



SUBJECT: Release of draft new Official Plan for community consultation

TO: Committee of the Whole

FROM: Planning and Building Department

Report Number: PB-01-17

Wards Affected: All

File Numbers: 505-08, 830-03

Date to Committee: April 6, 2017

Date to Council: April 18, 2017

Recommendation:

Endorse the commercial policy directions as contained in Section 1.1 (Table 1: Neighbourhood Centre Policy Direction) and Appendix C - Commercial Lands Policy Directions of PB-01-17, and transit policy direction as contained in Section 1.2 of PB-01-17, related to the City's new Official Plan project; and

Endorse Table 2: Transportation Plan Policy Directions in Section 2.0 of PB-01-17, related to the City's Transportation Plan project; and

Receive the draft new Official Plan, dated March 2017 in Appendix A to planning and building department report PB-01-17; and

Direct the Director of Planning and Building to commence with community and agency consultation and engagement on the draft new Official Plan; and

Direct the Director of Transportation to commence with community and agency consultation and engagement on the Transportation policy directions of the Transportation Plan.

Purpose:

The primary purpose of this report is to release the draft new Official Plan (refer to *Appendix A – Draft New Official Plan, March 2017*), with all policies, schedules and tables for community consultation.

Also, this report facilitates the integration and alignment of the Official Plan land use, infrastructure and growth management policies, with strategic transportation directions and transit planning policies to support the City's growth objectives. It is for this reason the report also includes strategic directions related to the development of the City's Transportation Plan and Integrated Transit Mobility Plan.

In summary, this report:

1. Releases the draft new Official Plan for public, stakeholder and agency consultation, enabling the feedback to be considered in the preparation of the proposed new Official Plan for Council adoption in the Fall of 2017.
2. Seeks endorsement of transit and commercial policy directions related to the draft new Official Plan.
3. Seeks endorsement of transportation policy directions related to the Transportation Plan.
4. Responds to Council's request for additional consideration of sites subject to the employment land conversion process.
5. Responds to a staff direction pertaining to the Bridgeview area, which are lands located outside of the City's urban area within North Aldershot, located east of Highway 6, south of the Highway 6/Old York Road interchange, and north of Highway 403.
6. Provides an update on the timing and preparation of the North Aldershot policies.
7. Provides an update on the timing and preparation of the downtown policies. As further detailed in Section 3 of this report, downtown policies are being prepared. These new policies will be brought to the public and Council for feedback in the coming months, and then new policies will be incorporated into the proposed Official Plan for Council adoption in Q4 2017.
8. Presents additional information related to commercial policy directions related to staff report [PB-09-15](#), and seeks endorsement of commercial lands policy directions.
9. Presents a summary for reference of all OP staff reports to date (inclusive of staff reports to Council as part of the Official Plan Review and new Official Plan projects).
10. Addresses other matters such as: project timing, financial implications, public engagement; and connections to other projects.

Background and Discussion:

Burlington's Draft New Official Plan

Background

The draft new Official Plan (OP) has been developed in recognition of the opportunities and challenges ahead as the City continues to evolve. As the City evolves, it has expressed its interest to, Grow Bold. This means that the City welcomes continued growth and will guide this growth to the right locations, integrating land use and infrastructure including transportation and transit service, and setting a culture of design excellence in city-building. The City will also continue its commitment to maintaining the urban boundary, protecting and strengthening the rural community, protecting and strengthening the farm economy, and maintaining and enhancing natural features and ecological functions.

Burlington is located within the Greater Golden Horseshoe, which as a region, is experiencing significant growth. Land use, infrastructure and growth management are matters of provincial interest. The City's new Official Plan is required to have regard for Provincial interests as set out in the *Planning Act*, to be consistent with the Provincial Policy Statement (PPS) and to conform with Provincial plans (e.g. *Places to Grow*, the *Greenbelt Plan*, the *Niagara Escarpment Plan* and the *Parkway Belt West Plan*). In addition, the City's new Official Plan is required to conform with Halton Region's Official Plan. *Appendix B: Planning Policy Context* of this report, provides a general overview of the policy context arising from these various plans, policies and regulations.

Halton Region's current Official Plan was updated in 2010. It has now been substantially approved by the Province and thus is deemed to meet the requirements for conformity and consistency with Provincial plans and policies. In developing its draft new Official Plan, the City has focused on achieving conformity with the Region's current Official Plan.

However, it is important to state that the draft new Official Plan fuses the local community interests with regional and provincial policy direction, in alignment with the City's Strategic Plan, articulating Burlington's vision to 2031 and beyond.

Subsequent to the updating of the Region's new Official Plan in 2010 a new Provincial Policy Statement was released by the Province in 2014. The Region, through the new review of its Official Plan that is now under way, will address achieving consistency with the 2014 PPS in a manner appropriate to the Halton context, as well as conformity with the proposed new Provincial plans expected to be released later this year. Once this

review has been completed, the City will amend the new OP to be in conformity with the Region's Plan and thus with Provincial plans and policies.

