



Committee of the Whole Meeting Agenda

Date: October 6, 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 | Grow Bold - Changing the City's Official Plan Review to Burlington's New Official Plan Project (PB-84-16) | 1 - 7 |
| 4.2 | Employment Land Conversion Preliminary Recommendations and Policy Directions (PB-30-16) | 8 - 339 |

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: Grow Bold: Changing the City's Official Plan Review to Burlington's New Official Plan Project

TO: Committee of the Whole

FROM: Planning and Building Department

Report Number: PB-84-16

Wards Affected: All

File Numbers: 505-08

Date to Committee: October 6, 2016

Date to Council: October 31, 2016

Recommendation:

Direct the Director of Planning and Building to close the City's Official Plan Review process conducted under Section 26 of the *Planning Act*, and to open the process to prepare the City's New Official Plan, conducted under Section 17 of the *Planning Act*; and

Confirm that the Municipal Comprehensive Review currently underway will remain ongoing with the New Official Plan process to consider employment land conversions, and is not to consider urban boundary and/or rural settlement area expansions; and

Direct the Director of Planning and Building to refer all policy research, analysis, studies, staff reports and community feedback undertaken and received as part of the Official Plan Review be considered within the New Official Plan process; and

Direct the City Clerk to forward the resolution of City Council, subject to endorsement of the recommendation to prepare a New Official Plan, to the Region of Halton, the Town of Milton, the Town of Oakville, the Town of Halton Hills and the City of Hamilton.

Purpose:

The purpose of this report is to recommend that the City close its current Official Plan Review without revising its Official Plan and to commence preparation of a New Official Plan under Section 17 of the *Planning Act*.

This report addresses all Strategic Plan priorities.

Background and Discussion:

Under the *Planning Act*, municipalities have two options when undertaking a Municipal Comprehensive Review (MCR):

- 1) to update an existing Official Plan (OP) under Section 26 of the *Planning Act*; or,
- 2) to repeal an existing plan and introduce a new OP under Section 17 of the *Planning Act*.

A Municipal Comprehensive Review (MCR) is defined by *Places to Grow: Growth Plan for the Greater Golden Horseshoe, 2006* as: “An official plan review, or an official plan amendment, initiated by the municipality that comprehensively applies the policies and schedules of this Plan.” The MCR is the process through which a municipality can consider fundamental changes to its urban structure, such as employment land conversions or urban boundary expansions.

The current Official Plan Review (OPR) was initiated in 2011 (staff report PB-87-11) with Council’s endorsement of a proposed process for the OPR. Subsequently in 2012, Council held a special meeting (under Section 26 of the *Planning Act*), and approved the general project scope (staff report PB-44-12) and the OPR work plan and engagement plan (staff report PB-53-12). The decision to update the existing OP was based on a review of internal and external issues at the time, which identified a project scope consisting of city-wide matters, ward-specific matters, conformity to senior plans, and a range of technical issues. The scope of work was subsequently revised by Council in 2013 and 2016, through reports PB-89-13 and PB-09-16, respectively.

Since 2012, there have been numerous City, Regional and Provincial updates which have occurred that resulted in either the need for an expanded scope of work for the OPR or modified the legislative environment and corporate strategic direction under which the OPR was being undertaken. These factors together have led to staff’s recommendation to prepare a New Official Plan (New OP). These factors are outlined in more detail in the section below.

Reasons for Preparing a New Official Plan

Staff are recommending the development of a new Official Plan for several reasons:

1) Strategic Plan

In February 2016, Council approved Burlington City’s *Strategic Plan* to 2040. The *Strategic Plan* introduced four key pillars under which the City’s future direction will

be based upon:

- i) A City that Grows;
- ii) A City that Moves;
- iii) A Healthy and Greener City; and,
- iv) An Engaging City.

These pillars will be introduced as foundational elements within the New Official Plan, within the context of the applicable policy documents and legislation, through changes to the underlying vision and principles of the Plan. Also, these changes will ensure that the New OP is effectively positioned to serve as a means for implementing Council's strategic priorities through policy and provide clear direction on land use, growth management and infrastructure.

2) Emerging Urban Structure and Intensification Framework

In July 2016, Council endorsed an urban structure and intensification framework. Development of policies related to this urban structure and framework require the creation of New OP policies. Rather than integrating the policies within existing sections of the OP, new sections will be generated.

3) Shift from Greenfield Community building to Grow Bold

The existing Official Plan includes several foundational policy references that best relate to a greenfield community. The New OP will make the clean departure to include a new vision, policies and schedules that align with a community that is focused on accommodating growth within the existing urban boundary and demonstrate a commitment to "Grow Bold".

