



Committee of the Whole Meeting Agenda

Date: July 7, 2016
Time: 1:00 PM
Location: Council Chambers Level 2, City Hall

Pages

1. Declarations of Interest:

2. Delegation(s):

In order to speak at Committee of the Whole meeting, individuals must register no later than noon on the day before the meeting. To register, complete the online application at www.burlington.ca/delegation, email cityclerks@burlington.ca or phone 905-335-7600 ext. 7481.

3. Consent Items:

Reports of a routine nature, which are not expected to require discussion and/or debate. Staff may not be in attendance to respond to queries on items contained in the Consent Agenda.

4. Regular Items:

- | | | |
|-----|--|-----------|
| 4.1 | Official Plan Review: urban structure and intensification policy directions report. (PB-29-16) | 1 - 136 |
| 4.2 | Burlington's Mobility Hubs: work plan for area specific planning report. (PB-48-16) | 137 - 155 |

5. Confidential Items:

Confidential reports may require a closed meeting in accordance with the Municipal Act, 2001. Meeting attendees may be required to leave during the discussion.

6. Procedural Motions:

7. Information Items:

8. Staff Remarks:

9. Committee Remarks:

10. Adjournment:



**SUBJECT: Official Plan Review: Urban Structure and Intensification
Policy Directions Report**

TO: Committee of the Whole

FROM: Planning and Building Department

Report Number: PB-29-16

Wards Affected: All

File Numbers: 505-08

Date to Committee: July 7, 2016

Date to Council: July 18, 2016

Recommendation:

Endorse the policy directions, as detailed in PB-29-16, which relate to the city's Official Plan guiding principles and land use vision, city system, urban structure, intensification, Mobility Hubs and established neighbourhoods, for the purpose of developing the Part A Official Plan amendment of the Official Plan Review;

Receive the draft July 2016 Official Plan schedules, as contained in Appendices A – Draft City System, B – Draft Urban Structure, and C – Draft Intensification Framework, and D- Draft Intensification Framework: Transportation Network, to PB-29-16;

Direct the Director of Planning and Building to communicate and engage with the public on the policy directions and the July 2016 Draft Official Plan schedules prior to bringing forward the Part A amendment of the Official Plan Review.

Receive the report contained in Appendix H titled, "*Intensification Study Visualizing Density and Market Assessment of Intensification, a Report for the City's Strategic Plan*", December 2015, prepared by Dillon, Brook McIlroy and Watson and Associates.

Purpose:

The purpose of the report is to present a series of Official Plan (OP) policy directions that:

- Set the foundation for the city's urban structure, intensification, and growth management strategy;
- Update the vision and guiding principles for growth and intensification;



- Introduce new mapping to illustrate the city as a comprehensive system consisting of distinct areas including the urban, rural and North Aldershot areas;
- Indicate where the city wants growth and expects significant transition with additional population and jobs over time, and inversely, to identify where growth is not planned within established neighbourhoods;
- Inform the Region's Official Plan Review (OPR) and upcoming population and employment growth allocation process;
- Guide development within Mobility Hubs and enable mobility hub area-specific planning; and
- Serve as a framework in the city's evaluation of employment land conversions.

In developing the recommendations contained in this report, several elements have been considered including:

- City's Strategic Plan
- Provincial Plans
- Region of Halton Official Plan
- City's Intensification Study (2008)
- OPR Mobility Hub Opportunity and Constraints Study
- OPR Commercial Strategy Study
- OPR Employment Lands Study (Phases 1 and 2)
- Character Area Studies, and
- Community consultation and engagement

These elements, woven together, enable staff to present a series of recommendations that advances the city's strategy in accommodating future growth and intensification.

It is important to note that this report addresses several Strategic Plan directions. The policy directions contained in this report primarily relate to "*A City that Grows – Intensification*", however the policy directions address elements of all Strategic Direction identified in the 2015-2040 Strategic Plan.

In addition to the Strategic Plan, Provincial and Regional Plans and regulations, and the work of the OPR conducted to date, are the key inputs informing the proposed policy directions of this report.



Background and Discussion:

Background:

Status of the Official Plan Review

On January 25, 2016, Council approved staff report, "Official Plan Review: 2016 Revised Project Work Plan and Schedule" ([PB-09-16](#)). The purpose of that report was to:

- outline the relationship between the city's Strategic Plan and OPR;
- highlight the goals of the OPR;
- recommend a revised approach to deliver the OPR and to provide an update on timing; and,
- identify project management considerations and other current or emerging policy initiatives.

The report detailed a revised approach to the OPR to more effectively address Council's priorities and to create timing efficiencies. The revised approach included separating the OPR into two parts and that the city bring forward a Part A amendment which focuses on the urban area, while the Part B amendment focuses on the rural and natural heritage, agricultural and mineral aggregates policies.

The report listed various components to be addressed in Part A. The following components are addressed in this report:

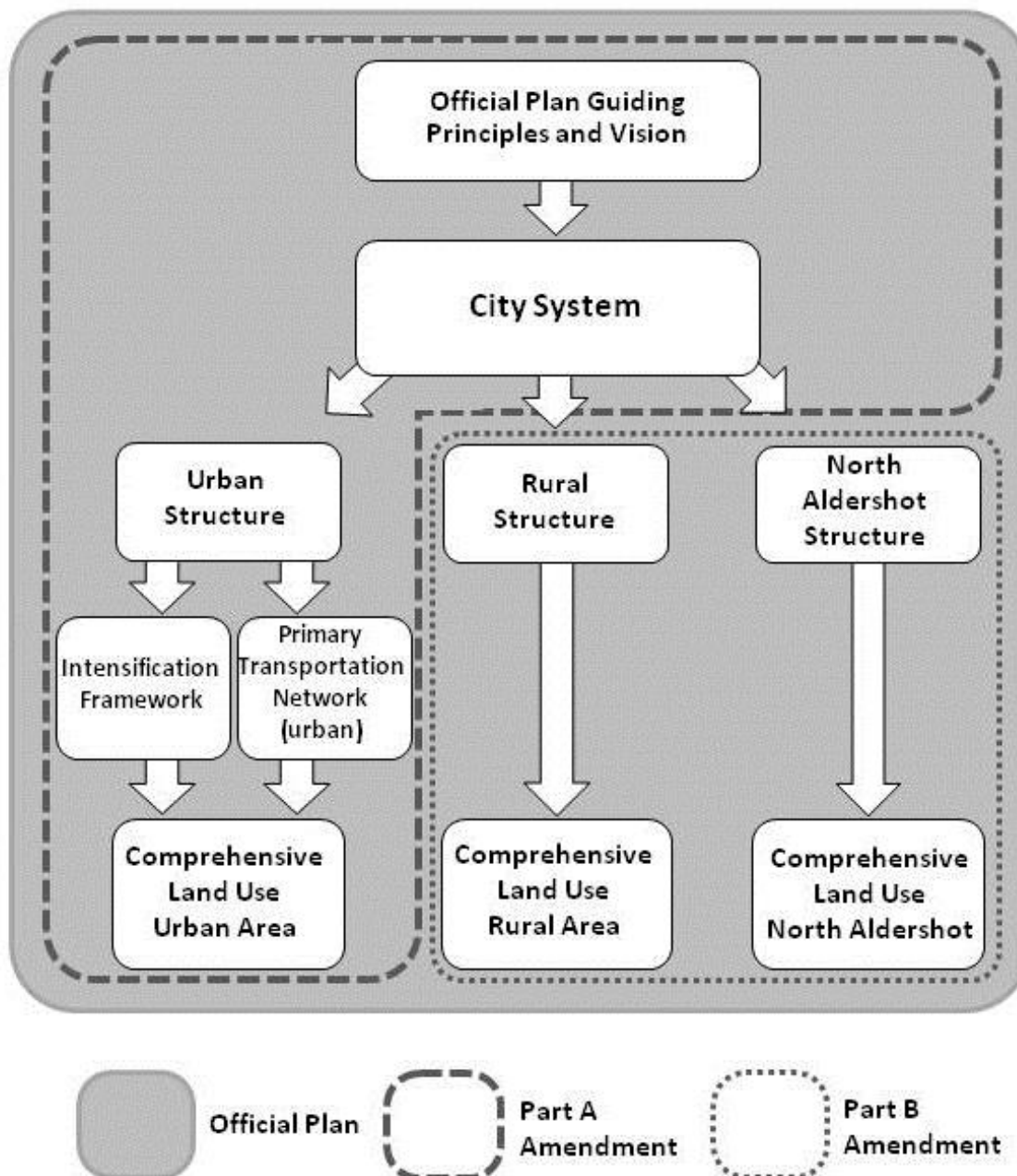
- City System and Urban Structure
- Intensification Areas
- Strategic Investment Areas
- Mobility Hubs
- Established neighbourhoods

Council's endorsement of policy directions in this report is a critical step in establishing the foundation for the Part A amendment to the city's Official Plan, and in enabling staff to bring forward the staff report containing the assessment of employment conversions.

Figure 1 – Major Components of the Official Plan on the following page illustrates the relationship of the Part A and Part B amendments to the Official Plan, as well as details the elements within each amendment.



Figure 1 - Major Components of the Official Plan





Discussion:

1.0 Provincial/Regional Planning Context:

In preparing the policy directions, staff have had careful consideration of provincial and regional plans, policies and regulation. Below is a general summary of the significant elements of the provincial and regional planning context.

1.1 Planning Act

Municipalities, when dealing with their responsibilities under the *Planning Act*, shall have regard to a wide range of matters of provincial interest ranging from the protection of ecological systems, including natural areas, features and functions; to the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians.

It also requires that:

- all planning decisions by Council shall be consistent with the Provincial Policy Statement (PPS) and conform with provincial plans (Greenbelt Plan, Niagara Escarpment Plan, Places to Grow – Growth Plan for the Greater Golden Horseshoe);
- an Official Plan contain goals, objectives and policies established to manage and direct physical change and the effects on the social, economic and natural environment;
- requires a municipality to review its Official Plan not less frequently than every five years (extended to 10 years for a new Official Plan as per Bill 73).

The Urban Structure and Intensification Policy Directions Report forms a major part of the outcome of the Official Plan Review work plan and addresses the sections above. Almost all matters of Provincial interest listed in the *Planning Act* are to some degree addressed through this report given that it establishes the general framework of the city's Official Plan.

1.2 Provincial Policy Statement

On February 24, 2014 the Province released the *Provincial Policy Statement, 2014* (PPS, 2014) which came into effect on April 30, 2014. The PPS recognizes that Official Plans are the most important vehicle for the implementation of the PPS. As noted above Council decisions affecting planning matters "shall be consistent with" policy statements issues under the Act.



The vision states that land use must be carefully managed to accommodate appropriate development to meet the full range of current and future needs, while achieving efficient development patterns and avoiding significant or sensitive resources and areas which may pose a risk to public health and safety.

The PPS includes direction related to this report in the following sections:

- Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns
- Housing
- Infrastructure and Public Service Facilities
- Long Term Economic Prosperity
- Energy Conservation, Air Quality and Climate Change

Several policies have a particular relevance to this report and are discussed below.

Settlement Areas

Land uses within a settlement area should incorporate a variety of densities and mix of uses that use land and infrastructure efficiently, minimize negative impacts to air quality and climate change, support transit and active transportation and include a range of opportunities for *intensification* and *redevelopment*.

Intensification and Redevelopment

The PPS states, in part, that:

Planning authorities shall identify appropriate locations and promote opportunities for *intensification* and *redevelopment* where this can be accommodated taking into account existing building stock or areas, including *brownfield sites*, and the availability of suitable existing or planned *infrastructure* and *public service facilities* required to accommodate projected needs (Section 1.1.3.3).

Role of Upper and Lower Tier Municipalities

The PPS highlights the role of the upper tier municipality in consultation with the lower-tier municipality. Together, along with other municipal partners, population, housing and employment projections are allocated to each lower tier municipality. The local vision for growth and development, specifically Intensification areas including nodes and transit corridors must be developed in conformity with the Regional Official Plan.



Energy Conservation, Air Quality and Climate Change

Land use and development patterns are highlighted as having a key role in “energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and climate change adaptation through land use and development patterns” (1.8.1).

Policy Connection to this Report

The Urban Structure describes the high level components of the Urban Area that together contribute to ensuring that opportunities exist to accommodate a wide range of densities and mix of land uses throughout the Urban Area. Certain areas of the municipality are identified which are expected to accommodate growth over time.

The Intensification Framework outlines the specific areas of the city where Intensification and the required investment in appropriate infrastructure (both public service facilities and infrastructure) will be made concurrently to ensure that sufficient capacity is available to support future employment and population growth.

The development of the Urban Structure and Intensification Framework, along with related policy directions, will establish a clear local vision for intensification and will support the Region in further defining and identifying nodes and corridors for intensification. This work recognizes direction from existing Regional Policy and will support the Region’s effort in its upcoming municipal comprehensive review. The establishment of a clear vision will ensure the elevation of the concept of intensification in the city of Burlington. Recognition of the new challenges that face a built up municipality will be identified in the Regional Official Plan. This will ensure that at the time of preparing or revising key implementation tools such as population and employment forecasts and master servicing plans that the vision for a mature state municipality is implemented.

1.3 Places to Grow

Places to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) includes a wide ranging set of policies intended to assist in managing growth in the GGH to 2031. The *Growth Plan* directs growth to the *built up areas* which is defined as areas within the urban boundary but are not considered designated greenfield areas.

Guiding Principles of the Growth Plan

The guiding principles of the *Growth Plan* are intended to guide decisions on how land is developed, resources are managed and public dollars invested:



- Build compact, vibrant and complete communities.
- Plan and manage growth to support a strong and competitive economy.
- Protect, conserve, enhance and wisely use the valuable natural resources of land, air, water for current and future generations.
- Optimize the use of existing and new infrastructure to support growth in a compact, efficient form.
- Provide for different approaches to managing growth that recognize the diversity of communities in the GGH.
- Promote collaboration among all sectors – government, private and non-profit – and residents to achieve the vision.

Managing Growth

Population and growth will be accommodated within the built up area and focused in intensification areas. The Plan identifies four key areas where intensification shall be accommodated:

- Urban Growth Centres
 - Planned to achieve 200 people and jobs
 - An area for investment in institutional and region wide public services as well as commercial, recreational and cultural uses
 - Transit
 - High density and major employment centre
 - Accommodate a significant share of population and employment growth
- Major Transit Station Areas and Intensification Corridors
 - Accommodate higher residential and employment densities to support existing or planned transit service
 - Incorporate a mix uses including office, institutional, commercial and residential wherever appropriate.
- Employment Lands
 - Provide for an appropriate mix of employment uses
 - Support a wide range of economic activities and ancillary uses with any necessary infrastructure
 - Plan for, protect and preserve employment areas



Policy Connection to this Report

The City System, Urban Structure and the Intensification Framework together present the city's position at a high level about where to direct development. Together they represent the first step in communicating the commitment to development and redevelopment in these areas.

The Intensification Framework establishes that there are areas which are expected to contribute significantly to accommodating the population and employment distributed to the city by the Region. Capturing and defining the intensification priority and providing a means by which to support its implementation represents a growth management strategy for a built up municipality.

The Intensification Framework highlights the importance the Urban Growth Centre and the city's three major Transit Station Areas, the connecting intensification corridors and certain parts of the city's employment areas by identifying them as elements of the primary intensification area.

1.4 Emerging Provincial Plans

On May 10, 2016 the Province initiated a second round of consultation related to the Coordinated Land Use Planning Review by releasing a series of revised policies specific to each Provincial Plan including Places to Grow.

Several policy sections within the "Managing Growth" (2.2.1) section are noted below and will be carefully considered in staff review of the proposed policies as they relate to the City System, Urban Structure and Intensification Framework.

- Strategic Growth Areas: areas identified to be the focus for accommodating intensification and higher density mixed use in a more compact built form.
These areas include:
 - Urban Growth Centres
 - Major Transit Station Areas
 - Mobility Hubs
 - Other major opportunities (infill, redevelopment, brownfield sites etc.)
 - Lands along major roads, arterials or other areas with existing or planned frequent transit service
- Expanded discussion of Transit Corridor and Station Areas, including Priority Transit Corridors – "prioritizing planning and zoning for priority transit corridors, minimum density targets reflective of transit service, etc.



- Minimum Intensification Target increase from 40% to 60%.
- Modifications to Employment Policies.
- Increasing minimum density requirements within Designated Greenfield Areas from 50 to 80 people and jobs per ha.

Policy Connection to this Report

It appears that the proposed provincial policies which require the development of an integrated approach to planning and managing growth by Upper tier municipalities is in line with the directions proposed in this report. It is expected that this integrated approach will, among other things, identify a hierarchy of areas within settlement areas for accommodating growth and that the primary focus will be on strategic growth areas.

1.5 Metrolinx: The Big Move

The *Big Move* is the third piece in a three-part approach by the provincial government to prepare the Greater Toronto Hamilton Area (GTHA) for growth and sustainability. It builds on the Greenbelt Plan, which protects more than 1.8 million acres of environmentally sensitive and agricultural land in the heart of the region, and the Growth Plan for the Greater Golden Horseshoe (Places to Grow), which manages population and job growth, and curbs urban sprawl. Together these three initiatives will lead to the development of more compact and complete communities that make walking, cycling and transit part of everyday life.

The development of the *Big Move* (also referred to as the Regional Transportation Plan, RTP) was intended to create a long term strategic plan for an integrated, multi-modal, regional transportation system.

The Big Move includes a list of nine big moves. Strategy # 7, titled “*Build Communities that are Pedestrian, Cycling and Transit-Supportive*” focuses on Mobility Hubs.

A system of connected Mobility Hubs

The Big Move created a system of connected Mobility Hubs including Anchor Hubs and Gateway Hubs, at key intersections in the regional rapid transit network that provide travelers with access to the system, support high density development, and demonstrate excellence in customer service.

Section 7.15 of the Big Move directs Municipalities, in consultation with transit agencies, landowners, major stakeholders, and public agencies and institutions, to prepare detailed master plans (also referred to as Area Specific Plans) for each Mobility Hub.



Where appropriate, master plans should also be prepared for major Transit Station Areas and unique destinations that have been identified in accordance with Policy 7.14.

The policies also set out minimum requirements for the development of Mobility Hub Master Plans, which are further discussed in the *Metrolinx Mobility Hub Guidelines*.

Policy Connection to this Report

The policy directions established through this report establish a mobility hub /major transit station area policy framework informed by the *Big Move* and the *Metrolinx Mobility Hub Guidelines*.

1.6 Region of Halton Official Plan

Regional Structure includes: Settlement areas, the Agricultural System and the Natural Heritage System. This Regional Structure is presented in Map 1 of the Regional Official Plan. The Region of Halton established in policy:

- population and employment distributions;
- intensification and density targets; and
- phasing

for each local municipality and for the Region as a whole to 2031. Together these numbers represent a growth management strategy for the Region which, along with the policies of the plan maintain and enhance the established Regional Structure.

Urban Areas

Regional policies support development in a form that is compact, transit and active transportation supportive, reduces car dependency, and which makes efficient use of land and services (72(2)). In policy the Region highlights that one of the objectives of the Urban Area is to identify and urban structure that supports the development of Intensification Areas (72(6)). It also establishes as an objective the facilitation and promotion of intensification and increased densities (72(9)).

The Region directs to the *Built Up Area* a minimum of 40% of new residential development occurring annually after 2015 (77(2.1)). An annual intensification monitoring report is identified in policy to be undertaken each year to track the Region's performance.

Regional policy requires that Local Municipalities through their Official Plans demonstrate how the distribution of population and employment, the intensification and



density targets and the phasing policies can be “achieved and maintained at all times” (77(4)).

The Region further directs that Area Specific Plans, covering a wide range of considerations, be developed to establish policies for major growth areas, including the development or redevelopment of communities (i.e. Intensification Areas; Employment Areas, Mixed Use Areas)(77(5)).

Intensification Areas

In the Regional Official Plan Intensification Areas include:

- Urban Growth Centres (as identified in Map 1 and Map 3)
- Major Transit Station Areas (including Metrolinx-designated Mobility Hubs) (as identified in Map 1 and Map 3 and/or in Local Official Plans, which generally consist of areas within 500m of the Major Transit Station.)
- Intensification Corridors (as identified in Local Official Plans)
- Mixed Use Nodes (as identified in Local Official Plans) (80).

Regional Policy highlight a number of objectives related to *Major Transit Station Areas* and *Intensification Corridors including*:

- Achieving sufficient density to support existing and planned transit
- Achieving a mix of uses, where appropriate
- For Major Transit Station Areas provide multi-modal access including active transportation and innovative alternatives like carpool parking, car share and recharging stations etc.
- For Intensification Corridors, to accommodate local services, including recreational, cultural and entertainment uses. (78(11)).

The Region requires that Local Official Plans identify Intensification Areas with detailed boundaries in accordance with the objectives and policies of the Regional Official Plan (81(2)).

The policies of the Region establish a variety of directions, requirements, encouragements to plan for Intensification Areas ranging from special considerations for Areas Specific Plans related to Intensification Areas to tools and incentives to promote the development of these areas. Key to these policies is that Intensification Areas are to be considered the highest priority of urban development within the Region (81(7.2)).



The Region directs in Part II, Policy 48 that:

Area-Specific Plans such as secondary plans are to be prepared by the Local Municipalities for *settlement areas* such as new communities, *Intensification Areas* and *Hamlets* in accordance with policies of this Plan.

Area Specific Plans must demonstrate how the goals and objectives of the Regional Official Plan are being attained alongside a wide range of other considerations some of which are specific to area specific planning in intensification areas.

It is the policy of the Region to:...

- 81(7.3) Ensure that Intensification Areas are development-ready by:
- a) making available at the earliest opportunity water, waste water and transportation service capacities to support the development densities prescribed for Intensification Areas;...

Policy Connection to this report

This report presents the City System which conforms to the Region's Structure. The focus of this report and of the Part A amendment is on the Urban Area. The Part B Amendment will address and refine the city's approach to the other elements of the Regional Structure.

The Urban Structure and the Intensification Framework are informed by and conform to Regional Policy related to the Urban Area and to Intensification Areas. This report demonstrates concrete action to meet the policy directions established through the Regional Official Plan related first to the city's Structure within the Region and second to the means of demonstrating the city's growth management strategy and the city's means of demonstrating how various policy numbers can be achieved and maintained at all times.

As noted earlier, the Intensification Framework establishes that there are areas which are expected to contribute significantly to accommodating the population and employment distributed to the city by the Region. Capturing and defining the intensification priority evident in Region policy and providing a means by which to support its implementation represents a growth management strategy for a built up municipality.



The Intensification Framework highlights the importance the Urban Growth Centre and the city's three major Transit Station Areas, the connecting intensification corridors and certain parts of the city's employment areas by identifying them as elements of the primary intensification area.

2.0 Local Context:

2.1 Existing Official Plan

Burlington's existing OP was approved by the Region of Halton on March 5, 1997. A city-wide OPR was initiated in 2002, adopted by Council on October 10, 2006 and substantially approved by the Ontario Municipal Board by October 24, 2008. The OP has undergone several housekeeping consolidations over the past seven years; the most recent consolidation is dated July 2015.

The existing OP has set a strong foundation to guide growth and development in the city, which includes direction to grow to the existing urban boundary in order to protect the rural area, a system of land use designations and the identification of intensification areas. The OPR will build upon this foundation by retaining many of the existing elements, such as maintaining the current urban boundary, while proposing transformative shifts to others to achieve the goal of growing up, not out. Several of the key shifts are summarized in the policy directions in this report.

2.2 Strategic Plan

Burlington recently completed a 2015 - 2040 Strategic Plan. The Strategic Plan recognizes that the city is undergoing an important transition; to stop sprawl and instead grow through intensification. The plan strongly articulates the new mandate of the city to actively city-build and identifies a clear vision to:

- Direct population growth through targeted intensification that will build neighbourhoods that are environmentally friendly, infrastructure-efficient, walkable, bikeable and transit-oriented, and provide transit supportive densities;
- Direct growth towards mixed-use areas and along main roads with transit service, including Mobility Hubs, the Downtown and Uptown; and
- Reinforce the city's strong position to protect the existing urban-rural boundary.

In particular, work undertaken during the Strategic Plan Review, including the visualization of various density scenarios and associated market assessments



regarding intensification in Burlington, have been an important input into the development of the directions contained in this report. A document providing a detailed overview of the work undertaken as part of the Strategic Plan process titled *“Intensification Study Visualizing Density and Market Assessment of Intensification, a Report for the City’s Strategic Plan”*, December 2015 prepared by Dillon, Brook McIlroy and Watson & Associates, is found in Appendix H.

3.0 Policy Directions

This staff report lays out a framework that describes what the urban area will look like in order to achieve the vision identified in the strategic plan, and will articulate the key policy directions that are required to accommodate future population and job growth within the urban boundary. These shifts are summarized in the following eight policy directions below.

**Table 1 - Policy Directions Summary**

Direction	Nature of Direction	Page
A	Update the OP Guiding Principles and Land Use Vision	Pg. 20
B	Establish a new City System and Urban Structure Framework, including associated policies and mapping	Pg. 22
C	Establish a new Intensification Framework, including associated policies and mapping	Pg. 26
D	Amend the OP's definition of 'intensification' to conform with the Province and Region of Halton's definition and undertake consequential amendments throughout the OP	Pg. 35
E	Update the OP's current evaluation criteria for intensification proposals to better address a range of uses, built-form and urban design	Pg. 36
F	Introduce policy that enables the identification of Strategic Investment Areas within Primary Intensification Areas by City Council	Pg. 38
G	Establish a new Mobility Hubs policy framework, including associated policies and mapping	Pg. 40
H	Update the policies and schedules in the Official Plan and Transportation Plan to recognize and integrate Mobility Hubs and Connectors in the city-wide transportation system	Pg. 46



Mapping

In order to illustrate the vision and concepts presented in the policy directions, staff has included draft mapping in the appendices for discussion purposes only. It is important to note that staff is not seeking Council's endorsement of the July 2016 mapping included in the appendices at this time. Staff will undertake significant public consultation to refine Official Plan mapping, as part of the OPR Phase 3 engagement program in support of the Draft Official Plan Amendment.

A key to understanding time frames in planning

Throughout the Directions below reference is made to a number of different time frames. Time is an important dimension in planning for growth.

2031

Places to Grow distributed population and employment for the Greater Golden Horseshoe from 2001 – 2031. The Region of Halton in Regional Official Plan (ROPA) 38 and ROPA 39 distributed population and employment across the Region in the form of population and employment distributions and intensification and density targets set out in policy for each local municipality.

The population and employment distributions to 2031, and the respective intensification and density targets will be included in our Official Plan in conformity with the Regional Official Plan. That being said these numbers and targets are expected to be achieved and exceeded during the statutory time frame of this Official Plan - that is the time frame to 2031.

The Official Plan cannot establish policies that plan to exceed these statutory numbers. When we include reference to 2031 we are considering policy related to the accommodation of growth allocated to the city to 2031.

2031 and beyond

Notwithstanding the discussion above there is an acknowledgment that the "world doesn't end after 2031". Planning in a built up municipality requires both what we can plan from a statutory perspective, and the long term vision to set the path forward.

In the case of distinguishing planning to 2031 and the long term vision for the mature state of Burlington it becomes important to decouple the vision from the achievement of policy numbers by a certain date.

When we include reference to 2031 and beyond we acknowledge that there is potential capacity in the policy framework to accommodate growth beyond the statutory time



frame of the Official Plan. We recognize that this constitutes a vision related to accommodating growth beyond 2031 in Burlington where no additional designated greenfield lands or urban boundary expansions are anticipated.

2041

Places to Grow was amended (Amendment 2, June 17, 2013) to revise Schedule 3 and establish new population and employment distributions for the Greater Golden Horseshoe to 2041. In the course of developing those revised distributions the amendment had the effect of also developing a 2031B¹ forecast.