Burlington's draft new Official Plan communicates Council's vision and establishes strategic priorities for the City's growth management, land uses and infrastructure. The Official Plan also includes criteria for when and how changes to the Plan are to be considered. At times, refinements to policies of the Plan may be appropriate. The Plan will be used to guide the decision making and approval processes of the City, ensuring that all new development contributes to Burlington's long term vision.

How the Draft New Official Plan is Organized

The OP is organized into fourteen Chapters and Appendices as presented below:

Chapter 1. Introduction provides the vision and overall context within which the objectives and policies of the Official Plan have been prepared.

Chapter 2. Sustainable Growth outlines a land use vision for the Plan and presents the City System, which describes the physical make-up of the City over the long term and provides the comprehensive overall framework to guide growth and development over the horizon of the Plan and beyond.

Chapter 3. Complete Communities outlines components of the Plan which contribute to the development of complete communities, including housing, institutional uses, public service facilities, cultural resources and built heritage resources.

Chapter 4. Environment and Sustainability reflects the City's intention to continue to be a prosperous, liveable and healthy community through the process of Sustainable Development. This includes policies to protect and enhance the Natural Heritage System, urban forest, and watersheds, to achieve sustainable design and environmental compatibility and address climate change, contamination and other environmental matters.

Chapter 5. Economic Activity sets out policies for supporting a diverse economy including the protection and enhancement of the City's employment lands, which are critical to the long-term economic sustainability of the City.

Chapter 6. Transportation, Infrastructure and Utilities contains policies for the planning and delivery of municipal transportation, infrastructure and utilities, which are critical to the support of the Plan's land use vision and an essential part of a sustainable city.

Chapter 7. Design Excellence contains policies designed to achieve a high quality environment, encourage innovative design and recognize land use compatibility through design.

Chapter 8. Land Use Policies-Urban Area establishes objectives and policies for land use designations shown on the City System and the Urban Area- Land Use Plan. Objectives and policies are presented for Mixed Use Intensification Areas, Employment Lands, Residential Neighbourhood Areas, the Natural Heritage System. Specific Use Policies related to uses in the Urban Area are also included.

Chapter 9. Land Use Policies-Rural Area establishes objectives and policies for major land use designations shown on the City System and the Rural Area Land Use Plan. Objectives and policies are presented for the Rural Community, the Agricultural System, the Natural Heritage System, Mineral Resource Extraction Area and Rural Settlement Area designations.

Chapter 10. Land Use Policies – North Aldershot Area establishes objectives and policies for major land use designations shown on the City System and North Aldershot Area Land Use Plan. Objectives and policies are presented for Residential Area, Office Area, Environmental Protection Area, Commercial Area, Parkway Belt West Area, Mineral Resource Extraction Area, Recreation/Open Space, Special Study Area and Niagara Escarpment Plan designations.

Chapter 11. Public Participation and Engagement sets out commitments, policies and procedures for public participation and engagement in the planning process.

Chapter 12. Implementation and Interpretation establishes policies affecting the use and development of lands in the City under The Planning Act, and monitoring to achieve the stated vision for the City.

Chapter 13. Definitions contains a glossary of terms used throughout the Plan. These terms are indicated in *italic* type throughout the text of the Plan.

Chapter 14. Schedules and Tables

Discussion

1.0 Draft New Official Plan Policy Directions

This section contains policy directions that are related to commercial policies, and to transit.

1.1 Commercial Lands Policy Directions

Background

As part of the Official Plan project, a Commercial Strategy Study (CSS) was completed by urbanMetrics and the Planning Partnership. The Study proposed a new hierarchy of mixed use and commercial areas, and informed the development of the City's Urban Structure and Growth Framework in the draft new Official Plan.

Building on the findings and conclusions of the CSS, staff prepared a series of Official Plan policy directions related to commercial and mixed use areas which were transmitted to the Development and Infrastructure Committee on February 9, 2015 (refer to [PB-09-15](#), OPR: *Proposed Commercial Lands Policy Directions* and report [PB-10-15](#), Accessory Drive-Throughs. Staff also prepared an [Uptown Policy Brief](#) which constituted a review of the land use framework and land use policies.

On February 9, 2015, Committee endorsed report [PB-09-15](#), however, Council referred the report back to staff on February 23, 2015 and a staff direction was issued to address one of the recommendations:

Direct the Director of Planning and Building to provide a more detailed review of the eight locations being proposed as Neighbourhood Centres in Policy Direction A of the proposed Official Plan Review: Commercial Lands Policy Directions contained in Planning and Building Department report PB-09-15 to include minimum and maximum criteria for each site and to report back to the Development and Infrastructure Committee in the fall with the accompanying policy report (SD-7-15).