4) Conformity to Region of Halton OPA No. 38

At the outset of the City's OPR, the Region of Halton was completing its Official Plan Review (Region of Halton Official Plan Amendment (ROPA) No. 38). The implications of ROPA No. 38 to the City's OPR were not known at the time. As the amendment progressed at the OMB in segments, staff have considered its implications to the City's OPR process.

Since 2012, a majority of appeals related to the Region of Halton's ROPA No. 38 have been resolved and are now in force and effect. As a result, staff are preparing new or modified policies and schedules regarding agricultural activities and the natural heritage system in order to achieve conformity with ROPA No. 38. This conformity exercise will require substantively new policies in the City's OP.

Collectively, the changes identified above have significantly modified the context surrounding the review of the City's OP. In order to effectively respond to these changes and to ensure that the OP remains a progressive and relevant document to direct growth and implement Council's strategic priorities, staff are recommending that the current process be closed without amendment to the City's OP, and that preparation of a new Official Plan be commenced and brought forward to Council.

Strategy/process

While significant progress has occurred within the context of the OPR with respect to policy research, analysis, community feedback, staff reports and related policy directions, Council has not made any statutory decisions under Section 26 of the *Planning Act* to revise the Official Plan. There are no statutory impediments to the preparation of a New Official Plan and all of the work undertaken as part of the OPR can be used to inform the preparation of the New Official Plan. It is recommended that, rather than revising the Official Plan, Council direct that a New Official Plan be prepared for the reasons set out in this report.

Scope Considerations

Although staff are recommending that the OPR process conclude without any revisions to the Official Plan and that a New Official Plan be prepared pursuant to Section 17 of the *Planning Act*, staff are recommending the project scope remain the same as it was for the OPR. The city-wide issues, ward-specific issues and technical issues (e.g. policy conformity matters) that were identified as part of the Official Plan Review process should remain as the scope for the New OP and ongoing MCR process.

Further, with respect to the ongoing MCR process and the New Official Plan, the City will continue to focus on employment land conversions. No urban boundary or rural settlement expansions are being considered as part of the New Official Plan. This is a continuation of Council's long-standing commitment to protecting the firm urban/rural boundary, as articulated in past and current strategic plans and existing OP, and as included in the assumptions of various OPR studies conducted to date.

Timing Considerations

The closure of the OPR project commenced under Section 26 of the *Planning Act*, followed by the commencement of a New Official Plan project prepared under Section 17 of the *Planning Act* should not impact the timing of bringing the New OP

forward for approval. This is because the project scope of the OPR remains the same for the New OP, and because the research and analysis and community feedback conducted as part of the OPR to date will not be lost. This information is directly transferable to the New Official Plan. Council directions made as part of the OPR to date will inform the preparation of the New Official Plan.

Amendments to the New OP

As staff near the Q1 2017 timeframe for release of the draft New OP, and the Q3 2017 timeframe for Council adoption of the New OP, there may be a few matters that will require further analysis, and/or public and stakeholder consultation. Rather than delaying the delivery of the New OP, staff will recommend that a topic-specific amendment be prepared. Notwithstanding this option, staff are committed to bringing forward the majority of urban and natural heritage amendments to achieve conformity to the Region's Official Plan and making the important changes to align with the Strategic Plan as part of the New OP.

Further amendments to the New OP will be required in the future to implement the Mobility Hub Area-Specific Plans. Also, future amendments will be required as part of a conformity exercise to the Region's Official Plan, and to the revised provincial plans during the City's next review of the Official Plan. It would be at that time that the City's growth projections will be amended to 2041. Future amendments to the City's New Official Plan brought forward within the two year window of Regional approval would require a Council resolution in order to be considered, as per the requirements of *Bill 73*.

Options considered

Given the reasons outlined in the report above, staff are of the opinion that the policy context, among other matters, has changed from when the Official Plan Review commenced. The findings of the research, community feedback, implications of ROPA. 38, and the changes resulting from the City's Strategic Plan have shaped staff's opinion that the interests of the City and of the public are best served if the City prepares a New OP in accordance with Section 17 of the *Planning Act* rather than revising its current Official Plan. Staff is of the opinion that that adoption of the New OP will result in a policy document that will be current, will reflect Burlington's change from a greenfield community to a built-out community and will provide greater clarity as to the goals and objectives of the City to the year 2031.

Financial Matters:

No further dollars are required to support the delivery of the New Official Plan.

Connections:

Planning and Building staff have consulted with Legal staff and Region of Halton staff regarding the closure of the Official Plan Review process and the commencement of preparation of a new Official Plan. Regional and City Legal staff have provided advice and support to proceeding in this manner.

Public Engagement Matters:

Upon delivery of the Omnibus Policy Directions and Draft Policies report scheduled for Council's consideration in early Q1 2017, staff will initiate a robust public and stakeholder consultation and engagement process in accordance with Section 17 of the *Planning Act*.