The upcoming Regional Official Plan Review and municipal comprehensive review will be the opportunity for the Region of Halton to distribute population and employment across the Region to 2041. Until such time as this work is complete and the Official Plan Amendment / New Regional Official Plan is in place efforts to allocate population and employment to 2041 are premature. Burlington's Official Plan Review presents the opportunity to establish a clear vision for the future of a built up municipality in order to inform the Region's allocation of growth to Burlington. Burlington's efforts will assist the Region of Halton in meeting intensification targets and will support the urban structure described in this report.

A detailed vision and supporting work to inform the Region's Official Plan Review is critical in Burlington as the traditional approach of assigning new growth to new designated greenfield land area is not valid in the Burlington context; it is now more appropriate to identify areas of the city, which support the urban structure with a clear vision and supportive technical work, to determine how these places throughout the city can accommodate a specific volume of growth.

¹ new 2031 population and employment distribution for Halton Region had the effect of establishing for 2031:

- A higher population target (from 780,000 people to 820,000 people; and,
- While maintaining the employment target (390,000 jobs).



When we include reference to 2041 the report is identifying the upcoming exercise to distribute population, housing and employment throughout the Region of Halton to the next statutory time frame.

Mature State

The city must plan for the future mature state by establishing vision and opportunities for growth that replace the more customary urban boundary expansion approach to accommodating future growth in other municipalities. It is not possible, nor is it prudent to establish a “maturity date”. In other words the city’s path to mature state for the foreseeable future will always be beyond the horizon of the Plan.

When we include reference to the city at a mature state we identify the vision for the future without reference to a time frame.



DIRECTION A: Update the Guiding Principles and Land Use Vision

Issue:

Some elements of the existing land use vision and guiding principles in the Official Plan are not consistent with the directions identified in the 2015-2040 Strategic Plan and do not reflect the future urban structure (the concept of urban structure is explained in Direction B below).

Background:

The 2015-2040 Strategic Plan identified a bold new vision to guide city building for the next 25 years. Several studies were undertaken as part of the Official Plan Review to identify potential changes to the city's urban structure, including the Commercial Lands, Employment Lands and Mobility Hubs studies. In order to identify required revisions, the existing OP guiding principles will be revised in conjunction with the new information presented through the Strategic Plan and the OPR.

Proposed Direction: Update the Guiding Principles and Land Use Vision

The vision and guiding principles will be revised to reflect the important transition that the city is undergoing to accommodate growth within the urban boundary. This includes the following key changes:

- The Official Plan will include the key strategic directions of the Strategic Plan, and the guiding principles will be organized and informed by the strategic directions: *A City that Grows, A City that Moves, A Healthy and Greener City and An Engaging City*.
- The guiding principles will be updated to reflect the key strategic directions and objectives of the Strategic Plan and to reflect OPR studies. Principles will address the following:
 - complete communities;
 - maintaining the urban boundary;
 - targeted intensification;
 - established neighbourhoods, rural areas, natural areas, and employment lands;
 - design excellence;
 - financial sustainability;



- infrastructure and community infrastructure;
 - economic development;
 - mobility choice;
 - aligning land use, density and transit/active transportation;
 - healthy environment and natural resources;
 - climate change and sustainable building and community design;
 - health, safety and social well-being for all ages and abilities;
 - engagement;
 - culture and arts; and
 - community identity and character.
- The city's land use vision will be illustrated by a framework that includes the City System, Urban Structure and Intensification Framework (see Figure 1 – Major Components of the Official Plan - and Directions B & C of this report). This framework has been informed by the key strategic directions and guiding principles, and will reflect proposed shifts to the urban structure, such as the identification of Primary Intensification Areas, Mobility Hubs, the protection of established neighbourhoods and employment lands, and the new Mixed Use hierarchy as summarized in the Proposed Commercial Lands Policy Directions Reports ([PB-09-15](#), and as revised in PB-38-16).



DIRECTION B. Establish a new City System and Urban Structure Framework, including associated policies and mapping, within the Official Plan

Issue:

An Official Plan contains maps and policies that set up the organizing framework for directing and managing growth in the city (Note: maps are often referred to as “schedules” within an OP). Maps help tell the story of the city. The framework is made up of elements such as municipal boundaries, roads as connectors, land uses, urban versus rural areas, and built-up versus greenfield areas.

While the city’s OP does contain schedules to illustrate the framework of the city, new schedules must be added to more clearly illustrate the city as a system and its parts.

Also, maps in the current Official Plan require updates to maintain consistency with Provincial and Regional policies, and to align with new or revised policies for the growth management structure.

The way the city will be physically organized will be fundamental to the quality of life it will offer its residents, the functioning of its economy, the fostering of social cohesion, and the health of the natural environment. Understanding and communicating the structure at a city-wide level and within the urban boundary is a critical first step to defining an appropriate structure for the future and creating a land use vision to guide the Official Plan.

Background:

Currently, the OP has only one framework schedule, *Schedule A – Settlement Pattern*. There is opportunity to improve clarity and interpretation of the city as a system and its parts.

Proposed Direction: City System

Existing OP Schedule A - Settlement Pattern is being replaced by a new city System Framework (as shown in Appendix A – City System), including associated policies and mapping, as part of the Official Plan Review in order to achieve the following:

- visualize and communicate the physical make-up of the city and provide a framework which conforms with provincial and regional policy and implement local objectives for population and employment growth for the long term development of the city;



- provide a meaningful connection between parts of the city to the detailed land use designations and other policies in the Official Plan; and
- illustrate, from a development perspective, where growth will figure more significantly and where little or no change is anticipated.

A new schedule and policies are proposed to be incorporated within the Official Plan. The City System framework will establish the key structural elements of the entire city, and the discrete physical components that collectively represent the city's unique system, which can each be further subdivided as the level of detail is increased in mapping and policy.

The City System framework will identify the following main components of the City Planning System:

- i. Municipal Boundary
- ii. Urban Boundary
- iii. Built Boundary
- iv. Urban Area
- v. Downtown Urban Growth Centre
- vi. Rural Area
- vii. North Aldershot
- viii. Rural Settlement Areas
- ix. Main transportation network
- x. Provincial Plan Areas (Greenbelt Plan Area – Protected Countryside, Parkway Belt West Plan Area and Niagara Escarpment Plan Area)

A draft version of this proposed schedule is contained in *Appendix A – Draft City System* of this report for information.

Proposed Direction: Urban Structure Framework

The city will manage growth by developing a new Urban Structure Framework that promotes compact, transit-supportive, pedestrian-friendly neighbourhoods and densities in a series of centres and corridors, while protecting established neighbourhoods and environmental and employment areas over time. A new schedule and policies are proposed to be incorporated within the Official Plan which will describe the framework within which more detailed land use designations and policies are established.



The Urban Structure Framework, including associated policies and mapping describing the land use vision for the city's Urban Area, will be presented in order to achieve the following:

- a spatial framework to direct growth in the Urban Area over the planning horizon and focus on the Urban Growth Centre, Urban Centres, Mixed Use Areas and Mobility Hubs;
- a foundation for complete communities;
- a more efficient and sustainable integration of land use, transit and transportation;
- preserve and protect employment areas for current and future long-term businesses and job growth;
- maintain and protect the stability of established residential neighbourhood areas for residential purposes and related community infrastructure; and
- protect, preserve and enhance natural areas and open spaces.

The Urban Structure framework will identify the following main components of the Urban Planning System:

- i. Urban Boundary,
- ii. Built Boundary,
- iii. Greenfield Area,
- iv. Downtown Urban Growth Centre,
- v. Residential Neighbourhood Areas,
- vi. Employment Areas,
- vii. Urban Centres,
- viii. Mixed Use Areas,
- ix. Mobility Hub Study Areas,
- x. Tremaine Road Special Planning Area,
- xi. Major Greenlands, Parks and Open Spaces, and
- xii. Main Transportation Network.

A draft version of this schedule is contained in *Appendix B – Draft Urban Structure* of this report for information.

The draft Appendices A and B are not being recommended for Council endorsement at this time and are intended for discussion purposes only as they will be subject to further



change/refinement based on the pending outcomes of other Official Plan Review work plans and will be used as part of the public and stakeholder consultation and engagement that will be undertaken by staff as part of the development of the Part A amendment to the OPR.



DIRECTION C: Establish a new Intensification Framework, including associated policies and mapping

Issue:

In the current Official Plan, there are a number of policies which are intended to guide the review of Official Plan Amendments involving a proposed increase in density. These policies generally assist staff to review these applications on a site-specific basis but lack the required supporting policy framework that ensures that the proposal conforms to a broader city-wide vision and will support other important community and city-building objectives contained within the Official Plan and Council's Strategic Plan. Absent this city-wide vision, intensification can quickly become sporadic and create many challenges for the city including:

- limiting opportunities to concentrate growth in key under-utilized areas which have the potential to be major sources of new growth and investment;
- creating the potential for proponent driven intensification proposals in established neighbourhood areas of the city;
- resulting in the sporadic allocation of limited financial resources for development specific infrastructure and/or community infrastructure upgrades/investments; and
- not achieving key goals and objectives of the Official Plan, Places to Grow and Strategic Plan.

Background:

In 2008, the city's first intensification framework was developed and endorsed by city Council. This strategy was primarily intended to form the basis for the development of new mixed use land use designations in the Official Plan and to identify the city's capacity for population growth as part of the Region's 2031 growth allocation process. However, the strategy and associated mapping were not incorporated as part of the current Official Plan.

As of March 2016, 72% of proposed residential units since 2006 which are either currently under review by city staff/under appeal to the Ontario Municipal Board, or have been approved by city staff but for which a Building Permit has not yet been issued, were located outside of the intensification areas identified through the city's previous 2008 framework.



Given current development trends since the development of the 2008 intensification strategy, staff believe that action must be taken to establish a comprehensive vision for intensification in the city through the Official Plan.

Proposed Direction: Intensification Framework

A new city-wide Intensification Framework is proposed as part of the current Official Plan Review that will build upon Council's new Strategic Plan and serve to provide greater clarity and direction to the public, city staff and other levels of government as to where and how the city plans to grow and intensify over time. More specifically, the new framework will have four key objectives:

1. serve as a filter through which privately initiated Official Plan amendments for increased density are considered and evaluated to ensure that growth is being directed to priority areas including key under-utilized mixed use and transit station areas;
2. provide the basis for the development of population and jobs growth capacity projections which will inform the forthcoming 2041 growth allocations by the Region of Halton;
3. ensure coordination amongst various city departments and other levels of government and service providers with respect to the efficient and timely focusing of investment/upgrades in infrastructure (including water and wastewater servicing, transit, utilities etc.) and community infrastructure (including parks, community facilities and public realm) which may required to support intensification and long-term growth; and
4. provide greater opportunities to accommodate a variety of housing forms that can serve the needs of a broad demographic in terms of tenure, affordability and access to services and transit.

The following sections will identify how the proposed Intensification Framework will achieve these objectives by outlining the proposed details/structure of the framework, how the proposed framework will be implemented and also identify how the framework will serve to inform future city initiatives related to intensification.

i. Intensification Framework Areas

The proposed framework will achieve its objectives by establishing four key areas: Primary Intensification Areas, Secondary Intensification Areas, Employment Intensification Areas and Established Neighbourhood Areas. For each area, the Official Plan will contain objectives and policies that, while maintaining development



permissions provided through the underlying land use designations, will serve to establish clear expectations for the scale and type of intensification that is expected within each area and provide greater direction when evaluating proponent driven Official Plan amendments for increased density.

The high-level geographies, objectives and policies of each area are outlined below:

Primary Intensification Areas

Primary Intensification Areas are geographic areas in the city which will accommodate the majority of the city's intensification and forecasted growth to 2031 and beyond.

The Primary Intensification Area will be comprised of major nodes and corridors, which may include various residential, mixed use, commercial or employment land uses in areas which have the greatest potential to accommodate intensification including: the city's Urban Growth Centre (UGC); mixed use areas of the Uptown Urban Centre; the Aldershot, Burlington and Appleby Mobility Hubs; the Plains Road/Fairview Street Urban Corridor; the Brant Street Urban Corridor and aging Neighbourhood Centres located south of the QEW

Primary Intensification Areas will focus on the intensification of under-utilized mixed use and employment areas (including Mobility Hubs) which have the greatest potential to accommodate significant population and employment growth and foster the development of pedestrian and transit-oriented neighbourhoods. Growth within Primary Intensification Areas will account for a majority of the city's growth over the planning horizon of the Official Plan and create a network of density that will support higher-order/frequent transit opportunities.

Policies for the Primary Intensification Area will require new developments to achieve intensification and promote developments which propose significant population/employment growth to locate in the Primary Intensification Areas to ensure that proposed redevelopments make the most of the development potential these areas offer. In addition, policies will ensure that these areas are planned to develop as complete communities and that Primary Intensification Areas are a focus for city, Regional and Provincial investment/upgrades to infrastructure and community infrastructure which may be needed to support significant population and job growth in these areas.



Secondary Intensification Areas

Secondary Intensification Areas are geographic areas in the city which may accommodate limited, site specific intensification opportunities to 2031 and beyond.

Secondary Intensification Areas will be comprised of commercial/mixed use designated areas and generally vacant sites which are not located within a Primary or Employment Intensification Areas and which are located immediately adjacent to an arterial street. In addition, staff propose that sites containing publicly-funded schools be generally identified as forming part of the Secondary Intensification Area in order to recognize potential redevelopment/intensification needs on these sites over the long-term which may not conform to the traditional residential land use designations applied to these sites.

Secondary Intensification Areas will consist of areas which may contain limited, site specific opportunities for intensification over the planning horizon of the Official Plan. However, to ensure the Primary Intensification Areas remain the primary focus for significant intensification and infrastructure and community infrastructure investment, these areas will not be intended to intensify at a scale or intensity equal to that of the Primary Intensification Area. As such, Secondary Intensification Areas will not be intended to accommodate a majority of the city's growth to 2031.

In order to meet the intent of the Secondary Intensification Areas, policies will include criteria to evaluate intensification proposals which involve an Official Plan Amendment for increased density. The criteria will focus on the proposed scale and intensity of the proposed development to ensure that the proposal will not result in significant unplanned population growth beyond that currently permitted under a site's existing Official Plan permissions and that the proposal will not require infrastructure/community infrastructure investments/upgrades in order to be accommodated.

This will provide staff and Council with greater control and predictability that development proposals involving significant population and employment growth will be focused/directed towards the Primary Intensification Areas. In addition, this will ensure that financial resources for potential infrastructure investment/upgrades required to accommodate growth are not being redirected to areas outside of the Primary Intensification Areas.



Established Neighbourhood Areas

Established Neighbourhood Areas are geographic areas within the city which may experience forms of intensification in accordance with Official Plan permissions only.

Established Neighbourhood Areas will be comprised of existing, predominantly residential neighbourhoods (including areas designated as Residential Low, Medium or High Density) as well as small neighbourhood-oriented commercial sites which are not located on an arterial street.

Established Neighbourhood Areas will be intended to accommodate existing development, redevelopment and intensification opportunities which are already currently permitted through a site's Official Plan land use designation. As such, Established Neighbourhood Areas will not be considered essential towards achieving population/employment growth to 2031 and beyond.

In order to maintain the stability of the Established Neighbourhood Areas and limit the potential for the introduction of significant and unplanned intensification proposals into these areas, policies will be introduced that prohibit privately initiated Official Plan amendments for increased density beyond that permitted through the underlying land use designation.

As a result, only the following forms of intensification would be permitted within the Established Neighbourhood Area:

- redevelopment/infill in accordance with Official Plan land use permissions;
- Consents to Sever;
- Plans of Subdivision; and
- Accessory Dwelling Units (e.g. second suites, including detached units).

This limitation would not prevent or preclude the potential for redevelopment or intensification of sites within the Established Neighbourhood Area but rather provide greater certainty that any proposals will be in keeping with the existing permissions provided through the site's Official Plan land use designation and compatible with the neighbourhood's existing built form, density, and scale.



Employment Intensification Areas

Employment Intensification Areas are geographic areas within the city which will support a majority future job growth on employment lands to 2031 and beyond.

The Employment Intensification Areas will be comprised of areas identified as city or Regional 'Areas of Employment' as identified at the conclusion of the city's Municipal Comprehensive Review. However, this will not include employment designated areas located in undeveloped areas outside of the built boundary as the proposed Intensification Framework is intended to apply only to developed areas where redevelopment and intensification would occur within an existing developed area context. While not forming part of the Intensification Framework, employment designated lands within undeveloped areas of the city will continue to be governed by the underlying land use designations and policies of the Official Plan and will continue to form part of the city's employment land inventory pending the outcome of the city's Municipal Comprehensive Review.

The Employment Intensification Area is intended to capture employment lands located within developed areas which have the potential to accommodate further intensification and job growth to 2031 and beyond.

Within Employment Intensification Areas, staff generally believe that existing Official Plan permissions/policies along with the implementation of Council endorsed policy directions provided through the Employment Lands Direction Report ([PB-02-15](#) as approved by Council January 26, 2015) will ensure that the Employment Intensification Area can continue to provide substantial opportunities for future intensification and job growth. A new policy is proposed that will promote significant employment intensification proposals to be located in areas which are in close proximity to transit routes and/or major, multi-purpose or minor arterial streets to ensure these proposals are adequately served by the city's transportation network. In addition, staff may review the need for any additional policies pending the outcome of the city's current Municipal Comprehensive Review for employment lands.

A comparative summary of the four Intensification Framework Areas is provided in Table 2 – *Intensification Framework Areas* below. In addition, a draft version of an Official Plan Schedule outlining the proposed Intensification Framework area geographies is contained in Appendix C of this report for information. Appendix C is intended for discussion purposes only and will be used as part of the public and stakeholder consultation and engagement that will be undertaken by staff as part of the development of the Part A amendment to the OPR.

**Table 2 - Intensification Framework Areas**

	Primary Intensification Area	Secondary Intensification Area	Employment Intensification Area	Established Neighbourhood Area
Intent	Intensification is promoted and required.	Intensification is promoted within existing OP density permissions.	Intensification is promoted.	Intensification beyond OP density permissions is not permitted.
Planning study and evaluation	OPA's for increased density may be considered and will be evaluated with site specific development criteria. City will prioritize area specific planning studies and public investment in these areas.	OPA's for increased density may be considered subject to specific intensification area policy criteria and site specific development criteria.	OPA's for increased density may be considered and will be evaluated with site specific development criteria.	OPA's for increased density <u>will not</u> be considered.
Development Timeframe	By 2031 and beyond.	May redevelop by 2031, however many of the lands are expected to redevelop in the longer term.	By 2031 and beyond.	By 2031 and beyond.
Use	Focus is on mix of uses.	Focus is on mix of uses.	Focus is on employment uses and uses ancillary to employment.	Predominantly residential areas and associated local commercial sites
Geography	Urban Centres, Mobility Hubs, Urban Corridors and aging Neighbourhood Centres south of the QEW.	Neighbourhood Centres north of the QEW, vacant residential or commercial sites located immediately adjacent to an arterial street and publicly funded school sites.	All lands designated as 'areas of employment' in the Official Plan.	Lands not otherwise identified as a Primary, Secondary or Employment Intensification Area including Residential Low, Medium and High Density areas and local commercial sites not located on an arterial street.



ii. Intensification Framework Implementation

As part of this new Intensification Framework, a new schedule is proposed to be incorporated within the Official Plan which will identify the geographic locations for each of the four areas described above within the city's urban area. A draft version of this schedule is contained in *Appendix C- Intensification Framework* of this report for reference and discussion purposes only. The draft schedule is not being recommended for Council endorsement at this time as it will be subject to further change/refinement based on the pending outcomes of other Official Plan Review work plans. In addition, staff plan to undertake further community engagement on the proposed geographies prior to delivery of the comprehensive Official Plan Amendment and final recommended schedule for Council consideration in Q4 of 2016.

In conjunction with a new schedule, staff also propose to introduce policy that will prohibit privately-initiated Official Plan Amendment applications that propose to modify the Intensification Framework schedule on a site or development specific basis outside of a broader comprehensive city-initiated review of an area or the Official Plan as a whole. The intent of this policy would be to ensure that the city's vision for intensification is implemented with a reasonable amount of consistency and predictability over time for the benefit of Council and the public and not altered through site specific amendments which collectively may erode or jeopardize the city's broader vision for intensification and other related city-building objectives over time.

While the framework should be reviewed and modified over time to ensure it is continuing to meet the needs of the city and aligns with Regional and Provincial policies and updates to Council's Strategic Plan, these reviews are proposed to be undertaken periodically and in conjunction with broader comprehensive reviews such as at the time of a Municipal Comprehensive Review (MCR) of the Official Plan, an Area Specific Plan and/or Official Plan amendments required in response to new or updated growth allocations from the Region of Halton. While this proposal will not eliminate potential Official Plan Amendments for increased density, it will ensure that such proposals are located in areas that are in keeping with the vision for intensification as outlined in the framework.

Staff have noted that the introduction of a new Intensification Framework and associated schedules and policies to the OP could potentially impact imminent development proposals which are either pending a formal application to the city or for which a development pre-consultation meeting has occurred. Therefore, as part of the delivery of the comprehensive Official Plan Amendment for Council consideration, staff will provide a plan for the phased implementation of the framework to ensure that the



public and development industry are provided an opportunity to formalize any pending development proposals to the city prior to the coming into force of the new framework.

iii. Informing Future Initiatives

While the purpose of the Intensification Framework is to establish a long-term vision for population and job growth through intensification, the proposed framework will also serve as an important first step towards enabling additional related actions and outcomes. Future work items which will be informed by the new Intensification Framework include:

- Informing amendments to the Official Plan's urban design and transportation policies to ensure that intensification is not only being directed to appropriate areas, but that proposals achieve a high quality of urban design and are currently, or planned to be, adequately served by transit and active transportation opportunities;
- Undertaking a parallel city-initiated intensification study that will identify the potential population and jobs capacity of Primary, Secondary and Employment Intensification Areas based on factors including existing/proposed Official Plan density permissions and market analysis of development potential in these areas. In addition, the study will identify potential infrastructure and community infrastructure constraints based on the areas potential capacity. This study will inform the drafting of detailed Official Plan policies as well as serve as an input to the Region of Halton's future growth allocation process to 2041 which may also include any further prioritization/phasing of the Primary Intensification Areas; and
- Undertaking Area Specific Plans for Mobility Hubs (see report PB-48-16).

In addition to the above Official Plan related actions, there will be numerous corporate actions needed to implement the intensification framework. These are discussed further in the "Connections" section below.



DIRECTION D: Amend the Official Plan's definition of 'intensification' to conform to the Province and Region of Halton's definition and undertake consequential amendments throughout the Official Plan

Issue:

The Official Plan's current definition of 'intensification' does not conform to that of the Province's Places to Grow Growth Plan or the Region of Halton's Official Plan.

Background:

The Official Plan currently defines intensification as being " [d]evelopment...which is proposed to be undertaken at a higher density or intensity than permitted under existing zoning..." (Official Plan of the Burlington Planning Area (1997), Part 8). This definition was developed prior to the introduction of the Province's growth plan which defines intensification as development "...at a higher density than currently exists..." (Places to Grow (2006), Part 6). Various municipalities across the Province, including the Region of Halton, have since adopted the Province's definition as part of subsequent Official Plan conformity exercises.

Proposed Direction: Definition of Intensification

It is proposed that the Official Plan's definition of intensification be amended to achieve conformity with Places to Grow and the Region of Halton's Official Plan by identifying intensification as development occurring at a higher density than that which currently exists on a site without reference to the existing zoning permissions. This will result in more developments being considered intensification within the city, particularly those which had previously been identified as 'infill' under the current Official Plan's definitions. These developments will now become subject to the applicable intensification related policies of the Plan, including related evaluation criteria, further ensuring that developments are compatible with their surrounding areas.



DIRECTION E: Update the Official Plan's current development evaluation criteria for intensification proposals to better address a range of uses, built-forms and urban design.

Issue:

The Official Plan's existing development evaluation criteria for intensification proposals contains policies and wording which are heavily oriented towards addressing ground-oriented residential intensification, such as townhomes. As a result, these criteria do not adequately address other types of intensification proposals such as those containing mixed or non-residential uses as well as those which propose a mid or high-rise built form.

Background:

The Official Plan currently contains development evaluation criteria that are intended to provide guidance regarding the compatibility of a proposed intensification proposal with the surrounding area in terms of available community services, built form, parking, traffic and site orientation among other considerations. The criteria are utilized on a site-specific basis and is used in conjunction with other OP policies including the site's underlying land use designation, as well as city-wide policies that address broader intensification considerations such as transit supportive densities, public realm, urban design and multi-modal transportation and connectivity considerations.

Proposed Direction: Intensification Evaluation Criteria

It is proposed that the Official Plan's development evaluation criteria for individual intensification applications (Part 3, Section 2.5) be amended as follows:

- establish enhanced criteria that promotes urban design excellence and increased compatibility for mid and high-rise developments, including enhanced sun shadowing and wind impact considerations;
- enable new consideration of site layout/building orientation to facilitate future opportunities to achieve grid networks, short blocks, access to the street and active transportation connections across multiple properties (both public and private), where appropriate;
- introduce the ability to consider Transportation Demand Management (TDM) measures when evaluating adequacy of on-site parking;
- introduce grading as an element for consideration when determining compatibility;



- add criteria to ensure that intensification proposals contribute towards a high quality public realm; and
- relocate intensification development evaluation criteria within the Official Plan to ensure it can be applied to all intensification proposals, regardless of whether the proposal contains residential uses.



DIRECTION F: Introduce policy that enables the identification of Strategic Investment Areas within Primary Intensification Areas by City Council.

Issue:

As the city transitions into a mature community there will be a number of development opportunities and constraints that will arise. Some of these opportunities and constraints will compete for financial and human resources, will have timing pressures and the need for prioritizing investments and efforts will increase.

A missed opportunity or barrier to development frustrates the advancement of city's community building vision. City Council, by Council resolution, may wish to identify a specific geography within the city as a "Strategic Investment Area (SIA)". By identifying a Strategic Investment Area, the city declares the area as a priority area that could receive a range of special attention measures to address issues within the SIA.

If used by City Council, SIA's would provide a focus on how the city allocates its staff, financial and time resources with respect to:

- influencing senior levels of government and agencies;
- conducting area specific plans (also referred to as master planning)
- conducting research and analysis and implementation actions;
- land acquisitions;
- capital works projects;
- public investment; and
- implementation of Community Improvement Plans;

Background:

The city's current Official Plan does not include the concept of a Strategic Investment Area

Proposed Direction: Strategic Investment Areas

It is proposed that an Official Plan policy be added to enable Council to identify a Strategic Investment Area as an area of focus for the use of an innovative financial and/or planning tool to overcome an identified constraint to intensification and to facilitate population and/or employment growth in accordance with Council's strategic priorities. Tools which may be considered include:



- (i) Development Related Fee Incentives;
- (ii) Capital investments;
- (iii) Community Improvement Plans;
- (iv) Community Benefits (Section 37 of the *Planning Act*);
- (v) Public/private infrastructure agreements;
- (vi) Area Specific Plans;
- (vii) City-initiated land acquisition/development;
- (viii) City-initiated Official Plan and/or Zoning By-Law amendments; and/or
- (ix) Economic development strategies.



DIRECTION G: Establish a new Mobility Hubs policy framework, including associated policies and mapping

Issue:

The current Official Plan does not identify the city's four Mobility Hubs, which include two provincially designated Mobility Hubs (Burlington GO Gateway Hub and the Downtown Urban Growth Centre and Anchor Mobility hub) and two city-identified Mobility Hubs (Aldershot GO and Appleby GO). Given the Strategic Plan objective and Official Plan objective to grow through intensification, the lands in the downtown Urban Growth Centre and at the city's key major Transit Station Areas are critical locations to direct intensification, achieve transit supportive densities and develop pedestrian and transit-oriented mixed use areas. Mobility Hubs capitalize on the presence of existing transportation infrastructure and present the opportunity to reorient to rail and make more efficient use of land.