The intent of the staff direction was to require further examination of minimum and maximum criteria for building height in new Neighbourhood Centres (e.g. commercial plazas). Given Council's interest in redeveloping the City's aging commercial plazas as expressed in the City's Strategic Plan, there was discussion at Council whether the proposed building height framework was adequate to trigger redevelopment and to transform them into mixed-use neighbourhood hubs.

Response to Staff Direction (SD-7-15)

Staff have conducted further review to address staff direction SD-7-15 and are recommending updates to heights in the proposed Neighbourhood Centres designation from what was proposed in February 2015. These changes would have the affect of further increasing permitted heights of properties currently designated Neighbourhood Commercial in the current Official Plan. As part of recommending these changes, staff considered the following:

- i. That the task at hand is to develop the height/density approach of a new land use designation appropriate across several Neighbourhood Centres across the City, rather than determining specific heights applicable to specific properties;
- ii. That increases to height and density at a site/area level must be considered in the context of the City-wide growth management strategy and the proposed Official Plan Growth Framework policies of the draft new Official Plan;
- iii. That a maximum building height set too low would not incent redevelopment while a maximum height set too high could result in development that is incompatible with surrounding area, and/or undermine the growth management objectives of the City;
- iv. The proposed Growth Framework introduced in the draft new Official Plan identifies Neighbourhood Centres as Secondary Growth Areas, and establishes that these areas shall be limited to a maximum of a mid-rise building form (e.g. 11-storeys), unless otherwise permitted by the existing underlying land use designation;
- v. The proposed draft new Official Plan policies state that the Primary Growth Areas that are the most appropriate and predominant location for new tall buildings in the City. The draft policies also state that development in the Secondary Growth Areas, while also appropriate locations for accommodating growth through intensification, should not divert significant growth or compromise growth objectives of the Primary Growth Areas;
- vi. An objective of intensification within Secondary Growth Areas is to diversity the housing mix in the surrounding neighbourhood, and to ensure that the development can be compatibility integrated into the surrounding neighbourhoods through the application of urban design principles;
- vii. That the market information provided by Coriolis Consulting in report, "*Market and Financial Inputs to Neighbourhood Centres Policy*" (refer to Appendix E)

indicated that mid-rise is a viable building form and that higher density development is not viable in the short term (note: both scenarios required a parking reduction to improve development viability); and,

- viii. That intensification of the Neighbourhood Centres would be supported by the Frequent Transit Network (refer to Section 1.2 below for definition and discussion of the Frequent Transit Network). The one exception to this is Lakeside Plaza, which is not identified on a Frequent Transit Network, however, it is the location that Council has expressed interest in intensification through staff direction SD-23-24 (July 14, 2014).

For each of the Neighbourhood Centres, below is Table 1 which compares:

- existing Official Plan height permissions (column 2);
- proposed heights as per staff report [PB-09-15](#) (column 3); and,
- updated proposed heights and density as contained in the subject report, and draft new Official Plan, in response to the staff direction above (column 4).

Table 1: Neighbourhood Centre Policy Direction

Location of Neighbourhood Centre Node	Existing OP Policies	Proposed Policy Direction in PB-09-15 (Feb. 9, 2015)	Proposed OP Policy Direction in PB-01-17 (Neighbourhood Centre designation)	
1. Intersection of Guelph Line and New St.	As of right: <ul style="list-style-type: none"> • 3 storey maximum (Neighbourhood Commercial designation) 	As of right: <ul style="list-style-type: none"> • 2 storey minimum • 4 storey maximum Through rezoning application: <ul style="list-style-type: none"> • height up to a maximum of 6 storeys 	As of right: <ul style="list-style-type: none"> • 2 storey minimum • 6 storey maximum • 2.5:1 FAR Through rezoning application: <ul style="list-style-type: none"> • Increased FAR, and height up to a maximum of 11 storeys (mid-rise building) 	
2. Intersection of Walkers Line and New St.				3. Intersection of Hampton Heath Rd. and Lakeshore Rd.
4. Intersection of Appleby Line and New St.				As of right: <ul style="list-style-type: none"> • 12 storey maximum (Community Commercial designation)
5. Intersection of Guelph Line and Upper Middle Rd.	6. Intersection of Brant St. and Upper Middle Rd.	As of right: <ul style="list-style-type: none"> • 3 storey maximum (Neighbourhood Commercial designation) 	As of right: <ul style="list-style-type: none"> • 2 storey minimum • 4 storey maximum Through rezoning application: <ul style="list-style-type: none"> • height up to a maximum of 6 storeys 	
7. Intersection of Walkers Line and Upper Middle Rd.	8. Intersection of Walkers Line and Dundas St.			