The initiation of the OPR project began, as discussed above, with an internal and external assessment of issues related to Official Plan policies. The key public element of the external assessment were two open house sessions and the Statutory Public Meeting in May 2012. The open houses were designed to provide an opportunity for citizens to learn about the Official Plan Review and to contribute to the scope discussion. This opportunity established the scope and looked across the various sections of the Official Plan.

Since the broad initial scope discussions, public and stakeholder consultation has occurred as part of the various sub-components within the review of the OP and has informed the various directions reports endorsed by Council to date. Engagement conducted as part of the Strategic Plan is also informative to the New Official Plan Project. With the release of the Omnibus report, staff will conduct a variety of engagement strategies to receive feedback on the draft Official Plan policies. This engagement will be coordinated as part of the Grow Bold communication strategy and undertaken in conjunction with internal and external communication resources. Staff will also ensure that consultation and engagement will be conducted in accordance with the requirements of Section 17 of the *Planning Act*.

Conclusion:

Conducting a process which includes the eventual repeal of the City's existing Official Plan and replacing it with a new Official Plan will ensure that Burlington's OP is well positioned to respond to various Provincial, Regional and City updates which have occurred since 2012, and will result in a more transformative plan to effectively guide Council's decision making with respect to land use, growth management, infrastructure and other strategic priorities to 2031.

Respectfully submitted,

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Notifications:

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

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.



**SUBJECT: Official Plan Project: Employment Land Conversion
Preliminary Recommendations and Policy Directions**

TO: Committee of the Whole

FROM: Planning and Building Department

Report Number: PB-30-16

Wards Affected: All

File Numbers: 505-08-02

Date to Committee: October 6, 2016

Date to Council: October 31, 2016

Recommendation:

Receive the report titled *Burlington Employment Lands Policy Recommendations and Conversion Analysis*, September 2016, prepared by Dillon Consulting (Appendix B, under separate cover);

Endorse the directions, as detailed in PB-30-16, which relate to the City's Employment Lands and Mobility Hub areas;

Refer the report titled *Burlington Employment Lands Policy Recommendations and Conversion Analysis*, September 2016, prepared by Dillon Consulting and the policy directions as detailed in PB-30-16 and the Council endorsed policy directions as detailed in PB-02-15 to be considered within the New Official Plan process;

Direct the Director of Planning and Building to communicate and engage with the public and stakeholders on the draft policy and the preliminarily recommended conversions at the time of the release of the draft of the New Official Plan; and

Direct the Director of Planning and Building and the Executive Director of the Burlington Economic Development Corporation to initiate a post-secondary institution strategy.

Purpose:

The purpose of the report is to transmit the *Burlington Employment Lands Policy Recommendations and Conversion Analysis*, September 2016, prepared by Dillon Consulting, to Council. This report also seeks Council endorsement of the staff



recommendations that build on the previously endorsed policy directions related to employment land. These revisions to existing policy directions are the result of a number of new sources of information including the Strategic Plan and the *Burlington Employment Lands Policy Recommendations and Conversion Analysis*. All endorsed policy and policy directions related to employment lands will be considered within the New Official Plan.

In association with PB-84-16 this work is a component of the analysis of the City's Municipal Comprehensive Review (MCR). A Municipal Comprehensive Review (MCR) is defined by *Places to Grow: Growth Plan for the Greater Golden Horseshoe, 2006* as: "An official plan review, or an official plan amendment, initiated by the municipality that comprehensively applies the policies and schedules of this Plan." The MCR is the process through which a municipality can consider fundamental changes to its urban structure, such as employment land conversions or urban boundary expansions.

City Council has, historically and currently, taken a firm position on a fixed urban boundary. This MCR has looked within the urban area to redefine the urban structure to accommodate population and employment growth. In July 2016, Council endorsed the *Urban Structure and Intensification Policy Directions Report* (PB-29-16) which served as a component of the comprehensive review. That report introduced a new Urban Structure and Intensification Framework to establish the City's future growth. This report builds on the recommendations of the *Urban Structure and Intensification Policy Directions Report* (PB-29-16). For more details on the approach to finalizing the Official Plan please see *Grow Bold: Changing the City's Official Plan Review to Burlington's New Official Plan Project* (PB-84-16).

PB-84-16, through its recommendation that a New Official Plan be prepared, is also a step in implementing the 2015-2040 Strategic Plan approved by Council in 2016. The Strategic Plan identified that the City is undergoing an important transition which will see the end of developing new "Greenfield" communities. Rather, future growth will shift to targeted areas within the urban boundary facilitating their redevelopment with increased height and density.