Background:

In keeping with Places to Grow, existing policy in the Official Plan identifies major transit station areas (all GO stations and the downtown) and the Urban Growth Centre (downtown) as intensification areas with a pedestrian and transit-oriented focus; however, there is limited policy guidance to address how development should occur in these areas. The current Official Plan does not recognize Mobility Hubs as identified in The Big Move, and does not include the city's vision for these areas and specific policies to guide their development and redevelopment.

As a result, the city undertook a Mobility Hubs Opportunities and Constraints Study (MHOC Study) to inform the integration of Mobility Hubs into the Official Plan and other city initiatives, such as the Transportation Plan. The MHOC Study was delivered to Council in staff report [PB-54-14](#).

Shortly after the MHOC Study was received by Council, staff facilitated a Council Workshop on June 16, 2014 to discuss the study and receive Council input on key issues. To resource the Council Workshop discussion, staff prepared a [Mobility Hubs Briefing Note](#). Considerable background and planning context can be found in the previous staff report and briefing note.

The 2015-2040 Strategic Plan emphasizes the importance of Mobility Hub lands. It contains specific guidance to direct growth and intensification to each GO station and the downtown, to undertake Area Specific Plans for each hub, and to enable walkable neighbourhoods in these areas.



Staff report PB-48-16 (available on the July 7, 2016 Committee of the Whole Agenda) presents the work plan for Mobility Hub Area Specific Planning.

Proposed Direction: Mobility Hubs Framework

A new Mobility Hub Framework is proposed as part of the current Official Plan Review in order to identify a clear vision for Mobility hub lands and to establish specific policies to guide their development and redevelopment. The Mobility Hubs policy framework will be incorporated into the following elements of the Official Plan:

i. Update the overarching Land Use Vision and Guiding Principles of the Official Plan to reflect Mobility Hubs.

The Land Use Vision and Guiding Principles will be updated to reflect the objective of promoting and supporting the integration of land use, transit and transportation. The plan will articulate a vision for Mobility Hubs that represents a mature state and incorporates compact, mixed-use and pedestrian-friendly development that achieves transit-supportive densities.

ii. Add Mobility Hubs Land Use Policies to guide development in all hubs.

A new section will be created to address mobility hub areas. The policies in this section will address the following:

a. Objectives:

Broad objectives will be identified to guide development in all hubs. They will include objectives to achieve:

- compact walkable, bikeable and transit-oriented development;
- transit-supportive densities;
- mixed use development, including employment, commercial and residential uses;
- a transportation system that prioritizes transit and active transportation modes and provides seamless connectivity between modes;
- land use compatibility;
- the provision of high quality open space and public realm;
- design excellence, including appropriate transitions to existing sites, creating urban street forms and blocks and achieving sustainable design; and



- develop Area Specific Plans to further refine the vision and set specific policies for individual hubs.

b. Policies to guide Area Specific Plans

Policies will be added to the Official Plan to address and guide the development of Mobility Hub Area Specific Plans. Policy will require detailed Area Specific Plans to be led and developed by the city in consultation with the Region, transit agencies, public agencies and institutions, utilities, land owners, residents and other key stakeholders.

Official Plan Policy will require that the Area Specific Plans address a range of technical studies and issues, such as:

- Proposed land use, mix of uses, transit supportive densities to support Regional Express Rail, heights, and built form;
- Transportation and parking studies addressing connectivity, target modal splits, priority measures for transit and active transportation, reduced/shared parking requirements, and mobility hub connectors (see Direction H for details on mobility hub connectors).;
- Urban design and sustainable building standards;
- Market and Land Economic Analysis;
- Financial Impact Analysis;
- Servicing;
- Environmental impact assessment and natural hazards; and
- Parks, open space, public realm and community infrastructure.

Area Specific Plan studies will also evaluate implementation tools and issues such as:

- The use of a Development Permit System or form based zoning;
- A priority list of city investments (i.e. transit, active transportation, public realm, etc);
- Community Improvement Plans;
- Phasing; and,
- Required updates to other city processes or standards.



Once completed, Area Specific Plans including detailed policies and schedules, would be adopted into the Official Plan through a city-initiated Official Plan Amendment (OPA).

c. *Policies to guide development in hub areas prior to the completion of an Area Specific Plan*

While the city intends to proceed with Area Specific Plans for all hubs in the short term (see staff report PB-48-16 on the July 7, 2016 Committee of the Whole Agenda related to Mobility Hub Area Specific Planning) the Official Plan will include policies to guide development that occurs in Mobility Hubs prior to Area Specific Plans being completed and adopted by Council.

Prior to the adoption of an Area Specific Plan, existing land use designations will continue to apply to Mobility hub areas. It is important to note that the existing land use designations that will guide development in the Primary and Secondary zones ²of Mobility Hubs in the interim are comprised largely of Mixed Use Area and Employment designations. These land use designations will be updated through this OPR to better support intensification (e.g. updated policies to address urban design, built form, etc). In addition to the updated land use designations, existing city-wide functional policy (i.e. transportation policies, urban design policies) will also be updated to better support intensification. These improved policies will benefit all areas of the city, including Mobility Hubs.

In addition to the above noted city wide functional policy and the land use designations, development applications within the Primary and Secondary Zones (as identified in MHOC) that proceed in advance of an Area Specific Plan will be subject to additional policies to achieve the following:

² Primary Zone: Includes the transit station and associated facilities as well as the immediate surrounding area, approximately a 250 metre radius. The highest intensity, greatest mix of uses and greatest potential for change are expected within this zone.

Secondary Zone: Extends from the primary zone to approximately 400 metres from the transit station. Typically includes relatively high densities, mix of uses and enhanced connections.



- Plans that illustrate how the proposed development will relate to adjacent sites and fit within the vision of the Mobility hub. This will include strategies for phasing to achieve mixed use where applicable, address connectivity with adjacent sites and coordination with other landowners;
- Urban Design brief; and
- Parking analysis.

Policy recommendations for employment lands within Mobility Hubs will be presented with the Municipal Comprehensive Review/Employment Conversions recommendations in Q3 of 2016.

iii. Update Official Plan Schedules to reflect Mobility Hubs.

Mobility Hub Study Areas will be identified on a number of new and updated schedules within the Official Plan. The location of each hub study area will be reflected on the new *Urban Structure* (Appendix B).

In order to illustrate the relationship between land use, densities and transportation, a new schedule entitled “*Intensification Framework: Transportation Network*” (Appendix D) will highlight the critical alignment between Primary, Secondary and Employment Intensification Areas (based on the *Intensification Framework* in Appendix C), Mobility Hub Study Areas and the primary transit network, and mobility hub connectors (see policy direction H for further details on mobility hub connectors). The attached draft Appendix D is intended for discussion purposes only and will be used as part of the public and stakeholder consultation and engagement that will be undertaken by staff as part of the development of the Part A amendment to the OPR.

As each mobility hub is subject to an Area Specific Plan Study, a new set of schedules will identify the preliminary mobility hub study area boundaries, including the Primary and Secondary Zones as identified in the MHOC Study and the general area of the Tertiary Zones for each hub. Once completed and adopted by Council, the final Area Specific Plan will refine the boundaries of the Primary, Secondary and Tertiary Zones and replace the respective Mobility hub Study Area schedule in the Official Plan.

iv. Add and update definitions to reflect Mobility hub terminology.

A number of new Mobility hub related definitions will be incorporated into the Official Plan, including: Active Transportation, Anchor Hub, Complete Street,



Gateway Hub, Mobility Hub, Primary and Secondary Zones, and
Primary/Secondary/Tertiary Connectors.



DIRECTION H: Update the policies and schedules in the Official Plan and Transportation Plan to recognize and integrate Mobility Hubs and connectors in the city-wide transportation system.

Issue:

The effective coordination of land use and transportation policy is key to the success of Mobility Hubs. Mobility Hubs present the unique opportunity to capitalize on the presence of existing transit and transportation infrastructure to support the development of new mixed use destinations in the city. Mobility Hubs also need to be effectively connected to one another and to other areas in the city.

As critical places of connectivity, the Official Plan, Transportation Plan, Transit Plans, road standards and city investments must reflect the intended function of Mobility Hubs and Connectors, in order to provide the required levels of transit service and to ensure different modes of transportation come together seamlessly.

Background:

A multi-modal approach is being taken as part of the Transportation Plan to develop a reprioritized and integrated transportation network, as reflected by the Strategic Plan. Planning and implementation of Mobility Hubs is linked to the city's commitment to investing in, building and growing the city's transit and multimodal network in supporting intensification areas as the city continues to grow in place. Official Plan and Transportation Plan policies have been developed concurrently in order to ensure coordination.

The current Official Plan includes extensive transportation policies in Part II – Functional Policy. The principles speak to supporting all modes of transportation; however the policies are predominately focused on the road network. Existing land use policy also supports pedestrian and transit-supportive development; however policies can be strengthened to achieve improved modal splits and the vision for Mobility Hubs.

Proposed Direction: Mobility Hub Connectors and Transportation System

Mobility Hubs need to be effectively connected to one another and to key destinations in the city. The MHOC Study identified these supporting transportation corridors as Mobility hub Connectors, which include:



- **Primary Connectors** (Brant Street, Plains Road/Fairview Street): Major thoroughfares with the ability to provide direct connections between hubs and act as strong pedestrian destinations.
- **Secondary Connectors** (Maple Avenue, New Street, Appleby Line): Other important roadways in the city that provide a viable alternative for linking hubs and have the potential to be strong pedestrian, cycling and transit corridors in the future. Through staff review, Appleby Line was added as a Secondary Connector since the MHOC Study.
- **Tertiary Connectors** (Centennial Bike Trail, Waterfront Trail, Hydro Corridors/Channels): Pedestrian trails and bike paths in the city that connect hub sites.

These connectors will be identified in Official Plan mapping (see Appendix D) and general policies will support their role. Policies will identify the need for enhanced levels of transit service (e.g. rapid transit) and facilities (e.g. waiting areas), the implementation of complete streets (including active transportation infrastructure and streetscaping) along Primary and Secondary Connectors. Policies will also ensure that connectors are addressed through Area Specific Plans to ensure the evaluation of transit oriented development and urban design approaches, and to ensure implementation through other city projects (e.g. streetscape studies, road standards, public realm improvement projects, complete streets and urban design guidelines, transit planning, etc.).

In addition to policies to guide Mobility hub Connectors, city-wide transportation functional policy will be updated to reflect the city-wide multi-modal approach identified in the Strategic Plan and Transportation Plan. This will include new and amended policies related to Transportation Demand Management, complete streets and active transportation.



Strategy/process

The recommendations in this report advance the city's planning for future growth and intensification. City building is evolutionary and will require ongoing fostering to manage growth appropriately.

Next steps include the commencement with area specific planning on lands located in the vicinity of Burlington's Major Transit Station Areas and Urban Growth Centre. The planning will commence subject to Council's consideration of staff report PB-48-16 scheduled for the July 7 Committee of the Whole meeting, and subject to project funding. Mobility hub planning will enable the city to update and refine the vision for these transit hub lands

Next steps within the OPR include the consideration of staff's assessment of employment conversions. Subject to Council's endorsement of Appendix A – City System, and Appendix B – Urban Structure as attached to this report, city staff will bring forward the employment conversion assessment report for Council consideration. Other major steps remaining in the OPR is to bring forward a consolidation of all proposed policy directions and related policy for consultation, and then a statutory public meeting with the proposed OP amendment.

Financial Matters:

There is currently \$300,000 remaining for the Official Plan Review which is sufficient in staff's assessment to fund delivery of Part A and Part B of the OPR. Any remaining funds will be used to supplement funding the Zoning By-law Review.

Connections:

The new urban structure represents a fundamental shift away from suburban planning to city building. In order to successfully implement the urban structure, coordination is needed across the city's departments and with agency partners to ensure related plans, policies, standards, processes and budgets are aligned with the vision for where and how growth will occur.

The following section includes messages from the Region and various city departments that highlight:

- i. key opportunities intensification brings to various service areas;



- ii. coordination issues between service areas to achieve the vision for the urban structure; and/or,
- iii. the impact of the new urban structure on upcoming initiatives and work plans.

Region of Halton

City staff have been working in consultation with staff from the Region's Legislative & Planning and Public Works departments regarding the development of the proposed Intensification Framework. Regional staff have indicated their general support for the city's proposed approach to growth management and intensification as outlined in the subject report.

City staff will continue to work with the Region to undertake additional coordinated analysis of the proposed Intensification Framework areas. This analysis will inform future Regional planning considerations, particularly with regard to future population and job growth allocations to 2041, phasing of growth, transportation planning, development charges and Regional water/wastewater infrastructure capital plans.

Stormwater/Engineering

Stormwater management will continue to be a critical functional consideration as the city transitions to a more mature and urban state. As sites redevelop and intensify, the city will apply design standards to control peak flows to a level that does not exist currently. Redevelopment provides the opportunity to enhance existing stormwater management engineering conditions which will result in reduced stormwater flows and improve storm system capacity and resiliency.

Transportation

It is critical to develop transportation policy concurrently through both the Official Plan and Transportation Plan. The coordinated development of key transportation policy serves to articulate the vision of a city growing up, not out. The city must offer real and better mobility choices to the car and reprioritize travel modes to favour pedestrians, cyclists and transit.

The coordinated approach to developing transportation policy represents a pivotal change to the way the city will be built, creating a purposeful alignment of land use and transportation. The proposed urban structure illustrates an opportunity to realize the transportation vision articulated through the Strategic Plan; that of a superior walking and biking city, a city that achieves the foundation of a complete community through the



direction of growth to strategic areas that are well serviced by primary transportation corridors and has great potential to achieve a higher degree of modal split. The proposed policy recognizes the multifaceted role streets play within our city and supports the notion that streets are more than just channels for movement, streets are first and foremost - public spaces for people.

The proposed policy directions support the overarching transportation goal of increasing mobility choice, with the greatest opportunity being realized through the development of Mobility Hubs policy framework. The establishment of Mobility Hubs policy aims to achieve a higher level of density within strategic intensification areas, while delivering compact pedestrian and transit-oriented development. The delivery of intensification done well is supported by a multi-modal transportation system that places emphasis on prioritizing active transportation and transit, developing an equitable transportation system that meets the needs of people walking, cycling, driving and taking transit; while striving to provide a seamless connection between modes.

The Transportation Plan will support the urban structure and intensification framework presented in this report, and will further refine the proposed transportation objectives and policies outlined in the Official Plan. The Transportation Plan will develop a series of strategic objectives and actions and will identify the specific plans, programs and activities that will require implementation in order to realize the transportation vision. Transportation staff will present policy directions for the Transportation Plan to Council in the fall. These policy directions will propose the fundamental changes to mobility in the city that are necessary to support the proposed urban structure and intensification framework, and to ensure that land use and transportation are properly aligned.

Transit

As the urban form changes in Ontario from lower densities to higher and more urban landscapes, the needs of the residents of these communities also changes. This is most evident when it comes to transportation, more specifically transit. While using transit as a primary mode of transportation is difficult to comprehend and envision in a North American context, it is apparent that transit is a key player in creating these new and desirable urban landscapes. Without proper expansion of our transit network, this vision of walkable, sustainable, and livable communities quickly falls apart when the only mode of transportation available to its residents are automobiles. While transit in North America has always been planned trying to achieve higher orders of cost recovery, it has been studied that greater rates of return come from transit networks which focus on becoming a competitive option to other modes of transportation, rather



than the only option. By providing a network which has higher frequencies and direct routing in an urban community designed for the pedestrian in mind, rather than the automobile, will yield higher growth in ridership and increase the quality of life for those who access to the service. Just like changing the urban form, growing a transit network takes time and investment, which will yield returns only in the long term.

The policies outlined in this report not only support more desirable and complete communities, but also aid in the creation of more efficient and desirable transit services. These policies will be the guiding frame work for future growth plans for transit, and will help us focus our growth strategically. Without these policies, and the investment it requires, many of the issues which spurred the creation of this vision will continue to grow and take away from what makes our city an outstanding place to live and work.

Finance

Understanding the city's intensification strategy allows for the investment in infrastructure to be aligned with strategic objectives and support the growth and development in specific areas. The city will further analyze the costs and revenues of varying forms of development. The recommendation of this report are reflective of the city's vision to achieve a more urban and intensified focus to actively shape the physical, social, economic and cultural fabric of the city as we grow. In 2016, Finance will be undertaking a Fiscal Impact analysis considering a variety of forms of development and density. The conclusion will be a useful component to the city's land use decision making and part of a full planning analysis which considers social, economic, financial, physical and environmental factors.

Community Energy Plan

The development of a policy framework to support intensification in Burlington's urban area supports a number of goals, objectives and actions in the Community Energy Plan (CEP). The CEP was endorsed by council in January 2014, covering community engagement, energy efficiency of buildings, local and sustainable energy generation, and efficient land use and transportation planning. How the city grows impacts how energy is consumed. For example, the transportation sector represents approximately 30% of the energy consumption in Burlington but 40% of greenhouse gas emissions. More intensified development in areas such as the Mobility Hubs, the downtown core and along major arterials can only help to support a more efficient and complete city with a sustainable transportation system. The forthcoming Phase 2 Integrated Community Energy Study will focus on these areas and provide specific



policy recommendations to ensure key intensification areas such as Mobility Hubs are district energy ready.

Capital Works and Parks and Open Space

The changing development patterns of Burlington will require changes to how the city plans for future parks and open space needs within the city, particularly in intensification areas. Changes to current practices regarding the planned size, location and function of new parks spaces and/or required enhancements to existing parks will be required to ensure that future parks and open space planning can serve the long-term needs of residents and workers in the city's intensification areas. This proposed Intensification Framework will help the city to better approach future planning for parks, open spaces and parkland dedications in a coordinated and planned manner going forward.

Accessibility

The economics of density will allow us to focus on and achieve key city building priorities, such as accessible and visitable housing (designing and building homes with basic accessibility that provides easy access on the main level for everyone), affordability, transportation demand management measures such as bicycle and car share facilities, and other amenities to improve the quality of development. These opportunities are not realized in traditional Greenfield development scenarios.

Public Engagement Matters:

The City of Burlington approved the city's Community Engagement Charter in 2013. As part of that charter, the city has committed to engaging residents in decisions that affect them.

Using the IAP2 (International Association for Public Participation) spectrum of engagement as a guide, the city has, with different projects, informed the community, consulted with the community, involved the community in decision-making and collaborated with various community partners to reach decisions on projects and policies.

The city reconfirmed the commitment to engaging with residents on decision-making in Burlington's Strategic Plan 2015-2040, approved in April 2016 (*Strategic Plan: An Engaging City*, 4.1.h).



The Official Plan and Transportation Plan are significant plans that greatly benefit from the input of the city's residents, business representatives, staff and community partners. The following section provides an update on engagement undertaken in support of this report and preliminary details on the remaining engagement strategy.

Urban Structure and Intensification Policy Directions Engagement

This report presents the work completed as part of a number of corporate and Planning and Building Department work plans, including the findings from the following specific studies and their respective public engagement programs:

- Council's Strategic Plan,
- Mobility Hubs Opportunities and Constraints Study,
- Employment Lands Study (Phase 1 and 2), and the
- Commercial Strategy Study.

A summary of all OPR Engagement and Communications undertaken to date can be found in Appendix F, and a summary of other corporate engagement and communication activities related to intensification and growth can be found in Appendix G.

Sustainable Development Committee

In addition to the broad consultation program noted above, staff met with the Sustainable Development Committee on a number of occasions to present and discuss the above policy directions, including:

- March 25, 2015: Mobility Hubs Council Workshop Briefing Note
- April 20, 2016: Planning for the future of Burlington, a conversation with Mary Lou Tanner, Director of Planning and Building
- June 1, 2016: Urban Structure and Intensification Directions contained in this report.

Following these meetings, the Sustainable Development Committee provided staff with written comments as input to the policy directions and planning process (Appendix E). Through their written comments, the Committee has indicated that members are generally in support of the potential policy directions and have expressed interest in continued involvement in reviewing the draft Official Plan policies. Staff have considered the written comments in preparing the directions in this report and the



committee's comments will be helpful in the drafting of policy. Staff will continue to consult with the Sustainable Development Committee.



Remaining Engagement Strategy

Development of Key Messages

A corporation-wide communication strategy is needed to ensure that the key messages from the Strategic Plan, Official Plan and Transportation Plan are clearly and consistently used in city communications. Staff from Communications, Planning and Building, Transportation, Transit and other city departments have been working together to develop a comprehensive communications plan that is aligned with the Strategic Plan, and that includes key messages in support of all corporate plans, with a specific focus on messages related to growth and intensification. These key messages will be used consistently by city staff when engaging the public on the OPR, Transportation Plan, development applications and at other public events that relate to growth and intensification. City staff will use the experience and research from previous engagement opportunities to develop this comprehensive communication and engagement plan.

Remaining OPR Engagement

Staff will continue to look for opportunities to inform, consult and involve the community in updating the Official Plan. We will reach out to youth, city committees, community partners and business partners. We will use both traditional engagement techniques, such as internal communication and media relations, but will also use newer techniques, such as online surveys and webcasting.

A detailed engagement and communications plan was created to support the Official Plan Review and is found in [Appendix O of staff report PB-53-12](#). Staff will review and update the existing plan to support communication and engagement activities through to the end of the OPR. The updated communications and engagement plan will be provided to Council for the specific consultation activities that will be undertaken as part of the final phase of the Official Plan review.

Charter Action Team (ChAT)

The city has experienced significant success in engagement but more work is to be done to make it part of the everyday fabric of our operation. City staff meet regularly with representatives from the community as part of the Charter Action Team (ChAT) to make sure this work continues. Staff will consult with the ChA Team on the engagement and communications program of the Official Plan and Transportation Plan.



Conclusion:

The detailed studies completed through the Official Plan and the work completed through the Strategic Plan have led to the policy directions recommended in this report. Council's in principle endorsement of the urban structure and intensification policy directions is a critical step in establishing the foundation for the Part A amendment to the city's Official Plan, and in enabling staff to bring forward the staff report containing the assessment of employment conversions.

Respectfully submitted,

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In collaboration with:

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Hugo Rincon, PhD.
Planner II

Andrea Smith, MCIP, RPP
Manager of Policy and Research



Appendices:

- A. Draft City System
- B. Draft Urban Structure
- C. Draft Intensification Framework
- D. Draft Intensification Framework, Transportation Network
- E. Sustainable Development Committee Comments, dated June 2016
- F. OPR Engagement and Communications
- G. Corporate Engagement and Communications Activities
- H. Intensification Study Visualizing Density and Market Assessment of Intensification, a Report for the City's Strategic Plan, December 2015.

Notifications:

OPR Mailing List

Region of Halton – Ron Glenn, Director of Planning and Chief Planning Official

BEDC - Frank McKeown, Executive Director

Report Approval:

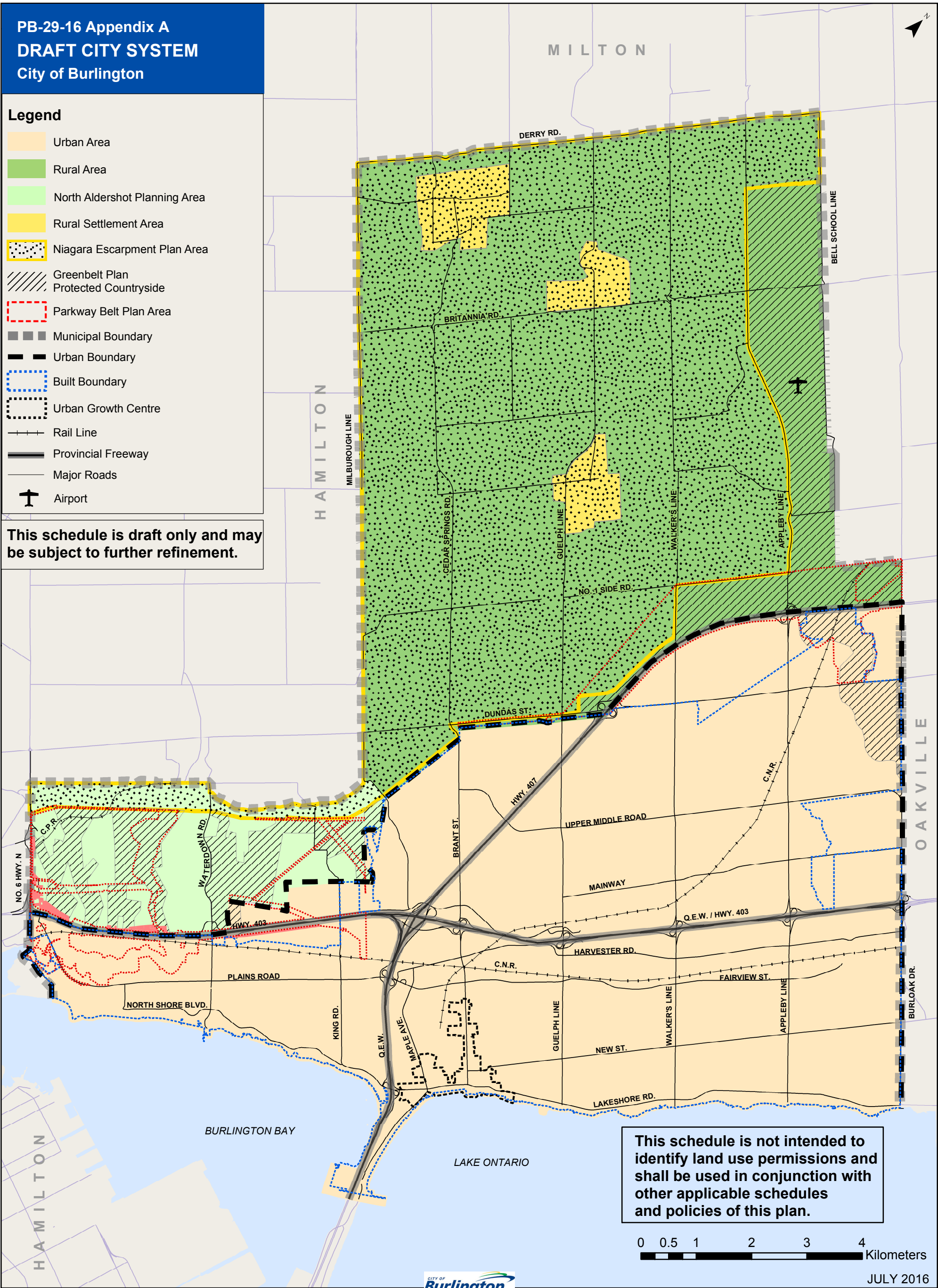
All reports are reviewed and/or approved by Department Director, Director of Finance and Director of Legal. Final approval is by the City Manager.