* **Floor Area Ratio – FAR** – The ratio of the total floor area of a building or buildings to the net area of the *lot* on which the building or buildings are located. For example, a floor area ratio (FAR) of 2.0 would indicate that the total floor area of a building could be up to 2 times the net area of the *lot* on which it is located.

Other Refinements to Commercial Lands Policy Directions

Since staff report [PB-09-15](#) was considered, staff have made further refinements to the proposed directions based on further information, feedback and staff review. Policy directions that were refined and all other commercial policy directions that remain unchanged since the writing of staff report [PB-09-15](#) are summarized in *Appendix C – Commercial Lands Policy Directions*.

1.2 Draft New Official Plan: Transit Policy Direction

“A City that Moves” is one of the directions from Council’s Strategic Plan and the City’s transit service is one of the key elements in achieving this direction. In order to achieve urban development goals that result in making the places we live more accessible, inclusive, healthy, efficient and competitive, effective public transit must be considered and identified in all future planning and development.

On November 14, 2016, a Council Workshop was held with consultants Jarrett Walker and Brent Toderian to discuss transit planning and city-building.

One of the concepts discussed at the workshop was the “Frequent Transit Network”. A Frequent Transit Network consists of services that run every 15 minutes or better all day. Typically, this definition extends seven days per week and usually includes early evening, but can vary by local conditions. Burlington does not currently have any transit routes that meet the definition of a Frequent Transit Network. The proposed FTN identifies two layers of network status:

- The **Justified Frequent Transit Network** has existing and/or planned land uses, and street design conditions to enable a viable service.
- The **Candidate Frequent Transit Network** has some of the existing and/or planned land uses and street design conditions which may enable a viable service in the future.

Discussion at the Council Workshop raised the importance of identifying a FTN in an Official Plan, to align land use, transportation and transit planning considerations, and specifically, to support growth management strategies.

Other important objectives of transit service, as identified by Jarrett Walker’s book *Human Transit*, include:

1. **Economic Growth and Efficiency.** Transit and land uses work together to ensure maximum returns on public and private investment. An effective transit service reduces many needs, such as new roads and additional parking, and can increase the value of the surrounding lands. This also allows for mixed-use and intensified development around frequent transit lines to continually build ridership, and encourage two way flows of passengers to maximize the available transit services to their full potential. Compact, transit-friendly communities compare well in international quality-of-life rankings, and are more attractive for new business and residents to invest.
2. **Social Equity and Inclusion.** Putting dense development near frequent transit service maximizes the number of people who can access convenient and

affordable public transportation. This particularly benefits younger and older persons as well as those with disabilities or lower incomes who rely on transit to participate fully in the community.

3. **Cultural Vibrancy.** Transit supportive developments allow a diverse population to share neighbourhoods, making them more vibrant. The creation of distinctive, delightful and accessible places encourages interaction and spontaneity that are necessary for creativity and innovation to grow.
4. **Environmental Health.** Frequent transit supports smart growth that consumes less land, reduces pollution, and accommodates more persons and traffic in a sustainable way. These outcomes, in turn, promote a healthier and more productive population.

Recommended Policy Direction

Based on the considerations outlined above, staff are recommending to:

- i. **Add the concept of a Frequent Transit Network to the draft new Official Plan, to support the growth management objectives of the City and to support the Strategic Plan direction of “A City that Moves”.**

Staff have added the concept of a Frequent Transit Network to Schedule B-2 of the draft new Official Plan with a proposed Frequent Transit Network concept. The proposed FTN identifies the necessary transit service areas in conjunction with land use and street design focusing on density and walkability. Schedule B-2 is not intended to illustrate all transit routes (e.g. all coverage routes), but rather is intended to graphically represent where frequent transit service should or could occur in order to support the Official Plan and the strategic goals and objectives of the City.

It is important to note that the Frequent Transit Network will be confirmed through the preparation of the City's Integrated Transit Mobility Plan in 2017. It is expected that the schedule and policies will be further detailed and refined prior to the proposed Official Plan coming forward for Council adoption.

2.0 Transportation Plan: Transportation Policy Directions [Prepared by Kaylan Edgcumbe, Transportation Services]

In addition to preparing a draft new Official Plan, the City is also preparing a Transportation Plan. The strategies brought forward through the forthcoming Transportation Plan are critical components required to support intensification and the urban structure proposed through the draft new Official Plan.

The Transportation Plan is being prepared in recognition of, and to support, Burlington's vision to grow in strategic parts of the city through intensification. The Transportation Plan is being developed concurrent to the new Official Plan and will set the framework for the development of the Integrated Transit Mobility Plan and subsequent studies, plans and guidelines pertaining to mobility (e.g. Transportation Demand Management Guidelines, Cycling Master Plan, etc). The Transportation Plan represents sustainable integration of land use, transit and transportation.