Key to that transition is for Burlington to take a new approach to city building. To city build means to creatively use all of the tools available to City Council, to work with community partners to define how we grow, and to actively shape the physical, social, economic and cultural fabric of the city as we grow.

The discussion and recommendations of this report primarily address the key strategic direction: "A City that Grows".

1.1 Promoting Economic Growth



- 1.1 a) *The city, region, province, educational institutions and industry work in partnership to support our continued prosperity by developing an environment that is attractive to high-growth knowledge-based companies.*
- 1.1 b) *More people who live in Burlington also work in Burlington*
- 1.1. c) *The city's vision for employment lands has been developed with aggressive targets. The community, developers and industry together are achieving our economic potential. The city along with its partners supports the development of employment lands through timely planning, infrastructure investments and other incentives.*
- 1.1. d) *Employment lands are connected to the community and region through active transportation and public transit. Employment lands include transportation links that are easy to access and contribute to a sustainable walkable and bikeable community.*

1.2 Intensification

- 1.2.a. *Growth is being achieved in mixed use areas and along main roads with transit service, including mobility hubs, downtown and uptown.*
- 1.2.b. *Mobility hubs are developed near each GO Station and in the downtown.*

Notes on the findings and recommendations

1. The analysis and recommendations presented in the *Burlington Employment Lands Policy Recommendations and Conversion Assessment Report* were developed with the assumptions found in Section 3 of that report. It should be noted that should any of the assumptions change through the development of the New Official Plan, an update to the *Burlington Employment Lands Policy Recommendations and Conversion Assessment Report* will be required.
2. As noted throughout this report the preliminary recommendations presented for Council endorsement relate only to the principle of the land use. The preliminary recommendations for conversion in no way suggest that a given parcel is not suitable to accommodate employment uses. In all cases properties will be given further land use guidance to support their transition.



For those considering land acquisitions related to the lands in the city affected by these and other discussions within the Official Plan, caution should be applied. The final outcome presented in the New Official Plan will be an approach mandating the mix of uses. That is, to establish that certain levels of employment must be met in order to unlock additional permissions. The current approach is based on the assumption that the market, given a choice, will provide a mix of uses. In practice this has not been demonstrated. Current market conditions distort the ability of employment or other uses to compete with uses like ground oriented residential which are more desirable to the market. New Official Plan policy and in particular the new mobility hub area specific plans will further develop the tools demonstrating the city's ability and interest in protect the role for employment in a mixed use context.

Lands within the mobility hub areas will be considered in an entirely new framework established in the New Official Plan and through the development of area specific plans. That new framework will demand both more from the city and more from developers and builders than has been demanded in the past.

Decisions on ultimate land uses will be made carefully through subsequent processes in order to support the long term vision for the city. New Official Plan policy and in particular the new mobility hub area specific plans will further develop the tools demonstrating the city's ability and interest in supporting these areas in attracting and accommodating employment in mixed use areas.



Background and Discussion:

BACKGROUND

Prior to discussing staff's rationale for the recommended policy directions including the findings of this stage of the employment land conversion assessment, it is important to summarize what key decisions have been made to date, and to provide highlights of key documents that frame the decision making process including provincial policy and the City's Strategic Plan.

1.0 Where we are in the process

The employment lands work for this Official Plan Project and MCR has been ongoing since 2010. Council has reviewed, endorsed and discussed a wide range of issues related to employment. For ease of reference a chronology of core decisions made to date are provided in *Appendix A - Employment Lands Work Chronology* and discussed briefly below.

a) Council receipt of Employment Land Studies 1 (MKI & MMM, 2011) and 2 (Dillon & Watson, 2014)

Key findings and recommendations of these studies include:

- Burlington has sufficient employment lands to 2031; however, the vacant employment land supply is expected to be exhausted sometime between 2031 and 2044 depending upon the rate of absorption.
- As the City approaches maturity there will be few, if any, opportunities to add employment land to the supply.
- Employment land studies use a detailed methodology to assess vacant land supply and project demand to determine long term needs. It is difficult to determine employment land redevelopment and growth potential for existing occupied employment areas using this approach. This potential for growth through redevelopment will be an important consideration in understanding future land needs in the City. The Phase 2 Employment Lands Study (Phase 2 ELS) identified the following challenges in estimating employment land intensification:



- Employment levels decline on older sites in established industries over time as new technologies or changes in production are implemented; and,
- Traditional employment uses are space expansive, and while many sites may exhibit the physical potential for intensification, it is difficult to predict which structures or parcels are likely to be intensified. This is contrasted with residential lands where the physical conditions are actually a good predictor of where intensification will occur.