PB-29-16 Appendix A
DRAFT CITY SYSTEM
City of Burlington

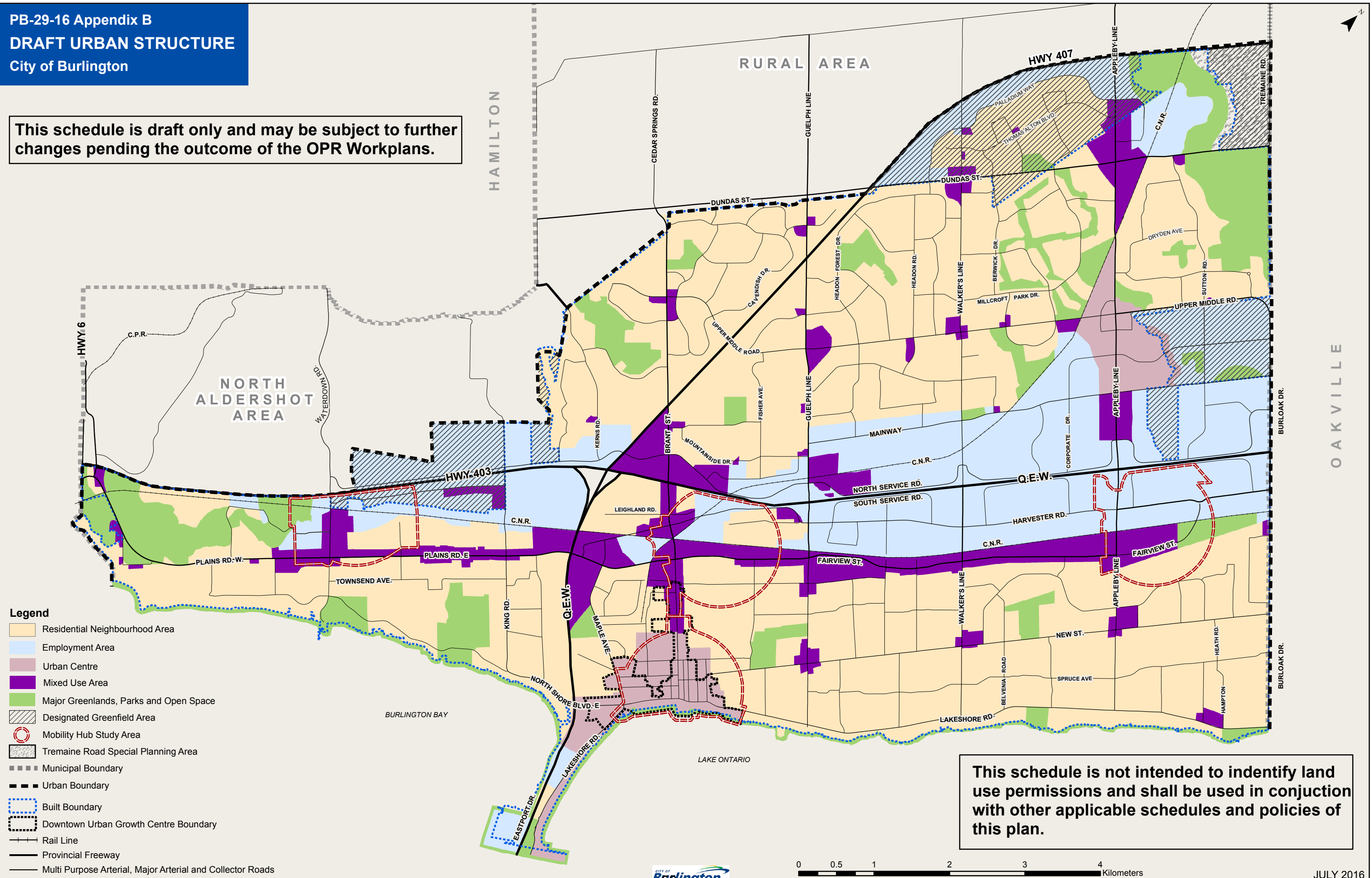
Legend

- Urban Area
- Rural Area
- North Aldershot Planning Area
- Rural Settlement Area
- Niagara Escarpment Plan Area
- Greenbelt Plan Protected Countryside
- Parkway Belt Plan Area
- Municipal Boundary
- Urban Boundary
- Built Boundary
- Urban Growth Centre
- Rail Line
- Provincial Freeway
- Major Roads
- Airport

This schedule is draft only and may be subject to further refinement.



This schedule is draft only and may be subject to further changes pending the outcome of the OPR Workplans.



This schedule is draft only and may be subject to further changes pending the outcome of the OPR Workplans.

Legend

Intensification Areas

- Primary Intensification Area
- Secondary Intensification Area
- Employment Intensification Area
- Established Neighbourhood Area

Designated Greenfield Area:

- Developed Area Outside Built Boundary
- Undeveloped Area Outside Built Boundary (not subject to Intensification Framework)

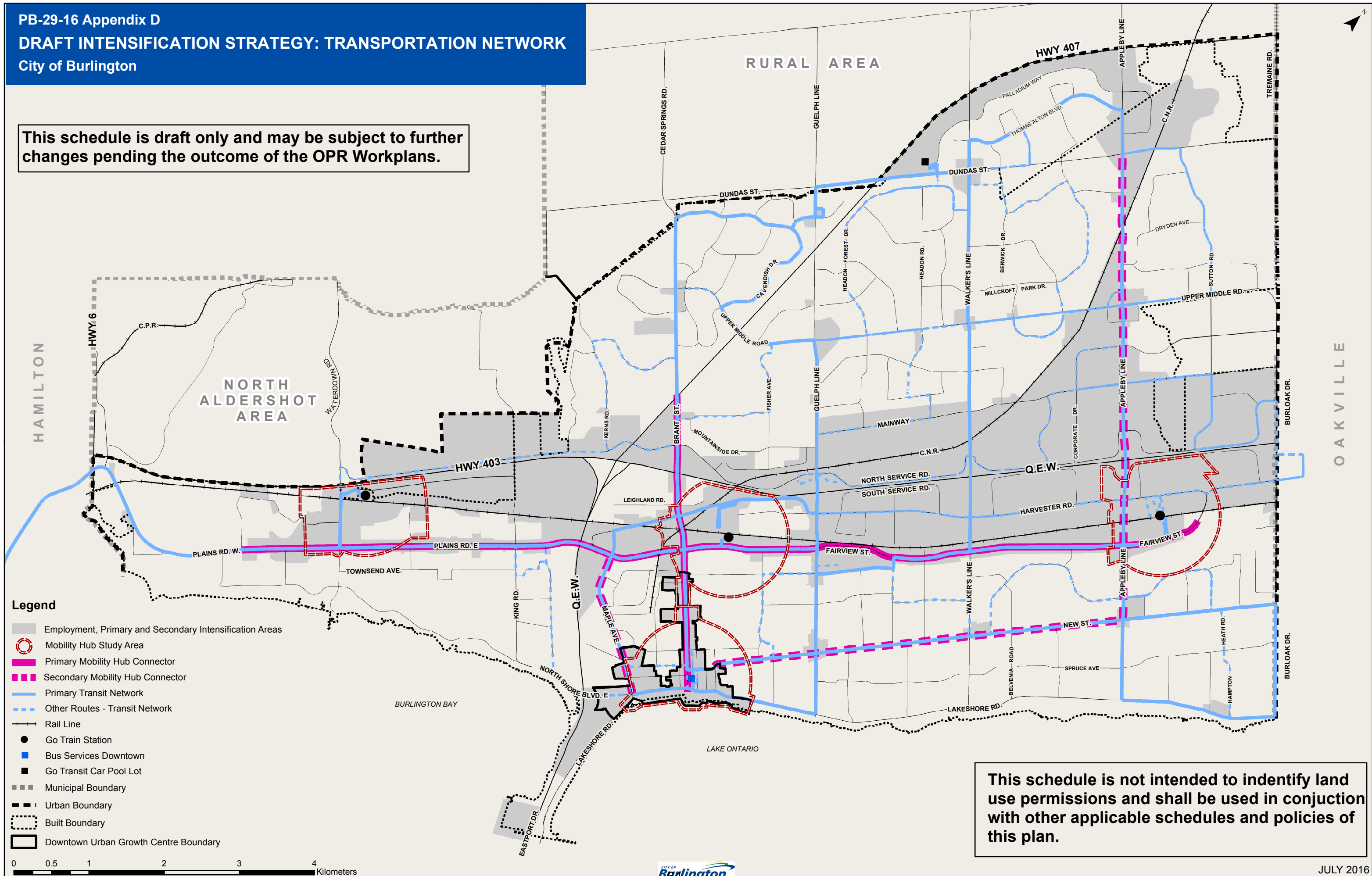
Contextual References

- Major Greenlands, Parks and Open Space
- UGC Boundary
- Built Boundary
- Urban Boundary
- Municipal Boundary



This schedule is not intended to identify land use permissions and shall be used in conjunction with other applicable schedules and policies of this plan.

This schedule is draft only and may be subject to further changes pending the outcome of the OPR Workplans.



This schedule is not intended to identify land use permissions and shall be used in conjunction with other applicable schedules and policies of this plan.



Preliminary Comments Regarding Urban Structure and Intensification Policy Directions

June 2016

Based on a review of the “Urban Structure and Intensification Policy Directions” presentation made to the Policy and Development Sub-Committee of the Sustainable Development Committee by Phillip Caldwell and Leah Smith on June 1, 2016 and discussion during the presentation, the Burlington Sustainable Development Committee (SDC) would like to provide our **Preliminary Comments** on these Policy Directions. Our **Final Comments** will be provided after the Staff Report is issued later in June.

The Sustainable Development Committee generally supports the proposed Policy Directions and offers the following comments and recommendations as they pertain to SDC Principles and Objectives (Appendix A):

1. *Will provide recommendations in **Final Comments**.*

Detailed Comments on Policy Directions

Policy Direction A – Update the Guiding Principles and Land Use Vision to reflect the 2015 – 2040 Land Use Vision to reflect the 2015-2040 Strategic Plan and revisions to the Urban Structure.

- SDC thoroughly endorses this Policy Direction and have felt since 2012 that the Official Plan should fully align with the Strategic Plan for the City to operate in an efficient and effectiveness manner and not go off track.
- SDC has developed our own thoughts on what should be included in the Guiding Principles and Land Use Vision. See Appendix B for further details.
- Bear in mind when you are developing the Land Use Vision it needs to consider more than what is incorporated in the Strategic Plan.

Policy Direction B – Establish a new City System and Urban Structure Framework, including associated policies and mapping, within the Official Plan.

- Including a new Schedule B highlighting the Urban Structure along with Schedule B.1 – Intensification Framework and Schedule B.2 – Primary Transportation Network should be an opportunity to explain in a simple manner how they link and allow users to better understand what we want to accomplish. **Need to see more detail before can fully evaluate.**

Policy Direction C – Establish a new Intensification Framework, including associated policies and mapping, within the Official Plan.

- If the purpose of the Intensification Framework (IF) can be achieved by:
 - making it clearer and simpler to evaluate OPA's (will save time and confusion)
 - co-ordinating better infrastructure/community infrastructure investment (will save City unnecessary expenditures), and
 - better forecasting of Regional population and employment growth (will ensure more accurate numbers are given to the Region)then this will be extremely worthwhile.
- The four proposed Intensification areas make good sense and will enable us to outline where intensification will be readily acceptable, where it will be thoroughly questioned, and where it will be frowned on.
- In Employment Intensification Areas making all areas Primary Intensification Lands does not make sense. There should be a Secondary Employment Intensification Areas. You cannot prioritize all the areas the same. You want to determine areas where infrastructure can be combined more efficiently.
- In the evaluation of Secondary Intensification Area(s), we need to consider the available infrastructure. During the presentation it was described as comprising of elements such as transit availability, site servicing etc. Given that Burlington has a Community Energy Plan that

describes installation of district energy in areas of sufficient density, the “infrastructure” conversion should/must also include existing or planned district energy.

- Strong language is needed for Established Neighbourhoods that prevents any Official Plan Amendments as well as increased densities which are clearly excessive such as underdeveloped lots changing to maximum permitted density.
- Provide detailed definitions of employment uses with examples.

Policy Direction D – Amend the Official Plan’s definition ‘intensification’ to conform with the Province and Region of Halton’s definition and undertake consequential amendments throughout the Official Plan as required.

- Moving from a change in zoning approach to change from what currently exists makes very good sense. People can only think about intensification from what we can see currently in front of them.

Policy Direction E – Update the Official Plan’s current evaluation criteria for intensification proposals to better address a range of uses and built-forms.

- SDC supports expanding the criteria boundaries for accessing intensification.
- The seven proposed changes generally make good sense but would expand on how two of them will work:
 - How will Transportation Demand Management (TDM) be brought into consideration under the criteria “the ability to consider TDM measures when evaluating adequacy of parking”?
 - What do you mean by “high quality public realm” under the criteria “ensuring intensification proposals contribute towards a high quality public realm”?
- We consider the following additional criteria should be added:
 - Refer to the Official Plan Sustainability and the Environment policies plus the Sustainability Building and Development Guidelines (when it becomes official) that it applies to intensification applications as well as all others.
 - Include a requirement for district energy evaluation and incorporation of readiness.
 - Include a requirement for a carbon analysis for fuel sources that indicates a positive step towards carbon neutrality.
 - Include a requirement for a triple bottom line evaluation in accordance with objectives of the Strategic Plan.

Policy Direction F – Introduce policy that enables the identification of Strategic Investment Areas within Primary Intensification Areas by City Council.

- SDC endorses the idea of Strategic Investment Areas particularly where we strongly believe intensification should take place, where we want intensification to be carried in specific manner, where we want to attract certain types of new industry to Burlington, where we want to

redevelop, where we want to overcome environmental issues or where could save infrastructure costs.

- The idea undertaking Community Improvement Plans using incentives to achieve our objectives makes good sense but we need to tread softly as we have not used this approach before.

Policy Direction G – Establish a new Mobility Hubs policy framework, including associated policies and mapping, within the Official Plan.

- SDC supports this objective and recommends promptly establishing visions, interim policies and guidelines to ensure development within the vicinity of Mobility Hubs that is proposed prior to OP adoption proceeds in a manner that will support the character and vision for each area.
- Overall, the SDC suggests that the City of Burlington proceed with Mobility Hub planning keeping in mind the following overarching question: **How will Mobility Hubs sustain themselves economically, environmentally and socially over the short and long term? Our city's competitiveness will depend on how well we accommodate these types of developments.**
- **For further details on our thoughts see “Comments Regard Mobility Hubs – April 2015” (Appendix C)**

Policy Direction H – Update the policies and schedules in the Official Plan and Transportation Master Plan to recognize the role of Mobility Hubs and Connectors in the city-wide transportation system.

- Policies to support the reduction of greenhouse gases through decreased CO2 production from vehicles should be established by applying Zoning Bylaws and/or design guidelines that provide secure storage for bicycles, dedicated parking for hybrid/electric personal vehicles and facilities to equip hybrid/electric buses.
- Consider creating zoning bylaws that require an appropriate number of electric vehicle (EV) charging stations in areas where vehicles to accommodate vehicles parked both for the duration of a workday or overnight (Level 1), as well as short term opportunity charging (Level 2 and/or 3). Provide for future expansion by building in additional electrical capacity, to allow for growth of EV adoption.
- Efficiency of intra- and inter-city transit service should be assessed on an ongoing basis to ensure access is provided for all community members and to ensure a multi-modal approach to transportation is functioning effectively (i.e. local residents can walk to transit and get around Burlington and to neighbouring cities with ease – our goal should be that not only **can** citizens do this, but they **choose** to do so)
- Effectively coordinate land use, transportation in a multi-modal approach that prioritizes walking, cycling and transit use major means of transportation
- Incorporate a higher level of accessibility than the existing minimum requirements, and ensure that technology enhances the experience for customers with disabilities.

Sincerely,

Members of the Burlington Sustainable Development Committee

Appendix A

The following represent a subset of SDC Principles and Objectives most relevant to the proposed Urban Structure and Intensification Policy Directions.

Sustainable Development Committee Principles:

Support Responsible Development that promotes efficiency and enhances the quality of life.

Promote Sustainable Resource Use and conservation practices

Have Regard for Environmental, Economic and Social Costs and Benefits in the development and use of resources, products and services.

Promote Responsible Stewardship to ensure equitable use of natural and environmental resources in order to meet essential needs and both present and future generations.

Sustainable Development Committee - Objectives:

Full Public Participation in Development Decisions. The public should be part of all planning decisions. Economic, environmental and social impacts of proposed developments should be considered.
Best Use of Land. Promote the best use of land based upon an ecosystem approach to ensure environment integrity and diversity. To include but not limited to promoting environmentally sensitive lands and fertile soil for agriculture throughout the municipality.
Balanced Development. Provide a community plan and an economic strategy aimed at creating sustainable and appropriate forms of development that reflect human scale and a sense of community as well as representing a balance between urban development and natural surroundings.
Efficient Urban Design. To increase the efficiency of land use in the urban community in terms of energy and time, promote intensification and diversification policies that generate urban sprawl.
Accessible Community Development. A new form of community development should be promoted whereby local community components such as commerce, shopping, employment, education, and recreation are readily available, preferably within walking distance of all residents.
Integration of Natural Features and Green Space. Integrate natural features and green spaces in all new developments and intensification projects.
Energy Conservation. Promote energy conservation through efficient land use planning and building design.
Balanced Transportation System. Develop a balanced transportation system including transit, pedestrian, and cycling amenities and the best use of the road and people, with the existing facilities used to their fullest capacity.
Evaluation of Development. Continuous monitoring and evaluation of development should take place to ensure that it does not have adverse impacts on the City's finances and the environment.

Appendix B

BSDC Language for OP Draft Review

1.0 VISION STATEMENT

Vision

Neighbourhoods are at the heart of what makes a great city. They are where we live, where children play, where we return after a long day, and where we connect most closely with other citizens.

By 2040, Burlington has fulfilled its promise as a city that actively connects people and places, with new and transitioning neighbourhoods where easy access to amenities, services, recreation and employment merge with opportunities for walking, cycling and using public transit. Respecting the tremendous wealth of natural, historical and cultural heritage embodied in the unique identity of existing neighbourhoods and its rural north, Burlington carefully manages growth and development throughout these areas.

By 2040, Burlington's investments in collaborative enterprise among the city, region, province, educational institutions and industry enable us to attract and retain high-growth, knowledge-based companies and the intellectual capital that make Burlington a stable, resilient and sustainable city.

While Burlington boasts an attractive and diverse economy, we also demonstrate that prosperity is more than the absence of poverty. Burlington is a caring community where members are engaged, empowered, welcomed and well-served by their city. Neighbour supports neighbour in an environment where culture and community activities thrive, creating a positive sense of place and inclusion. Through balanced, targeted population growth, Burlington has attracted families, youth, newcomers, and seniors with good jobs and economic opportunity.

Principles

2.0 PRINCIPLES AND BASIS OF THE PLAN

2.1 Principles of the Plan

The City will strive to achieve its Vision by adopting the following principles that enable us to maintain the proper balance of social, cultural, environmental and economic interests. The principles reflect the long range direction for the City, are broad in nature and are the foundation for the objectives and policies found in subsequent sections of this Plan.

1. **Sustainable Development** – North American cities face declining ecosystems, and the human economy is a subsystem of these ecosystems. Burlington addresses this decline by supporting a built form and systems that support the kinds of communities and connections that provide social, economic and environmental well-being now and in the future. This involves making decisions
 - that recognize the interdependence of humans and the rest of nature in a common ecosystem
 - that seek to prevent and reverse degradation of the earth, air, water, plants and

animals by human activity

- that recognize the urgency of climate change by taking measures to reduce greenhouse gas emissions and to adapt
 - that promote conservation and responsible use of resources.
 - that discourage processes and practices that result in natural resources being consumed at a rate faster than they can be replenished
 - that discourage production and use of persistent and harmful substances
 - that affirm and promote practices that respect human rights, provide a safe and healthy environment, and help our community not only meet the economic and social needs of citizens but enhance quality of life
2. **Diversity and Adaptability** – Natural, social and economic systems are strongest when they incorporate diversity. This plan emphasizes diversity within the physical form of the City, the natural, social and cultural systems, population demographics and the local economy. A more diverse system is more adaptable to future changes.
 3. **Community** – Neighbourhoods thrive and prosper when people can communicate, interact, exchange ideas, and share in community decision making. Neighbours support neighbours to achieve a common set of goals. This Official Plan will be used as a tool to engage, support and encourage communities in identifying opportunities to build active, creative neighbourhoods.
 4. **Invigorated Rural Areas** – Burlington embraces Halton Region’s rural strategy, including support for locally-sourced agricultural products. A healthy, protected, well-connected, and enhanced natural-heritage system forms a fundamental component of the City’s rural character. Planning and investments ensure usability, safety and access to the Bruce Trail for recreation, tourism and health.
 5. **Interconnectivity** – Refers to the linking of both built and natural spaces. Connectivity to places outside the City is also important. Connectivity should not favour efficiency over effectiveness and equity. Connectivity builds community.
 6. **Accessibility and Equity** – All members of our community will have access to the goods and services they require in their daily lives. This does not necessarily mean that all neighbourhoods must be the same or include the same numbers of amenities. Rather, it means that the overall organization of the City and the transportation system allows all people equitable access to goods and services.
 7. **Health and Vitality** – Burlington sustains the health of its citizens through access to preventive healthcare services, along with infrastructure that supports active lifestyles such as parks and green spaces, access to linked trail systems, community gardens, and pedestrian-friendly streets. The City actively safeguards the basic elements of physical security and healthy air, water and land. The principle of vitality means a city that is socially and culturally vibrant and diversity is desired and supported.

Appendix C



Comments Regarding Mobility Hubs - April 2015

Based on a review of the Mobility Hubs *Briefing Note: Council Workshop on Mobility Hubs (June 2014)* and other associated documents, the Burlington Sustainable Development Committee (SDC) is generally in support of all of the Potential Policy Directions. The Executive Summary outlines our primary suggestions, and is followed by recommendations related to each Potential Policy Direction. We would like to highlight our interest in continuing to provide input towards all levels of Mobility Hub planning, including visioning exercises and the establishment of Policy Directions, Master Plans and Zoning Bylaws.

Executive Summary

SDC supports the incorporation of Mobility Hubs into the Official Plan and offers the following comments and recommendations to assist with finalizing the Policy Directions.

- Incorporate Placemaking into Mobility Hub planning, and involve stakeholders, commenting agencies and the public in visioning processes.
- To address potential pressure for development within Mobility Hub areas prior to the adoption of a revised OP, establish interim policies and guidelines to ensure development proceeds in such a way that will support the vision for Mobility Hubs.
- Act as a leader in Mobility Hub planning and commence a Pilot project as soon as possible. To avoid duplication of issues across our city's Mobility Hubs, evaluate development as it proceeds, based on criteria such as walkability, usable open space/green space, residential and commercial market value, etc.
- Undertake a risk analysis and establish mitigation plans in order to address the potential for a lack of market demand. (See PMBOK Guide 2000 pages 127-144) Undertake research and studies to effectively incorporate our lessons learned from previous experience with mixed use.
- Develop a comprehensive map or graphic that clearly depicts the relationship between each of the major objectives within Official Plan planning (i.e. Mobility Hubs, Transportation Master Plan, Commercial Lands, Employment Lands, and Uptown).

- Ensure Mobility Hub designs prioritize active transportation and are pedestrian-oriented.
- Think locally and Regionally with respect to long-term intensification across the city and corridors in order to establish what the future transportation network will look like and move towards it.
- Consider the social aspects of Mobility Hubs. Provision of community social services, such as child care, community centers, marketplace and providing opportunities for neighbourhood interaction contribute to quality of life and are important in establishing vibrancy.

Policy Directions Comments

Please consider the following comments and recommendations for finalizing Policy Directions as well as for more detailed suggestions that may assist with developing Master Plans and Zoning Bylaws.

A. Incorporate Mobility Hubs into the Official Plan

- SDC supports this objective and recommends promptly establishing visions, interim policies and guidelines to ensure development within the vicinity of Mobility Hubs that is proposed prior to OP adoption proceeds in a manner that will support the character and vision for the area

B. Revise Guiding Principles in the Official Plan for Placemaking

- Define Placemaking and how placemaking looks different in Mobility Hubs than other areas
- Establish a vision for each Mobility Hub by considering the entire area comprehensively and how individual land parcels will “interact” to tell a story, enhance and build upon existing character, maintain & enhance vibrancy, connect the community, maintain safety, etc. Placemaking, Sustainable Design and Complete Streets should be incorporated within the Principles. For example,
 - Explore ways in which green space can help create unique designs and contribute to the Urban Forest. SDC recommends incorporating a minimum amount of vegetation (e.g. a certain percentage of each parcel must contain green space; a certain number of trees must be planted within the Mobility Hub zone; all vegetation must be native and non-invasive)
 - Incorporate a requirement for Mobility Hub buildings to achieve best in class Sustainability and building performance Standards, such as LEED Platinum.
- Consider developing guidelines for appropriate building height limits based on best practices used for cities of comparable size. Consider whether intensity goals can be reached without increased height.

C. Update the transportation policies and schedules in the Official Plan in concert with the Transportation Master Plan to recognize the role of Mobility Hubs and connectors as an integral part of the city-wide transportation system.

- Policies to support the reduction of greenhouse gases through decreased CO2 production from vehicles should be established by applying Zoning Bylaws and/or design guidelines that provide secure storage for bicycles, dedicated parking for hybrid/electric personal vehicles and facilities to equip hybrid/electric buses.
- Consider creating zoning bylaws that require an appropriate number of electric vehicle (EV) charging stations in areas where vehicles to accommodate vehicles parked both for the duration of a workday or overnight (Level 1), as well as short term opportunity charging (Level 2 and/or 3). Provide for future expansion by building in additional electrical capacity, to allow for growth of EV adoption.
- Efficiency of intra- and inter-city transit service should be assessed on an ongoing basis to ensure access is provided for all community members and to ensure a multi-modal approach to transportation is functioning effectively (i.e. local residents can walk to transit and get around Burlington and to neighbouring cities with ease – our goal should be that not only **can** citizens do this, but they **choose** to do so)
- Effectively coordinate land use, transportation in a multi-modal approach that prioritizes walking, cycling and transit use major means of transportation
- Incorporate a higher level of accessibility than the existing minimum requirements, and ensure that technology enhances the experience for customers with disabilities.

D. Build a strategy to promote office development in the Mobility Hubs.

- Intensification should include a significant portion of office space, the proportion of which should be established as part of the development of policy
- Ensure that requirements / provision of parking space in Mobility Hubs is not a barrier to office development. Model after downtown exemption area.
- Discourage homogenous uses resulting in oversupply of commercial / service based employment; have diversity of employment opportunities

E. Consider transit-oriented mixed use places including Mobility Hubs in city-wide system

- An absence of Mobility Hubs in North Burlington may lead to increased traffic congestion and a lack of vibrancy. To address these issues, consider developing policies that support:
 - Potential future Mobility Hub or transit nodes servicing connections to Milton, the Dundas Bus Rapid Transit, and commuter buses running along the 407
 - Connections to possible future Fairview and Appleby LRT

F. Consider preparation of Community Improvement Plans that specifically apply to Mobility Hubs.

- We support the using the strategies identified

G. Strengthen Implementation Policies in the Official Plan to address Mobility Hubs. Develop an Implementation Strategy for Mobility Hubs.

- The City should act as a leader in Mobility Hub development and take opportunity to “learn by doing” (see City of Pickering on Placemaking). To do so, a Pilot project should commence as soon as possible, and the City should consider becoming the Developer. SDC recommends developing performance metrics and incorporating basic changes into the existing Official Plan to facilitate the process.
- Undertake research and studies to effectively incorporate our lessons learned from previous experience with mixed use

1) Undertake detailed Mobility Hub studies including Master Plans. Include enabling policies in the Official Plan to support mobility hub development.

- Given potential pressure to develop within Mobility Hub areas, SDC recommends that Master Plans are prioritized such that areas with greatest development pressure are designed first to ensure development progresses in accordance with draft Mobility Hub Policy Directions.
- Consider implementing the strategies behind the Development Permit System when creating Master Plans

2) Develop a phasing strategy for intensification areas including Mobility Hubs. Continue dialog with local utilities.

- The phasing strategy should be designed to ensure mixed-use designs come to fruition. Therefore, the strategies must outline how to address a greater interest in one use over another Assess if and how infrastructure can support intensification in a timely and affordable manner in any location we intend to intensify

3) Develop an implementation strategy and timeline that prioritizes and resources future Mobility Hubs work.