To-date, the key policy directions of the Transportation Plan have been developed and presented to Council on September 20, 2016 (refer to staff report [TS-14-16](#)). The report sets the framework for the Transportation Plan, which represents a fundamental change in the way the City will approach mobility in the years to come. Council provided feedback and commentary on the draft Transportation Plan policy directions. This feedback has been reflected in the refinements to the policy directions, as contained in Table 2 of this report. These draft Transportation Plan policy directions will be brought forward to the community as part of the engagement strategy for 2017.

The draft Transportation policy directions support the key strategic objectives of "A City that Moves" stated in the City's Strategic Plan, and have been developed in a manner that closely links the draft new Official Plan to the forthcoming Transportation Plan in order to strengthen the alignment between land use and transportation.

The draft Transportation policy directions have been developed to represent the fundamental changes in both mindset and policy required to shift from suburban planning to urban city building. The draft Transportation Plan policy directions establish the framework for the Transportation Plan and will be further refined to develop specific transportation policy and supporting actions required to implement the key objectives of the Strategic Plan.

Recommended Policy Directions

A series of powerful new directions have established the general framework for mobility which informed the transportation policies proposed in the draft new Official Plan. The following directions have been refined in order to incorporate Council commentary received in response to staff report [TS-14-16](#):

Table 2: Transportation Plan Policy Directions

Direction		Description
1	Align Land Use & Transportation	Land-use decisions including density, mix of uses and quality of urban design contribute significantly to a fabric that supports walking, biking and public transit. Fully integrate land-use and transportation decision-making at every level, from policy-making to budgeting, to ensure a transportation network and growth framework that support each other.
2	Rethink Streets	Embrace a new way of perceiving and treating urban streets, recognizing that they do much more than just move automobiles. Streets are “people-places” for much more than just movement, and have the potential to be key assets in the public/civic life of our city. Differentiate (in language, purpose and design) between urban or suburban streets and suburban or rural roads. Streets have very different designs, and many more functions, than roads. In rural settings, envisage the potential for rural roads to serve as more than just conduits for access, but as key infrastructure to improve community interconnectivity and social interaction.
3	Reprioritize Mobility Choices	Reprioritize decision-making relating to mobility, emphasizing walking, biking and public transit. This will support successful intensification and allow active and sustainable mobility choices to “catch-up” to the automobile in suburban settings, and reach an ambitious level of walking, biking and public transit in urbanizing settings, reflecting a true “multi-modal” city.

4	No New Car Capacity	Land use intensification with further car-oriented design will only result in continued auto-dependency, expensive infrastructure and an overall traffic failure. Expanded mobility will be facilitated not through increased auto capacity, but by re-allocating existing space and budgets for expanded active and sustainable infrastructure for walking, biking and public transit.
5	Make Walking Enjoyable	Change the culture, decision-making, policy, infrastructure and budget to make the city rapidly more walkable, especially in urbanizing areas – achieve the strategic goal of becoming a leader in walkability.
6	Make Biking Enjoyable	<p>Move in a timely way to create a minimum network of safe, convenient and connected bike infrastructure, with continued strategic network expansion. Emphasize initiatives to build an urban biking culture and achieve the “Gold Standard” for cycling.</p> <p>Encourage the development of rural active transportation opportunities over time, with the provision of walking & cycling infrastructure within the rural lands where strategically appropriate.</p>
7	Make Transit Enjoyable	Implement significant and strategic improvement of transit service and experience in order improve ridership while supporting the enhanced branding/perception of public transit as an enjoyable mobility option. Develop policy to support levels of, and approaches to, density that will translate to significantly increased ridership.
8	“Walk the Talk”	<p>Dedicate significant and creative energy and attention to ensuring that the plan is consistently implemented.</p> <p>Strategically position the city for successful implementation of the Plan and align all corporate decisions including budget allocations to the new mobility hierarchy.</p>

Strategy/process

3.0 Project Management Matters:

3.1 New Official Plan project scope and alignment with Downtown Mobility Hub planning process

The draft new Official Plan is being released as a city-wide comprehensive set of policies, schedules and tables, with the exception of the Downtown policies. The draft Official Plan does not contain policies for lands that are identified in the current Official Plan as: Downtown Core; Wellington; Old Lakeshore Road; Residential Medium and High Density, and some related policies.

Now that the Mobility Hub Area Specific Planning process has commenced, there is an opportunity to align the two projects to prepare new downtown policies and incorporate them into the new Official Plan. With increasing development pressures in the downtown, review of the existing downtown policies is required.

Focused technical planning review of the downtown policies is currently underway. The review will confirm or change the policies as currently contained in the existing Official Plan. The public engagement program will commence in the Spring and extend into the Fall of 2017. Draft new downtown Official Plan policies will be brought to the public and Council for consultation, prior to incorporating them into the proposed new Official Plan. This will allow City Council to consider the downtown policies comprehensively with the other components of the proposed Official Plan.