It is clear that employment land intensification must play an increasing role in the discussion of employment land supply in the future. There is no established or newly defined method to determine the quantity (area) available for employment land intensification. Comments submitted through the Coordinated Provincial Plan Review highlight this concern as it relates to the future proposed standard land needs assessment methodology.

The Phase 2 ELS determined that the City should not redesignate the existing vacant employment lands supply for other non-employment uses. This direction was qualified to “recognize that from time to time, there may be a compelling reason to entertain conversion- particularly when a conversion can achieve another of the City’s strategic objectives”(pg v, Phase 2 ELS).

b) Council endorsement of draft employment conversion policies

In January 2013, draft employment conversion policies were endorsed by Council as the lens for decision making related to employment land conversion. This lens, the draft Official Plan policy, builds upon the existing employment conversion policies that have been in place in the Official Plan since the last OP Review. Feedback was collected from employment lands stakeholders and presented to Council.

A number of stakeholders provided input, however no changes to the endorsed policies were required to address the concerns raised. All requests for conversion were assessed against these Council-endorsed policies developing a consistent, transparent and replicable decision making process.



c) Council endorsement of employment land conversion assessment process

Scope of Process

In May, 2014 Council endorsed in report PB-18-14 an employment conversion assessment process which outlined how staff would consider employment conversions including:

- outlining the process for notifications;
- working with proponents;
- collaborating with the Burlington Economic Development Corporation (BEDC);
- determining the details of the request; and
- confirming how the potential for conversion would be evaluated.

Information Requirements

The process clarified the kinds of information that would be requested to support conversion requests. The employment conversion policies refer to a wide range of studies that could be requested as part of a planning application. The employment conversion request process proposed that only a planning justification report be requested, not required, to support any conversion request.

Discussion of Need

Further, the report discussed the employment conversion policies, and specifically focused on one of the policies that states:

“There is a demonstrated need for the conversion, as determined by the City”
[Emphasis added].

The report discussed three components of the term “need”:

- 1) site characteristics;
- 2) land supply; and
- 3) existing and emerging urban structure.

The concept of need has been considered in conjunction with other important policy criteria as part of the conversion assessment process. The range of considerations are discussed in more detail as part of the employment conversion assessment in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis*, specifically in *Appendix A* to that report which discusses the criteria and methodology.



Goal of Process

The outcome section of the report explained the goal of the process, which was to determine whether a given parcel or lands within the employment areas should be converted from employment to non-employment uses. The process was not intended to determine the ultimate land use designation but rather the principle of the land use.

The analysis focused on determining whether the lands should remain within the City's employment land supply, affording the lands protection from employment land conversion, or whether the land should no longer form part of the city's employment land supply. This change in the principle of use allows for the consideration of the land's potential to accommodate a range of uses which may or may not include employment, residential and/or commercial uses.

The Burlington *Employment Lands Policy Recommendation and Conversion Analysis* also clarified that new potential policies may propose a new mandated mix of uses for lands that are endorsed for conversion.

d) Council endorsement of employment land directions, including OP policies and other strategic initiatives

In January, 2015 Council endorsed a set of employment land policy directions. Those directions included:

1. Outlining corporate priorities related to employment lands;
2. Outlining BEDC opportunities to support employment land development; and
3. Identifying specific land use policy directions directly relevant to the Official Plan.

The employment vision for the Official Plan was described as having three dimensions that informed the policy directions:

1. Retain existing vacant employment lands to provide for a wide range of parcel sizes, locations and characteristics over the long term.
2. Build on the existing employment lands policy framework to nurture existing employment lands. The policy should continue to provide a level of predictability and should examine new opportunities to support the continued use and redevelopment of employment lands for employment purposes.
3. Focus on encouraging employment growth in mixed use intensification areas, including the City's mobility hubs. These areas respond to the location and



infrastructure requirements that suit the general needs of the potential growth sectors presented in the Phase 2 ELS report, particularly – Financial Services, Business and Professional / Scientific services and advanced manufacturing (e.g. industrial/commercial machinery). In the future, these areas will be planned to accommodate employment uses which are compatible with other sensitive uses and to have the potential to contribute to the development of vibrant, mixed use, transit supportive areas.

Together the employment vision and these directions should set the foundation for new Official Plan policy, while also establishing a long term employment lands strategy. The policy directions from PB-02-15 are generally described in Table 1 below.