- To ensure development in Mobility Hub areas will progress in accordance with draft policy directions, standards and guidelines prior to the adoption of an updated Official Plan, SDC recommends the following occur by the end of 2015:
 - Develop Terms of Reference
 - Establish a Steering Committee
 - Establish a vision and define basic guidelines to assess development applications. SDC believes that it is better to have a process and some guidelines established so that the City has grounds on which to reject applications or require modifications while Official Plan review is ongoing.
- SDC suggests providing multiple avenues for ongoing input into Mobility Hub planning. Specifically,
 - Provide various opportunities for public and stakeholder input, including public meetings, design charrettes and surveys

- Include representatives from all relevant agencies (e.g. Metrolinx, City of Burlington, Region of Halton, Conservation Halton, MNRF, MOECC) to ensure efficient and effective development review processes by:
 - Providing collective input into the design of Mobility Hub Master Plans and Urban Design Guidelines
 - Providing collective pre-consultation for development applications
 - Ensuring that site plans that meet the requirements of Master Plans are able to obtain permits from relevant agencies without delay or significant revisions

Concluding Statement

Overall, the SDC suggests that the City of Burlington proceed with Mobility Hub planning keeping in mind the following overarching question: **How will Mobility Hubs sustain themselves economically, environmentally and socially over the short and long term? Our city's competitiveness will depend on how well we accommodate these types of developments.**

Sincerely,

Members of the Burlington Sustainable Development Committee

Appendix F. OPR Engagement and Communication

Last update: 26-May-2016

Public Engagement / Communication		Date	Stats
Email Newsletters	Official Plan Review Updates	Apr-2012 to Jun 2016	47 Updates sent to date
	Official Plan Review email subscribers	Apr-2012 to Jun 2016	1,110 active subscribers
Reports to Council	Official Plan Review Staff Reports to Council	12-Dec 2011 to 17-Feb 2016	24 Reports
Open Houses	Soft Launch Official Plan Open Houses 2	1-May-2012 & 3-May-2012	100 attendees
Council Meetings/Workshops	Official Plan Review Launch	7-May-2012	Workshop
	Council Workshop on Downtown	28-Mar-2013	Workshop
	Council Workshop on Employment Lands	6-May-2014	Workshop
	Council Workshop on Mobility Hubs	16-Jun-2014	Workshop
	Council Workshop on Commercial Lands	7-Jul-2014	Workshop
	Council Workshop on Intensification 1	2-Apr-2015	Workshop
	Council Workshop of Intensification 2	28-Apr-2015	Workshop
	Council Workshop on Intensification (Strategic Plan)	16-Oct-2015	Workshop
Public & Stakeholder Meetings and Workshops	Downtown Vision Public Workshop	7-Nov-2012	130 attendees
	Rural Summit	19-Jan-2013	126 attendees
	Employment Lands Stakeholder Consultation Meeting	19-Mar-2013	14 attendees
	Character Area Study – Indian Point Workshop #1	2-Apr-2013	25 attendees
	Character Area Study – Roseland Workshop #1	1-May-2013	67 attendees
	Highway 403 & Waterdown Road Meeting	13-May-2013	20 attendees
	Character Area Study – Indian Point Workshop #2	5-Jun-2013	9 attendees
	Commercial Strategy Study: Car Dealership Stakeholder Meeting 1	15-Jul-13	13 attendees
	Character Area Study – Roseland Workshop 2	25-Jun-2013	28 attendees
	Commercial Strategy Study – Downtown Stakeholder Meeting	12-Sep-2013	5 attendees
	Commercial Strategy Study – City-Wide Stakeholder Meeting	12-Sep-2013	10 attendees
	Mobility Hubs Opportunities & Constraints Study	10-Sep-2013	30 attendees
	Transforming Aldershot	10-Oct-2013	25 attendees
	Commercial Strategy Study: Car Dealership Stakeholder Meeting 2	18-Oct-13	13 attendees
	Character Area Study – Roseland Working Committee Meeting	26-Nov-2013	7 attendees
	Character Area Study – Indian Point Working Committee Meeting	11-Dec-13	4 attendees
	Character Area Study – Indian Point Final Workshop	29-Jan-2014	16 attendees
	Mount Nemo Preliminary Study PIC 1	10-Feb-2014	86 attendees
	Character Area Study – Roseland Final Workshop	11-Feb-2014	27 attendees
	Mobility Hubs Opportunities & Constraints Study PIC 2	12-Feb-2014	30 attendees
	Mount Nemo Preliminary Study PIC 2	30-Apr-2014	75 attendees
	Commercial Strategy Study: Workshop with members of Burlington Downtown Business Association Board of Management	7-May-2014	8 attendees
	Commercial Strategy Study: Downtown walking tour with members of Burlington Downtown Business Association Board of Management	18-Jun-2014	8 attendees
	Character Area Study – Shoreacres South Community Meeting	29-Jul-2014	63 attendees
	Character Area Study – Indian Point Neighbourhood Meeting	14-Jan-2015	13 attendees
	Character Area Study – Roseland Neighbourhood Meeting	22-Jan-2015	46 attendees
	Plains Road East Community Consultation	24-Mar-2015	94 attendees

Public Engagement / Communication		Date	Stats
	Accessory Drive Through – Stakeholder Meetings 1 and 2	18-Feb-2014 & 7-May-2015	19 attendees
	Destination Downtown Workshops 1, 2 & 3	13-May-2015, 27-May-2015 & 10-Jun-2015	100 attendees
	Character Area Study – Shoreacres South Walking Tour and Drop-in Open House	29-Jun-15	50 attendees
	Character Area Study – Shoreacres South Community Workshop	6-Oct-15	60 attendees
	Character Area Study – Shoreacres South Community Open House and Public Meeting	3-Nov-15	50 attendees
	Mount Nemo & Rural OPR Update	2-May-2016	66 attendees
Policy Briefs for Comment	Uptown Policy Brief	Dec-2014	1
	Road Allowances Brief	Dec-2014	1
Consultation with Citizen Advisory Groups	Sustainable Development Committee – Sustainability Policy Brief	4-Feb-2015	1
	Sustainable Development Committee – Official Plan Overview	2-Mar-2015	1
	Sustainable Development Committee – Commercial Lands Policy Directions	4-Mar-2015	1
	Sustainable Development Committee – Mobility Hubs Opportunities and Constraints & Draft Policy Directions	25-Mar-2015	1
	Sustainable Development Committee – Technical Work Plan & Uptown	1-Apr-2015	1
	Sustainable Development Committee – Sustainable Building and Development Guidelines	6-May-2015	1
	Sustainable Development Committee - Residential and Parkland Dedication	2-Jul-2015	1
	Sustainable Development Committee – Visualizing Intensification	4-Nov-2015	1
	Sustainable Development Committee – Planning for the Future of Burlington, A Conversation with Mary Lou Tanner	20-Apr-2016	1
	Sustainable Development Committee – Employment Lands Policy Directions	27-Apr-2016	1
	Sustainable Development Committee – Urban Structure and Intensification	1-Jun-2016	1
Forum, Survey and Interview Contacts	Commercial Strategy Study (CSS) Mindmixer Online Forum: Transforming Commercial Areas in Burlington.	14-Jun-2013 to 1-Sep-2013	
	Visits to online forum		202
	Ideas submitted		37
	Comments received		18
	Participants		20
	CSS On-street Intercept Surveys	Fall 2012	296 participants
	CSS On-line Consumer Surveys	Fall 2012	358 participants
	CSS Telephone Consumer Surveys	Fall 2012	344 participants
	Character Area Study –Shoreacres South Stakeholder Interviews	Jul-14	15 Responses received
Newspaper Ads	OPR - Notice of Special Meeting/Open House	22-Mar to 26-Apr, 2012	3
	OPR - Rural Summit - City Update, Jan 2013	3-Jan to 10-Jan, 2013	1
	OPR - Rural Summit - City Update, Jan 2013	10-Jan to 17-Jan, 2013	1
	Character Area Study - City Update, Mar 2013	21-Mar to 28-Mar, 2013	1
	Character Area Study - City Update, Apr 2013	25-Apr to 2-May, 2013	1
	Commercial Strategy Study - City Update, Jun 2013	13-Jun to 20-Jun, 2013	1
	Mobility Hubs Public Consultation - City Update, Aug 2013	29-Aug to 5-Sep, 2013	1
	Mobility Hubs Public Consultation - City Update, Sep 2013	5-Sep to 12-Sep, 2013	1

Public Engagement / Communication		Date	Stats
	Transforming Aldershot Public Meeting - City Update, Oct 2013	23-Sep to 3-Oct, 2013	1
	OPR - Revised Workplan Update - City Update, Nov 2013	28-Nov to 5-Dec, 2013	1
	Character Area Study - City Update, Jan 2014	16-Jan to 23-Jan, 2014	1
	Mobility Hubs Public Consultation - City Update, Jan 2014	30-Jan to 6-Feb, 2014	1
	Mount Nemo Public Consultation - City Update, Jan 2014	30-Jan to 6-Feb, 2014	1
	Mobility Hubs Public Consultation - City Update, Feb 2014	11-Feb to 17-Feb, 2014	1
	Mount Nemo Public Consultation - City Update, Feb 2014	11-Feb to 17-Feb, 2014	1
	Mount Nemo Public Consultation - City Update, April 2014	11-Apr to 17-Apr, 2014	1
	Employ. Land Conversion Requests - NRU, Jul 2014	9-July, 2014	1
	Employ. Land Conversion Requests - Toronto Start, Jul 2014	10-July, 2014	1
	Employ. Land Conversion Requests - City Update, Jul 2014	10-Jul to 16-Jul, 2014	1
Inspire Speaker Series	"Perverse Cities" by Dr. Pamela Blais	28-Feb-2013	200
	"Healthy Communities & Built Form" by Dr. David Mowat	2-May-2013	110
Visits to Official Plan Review Website	Official Plan Review Website	Oct-2012 to Apr-2016	13,494
	Official Plan Review Video	Nov-2012 to May-2016	2,236
Telephone Town Hall	Land Use, Transportation & Transit	26-Sep-2013	145
Youth Engagement	Leaders-In-Training (LIT) Summer Camps	July & Aug-2013	100
	Grade 5 City Hall Tours	Oct-2013 to Present	67

Official Plan Review Public Engagement and Communication Summary	47 Email Newsletters
	1,110 Active subscribers
	24 Staff Reports to Council
	8 Council Meetings and Workshops
	54 Public & Stakeholder Meetings and Workshops
	2,027 Attendees to Events
	2 Policy Briefs
	11 Consultations with SDC
	1,215 Forum, Survey and Interview Contacts
	18 Newspaper Ads
	13,494 Visits to OPR website
	2,236 Visits to OPR video

Appendix G. Corporate Engagement and Communications Activities

Tactic	Timing	IAP2 Objective
<ul style="list-style-type: none"> • Creation of three videos: • Official Plan- Growing in Place • Active Transportation: Part of “Go Your Way”, Burlington’s Transportation Plan • Where We Grow from Here: Burlington’s 2015-2040 Strategic Plan 	2013 2014 2016	Inform
<ul style="list-style-type: none"> • Intensification survey: An online survey that gauged the public’s understanding and feelings about growth and intensification. 	2015	Inform/Consult
<ul style="list-style-type: none"> • Mayor’s Inspire Burlington Series: <ul style="list-style-type: none"> ○ “Building Burlington – Where to Build in a City that is Built-out” ○ Brent Toderian: “Density Done Well in a City Growing Up (Not Out)” 	April 2015 February 2016	Inform/Consult
<ul style="list-style-type: none"> • Strategic Plan engagement program occurred throughout • Engagement included; surveys—both statistically valid and online—group workbooks; focus groups; workshops; dotmocracy; meetings; presentations; and displays at festivals and events. 	2015 and Q1 2016	Inform/Consult/ Involve/Collaborate
<ul style="list-style-type: none"> • Draft Intensification renderings. Depict possibilities in the following areas: mobility hub; commercial plaza; Uptown; urban corridor; and an urban employment area. Part of strategic plan and tested with key community leaders 	October 2015	Inform/Consult

CITY OF BURLINGTON

INTENSIFICATION STUDY:

VISUALIZING DENSITY AND MARKET ASSESSMENT OF INTENSIFICATION, A REPORT FOR THE CITY'S STRATEGIC PLAN

Prepared by:



DILLON
CONSULTING

in association with:

Brook McIlroy

Watson and Associates

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APPENDICES

Appendix A: City-Wide, Intensification Potential Assessment (prepared by City of Burlington)



1.0 INTRODUCTION

1.1. BACKGROUND

In 2012, the City of Burlington launched its OP Review process to bring the City's Official Plan into alignment with a variety of Provincial and Regional policies and plans. To date, the wide-ranging OP Review has examined a number of the City's main structural elements, including rural areas, employment areas, commercial areas, mobility hubs and several other discrete topics. In 2015, Council also launched its Strategic Plan project. The Strategic Planning process is expected to yield a new set of priorities for growing the City of Burlington. One of the key outcomes of the Strategic Planning process was the need to have a more robust and expansive discussion on intensification. While aspects of the Official Plan Review touched upon intensification, and there exists a policy framework for intensification in the current Official Plan, the City initiated the review of a high-level assessment of intensification opportunities and issues for Burlington. Dillon Consulting, along with Watson and Associates and Brook McIlroy, were retained to prepare a high level intensification study for the City of Burlington. The following report provides a summary of the key findings, recommendations and next steps for the Intensification Study.

1.2. STUDY PURPOSE

The purpose of this study is to address the following key questions:

- What is intensification?
- What could intensification look like in Burlington?
- What are some of the market drivers for intensification?
- How much intensification has occurred in Burlington in past?
- What is the city's current strategy?
- What are the opportunities for improving the strategy?

1.3. ORGANIZATION

The following report is organized into four main sections. The first section provides a brief introduction. The second section provides a discussion of market and policy drivers for intensification. The third section presents a series of visualizations, showing what intensification could look like in various settings throughout the City. The final section provides some recommendations and describes the next steps.

2.0 THE CONTEXT FOR INTENSIFICATION

2.1. WHAT IS INTENSIFICATION?

Ontario's Provincial Policy Statement (PPS) 2014 provides the vision for Ontario's land use planning system and includes direction to municipalities to plan for intensification. The PPS defines general intensification as “the development of a property, site or area at a higher density than currently exists through:

- a) Redevelopment, including the reuse of brownfield sites;
- b) The development of vacant and/or underutilized lots within previously developed areas;
- c) Infill development; or
- d) The expansion or conversion of existing buildings”.

The PPS further provides a more detailed definition for “residential intensification”, which specifically links intensification to a “net increase in residential units or accommodation and includes:

- a) Redevelopment, including the redevelopment of brownfield sites;
- b) The development of vacant or underutilized lots within previously developed areas;
- c) Infill development;
- d) The conversion or expansion of existing industrial, commercial and institutional buildings for residential use; and



- e) The conversion or expansion of existing residential buildings to create new residential units or accommodation, including accessory apartments, second units and rooming houses”.

Finally, the Growth Plan for the Greater Golden Horseshoe provides a geographic metric for understanding intensification and identifies the Built-Up Area as the limit for measuring intensification. All new development which occurs within the Built-Up Area is considered to be intensification.

In summary, any development which occurs within the Built-Up is considered intensification. However, for residential development to be considered as intensification, it must yield a net increase in residential units (i.e. the demolition and replacement of a bungalow with a two storey home would not be considered intensification, unless it included a secondary suite). Also, it is worth noting that the concept of intensification can be applied to both living areas, employment areas and mixed-use areas (which accommodate both living and working functions).

2.2. WHY IS INTENSIFICATION IMPORTANT?

Planning for intensification is of particular importance for the City of Burlington. The City’s supply of greenfield lands is shrinking and, given the limits of the current Provincial Greenbelt Plan, the expectation is that the City of Burlington’s long-term growth prospects will be dependent on the ability to successfully attract intensification investment. Notwithstanding the perceived benefits of growth, there are also a number of other elements which underpin the importance of planning for intensification, including:

- The need to protect rural, agricultural and natural environmental areas from urban expansion;
- The reduction in dependency on the automobile and provision of opportunities for cleaner, greener modes of transportation, such as walking, bicycling and transit; and,
- The desire to make the best use of existing and planned infrastructure, including the leveraging of major Provincial investments in transportation.

2.3. POLICY CONTEXT

2.3.1. Provincial Policy

Land use planning in Ontario is undertaken in a top-down, policy-led system whereby the Province provides direction to municipalities, who in turn are delegated various powers to implement Provincial policies. Within the context of intensification, there are two main Provincial planning documents which are of relevance: the PPS and the Growth Plan for the Greater Golden Horseshoe. The PPS provides a broad policy framework for intensification and includes policies directing municipalities to:

- Make sufficient land available through intensification including at least a 10-year supply of housing through intensification and greenfield lands;
- Maintain a three year supply of serviced residential units through intensification and greenfield lands;
- Provide land use plans which include opportunities for intensification;
- Consider the location of existing and/or planned major public facilities and infrastructure when planning for intensification;
- Establish appropriate development standards and avoid or mitigate potential risks to public health and safety;
- Establish appropriate development standards for intensification which minimize the cost of housing and facilitate compact built form;
- Establish and implement minimum intensification targets, along with supporting phasing policies for intensification;
- Plan for all forms of residential intensification, including secondary suites; and,
- Promote intensification on existing serviced lands.

To implement the PPS, the Province of Ontario adopted Places to Growth: Growth Plan for the Greater Golden Horseshoe (“the Growth Plan”), 2006. This set out a thirty year vision (to 2031) for how growth should occur in the Greater Golden Horseshoe (GGH). The Growth Plan provides a series of population and employment forecasts for upper and single tier municipalities. To plan for and accommodate the projected population and employment growth, the Growth Plan includes a number of policies as well as specific intensification and development density targets which municipalities in the GGH must implement through their respective official plans. This includes policies directing that a minimum of 40% of all annual new residential development in each municipality, including Halton Region, will be in the form of intensification within the built-up area.

The Growth Plan further directs that municipalities will develop and implement, through official plans and supporting documents, a strategy and policies to phase in and achieve intensification, including the 40% intensification target. The Growth Plan states that the strategy and policies will:

- Encourage intensification throughout the urban area;
- Identify intensification areas that will support the 40% intensification target;
- Recognize urban growth centres, intensification corridors and major transit station areas as areas that will accommodate intensification;
- Facilitate and promote intensification;
- Identify the appropriate type and scale of development in intensification areas;
- Include density targets for urban growth centres;
- Identify minimum density targets for other intensification areas with planned transit service levels;
- Implement transit-supportive land use guidelines established by the province.
- Plan for a range and mix of housing that takes into account affordable housing needs;
- Encourage the creation of secondary units in the urban area.

The Province of Ontario has released Amendment 2 to the Growth Plan which takes the planning horizon to 2041. Based on the growth forecasting to 2041, Halton Region has been directed by the Province to receive an additional 180,000 people, taking the population to 1,000,000 by 2041. The Region of Halton has begun its 2041 growth management planning process and the expectation is that the City of Burlington will be working with the Region of Halton over the next several years to finalize the 2031-2041 growth allocations.

2.3.2. Regional Policy

The Places to Grow Act (2005) requires upper and lower-tier municipalities to bring their official plans into conformity with the Growth Plan. To meet this requirement, Halton Region undertook the Sustainable Halton process. The Sustainable Halton process helped develop Halton's growth management strategy to 2031. The process also provided a comprehensive review of The Regional Plan (2006) for the purpose of meeting the statutory requirement under the Planning Act, and providing conformity with the Provincial Policy Statement (2005) and the Greenbelt Plan (2005). The Sustainable Halton process resulted in the Regional Official Plan Amendment No. 38 (ROPA 38).

ROPA 38 contains policies that require area municipalities to develop an intensification strategy. The Regional Plan provides targets for population, housing and employment for each municipality. Policy 55 of ROPA 38 directs Burlington to reach a population of 193,000 and

employment of 106,000 by 2031. Policy 55.1 directs a minimum of 8,300 new housing units to be added to Burlington's built-up area by 2031 and to reach a minimum density target of 45 people and jobs per hectare in the designated greenfield area. Table 2.1 summarizes the breakdown of housing growth allocated to the City.

Table 2.1: City of Burlington Growth Allocation, ROPA 38

Year	2012-2016	2017-2021	2022-2026	2027-2031	2012-2031
Greenfield	428	432	133	221	1214
Intensification	2525	2758	2669	2659	10611
Total	2953	3190	2802	2880	11825
	2012-2016	2017-2021	2022-2026	2027-2031	2012-2031
Greenfield	14.5%	13.5%	4.7%	7.7%	10.3%
Intensification	85.5%	86.5%	95.3%	92.3%	89.7%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

The Province's revised growth forecasts to 2041 require the Region to revisit the Regional Plan. The Region will need to revise policies to accommodate an additional 180,000 people. The Region's planning process to address 2041 growth will require collaboration and input from the City of Burlington.

2.3.3. City of Burlington Policy

In conjunction with the Sustainable Halton process and to meet the 2031 growth and intensification requirements of the Growth Plan, the City of Burlington prepared a Places to Grow Implementation Strategy (2007) and subsequently undertook an Intensification Study (2008). The results of the Intensification Study were used in the Sustainable Halton Process. The Intensification Study considered intensification potential for:

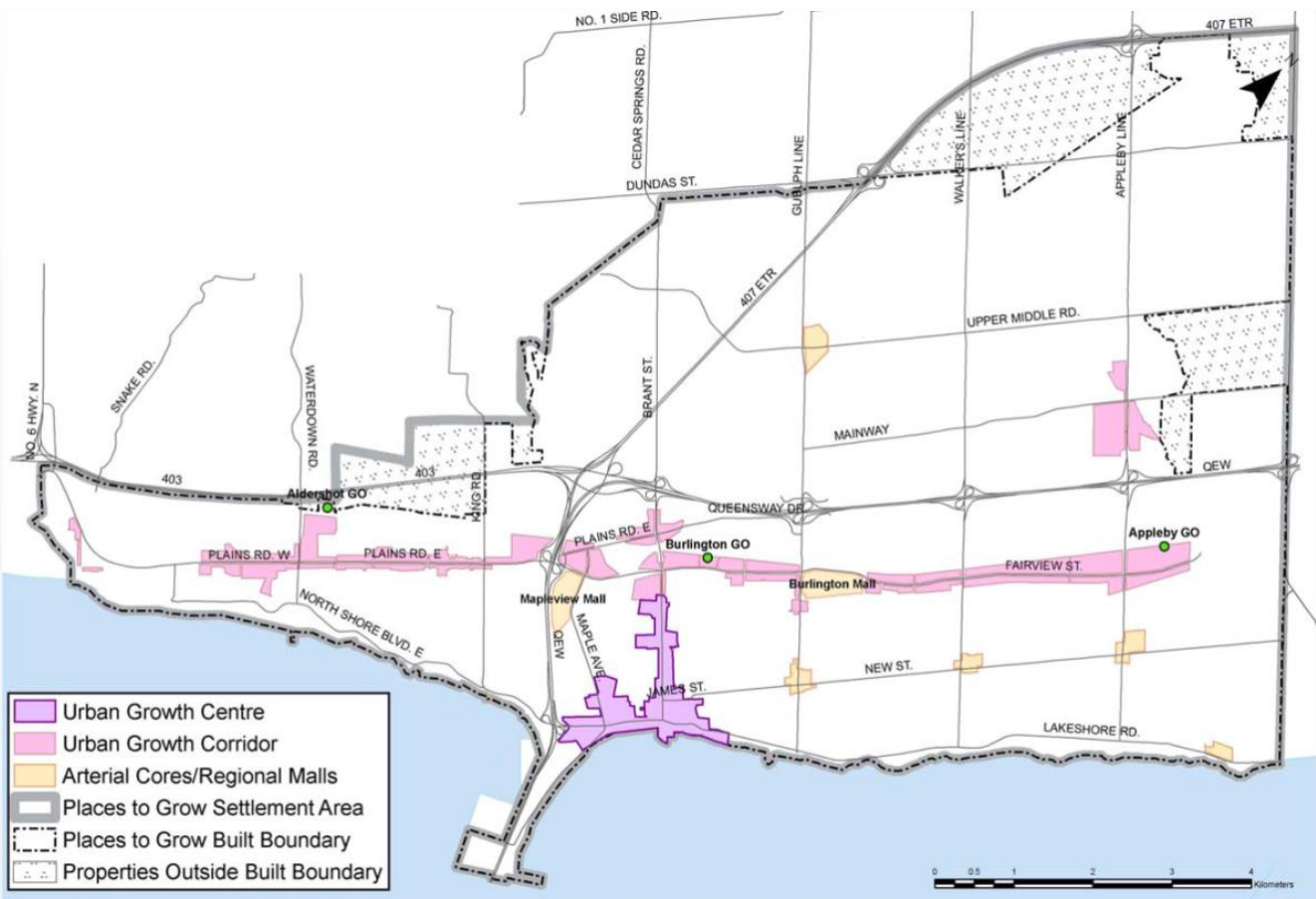
- The Downtown Urban Growth Centre;
- Urban Growth Corridors, which include lands fronting on Plains Road and Fairview Street as well as GO Station Areas;
- Arterial cores and regional malls;
- Low density infill in existing residential areas; and
- Accessory uses (which include new units within dwellings on lots 15 metres or wider).

The study involved an examination of the current urban structure in Burlington which included a review of land uses, lot sizes and densities. The results of the study indicate that approximately 9,700 residential units will be created through intensification between 2006 and 2031. These units will consist of various housing forms within the built-up area. The study also indicates that future employment intensification in Burlington between 2006 and 2031 will result in 4,000 additional jobs. Employment intensification will occur in the Urban Growth Centre (downtown) and Urban Growth Corridors (e.g., Fairview Street, Plains Road, GO Station areas). The findings of the study indicate that it is expected that the City of Burlington will exceed the province's 40% minimum residential intensification target required by the Growth Plan.

Figure 2-1 shows the City's the planned intensification areas based on the 2008 study (Report PL-1/08, City of Burlington).

Through this review, the City has undertaken high level population and employment capacity assessments for strategic intensification areas in the City. These assessments were developed based on the intensification visualizations and density scenarios contained in Section 3.0 of this report. The City's assessments are provided in Appendix A and are subject to further change and refinement through future phases of review regarding intensification.

FIGURE 2-1: 2008 INTENSIFICATION STUDY MAP



2.4. MARKET CONTEXT FOR INTENSIFICATION

The following section provides an overview of real estate market trends regarding residential and non-residential intensification within the City of Burlington. This market assessment is based on a review of recent residential and non-residential building permits and site plan activity within the City's built boundary, as well as a review of broader development trends within the Greater Toronto and Hamilton Area (G.T.H.A.). Consideration is also given to the broad drivers which are anticipated to influence the amount, type and location of intensification development within the City of Burlington over the next several decades.

2.4.1. Market Drivers of Intensification

There are a number of key factors which are anticipated to drive the real estate market for intensification within the City of Burlington. These include:

Diminishing Greenfield Land Supply

- Within the more mature urban areas of the G.T.H.A., including the City of Burlington, the supply of greenfield residential lands is steadily diminishing. As Burlington's remaining greenfield areas approach buildout, an increasing share of housing growth is anticipated to occur within the City's built boundary in the form of high-density development.

Access/Proximity to High-Order Transit

- Access and proximity to high-order transit (i.e., GO Transit) is an increasingly essential component of large-scale residential and non-residential intensification projects, particularly office, residential high-rise and mixed-use development. Across the G.T.H.A., the majority of the major suburban office nodes are, or will be, supported by direct access to GO Transit and/or high-order transit.

Infrastructure Condition/Capacity

- While small-scale infrastructure projects can benefit from existing hard municipal services, large-scale intensification projects require significant regional and local infrastructure investment related to water and sewer infrastructure, transportation, stormwater management, plus a full range of other local and regional services (libraries, parks and recreation, police, fire, etc.). Subject to other local physical attributes (e.g., compatibility with surrounding neighbourhoods), intensification areas within the City of Burlington which currently have infrastructure capacity to accommodate intensification should represent the City's priority development areas.