3.2 Official Plan and North Aldershot Planning Area

The project scope for the new OP included bringing the City's policies and mapping into conformity with the Region's Natural Heritage System. Through this conformity work, staff concluded that this, as well as other policy matters in North Aldershot, would be most appropriately considered through the North Aldershot Policy Review related to the Region's Official Plan Review. The Region is supportive of this approach.

The North Aldershot Policy Review is to be a collaborative effort involving the City of Burlington, the Conservation Authority, the Province, the landowners and other stakeholders and interest groups. City staff recognize the importance of working collaboratively with the Region and other stakeholders on this initiative, and in preparing of an amendment to the City's new OP concurrently with the Region's OP amendments related to North Aldershot.

3.3 New Official Plan and Relationship to Other Projects/Reviews:

- **Integrated Transit Mobility Plan:**

The purpose of this plan is to provide a long term plan for transit service in Burlington and is scheduled for commencement in 2017. One of the components of this Plan is to confirm the corridors that warrant a Frequent Transit Network (FTN), as included in the draft new Official Plan.

- **Transportation Plan:**

The Transportation Plan is the long-term strategic vision for the City that will help guide transportation and land use decisions and public investment for the years ahead. The plan will set out long-term targets and include high-level policies and specific action items to achieve the overall vision. The plan is expected to be complete in 2017.

- **Zoning By-Law Review:**

The Zoning By-law is required to implement the policies of the new Official Plan through regulations. Subject to Council adoption of the new Official Plan, the Zoning By-law review will commence. It is expected that the Review will be significant, given that the City will be operating with a new Official Plan. A business case will be required for funds to support the comprehensive review of the Zoning By-law.

- **Parking Study:**

The purpose of the Parking Study is to review parking standards in the City. IBI Group is currently finalizing their final report on the City Wide Parking Assessment. The report will be brought to Committee and Council in Q2 2017. Over the spring and summer, the public will be consulted about the proposed parking rates and a City-initiated zoning by-law amendment will be brought to Council later this year or in early 2018.

- **Parks Master Plan:**

The parkland dedication policies of the Official Plan have not been updated. Due to recent changes to the *Planning Act*, the City must complete an updated Parks Master Plan that examines the need for parkland in the City prior to amending Official Plan policies related to parkland dedication rates. Parks and Open Space staff will report back to Council in Q3/Q4 of 2017 with a scope of work to update the Parks Master Plan.

- **Region of Halton Official Plan Review:**

The Region is currently conducting its Official Plan Review. It is anticipated that Burlington's new Official Plan will receive Regional approval prior to the Region completing its Review. This will place Burlington in the position of outlining the City's interest in accommodating future growth to the 2031 (b) and 2041 growth projections.

- **Provincial Plan Review:**

The province is currently updating the provinces four major land use plans. These plans, when complete and approved, will require significant policy conformity work. It is expected that the majority of the conformity work will first be conducted as part of the Region's Official Plan Review, followed by the City. The City will bring forward future amendments to the new Official Plan on a variety of policy matters, including new population and job growth numbers.

3.4 Project Process and Timing

In October 2016, Council directed staff to close the City's Official Plan Review process and to open the process to prepare the City's New Official Plan. As part of changing the projects, all policy research, analysis, studies, staff reports and community feedback undertaken as part of the Official Plan Review was referred to be considered as part of the new Official Plan process.

To date, thirty-one staff reports collectively related to the Official Plan Review or the new Official Plan projects, have been brought forward for Committee/Council consideration. This has ensured a transparent process of staff recommendations, key decision points, and community feedback. A summary of all Official Plan related reports can be found in *Appendix D (Summary of Official Plan Staff Reports)*. The new draft Official Plan reflects all policy directions presented to Council. It also incorporates some refinements to those policy directions and endorsed draft policies.

With the release of the new draft Official Plan, community, agency and stakeholder consultation on the draft policies, schedules, and tables will commence. Staff will consider this feedback and make changes as warranted to the draft Official Plan prior to bringing the proposed Official Plan forwarded for Council adoption in Q4 2017.

The community consultation and preparation of new downtown policies will be done concurrently to the consultation of the other components of the new Official

Plan, with the downtown policies merging into the new Official Plan for Council adoption in Q4 of 2017.

Subject to Council's adoption of the new OP, the document will be transmitted to the Region for review and approval. Following Regional approval, the new OP is subject to potential Ontario Municipal Board appeals.

4.0 Outstanding Staff Directions

To advance the progression of the new Official Plan project, it is important to address staff directions on two matters:

- 1) Council's request for additional consideration of sites subject to the employment conversion process; and
- 2) Outline of requirements to permit development on lands referred to as Bridgeview.