Table 1 – Policy Directions from PB-02-15

Direction	Nature of Direction
A	Strengthen the policy framework to fully utilize the employment generation potential of employment land
B	Build a strategy to promote office development in the mobility hubs and the Urban Growth Centre
C	Leverage existing assets and work closely with BEDC to build a proactive approach to economic development
D	Implement brownfield redevelopment program; and consider preparing community improvement plans for some employment areas
E	Work with the Region of Halton to track alignment of growth with the Best Planning Estimates (BPEs)
F	Develop a phasing strategy for the City's unserved lands; consider developing secondary plans, and continue dialog with local utilities
G	Investigate opportunities for limiting the amount or type of institutional uses on serviced employment lands
H	Prepare a comprehensive strategy for employment land intensification
I	Clarify the intent and definition of Employment Lands and area of employment in the policies and schedules of the Official Plan
J	Retain, and where applicable refine existing Employment Land Use Designations

e) Council endorsement of the scope of the Municipal Comprehensive Review



The January 2015, report also defined the scope of the MCR, the subject of this report. There were three ways that an area, parcel or designation was proposed to be reviewed in greater detail through the MCR (for more details please refer to PB-02-15).

1. Strategic Vacant Land Assessment. Council directed Staff to review all of the vacant employment parcels identified in the Phase 1 and Phase 2 ELS. Staff were asked to consider if any of those identified parcels, which had not already been submitted as a private conversion request, should be considered through the MCR.
2. Designations or areas of the City that, by virtue of other studies conducted as part of the OP project or other work plans, were deemed by staff to warrant consideration through this MCR including:
 - a. Mobility hub areas (Burlington GO and Aldershot GO)
 - b. Mixed Use Employment designation and the Uptown Mixed Use Employment Designation
 - c. Uptown Employment Designations
3. Requests for employment land conversions submitted by a property owner or agent.

While the scope of the review, as described in 2015, limited the discussion related to mobility hubs to the Aldershot and Burlington GO areas, the scope of the MCR presented in this report was broadened to consider all mobility hubs with designated employment lands including Appleby GO. This decision was made given the City's Strategic Plan and given that Council has since approved staff and budget in support of moving forward with four area specific plans including the Downtown mobility hub (PB-48-16).



2.0 Key documents providing context to the decision making process for employment conversions and policy directions

a) Existing Planning Legislation and Policy

The *Planning Act* identifies planning for employment as a matter of provincial interest. The *Planning Act*, the *Provincial Policy Statement*, the *Growth Plan*, the Halton Region Official Plan and the City of Burlington Official Plan all provide direction on employment lands planning.

For a previous discussion of the planning policy context please refer to report titled "Official Plan Review: Proposed Employment Land Conversion Request Assessment Process and Strategic Vacant Land Assessment" (PB-18-14), "Policy Context" (pg 4 -10).

Recent changes to the *Planning Act* have established that new official plans adopted on or after July 1 are now required to review the document no less frequently than 10 years after its approval, instead of every 5 years. This new review cycle timeline will align with Provincial Plan Reviews and Regional Official Plan reviews. The consequence of the change is that the timeframe for considering future employment lands for conversion could be extended to 10 years.

This longer timeframe is supportive of the long-term protection of employment lands. However, in the case of mobility hubs, a wait of 10 years would undermine Council's Strategic Plan. This change in legislation made considering the employment lands around Mobility Hubs a priority in this MCR.

b) Emerging Provincial Policy

Since the time of the previous employment report, the province released proposed *Places to Grow* policies for consultation in the spring of 2016. The Province will be accepting comments on the draft policies until October 31, 2016.

The proposed *Places to Grow Plan* is generally supportive of the directions presented in the Strategic Plan. The approach proposed in the *Urban Structure and Intensification Policy Directions Report* (PB-29-16) specifically supports the concept of "strategic growth areas". These are a hierarchy of areas within the urban area identified to be the primary focus for accommodating growth. One of the identified strategic growth areas is termed "priority transit corridors" in the proposed *Places to Grow Plan*. These are shown on Schedule 2 of the proposed



Places to Grow Plan and can be generally described in the context of the City of Burlington as following the GO rail network.

There are several changes presented in the proposed provincial policies related to employment land policies that are relevant to this discussion. There are three draft policy themes that have emerged that influenced the approach to this MCR.

1. Definition of municipal comprehensive review

The proposed *Places to Grow* plan modified the definition of municipal comprehensive review to include processes undertaken by upper tier or single tier municipalities only. Comments in the HAPP Joint Submission (PB-71-16) highlight the importance of lower tier municipalities in undertaking MCRs. Evidenced by the recommendations of this report and the analysis in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report, there remains a clear role for lower tier municipalities in the MCR.

The ability to review and refine the City's employment areas in light of the existing and emerging policy frameworks to which they are subject is critical to ensure that the outcome of this and future reviews move the City forward in support of an active role in city building. The potential change in the definition of the term "Municipal Comprehensive Review" is not clear today; however, there is still a fundamental and important role for Burlington in employment lands planning and implementation.

For these reasons, careful consideration of all employment lands that had the potential to have a role in balancing multiple policy objectives and to support the City's emerging policy framework were considered in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report. This also drove the consideration of the "Mobility Hub Employment Lands Under Review" study area as presented in the attached *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report (Appendix B).