Development Costs and Financial Feasibility

- Residential and non-residential development location decisions are typically based on a range of both “hard” cost factors (e.g., tax rates, development charges, land costs, construction costs, utilities, etc.) and “soft” factors (e.g., transportation connectivity, access to a growing skilled and unskilled labour force pool, housing choice by type and affordability, access to public and private schools as well as training infrastructure). These factors can impact the feasibility of development forms (i.e., high-density vs. low-density) and the location of development in one area over another (i.e., greenfield vs. built-up area). Increasingly, the importance of the “soft” factors is raised as a key location determinant in residential and non-residential development decision-making.

Labour Force Access

- Access/proximity to a growing and diverse labour force pool is an increasingly critical aspect of business location decisions and is recognized as a key market driver for non-residential development in the retail, industrial and office sector.
- Population does not typically drive employment in export-based sectors (i.e., industrial and office). However, place making is increasingly becoming recognized as an important concept in creating diverse and vibrant communities which, in turn, can help attract local population and job growth providing that other necessary infrastructure requirements are met. This is particularly relevant in mixed-used environments which integrate office commercial, residential and other community uses.

Location Attributes, Land Suitability and Housing Affordability

- The City of Burlington’s built-up area is particularly attractive to a broad range of demographic groups given the City’s waterfront location, relative affordability and cost competitiveness compared to other G.T.H.A. municipalities, access to amenities (i.e., shopping, dining, entertainment), proximity to employment markets, health care, etc.
- The physical and location attributes of the City’s intensification areas play a key role in the marketability and suitability of lands for intensification.
- To date, the majority of large-scale residential intensification projects within the City of Burlington have occurred along major arterial roads, or at the junction of two arterial roads. As previously discussed, access to GO Transit has also played a key role in influencing location decisions for residential and mixed-use intensification.
- In addition to transportation and transit access, other physical attributes such as proximity to existing or planned shopping/community amenities, proximity to

employment nodes and corridors, and compatibility or fit with neighbouring land uses also strongly influence the demand potential and marketability of intensification.

- For the industrial sector, development tends to be more influenced by broader market conditions (i.e., regional economic competitiveness, transportation access and distance to employment markets), as well as local site characteristics such as servicing, highway access and exposure, site size/configuration, physical conditions and site location.

Demographics

- Demographic trends strongly influence both housing need and form. Across Halton Region, the population is getting older on average due to the aging of the “babyboomers.” The first wave of this demographic group will turn 70 years of age as of 2016¹.
- Between 2001 and 2011, the percentage of persons 55+ years of age increased in the City of Burlington from 24% to 29%. Over the next 20 years, the 55+ population is anticipated to steadily increase in the City of Burlington driven by the aging of the existing population as well as in-migration in this age group.
- Population growth in the 55+ age group will continue to drive demand across a broad range of housing forms within the City’s built-up area, including town homes, apartments, condominiums, seniors’ housing, affordable/assisted housing, given the diversity of this age group with respect to age, income, health, mobility and lifestyle/life stage.
- The “millennial” population also represents a key age group which is anticipated to drive demand for future housing intensification in Burlington. Generally, this demographic group has a strong preference for urban living. As the millennial generation continues to age and form families, their demand for housing is anticipated to steadily increase within G.T.H.A. neighbourhoods which provide urban and civic infrastructure (i.e., multi-modal transportation systems, public open space and recreational opportunities, access to public and private schools), amenities (i.e., shopping, dining and entertainment) and connectivity to local and regional employment markets.

2.4.2. Historical Residential Building Permit Activity within the Built Boundary

Figures 2-2 and 2-3 summarize total residential building permit activity (new units only) with the City of Burlington and within the City’s built boundary between 2006 and 2015 (year-to-date). Between 2006 and 2014:

¹ Defined as population born between 1946 and 1964.

- Residential building permits averaged 782 housing units annually, net of demolitions;
- Annual development activity has declined with the diminishing supply of greenfield land;
- The majority of housing development has occurred within the built boundary, averaging just over 400 residential building permits annually;
- A broad mix of housing types have been accommodated within the built boundary; however, demand has been steadily shifting towards high-density housing forms; and
- Over the 2011-2015 period, the City has accommodated approximately 1,880 housing units within the built boundary, which is close to the amount forecast in the June 2011 Halton Region Best Planning Estimates (B.P.E.) over this period. In other words, the City is tracking well to its O.P. growth targets with respect to residential intensification.

FIGURE 2-2: CITY OF BURLINGTON, NEW RESIDENTIAL BUILDING PERMITS (NEW UNITS) BY LOCATION, 2006-YTD 2015

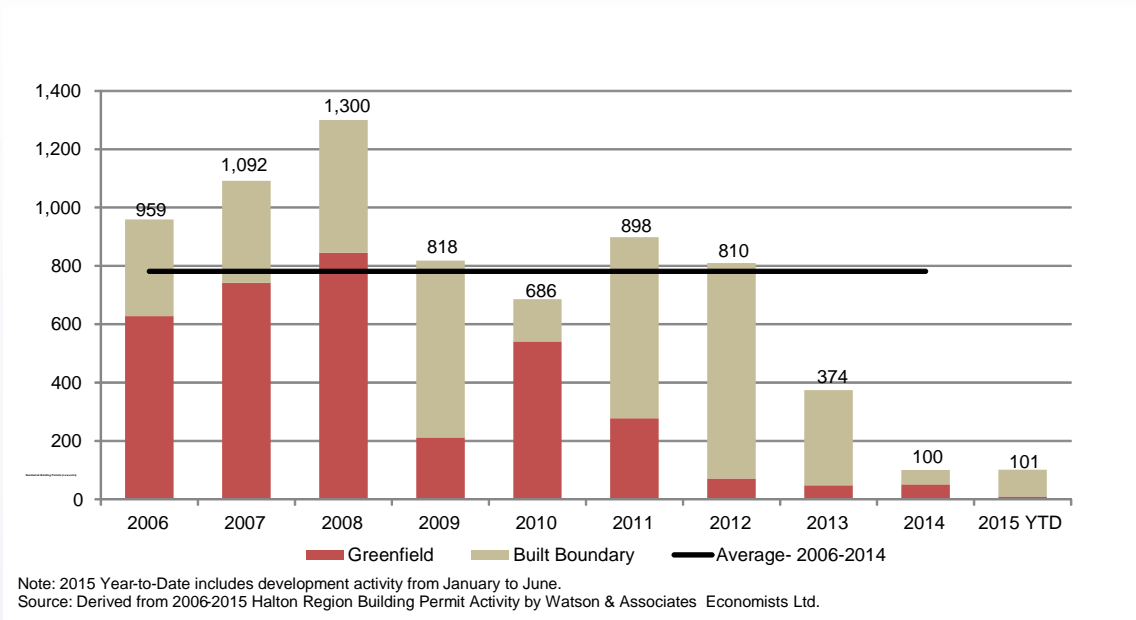


FIGURE 2-3: CITY OF BURLINGTON BUILT BOUNDARY, RESIDENTIAL BUILDING PERMITS (NEW UNITS), 2006-YTD 2015

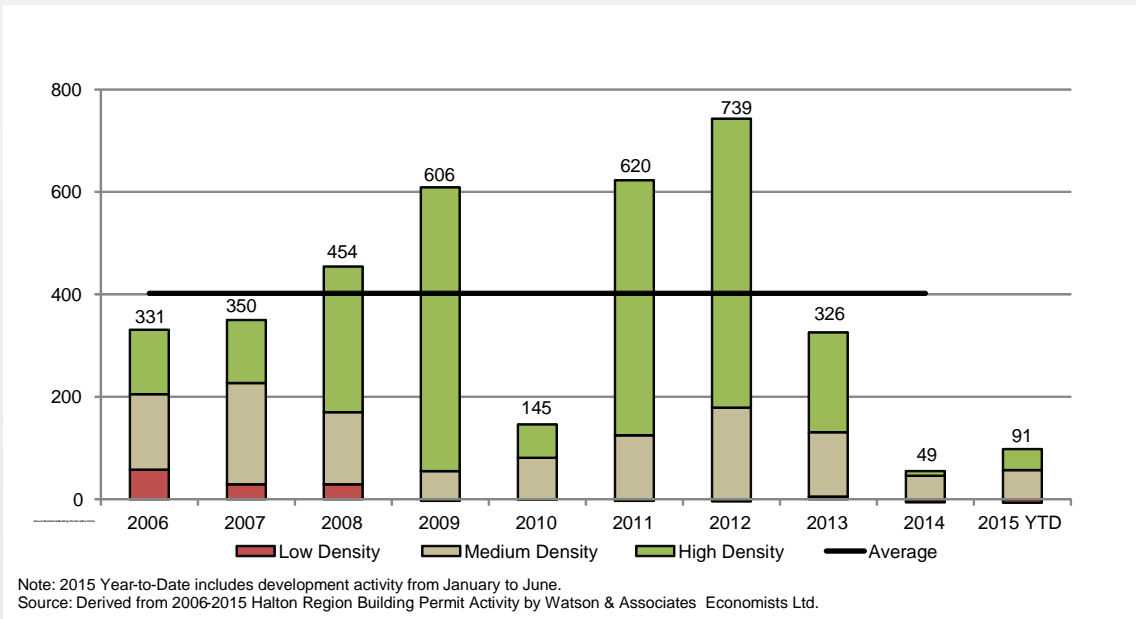
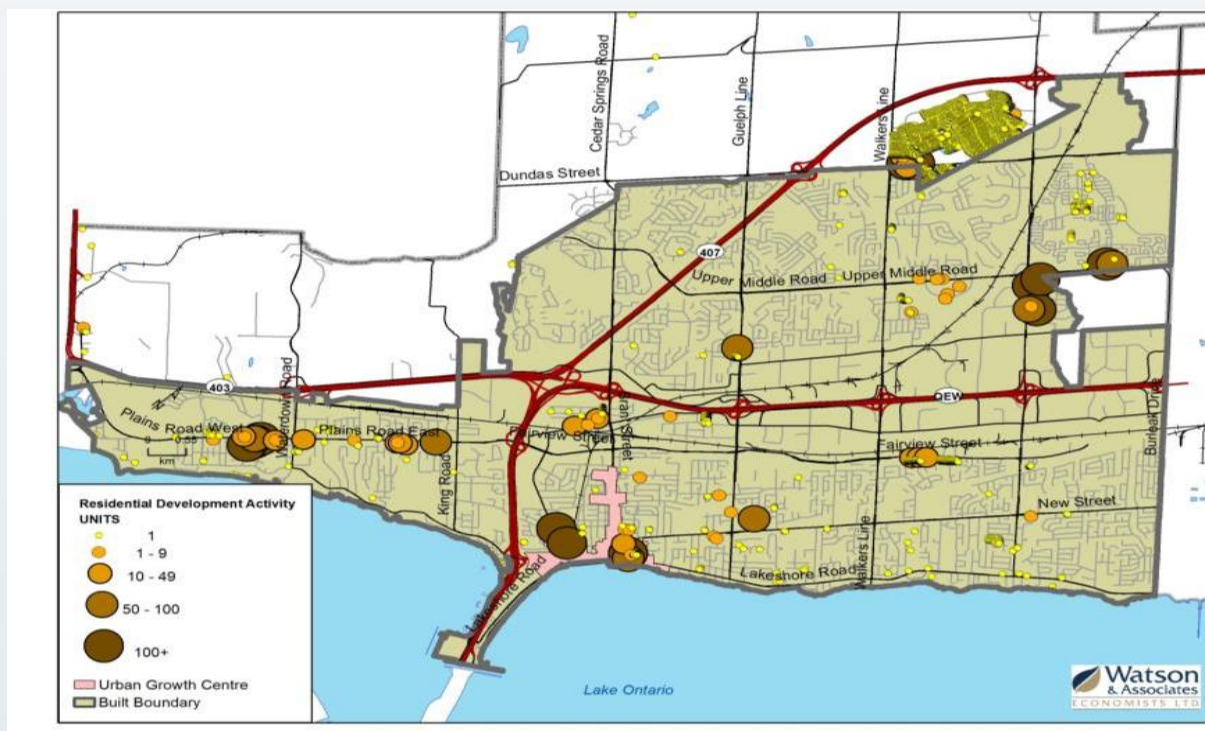


Figure 2-4 geographically summarizes the location of residential building permits issued within the City of Burlington between 2006 and 2015 (year-to-date). During this period, the majority of greenfield residential building permits were issued within the Alton neighbourhood.

Within the built boundary, residential building permits associated with large-scale intensification development activity have been issued largely for lands along arterial roads within the Urban Growth Corridor (U.C.C) along Fairview St. and Plains Rd., the Urban Growth Centre (U.G.C.) and Uptown (Upper Middle Rd. and Appleby Line). Residential building permits for smaller-scale development were also issued for lands along arterial roads outside of the intensification areas outlined above as well as within the City's residential neighbourhoods. It is important to note that most of the ground-oriented residential building permits shown in Figure 2-3 north of the Upper Middle Rd. represent the buildout of existing greenfield areas which were captured within the built boundary as of 2006 onwards. To date, the supply of ground-oriented lots within the City's built boundary is largely built-out. As such, the majority of future residential intensification within the City of Burlington is anticipated to be in the form of high-density housing.

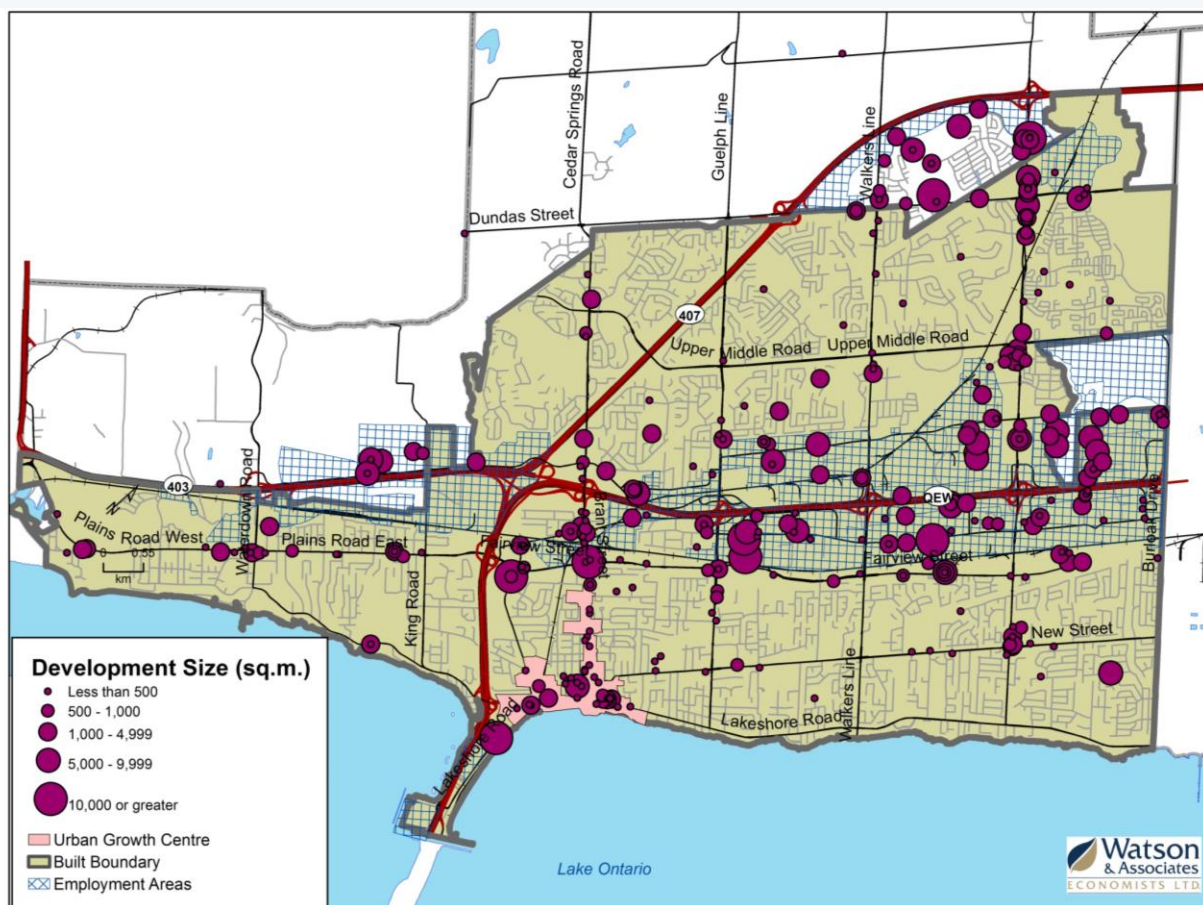
FIGURE 2-4: CITY OF BURLINGTON, RESIDENTIAL BUILDING PERMIT ACTIVITY (NEW UNITS), 2006-MID 2015



2.4.3. Historical Non-residential Building Permit Activity within the Built Boundary

Between 2006 and 2015 (year-to-date), the City reported approximately 569,550 sq.m. (12.3 million sq.ft.) in non-residential building permit activity, expressed in gross floor area (G.F.A.). During this period, approximately 78% of non-residential development in Burlington has been accommodated within the built boundary. A large share (48%) of non-residential development activity has occurred within the built boundary in employment areas, primarily on vacant lots. **Figure 2-5**, geographically summarizes the location of non-residential building permit activity within the City of Burlington between 2005 and 2015 (year-to-date).

FIGURE 2-5: CITY OF BURLINGTON, NON-RESIDENTIAL BUILDING PERMIT ACTIVITY (NEW BUILDINGS AND EXPANSIONS), 2006-MID 2015



2.4.4. Active Residential Site Plans within the Built Boundary

In accordance with the June, 2011 Halton B.P.E., the City is required to accommodate approximately 8,700 housing units within the built boundary between 2015 and 2031. To gain a better understanding of short-term market demand for residential intensification, a review of active residential site plans within the built boundary was undertaken.

In total, 28 active site plan applications for residential and mixed-use development within the built boundary were identified totalling 2,700 high-density units, located largely in the U.G.C. and along major arterial corridors. This represents just under one-third of the total housing units which need to be accommodated through 2031. In accordance with forecast market demand for residential intensification, the current active residential site plan inventory represents approximately 5 to 6 years of residential supply.

Residential site plan applications range from small-scale development (6 units) to larger-scale developments (450 units). With respect to built-form, the active residential site plans inventoried range in height from 3 to 16 storeys. **Figure 2-6** summarizes the geographic location of residential site plan activity. Similar to recent residential building permit activity, larger-scale proposed residential developments are located along arterial roads. Smaller-scale developments are also located along arterial roads and, to a lesser extent, within mature residential neighbourhoods.

FIGURE 2-6: CITY OF BURLINGTON, RESIDENTIAL ACTIVE SITE PLANS WITHIN BUILT BOUNDARY



2.4.5. Active Non-residential Site Plans within the Built Boundary

Non-residential development currently at the site plan stage within the City of Burlington's built boundary totals 114,600 sq.m. (1.2 million sq.ft.) in G.F.A. Of the total active non-residential site plan activity (i.e., G.F.A.), 58% is comprised of office developments (approximately 65,000 sq.m or 700,000 sq.ft) with the remaining applications mixed between retail, institutional and industrial sectors. The total amount of office development currently within active non-residential site plans represents approximately 40% and 12% of the combined office development identified within the conceptual renderings under the as of right zoning scenario and ultimate scenario, respectively, in Chapter 3.

2.4.6. Office Development Trends

Based on our review of recent office market trends within the City of Burlington and the G.T.H.A., the following observations can be made:

- At the G.T.H.A. level, Downtown Toronto has dominated the major office market in recent years; however, office development patterns are gradually shifting to urban settings across the “905” area;
- For standalone office uses, market demand and development feasibility for office space are anticipated to be strongest within a mixed-use environment that offers proximity/access to amenities and high-order transit;
- On the other hand, demand will continue to exist for industrial and certain commercial uses in sub-urban greenfield settings within the City of Burlington which offer ample land supply for building development and surface parking requirements;
- Generally, demand for office development has been relatively limited within the City of Burlington over the past five years, as indicated by recent building permit trends and current office vacancy rates which are estimated at approximately 17%. The vast majority of office development within Burlington in the past five years has been accommodated on vacant parcels in employment lands; and
- Office development outside employment areas has been limited to small-scale (<5,000 sq.ft.) professional and medical offices.

2.4.7. Retail Development Trends

There are three major retail development trends influencing the retail landscape, which generally support demand for retail in intensification areas. These trends are discussed below.

Available Greenfield Land Supply for Big-Box Development

- Demand for big-box retail development is slowing across the mature markets of the G.T.H.A. as a result of the limited supply of greenfield land in these areas. As a result, traditional power centre developers are pursuing a wider-range of development sites to broaden their real estate portfolio, including a wider-range of location/size options.

Increasing Productivity of Retail Stores

- Retailers are embracing the concept of “just-in-time retail” which involves using the latest technologies in controlling product inventory and applying scheduling techniques to provide the same product assortment with less real estate square footage.

Small Store/Customized Store Prototypes

- The majority of Canada’s top retail players (e.g., Canadian Tire, IKEA, Sobeys and Loblaws) that have traditionally been “big-box” retailers have small store prototypes which range in size from 5,000 to 20,000 sq.ft. The smaller store prototype focuses on serving a more defined targeted demographic from a smaller local trading area. The small store footprint provides developers with greater flexibility in incorporating retail in an intensification area, as well as the opportunity to accommodate major national companies.



The Small Format Discounter, The Box by No Frills (10,000 sq.ft.) – Windsor, Ontario



Sobey’s Downtown Barrie in the Collier Centre, Mixed-Use Development (10,000 sq.ft.)

2.4.8. Financing Intensification

As a growing share of new development is expected to occur within intensification corridors and redevelopment areas, the City of Burlington and the Region will face new funding challenges such as fragmented land ownership, high project costs for replacement infrastructure and large non-growth component for projects, etc.³. With this, the City and the Region should explore potential new financial models and policies to support growth management in intensification areas. Some approaches may include specialized area rating, special tax levies, third-party financing arrangements, developer negotiations, etc.

³ Fragmented land ownership refers to the notion that intensification of areas can typically involve multiple land owners with different development interests and expectations. For example, some owners may be keen to redevelop their properties immediately while others may not have any interest in pursuing redevelopment for the foreseeable future.

3.0 VISUALIZING INTENSIFICATION

3.1. APPROACH

To illustrate what intensification might look like in Burlington if a series of visualizations were prepared. Five areas were selected to visualize potential intensification opportunities, representing a cross-section of possible intensification typologies, including:

1. A Mobility Hub (Aldershot GO);
2. An Urban Centre (Uptown);
3. An Urban Corridor (Fairview Road & Cumberland);
4. A Neighbourhood Commercial Plaza (New Street at Guelph Line);
5. An Urban Employment Area (Harvester Road east of Appleby Line in the “Prosperity Corridor”).

Note that, at this time, the Downtown was not included in the visualization assessment, as the City’s Downtown has received a considerable level of detailed planning around intensification to date. However, the expectation is that the Downtown will be included in any broader intensification studies/plans.

The visualizations were developed through a conceptual block planning exercise that considered three primary elements:

1. Existing condition: current site size, current uses, range of densities in the surrounding area, current level of connectivity;
2. Land use policy and zoning: current official plan designation and zoning permissions for the site; and,
3. Future potential opportunities: future potential opportunities for pedestrian-supportive heights, densities and streetscapes.

Two visualization scenarios were developed for each of the five areas:

- Scenario 1 shows what intensification might look like based on the current Official Plan and zoning permissions (focusing primarily on height and land use permissions).

- Scenario 2 applies a hypothetical intensification based on increasing the density and height permissions in the areas beyond what is currently permitted in the Official Plan and zoning so as to achieve greater intensification.

3.2. LIMITATIONS

The visualization exercise was not conducted as a detailed master planning process, or technical planning exercise and, therefore, it does not consider factors such as: transportation, utilities, servicing, site-specific constraints or general zoning requirements such as parking. The visualizations are intended to provide a high-level understanding of what intensification could look like, the level of development that can be generated through intensification, and present how well the City's current planning framework supports intensification.

It is important to note that the visualizations are conceptual renderings and do not represent any proposed development application, nor is it necessarily representative of the scale, height, density or design that is permitted or would be supported by the City on any lands now, or in the future, through amendment to the City's Official Plan and/or Zoning By-Law.

3.3. INTENSIFICATION VISUALIZATIONS

The following present the various intensification scenarios for the each of the five areas.