4.1 Employment Conversions Update

At Committee of the Whole (COW) on October 6, 2016 Council considered staff report [PB-30-16](#) titled, "*Employment Land Conversion Preliminary Recommendations and Policy Directions*". The report discussed which sites staff would, or would not, be recommending for an employment conversion in a future staff report which would bring forward the proposed new OP. At the COW meeting, Council directed staff to further consider the following sites:

1. 901 Guelph Line
2. 960 Cumberland Avenue
3. 5164, 5366, 5470 and 5900 Upper Middle Road, and 5201 Mainway
4. 3309 Harrison Crescent
5. 1309 Appleby Line

A number of submissions were provided and attached to [PB-30-16](#) including submissions from all of the above noted properties. In addition, several further submissions were received after the Committee of the Whole meeting, including comments from the Sustainable Development Committee, as well as several further submissions related to 901 Guelph Line. These are attached as Appendices F through I.

In addressing the staff direction above, staff have reviewed: the analysis, findings and recommendations of Dillion's report prepared on behalf of the City; the COW

meeting delegations and submissions; and other supporting material. Staff have also met with each of the property owners and/or agents to further consider potential employment conversions. In some instances additional information was provided and this information was thoroughly reviewed. The additional information does not alter the recommendations that conversion is not warranted; staff remain of the opinion as presented in staff report [PB-30-16](#).

It is important to note the employment conversion assessment recommendations were used to develop the draft new Official Plan. Council will still have the opportunity to approve, or modify any of the policies, including the conversions recommended by staff, at the time that the proposed new Official Plan is brought forward to Council for adoption later this year.

4.2 Bridgeview Development Interest

The City has received expressions of interest in developing lands commonly referred to as Bridgeview. These lands are located outside of the urban area, within the North Aldershot Planning Area. Accommodating significant development on these lands requires amended land use policies, and triggers a number of significant policy considerations as it would constitute an urban boundary expansion.

Below are three Council resolutions pertaining to Bridgeview:

Staff Direction No. 1

Direct the Director of Planning and Building to review the Official Plan policies and zoning of ... the "CNA" lands on the east side of Highway 6 as a component of the 2012 Official Plan Review in light of traffic and land use impacts created by the ...reconstruction of Plains Road West at Highway 6." (CD-14-2011)

Staff Direction No. 2

Direct the Director of Planning and Building to review the Official Plan policies and zoning of lands in the Bridgeview area and report back by the 1st quarter of 2013." ([PB-53-12-1](#))

In response to these staff directions, staff prepared report [PB-42-14](#), titled "Official Plan Review: Bridgeview Area Policy and Servicing Review", and Council endorsed the recommendation that considering redevelopment of Bridgeview as part of the OP Review was premature.

However, in December, 2016, Council passed an additional Staff Direction:

Staff Direction No. 3

Direct the Director of Planning and Building to complete an outline of the requirements of an analysis of both the north and south sections of Bridgeview Community with regards to new development, potential application of servicing and input into the Regional Official Plan. (SD-17-16)

To address the staff direction noted above, staff reviewed applicable policy to guide the consideration of development on these lands. City staff, in discussion with Regional staff, reviewed Section 77(7) of the Region of Halton Official Plan, and submit that these policies constitute the relevant requirements to consider development within Bridgeview and serve to address staff direction SD-17-16.

Below are paraphrased highlights of Section 77(7) of the Region's OP (refer to Region of Halton Official Plan for the comprehensive set of applicable policies):

- Urban boundary expansions shall only occur through amendment to Regional Official Plan as part of municipal comprehensive review, provided that:
 - there are no other areas within the Region that could accommodate growth;
 - a new designated greenfield area would not compromise the goals of achieving intensification in the urban area;
 - the new development would make efficient use of existing and planned infrastructure and human services; and
 - financial sustainability goals of the Region are satisfied.

In addition to the staff directions and decisions noted above, it is important to highlight that on October 31, 2016, Council confirmed that the City's Municipal Comprehensive Review currently underway is not to consider urban boundary and/or rural settlement area expansions (refer to staff report [PB-84-16](#)).

The appropriate time to consider Bridgeview is through the North Aldershot Comprehensive Policy Review related to the Region's current Official Plan Review and municipal comprehensive review processes.

Financial Matters:

Official Plan

There is currently \$202,000 remaining which is sufficient in staff's assessment to fund delivery of the new Official Plan. Any remaining funds will be used to supplement funding the Zoning By-law Review and Grow Bold community engagement program.

Grow Bold Engagement

Official Plan project funds have funded the Grow Bold communication program supporting the new Official Plan, Transportation Plan, Integrated Transit Mobility Plan, and Mobility Hubs Area Specific Planning projects. Expenditure to date on the Grow Bold communication program is \$27,000. Expected future costs to support engagement activities planned for Q1 and Q2 of 2017 for these projects is \$25,000.