In addition, the Province intends to release a standard methodology for land needs assessment at a future (undefined) time. A standard methodology may introduce challenges for municipalities that are predominantly built out or not.



2. Removal of the concept of “Regeneration Areas”

The City is planning for growth. The city anticipates that the mobility hubs will experience significant transition and become mixed use areas. Regeneration areas, an undefined term in the *Places to Grow Plan*, acknowledged that areas expecting to undergo significant transformation need more flexible frameworks. The term has been removed from the proposed *Places to Grow Plan*. Its removal means that some potential flexibility may be lost in supporting the consideration of employment lands conversion in association with areas of transition.

Without the tool of a Regeneration Area policy, the MCR remains the only opportunity for considering an employment land conversion. As a result, this MCR took on an urgency in considering how to deal with employment lands within mobility hubs since, as previously stated above, a 10 year period or until the next MCR. This policy consideration was a factor in framing the approach to employment conversion process.

3. Focus on Employment Areas

The PPS, 2014 organized the employment policies into two sections: 1) policies related to employment throughout the entire municipality; and, 2) policies that related to employment in geographically defined “areas of employment”. This distinction was useful however has not been continued in the draft policy for Places to Grow.

Ideally, mobility hubs will start to look like a hybrid in that we expect some employment land employment (e.g. advanced manufacturing) in a mixed use context. Employment and economic development happens everywhere in the city and there are some areas that, while not being areas of employment, will still have a significant role in shaping the future of employment in the city.

Often innovation happens outside of employment lands in the case of a wide variety of businesses. While Provincial policies still maintain that, major office and institutional uses be directed to Urban Growth Centres, and Major Transit Station Areas there are still opportunities to highlight the critical function that mixed use areas will play in the future of accommodating employment growth. Those provincially identified areas are consistent with the City’s identified mobility hubs.



Areas of Employment remain a key area of focus in Places to Grow. Employment uses, specifically high quality employment will remain a fundamental growth objective and will be critical to the success of mobility hubs and the city as a whole. Considering the mobility hubs at this time has afforded the city the opportunity to undertake area specific planning in these complex areas characterized by multiple property owners, existing built context, challenging land use compatibility issues. Mobility hub planning will redefine and shape new neighbourhoods in the city that will assist in meeting employment targets in a new way.

c) City's Strategic Plan

On April 11, 2016 City Council unanimously approved Burlington's Strategic Plan 2015-2040. A City that Grows is the first pillar of the City's Strategic Plan and the pillar most related to employment lands. The plan states the following:

The City of Burlington attracts talent, good jobs and economic opportunity while having achieved intensification and balanced, targeted population growth for youth, families, newcomers and seniors.

This pillar relates to three general areas:

1. Promoting Economic Growth
2. Intensification
3. Focused Population Growth

The first two areas are instructive to this report and its recommendations:

1. Promoting Economic Growth

The Strategic Plan speaks to developing an environment that is attractive to knowledge-based companies. The existing vacant employment lands are well positioned to attract these types of uses. As noted in the Phase 2 ELS many knowledge based industries have a different business culture and place greater emphasis on high quality design, vibrant and higher order transit accessible workplaces.

The Phase 2 ELS is also clear that to attract those businesses the City will enter into an extremely competitive environment. The Phase 2 ELS and the *Mobility Hubs Opportunities and Constraints Report*, 2014, both suggest that given the complex and competitive nature of attracting high-rise office development to



mobility hubs the city will require a strategy examining market opportunities, infrastructure requirements, design considerations and implementation measures such as Community Improvement Plans and incentives. The Mobility Hubs Area Specific Plans work plan anticipates this discussion and will provide direction.

For Burlington, a “City that Grows” (Strategic Plan) requires a new way of thinking about how we accommodate employment uses on employment lands as well as throughout the City particularly in those areas of the City best situated to support employment uses with transit infrastructure, supportive amenities and active transportation. All of the action items have a role in supporting the vision of the Official Plan and for employment lands.

2. Intensification

The Strategic Plan speaks to the role of intensification in the future of the City. Growth, both population and employment, will primarily be directed to mixed use areas along main roads with access to transit. The role of intensification within the area of employment is also identified as a means of supporting the long term sustainability of the city. New and creative ideas for supporting intensification within employment lands must be identified and pursued.

