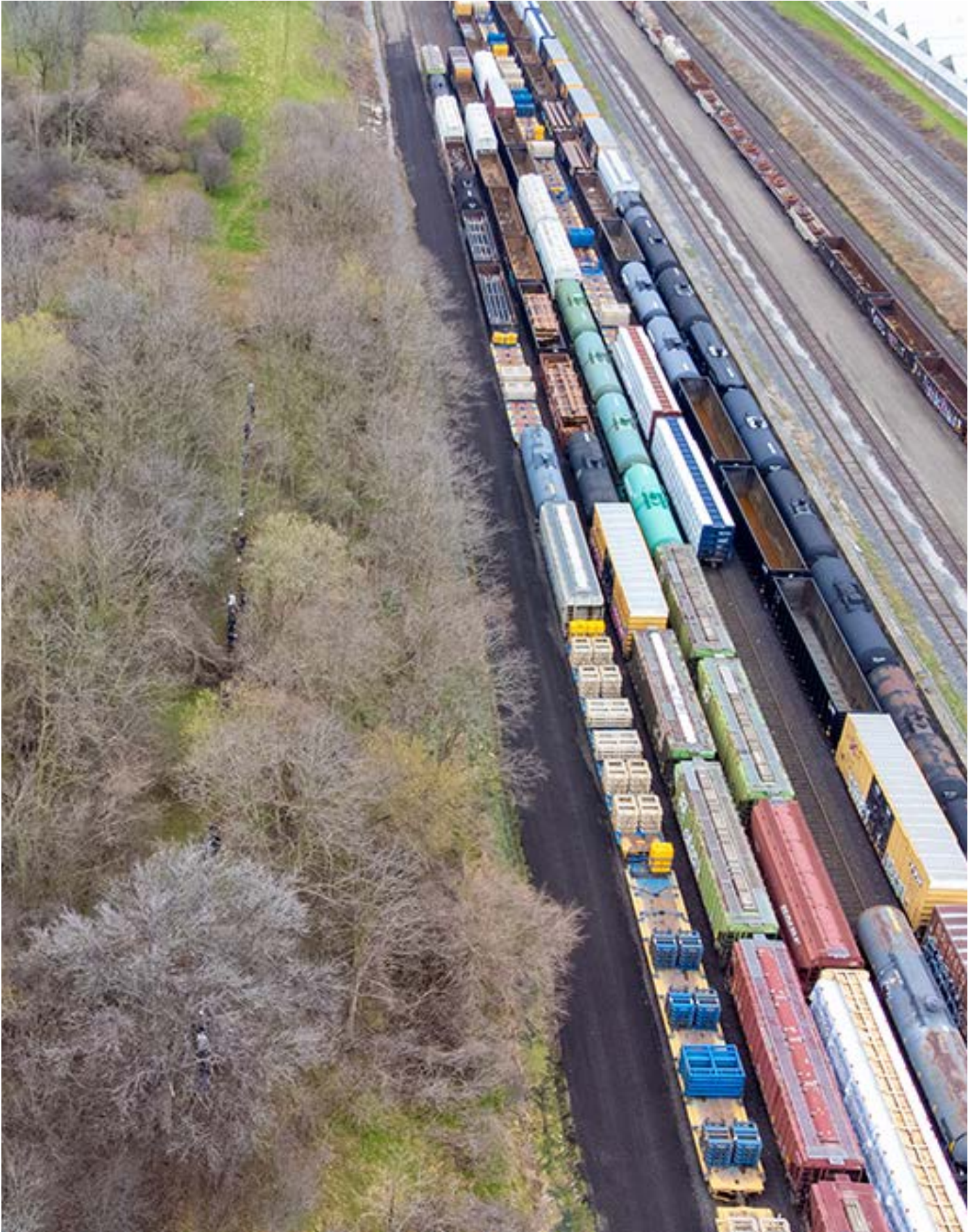


FIGURE 19: IMAGE OF THE SITE ADJACENT TO THE RAIL CORRIDOR

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