Public Engagement Matters:

Grow Bold

On April 11, 2016, Burlington City Council unanimously approved Burlington's Strategic Plan 2015-2040. To implement this vision, the City of Burlington must develop plans to guide what growth in Burlington will look like over the next 25 years. The City's Official Plan, Transportation Plan, Integrated Transit Mobility Plan and Mobility Hub Area Specific plans each play a critical role in establishing the future direction of growth in Burlington. They will help the city plan for the type of growth it wants in the locations it wants to ensure Burlington continues to be a thriving city in the 21st century. Together these initiatives make up Grow Bold.

The engagement and communications plan for the draft new Official Plan has been prepared as part of a coordinated Grow Bold engagement program. Directors representing each of these areas make up a Grow Bold Steering Committee to guide and coordinate direction on these initiatives.

Engagement to date

Significant engagement has been completed with the community and stakeholders to inform the draft new Official Plan, in conjunction with the Strategic Plan and other city initiatives. Staff report [PB-29-16](#) presented a summary of all Official Plan Engagement and Communications undertaken until July 2016. This summary can be found in [Appendix F of PB-29-16](#), and a summary of other corporate engagement and

communication activities related to intensification and growth can be found in [Appendix G of PB-29-16](#).

Since July of 2016, additional engagement and communication has occurred on the following items:

- Character Area studies;
- Tall Building Guidelines, meetings and walking tour;
- Grow Bold engagement at public events (Canada Day, Love my Hood) ;
- Creation of Grow Bold video to provide information on the Official Plan and growth in the city;
- Healthy Communities student outreach program in partnership with the Region of Halton;
- Continued consultation with the Sustainable Development Committee on OP Policy Directions Reports; and
- Inspire Series – New Directions in Transportation

Engagement on the Draft New Official Plan

Public Engagement

The engagement and communications objectives for the draft new Official Plan include:

1. Inform and engage residents about the city's future growth strategy and why it is important;
2. Inform and engage residents about how the Official Plan will establish where and how the city will grow to 2031;
3. Reach residents in the community that may be under-represented, e.g. youth, newcomers, persons with disabilities;
4. Use plain language in all communications materials and messaging;
5. Obtain feedback from the community on the draft OP, in conjunction with the Transportation Plan and Integrated Transit Mobility Plan.

There are number of engagement opportunities that will be used in order to reach as many people as possible, including a combination of high tech and in person tactics. There is an emphasis in the engagement plan of going to where people already are, such as:

- community events,

- schools,
- community centres,
- faith based organizations such as churches and mosques, and
- malls

Staff will also engage with residents through:

- walking tours,
- focus groups,
- public meetings,
- social media,
- online surveys, and
- the use of “Kitchen Table Talks” which is a conversation guide that groups as small as one to as large as 100 people.

A Grow Bold staff team has been formed that includes City staff from across the organization. These staff will assist with facilitating the public consultation work plan.

As many City staff also live in Burlington, we will also offer opportunities for staff to provide feedback through surveys and workshops.

Internal Consultation

There has been extensive collaboration with City staff throughout the organization as part of the new Official Plan project. The draft new Official Plan was circulated to the Interdepartmental Working Group, a large staff team with membership across many City departments. Feedback from staff was used to refine the draft new Official Plan. Planning staff will continue to consult with all City departments on the draft new Official Plan.

Agency and Stakeholder Consultation

In addition to the broader public engagement, Planning & Building staff will undertake targeted consultation with the Region of Halton, Conservation Halton and the Niagara Escarpment Commission and other agencies and community stakeholder groups.

Conclusion:

The draft new Official Plan is a key tool to implement the vision outlined in Council’s 2015-2040 Strategic Plan. The draft new Official Plan reflects the background studies, policy directions, research and analysis, and feedback received from Council and the community to-date. Further engagement will inform revisions to the draft new Official Plan, to be finalized by Q4 of 2017.

Respectfully submitted,

Andrea Smith, MCIP, RPP
Manager of Policy and Research
905-335-7600 x7385

Appendices:

- A. Draft New Official Plan, March 2017
- B. Planning Policy Context
- C. Commercial Policy Directions
- D. Summary of Official Plan Project Staff Reports
- E. Market and Financial Inputs to Neighbourhood Centres Policy, 2017
- F. Sustainable Development Committee Comments
- G. 901 Guelph Line, MHBC Submission
- H. 901 Guelph Line, MHBC Examples
- I. 901 Guelph Line, EMSHIH Submission

Notifications:

Ron Glenn, Region of Halton
Curt Benson, Region of Halton
Dan Tovey, Region of Halton
Niagara Escarpment Commission
Conservation Halton
OP Mailing List

Report Approval:

All reports are reviewed and/or approved by Department Director, Director of Finance and Director of Legal. Final approval is by the City Manager.