Mobility Hub (Aldershot)

Existing Conditions

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Mobility Hub (Aldershot)

Scenario 1 (Existing Zoning) - 300 People + Jobs Per Hectare (38.3 Ha)

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Mobility Hub (Aldershot)

Scenario 1 (Existing Zoning) - 300 People + Jobs Per Hectare (38.3 Ha)

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- New
- 6-storeys
- Office/Retail Mixed-Use

- New
- 6-storeys
- Office/Retail Mixed-Use

- New
- 6-storeys
- Residential

- New
- 3-storeys
- Office/Retail Mixed-Use

- New
- 3-storeys
- Office/Retail Mixed-Use

Mobility Hub (Aldershot)

Scenario 2 (Hypothetical Intensification) - 450 People + Jobs Per Hectare (38.3 Ha)

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Mobility Hub (Aldershot)

Scenario 2 (Hypothetical Intensification) - 450 People + Jobs Per Hectare (38.3 Ha)

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- New
- 8-storeys
- Office/Retail Mixed-Use

- New
- 8-storeys
- Office/Retail Mixed-Use

- New
- 15-storeys
- Residential

- New
- 8-storeys
- Office/Retail Mixed-Use

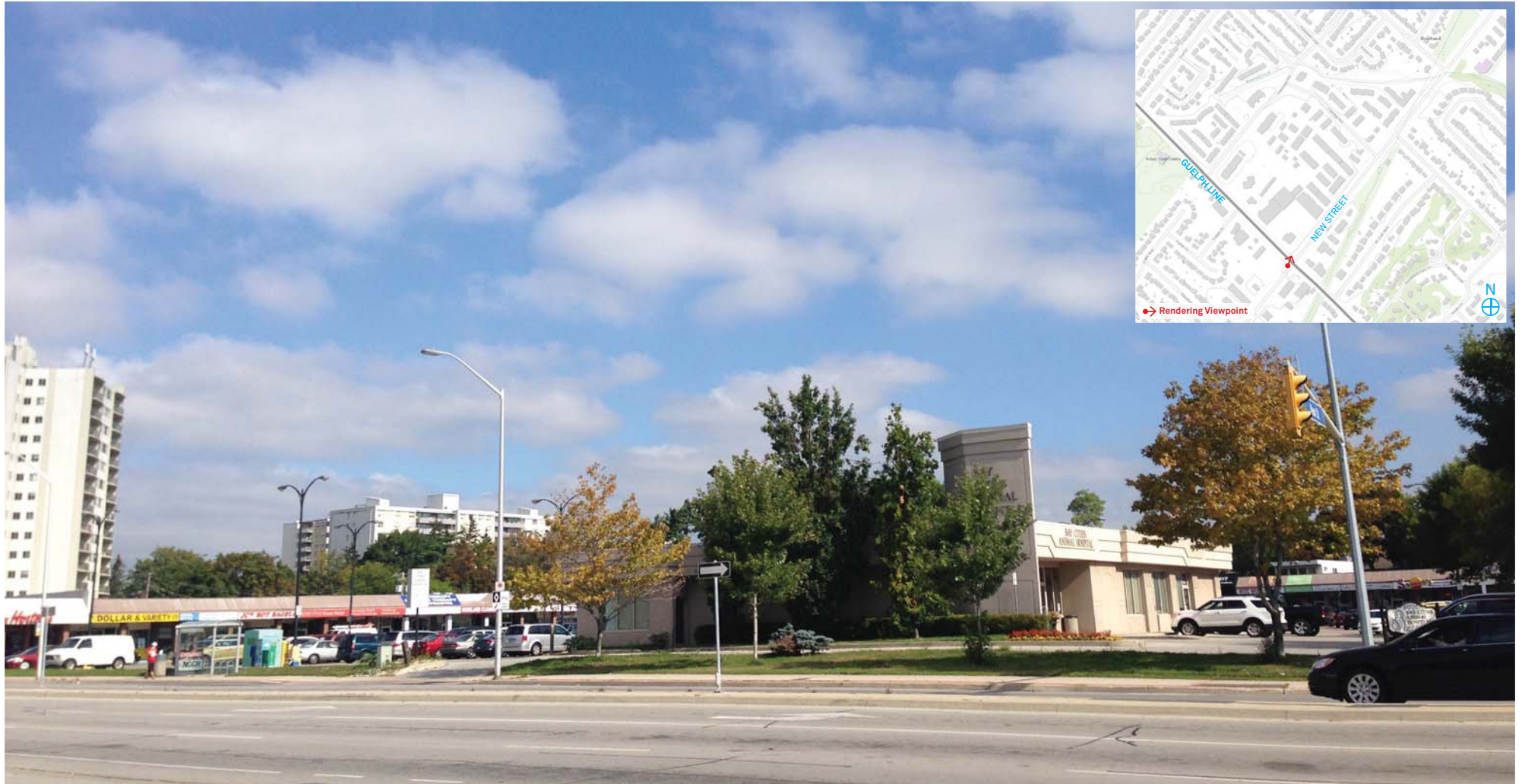
- New
- 8-storeys
- Office/Retail Mixed-Use

Commercial Plaza

Existing Conditions

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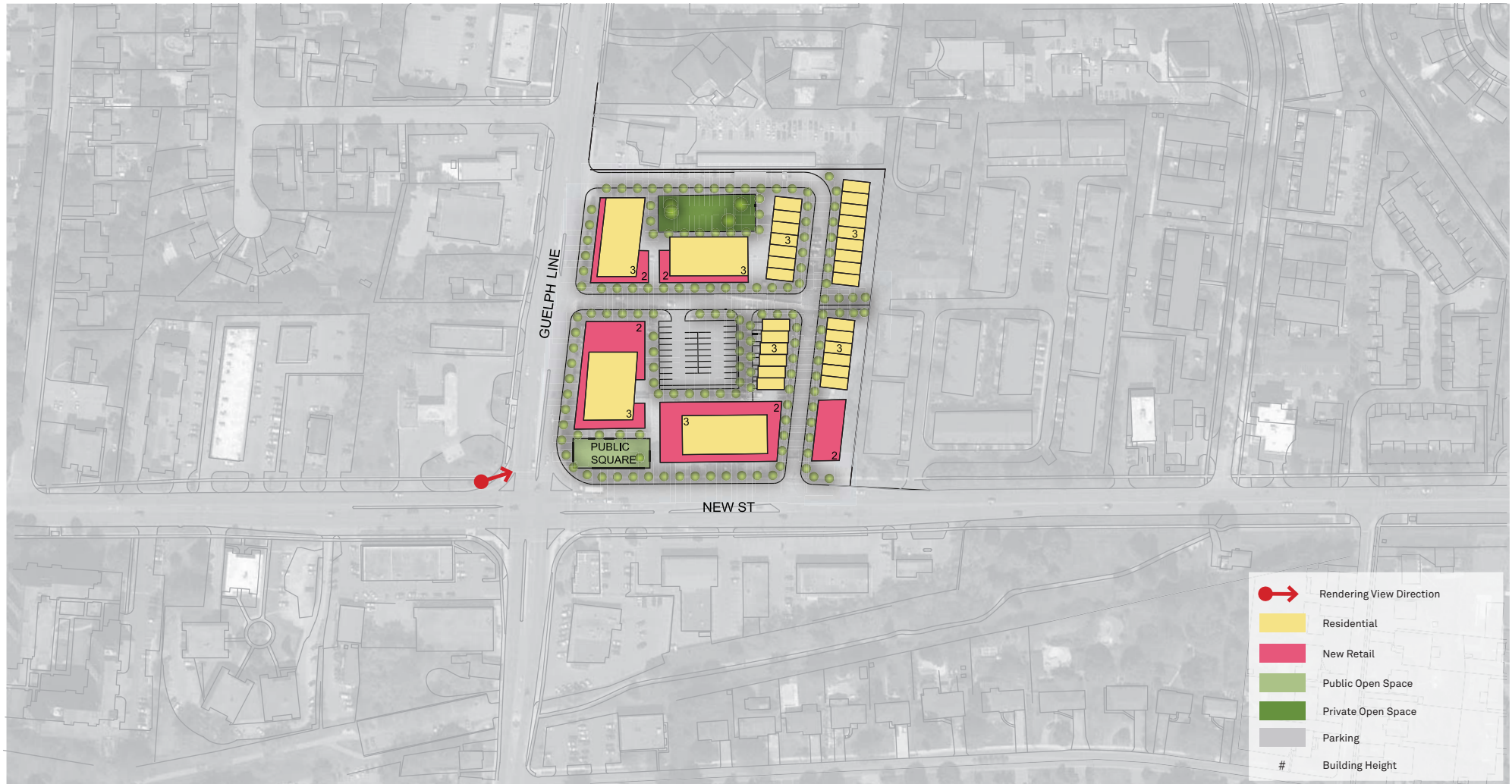


Commercial Plaza

Scenario 1a (Existing Zoning) - 155 People + Jobs Per Hectare (2.2 Ha)

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Commercial Plaza

Scenario 1a (Existing Zoning) - 155 People + Jobs Per Hectare (2.2 Ha)

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- Existing
- 14-Storeys
- Residential

- New
- 3-Storeys
- Residential/Retail Mixed-Use

- New
- 3-Storeys
- Residential/Retail Mixed-Use

- New public square

- New
- 3-Storeys
- Residential/Retail Mixed-Use

- Existing
- 2-Storeys
- Commercial

Commercial Plaza

Scenario 1b (Commercial Lands Staff Report) - 210 People + Jobs Per Hectare (2.2 Ha)

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Commercial Plaza

Scenario 1b (Commercial Lands Staff Report) - 210 People + Jobs Per Hectare (2.2 Ha)

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- Existing
- 14-Storeys
- Residential

- New
- 6-Storeys
- Residential/Retail Mixed-Use

- New
- 6-Storeys
- Residential/Retail Mixed-Use

- New public square

- New
- 6-Storeys
- Residential/Retail Mixed-Use

- Existing
- 2-Storeys
- Commercial

Commercial Plaza

Scenario 2 (Hypothetical Intensification) - 285 People + Jobs Per Hectare (2.2 Ha)

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Commercial Plaza

Scenario 2 (Hypothetical Intensification) - 285 People + Jobs Per Hectare (2.2 Ha)

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- Existing
- 14-Storeys
- Residential

- New
- 8-Storeys
- Residential/
Retail Mixed-Use

- New
- 10-Storeys
- Residential/Retail
Mixed-Use

- New public
square

- New
- 8-Storeys
- Residential/
Retail Mixed-Use

- Existing
- 2-Storeys
- Commercial

Urban Employment Area

Existing Conditions

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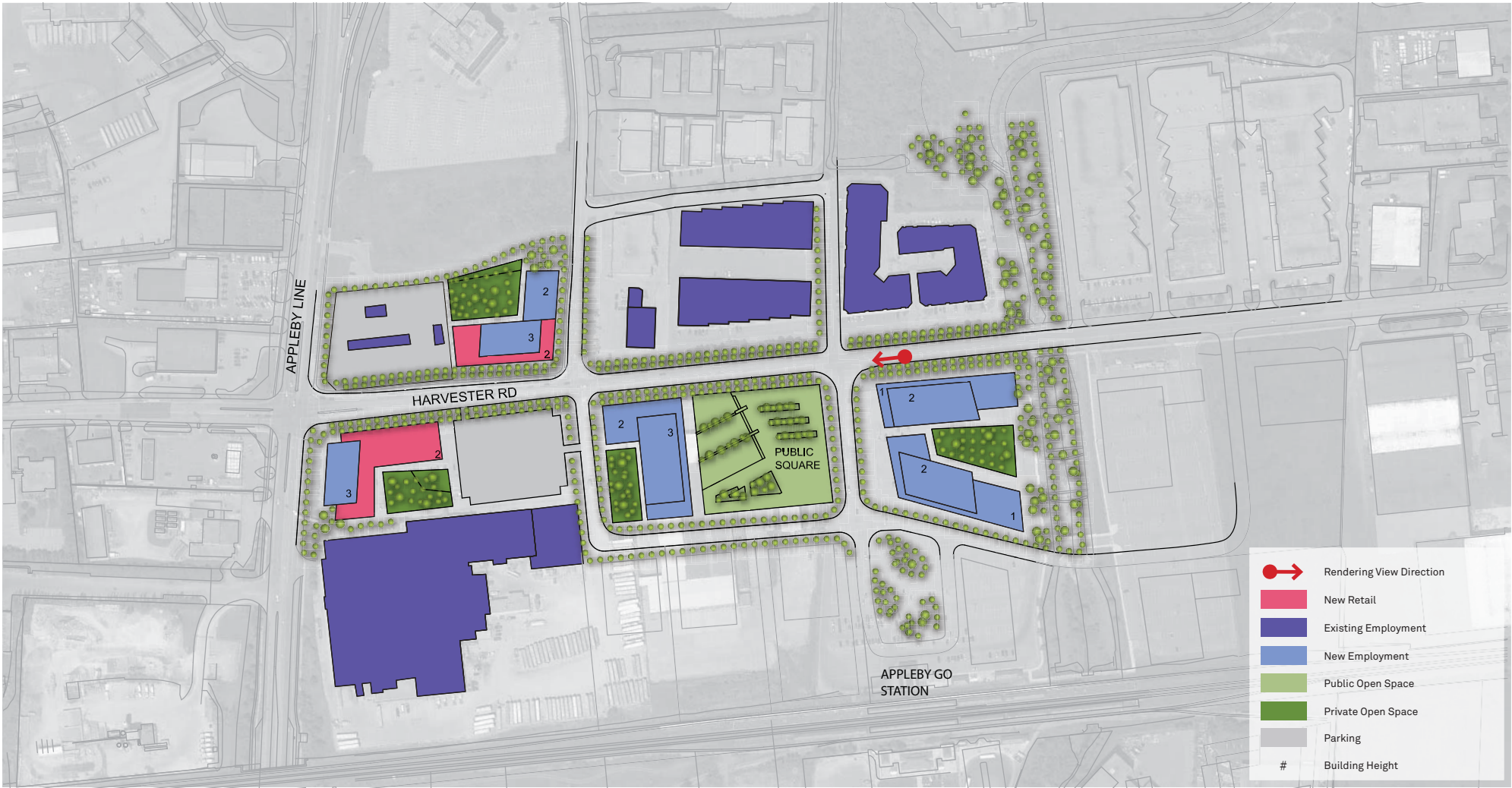
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Urban Employment Area

Scenario 1 (Existing Zoning) - 150 People + Jobs Per Hectare (27.4 Ha)

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Urban Employment Area

Scenario 1 (Existing Zoning) - 150 People + Jobs Per Hectare (27.4 Ha)

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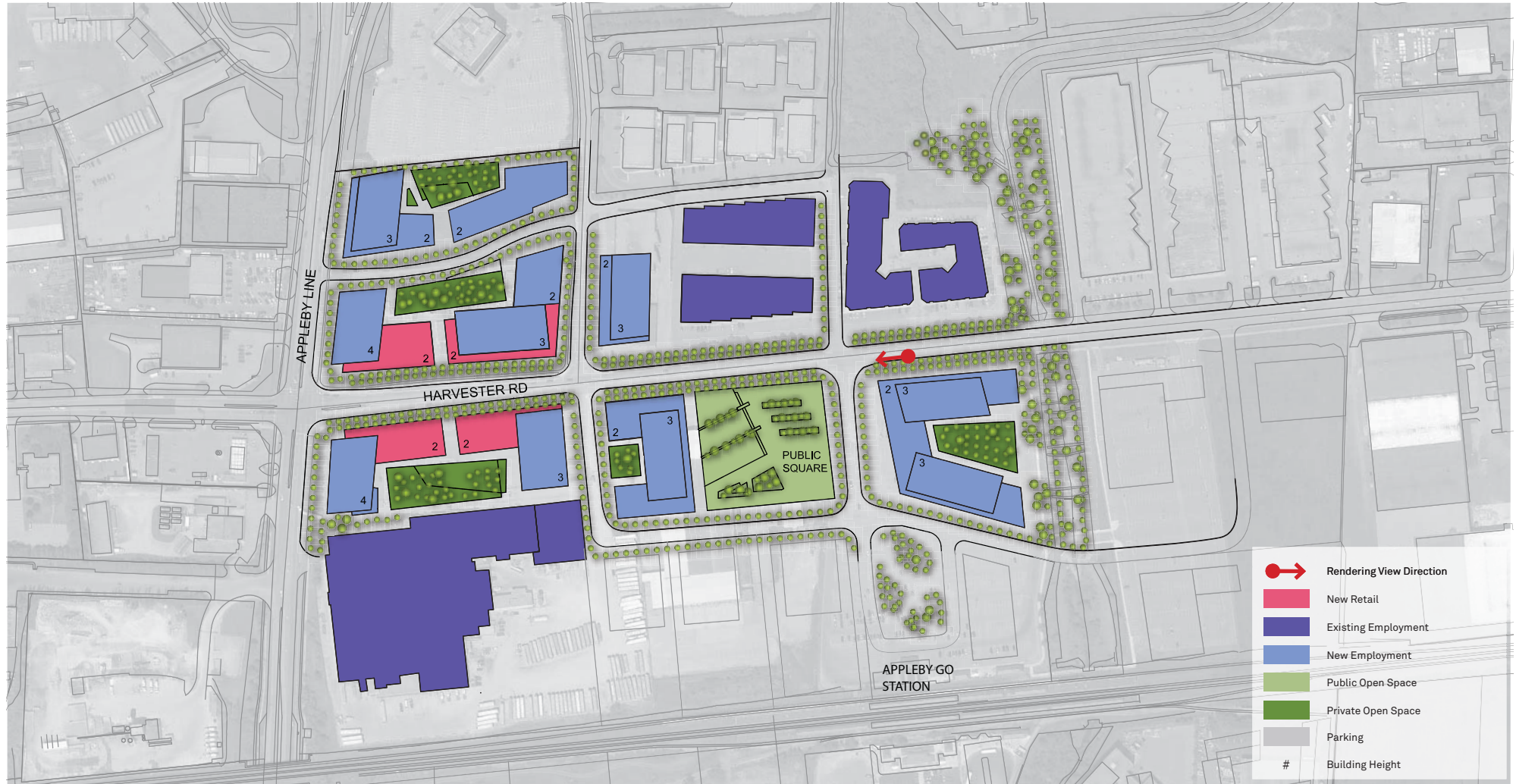


- | | | | |
|--|---|--|--|
| <ul style="list-style-type: none">• New• 2-Storeys• Employment | <ul style="list-style-type: none">• New public square | <ul style="list-style-type: none">• Existing• 1-Storey• Employment | <ul style="list-style-type: none">• Existing (Refurbished)• 1-Storey• Employment |
|--|---|--|--|

Urban Employment Area

Scenario 2 (Hypothetical Intensification) - 200 People + Jobs Per Hectare (27.4 Ha)

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Urban Employment Area

Scenario 2 (Hypothetical Intensification) - 200 People + Jobs Per Hectare (27.4 Ha)

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- New
- 2-Storeys
- Employment

- New public square

- New
- 3-Storeys
- Employment

- New
- 3-Storeys
- Employment

- Existing (Refurbished)
- 1-Storey
- Employment

Urban Centre (Uptown)

Existing Conditions

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- Existing
- 17-Storeys
- Condo

Urban Centre (Uptown)

Scenario 1 (Existing Zoning) - 160 People + Jobs Per Hectare (16.9 Ha)

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Urban Centre (Uptown)

Scenario 1 (Existing Zoning) - 160 People + Jobs Per Hectare (16.9 Ha)

Strategic Plan Intensification Workshop | Committee of the Whole - October 16, 2015
DISCLAIMER: This image is a conceptual rendering and is provided for discussion purposes only as part of the current Strategic Plan review. The image does not represent any proposed development application, nor is it necessarily representative of the scale, height, density or design that is permitted or would be supported by the City on any lands now, or in the future, through amendment to the City's Official Plan and/or Zoning By-Law.



- | | | | | | | |
|---|---|---|--|--|--|---|
| <ul style="list-style-type: none">• Existing natural area | <ul style="list-style-type: none">• Existing 17-Storeys• Condo | <ul style="list-style-type: none">• New 11-Storeys• Residential/Retail Mixed-Use | <ul style="list-style-type: none">• New 8-Storeys• Residential/Retail Mixed-Use | <ul style="list-style-type: none">• New 8-Storeys• Residential/Retail Mixed-Use | <ul style="list-style-type: none">• New public square/park | <ul style="list-style-type: none">• New 3-Storeys• Office/Retail Mixed-Use |
|---|---|---|--|--|--|---|

Urban Centre (Uptown)

Scenario 2 (Hypothetical Intensification) - 340 People + Jobs Per Hectare (16.9 Ha)

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Urban Centre (Uptown)

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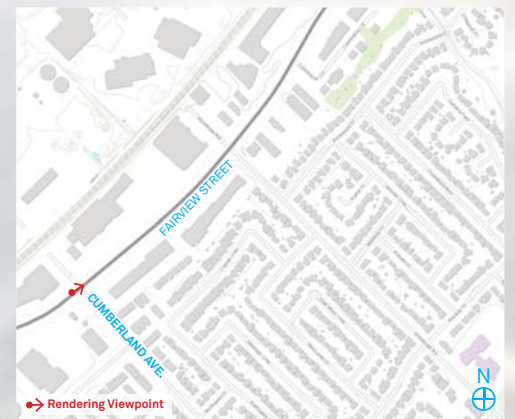
<ul style="list-style-type: none">• Existing natural area	<ul style="list-style-type: none">• Existing• 17-Storeys• Condo	<ul style="list-style-type: none">• New• 15-Storeys• Residential/ Retail Mixed-Use	<ul style="list-style-type: none">• New• 8-Storeys• Residential/ Retail Mixed-Use	<ul style="list-style-type: none">• New• 10-Storeys• Residential/ Retail Mixed-Use	<ul style="list-style-type: none">• New public square/park	<ul style="list-style-type: none">• New• 8-Storeys• Office/Retail Mixed-Use
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Urban Corridor

Existing Conditions

Strategic Plan Intensification Workshop | Committee of the Whole - October 16, 2015

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Urban Corridor

Scenario 1 (Existing Zoning) - 250 People + Jobs Per Hectare (6.8 Ha)

Strategic Plan Intensification Workshop | Committee of the Whole - October 16, 2015
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Urban Corridor

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- New
- 6-Storeys
- Office/Retail Mixed-Use

- New
- 6-Storeys
- Office/Retail Mixed-Use

- New
- 5-Storeys
- Office/Retail Mixed-Use

- New
- 6-Storeys
- Residential/Retail Mixed-Use

Urban Corridor

Scenario 2 (Hypothetical Intensification) - 315 People + Jobs Per Hectare (6.8 Ha)

Strategic Plan Intensification Workshop | Committee of the Whole - October 16, 2015
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Urban Corridor

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- New
- 7-Storeys
- Office/Retail Mixed-Use

- New
- 8-Storeys
- Office/Retail Mixed-Use

- New
- 5-Storeys
- Office/Retail Mixed-Use

- New
- 10-Storeys
- Residential/Retail Mixed-Use



4.0 RECOMMENDATIONS & NEXT STEPS

4.1. RECOMMENDATIONS

Over the last decade there has been a dramatic shift in the location and form of development in Burlington. Since 2004, approximately 54% of all residential development has been through intensification. More recently, the amount of units constructed within the Built-Boundary is estimated to be around 80% (between 2011 and 2015). These recent trends are consistent with the growth allocations assigned to the City in the Region's Official Plan and demonstrate that the City has potential to grow through intensification. And while there has been significant uptake of growth within the Built Boundary under the current planning framework, there are a number of opportunities to enhance and improve

the planning and development tools to better position the City. The following briefly summarizes the recommended next steps.

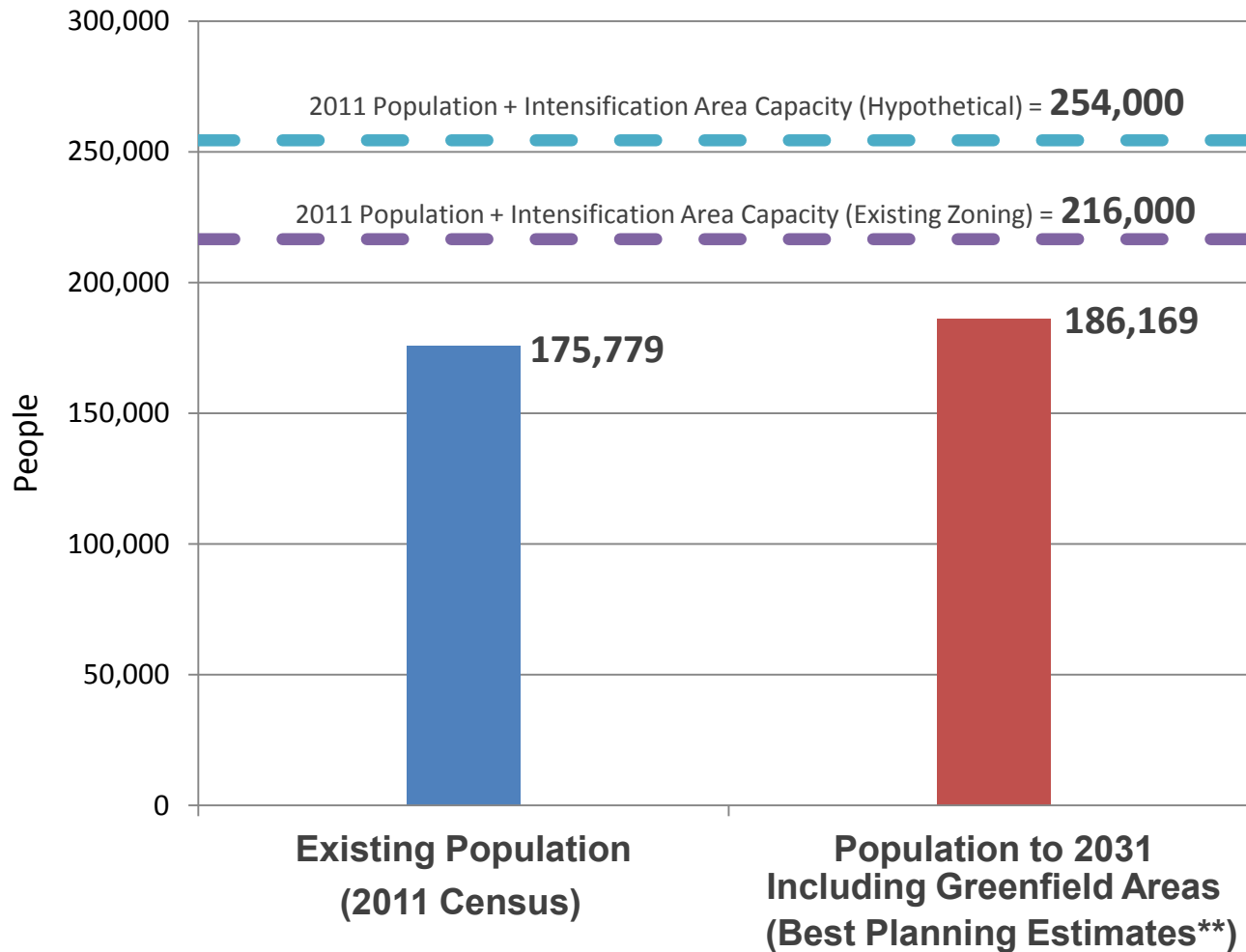
The City of Burlington should update the City-wide intensification strategy to address the following:

1. The City of Burlington should update its City-wide intensification strategy and its Official Plan to include:
 - An urban structure plan to show where intensification is intended to occur including phasing/priority areas (e.g. key nodes/corridors). The urban structure plan should also include a new vision statement which outlines the City's aspirations for growth and intensification.
 - Policies on Burlington's intensification target and how growth will be accommodated up to 2031 and beyond.
 - Policies for employment land intensification.
 - Policies outlining the City's phasing priorities for intensification.
2. In support of the phasing program, the City should also prepare a more detailed action-plan which lays out need for other supporting tools to implement change within key nodes and corridors, including but not limited to the use of:
 - Secondary Plans for priority area;
 - Urban design performance standards to support existing policies in the Official Plan (and if required, modifications to the existing official plan policies) to ensure that new development and redevelopment is compatible and consistent with the City's vision
 - New financial models and policies to support growth management in intensification areas (e.g. specialized area rating, special tax levies, third party financing arrangements, developer negotiations).
 - The action program should lay out a detailed monitoring plan. the

The expectation is that the above-noted items could be further refined through future phases of work, which should include a robust public and stakeholder engagement program.

APPENDIX A: CITY-GENERATED INTENSIFICATION CAPACITY ESTIMATES

ZONING CAPACITY: HIGH LEVEL POPULATION ESTIMATES*

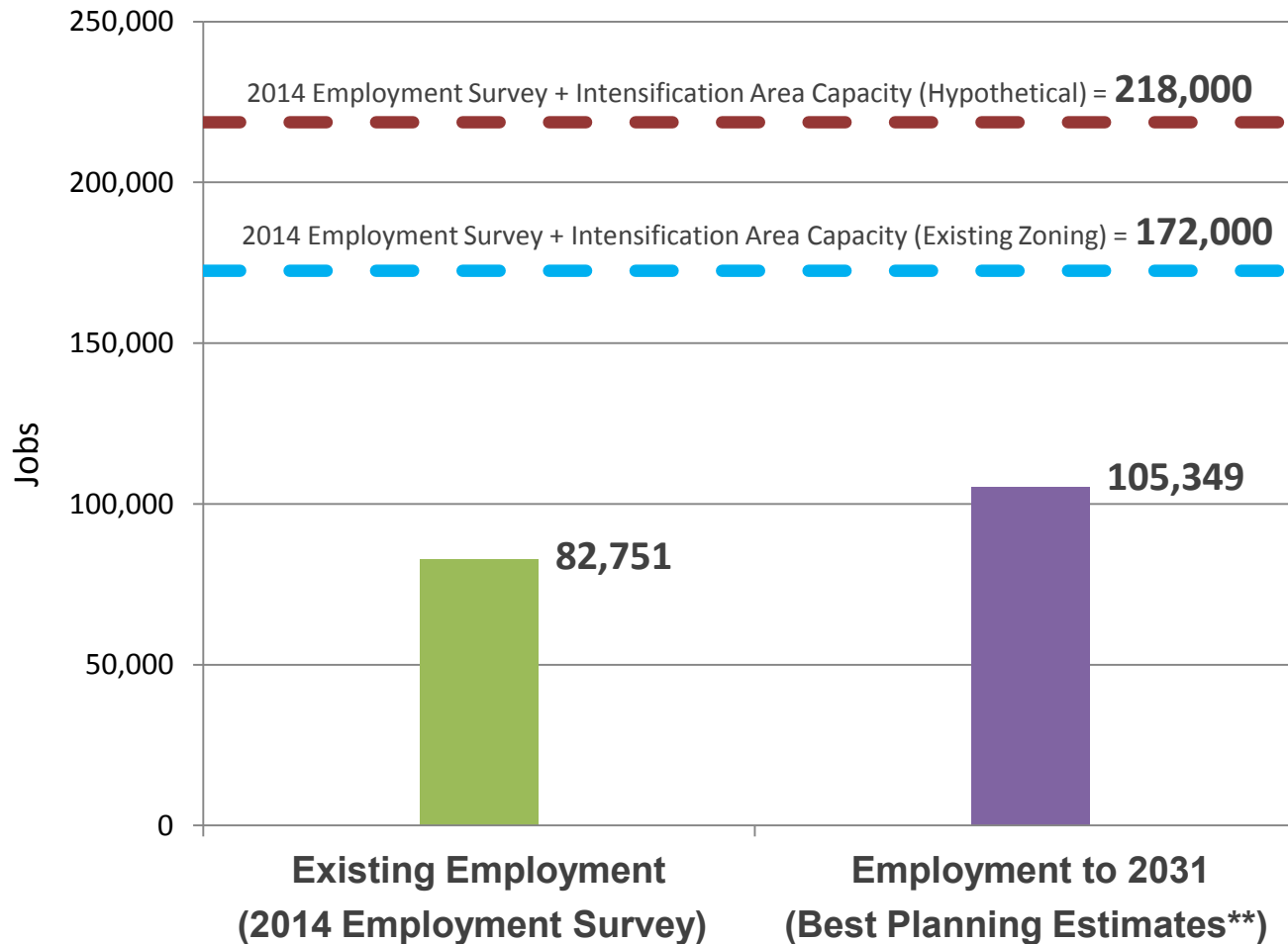


*Assumptions and Considerations

- Figure 1 has been provided for Strategic Plan Review purposes only; estimates have not been prepared as part of a technical planning exercise.
- Population capacity based on:
 - existing land use permissions
 - site/area specific intensification scenarios/renderings and extrapolated to alike intensification areas throughout the City based on people per hectare statistics
 - market and demographic trends and the development potential of individual sites which may be influenced by the presence of existing developments, environmental constraints, heritage buildings, compatibility and urban design considerations among other factors
 - existing 2008 Intensification Study Map areas plus the addition of the Uptown Urban Centre (excluding stable residential and employment areas) and the Burlington, Aldershot and Appleby Mobility Hub Primary Zone areas as established through the Mobility Hubs Opportunities and Constraints Study (2014)
 - intensification area population capacity does not reflect potential growth which may occur in non intensification areas located outside of the above areas

** Region of Halton, Best Planning Estimates Research Paper (2011), estimated 2031 Census Population

ZONING CAPACITY: HIGH LEVEL EMPLOYMENT ESTIMATES*



*Assumptions and Considerations

- Figure 1 has been provided for Strategic Plan Review purposes only; estimates have not been prepared as part of a technical planning exercise.
- Employment capacity based on:
 - existing land use permissions
 - site/area specific intensification scenarios/renderings and extrapolated to alike intensification areas throughout the City based on jobs per hectare statistics
 - market and demographic trends and the development potential of individual sites which may be influenced by the presence of existing developments, environmental constraints, heritage buildings, compatibility and urban design considerations among other factors
 - existing 2008 Intensification Study Map areas, with the exception of the Urban Growth Centre plus the addition of the Uptown Urban Centre (excluding stable residential and employment areas) and the Burlington, Aldershot and Appleby Mobility Hub Primary Zone areas as established through the Mobility Hubs Opportunities and Constraints Study (2014)
 - intensification area employment capacity does not reflect potential employment growth which may occur in non intensification areas located outside of the above areas

** Region of Halton, Best Planning Estimates Research Paper (2011), estimated 2031 Employment Forecast



**SUBJECT: Burlington's Mobility Hubs:
Work Plan for Area Specific Planning**

TO: Committee of the Whole

FROM: Planning and Building Department

Report Number: PB-48-16

Wards Affected: All

File Numbers: 502-02-68

Date to Committee: July 7, 2016

Date to Council: July 18, 2016

Recommendation:

Endorse *Appendix A - Work Plan for Area Specific Planning for Burlington's Four Mobility Hubs* as contained in PB-48-16;

Direct the Director of Planning and Building to develop and execute the work plan to conduct the mobility hub area specific planning process commencing in Q3 2016;

Approve three full-time contract positions for a three year duration to support the mobility hub area specific planning process subject to Council approval of the funding envelope identified in staff report F-21-16 (Strategic Plan Financial Plan).



Purpose:

The purpose of this report is to obtain Council's endorsement of a work plan for Area Specific Planning¹ for the City's mobility hubs. The report purpose is also to obtain Council's approval of staffing positions to execute area specific planning for each of the City's four mobility hubs. This work responds to Strategic Plan Direction 1.2 (*A City that Grows – Intensification*) and Direction 2.1 (*A City that Moves – Increased Transportation Flows and Connectivity*).

The report discusses the following matters:

1. Planning context outlining considerations related to: Burlington's Strategic Plan; Provincial and Regional policy; City's Official Plan (OP); City's Official Plan Review (OPR), related Mobility Hub Opportunity and Constraints Study (MHOC Study); and, 2009 Minutes of Settlement between the City and Paletta International Corporation (PIC).
2. Project outcomes of the Mobility Hubs Area Specific Planning process.
3. Mobility hubs work plan scope and phasing.
4. Project management considerations such as partnerships, financial matters, human resource matters, and next steps.

¹Area specific planning is also commonly referred to as "master planning". An Area Specific Plan can be defined as a plan for a specific geographic area that contains two or more properties or is larger than one hectare. An Area Specific Plan can include a variety of studies and contains specific policies to guide future development which can form the basis of an amendment to an Official Plan. Secondary Plans, Tertiary Plans and Neighbourhood Plans are all types of Area Specific Plans.



Background and Discussion:

Background: Planning Context

City's Strategic Plan

The *2015-2040 Strategic Plan* emphasizes the importance of mobility hub lands. The Strategic Plan describes a mobility hub as, "A location with several transportation options. A concentrated point for such features as transit, employment, housing and recreation". It contains specific guidance to direct growth and intensification to each GO station and the downtown, and to undertake Area Specific Plans (ASP's) for each hub, and to enable walkable neighbourhoods in these areas.

Provincial and Regional Policy

The *Planning Act* sets out matters of Provincial Interest that include planning for the appropriate location of growth and development and the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians.

For a full discussion of the Provincial and Regional planning context related to intensification, Major Transit Station Areas and Mobility Hubs please refer to report titled "*Official Plan Review: Urban Structure and Intensification Policy Direction Report*" (PB-29-16), "*Provincial/Regional Planning Context*" (pages 5 – 11), scheduled for the July 7, 2016 Committee of the Whole meeting.

City of Burlington Official Plan

In keeping with *Places to Grow*, existing policy in the Official Plan identifies Major Transit Station Areas which consist of all GO stations and the downtown, and the Urban Growth Centre located in the downtown, as intensification areas with a pedestrian and transit-oriented focus; however, there is limited policy guidance to address how development should occur in these areas.

The current Official Plan does not recognize "Mobility Hubs" as identified in *The Big Move*, and does not include the City's vision for these areas and specific policies to guide their development and redevelopment. The City has four mobility hubs, which include two provincially designated Mobility Hubs (Burlington GO Gateway Hub and the Downtown Urban Growth Centre and Anchor Mobility Hub) and two City-identified Mobility Hubs (Aldershot GO and Appleby GO). While provincial and regional plans have specific policies which differentiate each of these intensification areas, for the purposes of this report, all are referred to as "mobility hubs".



City's Official Plan Review: Mobility Hub Work Plan

Through the OPR, a two stage work plan was developed for mobility hubs. Stage One forms a part of the current OPR and is currently in process and is nearing completion, while Stage 2 is the subject of this report and has not yet commenced. (Refer to [Mobility Hubs Briefing Note](#) for detailed objectives of mobility hub planning).

Stage 1

Stage One includes the development of strategic policy directions through the completion of the MHOC Study and the integration of a high level mobility hubs policy framework into the OP and Transportation Plan. Review conducted in the first stage has provided a key input into the OPR. The goal of the work done in this stage was to:

- Revise and update Major Transit Station Area policies to also include Mobility Hub policies;
- Strengthen the concept of Mobility Hub nodes and corridor connectors between the hubs as intensification areas

The MHOC Study was delivered to Council in staff report [PB-54-14](#) and a Council Workshop was facilitated on June 16, 2014 to discuss the study and receive Council input on key issues. The policy framework for mobility hubs is presented in staff report PB-29-16 (*OPR: Urban Structure and Intensification Policy Directions Report*) scheduled for consideration at the July 7, 2016 Committee of the Whole meeting. This includes specific direction to undertake detailed Area Specific Plans for each mobility hub study area.

Stage 2

Stage Two, as detailed in Appendix A of this report, involves: technical analysis such as market review, transportation (all mobility choices plus parking), environmental constraints, servicing analysis; land use and urban design scenario development; the completion of detailed Area Specific Plans to guide development of the hubs; and preparation of an implementation plan. Details of the Mobility Hub Area Specific Work Plan will be further in the report.

City of Burlington 2009 Minutes of Settlement

In September, 2009 a settlement between the City of Burlington and Paletta International Corporation (PIC) was reached that dismissed portions of the PIC appeals involving portions of Official Plan Amendment No. 55 and Zoning By-Law 2020.205 as



set out in the schedules to the minutes of settlement. The Minutes of Settlement dealt with a large number of outstanding appeals and covered a number of diverse topics. Two properties affected that relate to mobility hub planning were captured in Schedule A and Schedule B of the 2009 Minutes of Settlement.

The development of this work plan represents another step in fulfilling the commitment outlined in the minutes of settlement. Further discussion with PIC will be required as part of the Area Specific Planning process.

Discussion:

The City is currently undergoing an important transition where by the majority of growth is being accommodated through intensification. The *2015-2040 Strategic Plan* has identified a number of specific initiatives to achieve this transition, one of which is the development of mobility hubs at the City's three GO Stations and the downtown. Mobility Hubs serve as key mixed use destinations within the City, and are prime areas to direct intensification.

Staff recommends that the City proceed with Mobility Hub Area Specific Planning for all four hubs. Outcomes of the study, general work plan and project management considerations are discussed in Sections 2, 3 and 4 of this report. The Mobility Hub Area Specific Planning Process will enable the City to play a leadership role in developing a clear vision for the future of mobility hubs, and developing the required planning tools to set the foundation for the transformation of these areas.



Outcomes of a the Mobility Hubs Area Specific Planning Process

This section provides responses to the questions of “Why do this mobility hub work now”, and “why do the study all the hubs at once?” Conducting the Mobility Hubs Area Specific Plans will enable the City to take a strong leadership and active city building role, and specifically will:

a) Build on the work of the OPR

Work conducted as part of the OPR advanced the first stage of mobility hub planning. Continuing to the second stage of the process will build on the policy framework established through the OPR to: permit a greater degree of technical analysis; develop land use and urban design scenarios and site-level policies; and implementation plans. The second stage will enable the City to evaluate options and develop the planning tools required to be ready for anticipated development within the mobility hubs.

b) Provide local vision to the Region

The City’s Strategic Plan put a significant emphasis on redevelopment of mobility hubs and in achieving future growth through intensification. Mobility hub planning is a significant component of planning for intensification and the timing is right in that the City has the opportunity to develop a local vision to influence the Region’s current Official Plan Review and the related upcoming population and employment growth allocation process.

c) Develop comprehensive plans and facilitate the development application process

Mobility Hub Area Specific Planning will lead to a comprehensive community development and will reduce the need for developers to submit private development applications on a site-by-site basis. Without a strong land use policy and regulatory foundation, many site-specific applications throughout each mobility hub would be required to determine development permissions and may:

- compromise land assembly and future road connectivity;
- fragment certain land parcels;
- lead to uncoordinated development patterns and servicing;



- lead to inappropriate built form and densities challenging goals for compatible development; and
- lead to a lack of diversity and affordability in housing choices

d) Manage current development momentum occurring in the mobility hubs

The City has received several development related inquiries and development applications within mobility hubs. Land ownership changes and assembly are occurring within the City's mobility hubs. Mobility Hub Area Specific Planning will establish clear development principles, objectives, policies and regulations to manage the current, and growing, development interest occurring within the mobility hubs.

e) Support Regional Express Rail

Metrolinx has announced plans to implement Regional Express Rail, which includes all-day, two-way fifteen minute service to Burlington stations, using faster electrified trains. This presents a far more attractive transit option to increase modal shift from primarily vehicular travel to rail travel. Area Specific Planning will support the roll out of Regional Express Rail which will increase station demand and support higher densities. Further, this expanded rail service is a powerful amenity that will exert pressure to reshape the land use and transportation network of Burlington.

f) Capitalize on recent public investments

Public investments can influence land use dynamics and transportation patterns, as well as catalyze redevelopment. Two examples of public investments expenditures within mobility hubs include the Waterdown Road highway interchange, and recent Burlington GO improvements (e.g. parking structure and station improvements).

Area Specific Planning will enable the consideration of recent public investments and to revise planning policies and regulations to manage development in the vicinity of those investment areas.



g) Address employment lands

Through the City's OPR and Municipal Comprehensive Review processes, there are lands being considered for land use conversion from employment. Lands that receive Council endorsement, and where applicable, receive Regional approval to be converted from employment, will require new OP policies and land use regulations. Area Specific Planning will enable the planning analysis required in order to shape the transformation of the lands into mixed use intensification areas, and to do so in a comprehensive manner within each mobility hub.

h) Achieve cost and time savings

Undertaking Area Specific Planning in a comprehensive manner will enable the staff team to conduct one major procurement process and retain one consulting team. While the land use and urban design scenarios will be different in each mobility hub, it is expected that there will be efficiencies in conducting the background and technical analysis as part of Phase 1 if conducted concurrently. This approach could lead to a degree of time and financial savings. As a note, a concurrent approach for Area Specific Planning was recommended by the OPR Mobility Hubs Opportunities and Constraints Study.

i) Obtain a head start in planning for capital investments

Phase 3 of the Area Specific Process will identify various implementation measures, some of which will require further capital investments. The sooner that the City arrives in its understanding of these costs, the sooner it can plan for future investment needs and potentially align with a development charge update. Similar assessments will be needed for Regional infrastructure and determining timing and budgeting with the Region for their capital works.

Phase 3 findings and recommendations will also assist other agencies such as the Region, and utilities, to plan for costs related to required improvements such as public realm features, water and waste water servicing upgrades, utility upgrades, and public realm enhancements (e.g. hardscaping, landscaping, street furniture, and lighting). The implementation planning phase can serve as an opportunity to achieve alignment among the agencies, utilities and other community partners and to inform various asset management programs.



Mobility Hub Work Plan and Phasing

The mobility hub work plan presented in this report commences Stage Two, as discussed above. The work plan is a guide to the development of detailed terms of reference and serves as a basis for staff's recommendation for project funding. The work plan phases will be confirmed through the development of a terms of reference with due consultation with agency and government partners. The terms of reference will clearly outline expectations of scope, cost, and timing.

An overview of the Mobility Hubs Area Specific Planning Study is found in Appendix A and contains a three phase process generally described below:

Phase 1 Technical Review
<p>a) Review Background Information</p> <p>This phase would include the review of relevant background material, confirmation of the vision, objectives, boundaries and connectors identified through the Mobility Hubs Opportunities and Constraints Study (MHOC Study).</p> <p>This phase would also provide justification for any departures from the initial directions set out in the MHOC Study. It would also set the intent and objectives of the Area Specific Plan process specific to the Mobility Hub context. This stage will include the development of a detailed engagement strategy to respond to the intent and objectives of the study.</p>
<p>b) Establish Land Use and Design Framework</p> <p>A preferred land use and built form scenario for each Mobility Hub will emerge by undertaking the development of Land Use and Preliminary Urban Design Principles, and considering the findings of various City and Burlington Economic Development Corporation (BEDC) studies, including the Office Market Study, Intensification Capacity/Constraints analysis, and by retaining market experts to discuss market value and land economic analysis in relation to land use and form alternatives.</p>
<p>c) Develop and Evaluate Land Use Scenarios</p> <p>Land Use scenarios developed will be tested through technical analysis. A wide range of studies will be identified as being critical to the development of area specific plans. This will include at a minimum:</p> <ul style="list-style-type: none"> • Multi-modal transportation analysis (including parking) • Water and waste water analysis • High level functional servicing • Urban design and sustainability review



- Environmental evaluation
- Market and land economics analysis

It should be noted that findings of the technical studies could have the potential to inform revisions to the preferred land use and built form scenario established in b) above creating a feedback loop to reassess the most appropriate land use scenario given additional information.

d) Select Scenario for each Mobility Hub

The findings of the technical studies and the preferred scenario will be presented and will form the basis of a check in with Council to obtain approval to proceed with the preparation of four Area Specific Plans.

Phase 2 Preparation of Four Area-Specific Plans

Using the information developed through Stage 1 of the overall Mobility Hubs work, and Phase 1 of the City-wide Mobility Hub Study; Area Specific Plans for each Mobility Hub will be developed. Depending on the outcome and recommendations of the technical review, there is a possibility that at this stage the timing of some of the area specific plans is prioritized. The full engagement strategy will be in place.

Phase 3 Implementation

A detailed implementation plan which will include a wide range of tools, detailed discussion of partnerships required to implement the area specific plans over time including describing roles and responsibilities, phasing of implementation activities and other relevant considerations in the implementation of multiple Area Specific Plans. This phase will include at a minimum the development of:

- one or more Official Plan Amendments, and
- zoning by-law regulations, form-based codes, urban design guidelines and/or development permit system.

Following the conclusion of Phase 3, it is important to note that other development processes will be required. Development processes may include applications for minor variance, development permit, site plan, site-specific official plan amendments, and/or zoning by-law amendments.



Timing

Table No. 1 below sequences the steps of each phase, detailing the approximate duration, estimated start date and scope.

Table No. 1 – Timing of Project Phasing

Gearing Up	Phase 1	Phase 2	Phase 3
<ul style="list-style-type: none"> • Approximate duration: 5 months • Start date: Q3-Q4 2016 • Scope: <ul style="list-style-type: none"> -Establish project staff team -Prepare detailed terms of reference -Select consulting team 	<ul style="list-style-type: none"> • Approximate duration: 14 months • Start date: Q1 2017 • Scope: <ul style="list-style-type: none"> -Technical Review - Scenario development and selection 	<ul style="list-style-type: none"> • Approximate duration: 12 months • Start date: Q2 2018 • Scope: <ul style="list-style-type: none"> -Prepare Four Area Specific Plans 	<ul style="list-style-type: none"> • Approximate duration: 6 months • Start date: Q1 2019 • Scope: <ul style="list-style-type: none"> - Implementation Plan



Other Project Management Considerations

Key Agencies, Service Providers and Community Partners

Effective partnerships will be critical to the development of the mobility hub area specific plans. Key partners can be divided into two categories:

1. **Agency, Service Providers:** e.g. Metrolinx, Conservation Halton, Region of Halton, Union Gas, Burlington Hydro, Ministry of Transportation, CN Rail
2. **Community Partners:** Land owners, residents, business owners within and in close proximity to the mobility hubs as well as the various publics throughout Burlington.

Participation of these groups is integral to the project process and for the desired outcome. To ensure that all key partners and community interests are considered, roles and responsibilities along with the development of a communication and engagement program will be required as part of the detailed project terms of reference.

The first group of partners can be generally described as agencies, governments, utility or service providers. These partners will be engaged in the development of the terms of reference, and as appropriate, will have a place on any technical steering committee or will act as a commenting agency. Two key partners, the Region of Halton and Metrolinx, are highlighted below to recognize the important role each will play in the study process.

Region of Halton

In preparation of this report, City staff consulted with Regional staff to ensure they are in a position to participate in the City's Area Specific Planning process. The Region has two critical roles related to the work plan: i) as approval authority for the Area Specific Plans; and, ii) as a service provider including services such as water and wastewater, and the regional transportation network.

The Region has confirmed that they are generally supportive of the planning vision for mobility hubs recognizing Burlington as a mature state community, and that they will play an active role in the Area Specific Planning process. The Region did however note potential challenges with respect to short term implementation should the Area Specific Planning process recommend changes that are in conflict with the current Regional Official Plan. City staff will work



closely with the Region to develop an Area Specific Planning process that seeks conformity with the Regional Official Plan and which can also inform the Region's Official Plan update (municipal comprehensive review). This process will also include an implementation plan that anticipates and mitigates potential challenges in bringing the area specific plans forward.

The City will work with the Region to develop a detailed terms of reference that outlines the required servicing and phasing analysis, including cost and timing considerations. The early identification of servicing barriers is critical to achieve the City's vision for mobility hubs. The mobility hub area specific planning terms of reference will contain project management details including the Region's role within steering and technical committees related to technical matters, such as land use planning, natural heritage, transportation, and servicing analysis. Further discussion will be required with the Region to clarify roles and responsibilities.

Metrolinx

Metrolinx is a significant land owner in several of the mobility hubs in Burlington, as well as an agency stakeholder. Preliminary discussions with Metrolinx have confirmed that for the foreseeable future, Metrolinx will not have the capacity to partner in funding this study. Typically, the decision to co-fund or lead a mobility hubs study has been taken at the time of significant station redevelopment in other municipalities. Barring a change in approach, Metrolinx will be unable to contribute to funding the study.

However, Metrolinx has committed to supporting the Mobility Hubs Study by acting as a member of the project steering committee. This role will provide invaluable assistance first in the development of the terms of reference, and second in the shaping of the study and its outcomes.

As a property owner it is important to remember that parking is a critical element of the business plan for GO Transit. A significant portion of lands within the three GO Stations are used currently for parking to accommodate GO Transit users. It would be wise to assume that until there is a significant change in the land values, and changes to the preferred arrival method of GO Transit riders, any significant development of these lands will be delayed.



Community Partners

The second group of key partners represents property owners, residents, developers, and business owners both within the Mobility Hub planning areas and throughout the City.

An engagement strategy will be developed to recognize the variety of perspectives, and varying levels of interest and experience related to a land use planning exercise like this one. Every effort will be made to ensure that community partners are treated fairly and that the process provides meaningful opportunities for all to register input and influence the plan.

Procurement

To support the project, technical expertise is required in the areas of: land use; urban design; transportation; servicing; natural heritage; real estate, market and land economic factors; and public consultation, etc. Subject to Council approval of recommendations contained within this report, staff will commence with a competitive procurement process based on detailed project terms of reference.

Human Resources

Given the scope of the Mobility Hub Area Specific Planning project as detailed in Appendix A of this report, along with a number of desired outcomes and timing objectives, staff have identified that three full-time contract staff, on three year contracts, are required to support the concurrent planning of the City's four mobility hubs.

Specifically, one Manager, one Senior Planner and one Planner II – Urban Design, would be required to support the work. Funding to support these three year contracts is \$1 million, and has been identified within the funding envelope to support the implementation of Council's Strategic Plan and specifically, mobility hub planning, in staff report F-21-16.

Planning staff have done a comparative analysis of staffing structures related to mobility hub projects within other municipalities. While the scope and timing objectives of mobility hub planning varies by municipality, staff have observed that there is typically one senior staff person identified as a staff lead per mobility hub planning project. Given that Burlington has four mobility hubs, and that staff are recommending that all four be studied concurrently gaining some process efficiencies, it is recommended that three staff, as identified in the structure above, be in place to resource the project.



Next Steps

Subject to Council approval of staff's recommendations within this report, staff will:

- commence with the staff recruitment process to establish the mobility hub area specific planning project team in Q3 2016;
- commence the development of detailed project terms of reference with inter-departmental and agency input in Q3 2016;
- commence the development of the communication and engagement strategy in Q3 2016 and execute the program throughout the process; and
- initiate the procurement process for the project team in Q4 2016.

Strategy/process

The strategy and process of the mobility hub work plan is detailed throughout the report.

Options considered

Staff considered the option of prioritizing hub planning and completing ASP's sequentially over a 10-year period. However, it was determined that there were significant risks to proceeding in an incremental fashion as discussed in Section 2 above, including: the loss of cost efficiencies gained by doing the study comprehensively for all the mobility hubs; and the missed opportunity to develop a significant component of the City's intensification strategy in time to inform the Region's OPR and growth allocation process; and, most fundamentally, not achieving Council's vision for growth surrounding the mobility hubs.

As a result staff recommends proceeding with ASP's for all hubs concurrently. However, it is important to note that city building is an inherently complex, iterative and evolutionary process. Despite efforts to achieve active city building, the build out of hub areas will extend beyond the current planning horizon of 2031, much longer than traditional greenfield development approaches.

Financial Matters:

Staff report F-21-16, scheduled for the July 11, 2016 Community & Corporate Service Committee meeting, provides a Phase 1 financial plan for the Strategic Plan. The recommendation identifies financial resources to implement the Mobility Hub planning process, including funds for consultants and staffing.



It should be noted that funds have not been identified within this report (PB-48-16) or in F-21-16 for costs related to capital investments required to support improvements within mobility hub areas. These are details to be determined within Phase 3 of the mobility hub process and Phase 2 of the Financial Plan.

Total Financial Impact

As identified in F-21-16, the estimated financial impact for conducting the work as detailed in *Appendix A – Work Plan for Area Specific Planning for Burlington’s Four Mobility Hubs* is \$2.2 million. Staff have analyzed mobility hub planning studies in other municipalities undertaking similar work as is proposed in this report. Staff are satisfied that the funding amount identified for the studies is appropriate given the scope of work for Burlington’s Mobility Hubs.

Source of Funding

The source of funding is identified in F-21-16.

Other Resource Impacts

Mobility Hub Area Specific Planning will require additional staffing to support the project while meeting desired project timing objectives. Planning and Building Department staffing has been estimated at \$1 million and has been included within the funding envelop identified in staff report F-21-16. Also, staff time from various departments including Transportation, Transit, Capital Works, etc will be required in order to resource the Mobility Hub planning process.

Connections:

Staff report, PB-29-16 (*OPR: Urban Structure and Intensification Policy Directions*) is scheduled to the July 7, 2016 Committee of the Whole meeting, concurrently to the subject mobility hub report. The connection between the two reports is that the OPR report sets the foundation for the City’s urban structure, clearly identifying the location of the City’s mobility hubs and connectors. The subject report builds on the work done through the OPR to set out the planning process to conduct analysis to a much greater degree of technical analysis, agency and community consultation, and at a site-parcel specific detail. Also, as noted above, this report is related to staff report F-21-16 (Strategic Plan Financial Plan).



One important future OPR report is the assessment of employment conversion requests. Staff anticipates this report coming forward in the September Committee cycle. With Council's approval of this suite of reports (PB-29-16 OPR: Urban Structure and Intensification Policy Directions; PB-48-16 (this report); and the forthcoming employment conversion report), the framework and key decisions for the OPR and Mobility Hubs will be confirmed by Council.

Public Engagement Matters:

Significant public engagement on Mobility Hubs was completed through the Official Plan Review and the Strategic Plan process (see report PB-29-16, Appendices F & G).

Engagement and communication will be a significant component of the Area Specific Plans. Staff and the consulting team will carry out a variety of engagement and communication specific to mobility hubs throughout the planning process as detailed in Appendix A. However, the scope of the proposed work plan does not include a broader corporate engagement and communication program on city-wide intensification and growth.

Conclusion:

The subject report recommends an approach to commence with Area Specific Planning for the City's mobility hubs. In staff's opinion, this will enable the City to take on a proactive role in establishing a clear vision which will facilitate coordinated investment to achieve the City's growth objectives. Staff recommend approval of the mobility hub area specific work plan, staffing to support the project, and the funding identified in F-21-16.

Respectfully submitted,

Andrea Smith, MCIP, RPP
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Appendices:

Appendix A – Work Plan for Area Specific Planning for Burlington’s Four Mobility Hubs

Notifications:

Ron Glenn – Director of Planning and Chief Planning Official, Region of Halton

Frank McKeown – Executive Director Burlington Economic Development Corporation

Elana Horowitz – Metrolinx

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.



Appendix A – Work Plan for Area Specific Planning for Burlington’s Four Mobility Hubs