The existing mixed use areas of the city, including the Downtown, Uptown and the mixed use corridors, as well as the future mixed use areas such as mobility hubs, will have a role in accommodating job growth and population growth. These existing and emerging mixed use areas are prominent considerations in the employment land conversion assessment process.

d) Urban Structure and Intensification Policy Directions Report

In July, 2016 Council was presented with the *Urban Structure and Intensification Policy Directions Report*. Council’s endorsement of this report and the concepts within it represent an important decision in the development of a new Official Plan. This report considered the work done across numerous studies undertaken as part of the Official Plan project and staff work that together have informed the emerging urban structure for Burlington. This endorsement was critical to the analysis of the employment land conversion requests. This framework allowed the analysis to consider how each conversion request aligned with the emerging urban structure and the directions of the Strategic Plan.

As part of setting the stage for the discussion of the *Urban Structure and Intensification Policy Directions Report*, staff brought forward the communication



tagline of “Grow Bold”. The Strategic Plan identified a series of plans and initiatives to be part of the implementation program to strive toward the 25 year vision for the future. Grow Bold has taken the four pillars of the Strategic Plan and developed an accessible and approachable brand and strategy to encourage engagement and build excitement about the future of the City. As part of Burlington’s new approach to city building, this tagline assists in framing the conversation with the community about how the city will accommodate future growth and will “Build Up. Built Smart. Build Beautiful.”

“Build Up” means the city will embrace density with a variety of low, medium and high rise buildings in appropriate locations. “Build Smart” means the city will make it easy for people to get around, focus on building jobs and housing, make good use of existing infrastructure, and target growth to the right areas of the city. “Build Beautiful” means the city will focus on high-quality architecture, increasing green space in both the public and private spaces, and high-quality urban design.



DISCUSSION

3.0 Burlington Employment Lands Policy Recommendations and Conversion Analysis, 2016

In 2016, the City retained Dillon Consulting to assist staff in completing an employment land conversion assessment and in developing a series of policy recommendations on specific employment land matters.

The *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report is an appendix to this staff report, and has been distributed under separate cover (Appendix B). As part of preparing the report recommendations, Dillon Consulting used its knowledge of the city's employment lands from its experience with the Phase 2 ELS, considered various documents including provincial and regional policy, previous employment land studies, staff reports related to the Official Plan Review, the Strategic Plan and the details of privately initiated conversion requests.

The report includes:

i) Policy Directions:

- Innovation Districts (see Section 5.0 Direction J1)
- Employment Lands Intensification (see Section 5.0 Direction H)
- Employment Commercial designation (see Section 5.0 Direction J2)
- Retail and Service Commercial Uses (see Section 5.0 Direction J3)
- Recreational Uses (see Section 5.0 Direction J5)
- Institutional Uses (Particularly Day Cares and Places of Worship) (see Section 5.0 Direction G)
- Motor Vehicle Dealerships (see Section 5.0 Direction J6)

ii) Employment Lands Conversion Assessment:

- Employment Lands Review within provincially and City identified mobility hub areas

This section of the report includes a detailed analysis of the designated employment lands around the Burlington GO, Aldershot GO and Appleby GO mobility hub areas. These areas are identified as the "Mobility Hub Employment Lands Under Review". Although derived in part based on the Mobility Hub Opportunities and Constraints Study (2014) the area of study differs between the two studies. For more details on the analysis please refer



to Section 3.4 and Appendix B of the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* (Appendix B to this report).

- Employment Land Conversion Requests Outside of mobility hubs

This section of the report provides a brief summary of the conversion requests submitted outside of mobility hubs and directs the reader to Appendix C of the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report (Appendix B to this report) for details on each respective conversion requests.

iii) Summary of Findings and Recommendations:

The preliminary employment conversion recommendations of the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* indicate that 152.8 net hectares of employment lands (approximately 10% of the total employment lands supply) are being recommended for conversion. Of that total, 9.5 net hectares of vacant employment lands (approximately 3% of the total vacant employment lands supply) are being recommended for conversion.

It is highlighted in Section 4.0 of the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* that although these lands are being recommended for conversion, the expectation is that a portion of these lands will continue to generate, employment through office, commercial and institutional activities located in Mixed Use Areas.

The Phase 2 ELS identified the City's long term employment lands supply and demand. The findings of this analysis demonstrate that there remains a sufficient supply of employment land to meet long term demand.

It is staff's view that the analysis and recommendations contained within the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* will be reviewed and updated as the MCR continues to proceed through the preparation of a new Official Plan for the City, as recommended in PB-84-16.

iv) Appendices:

- *Appendix A: Conversion Criteria and Methodology*
- *Appendix B: Conversion Analysis for Employment Lands Within Mobility Hubs*



- *Appendix C: Privately-Initiated Conversion Requests, City-Initiated Conversion Proposals and Analysis for Employment Lands Outside of Mobility Hubs*

Scope of the Employment Conversion Assessment

The conversion assessment combines technical analysis, land use regulation and policy to arrive at a recommendation for each property or area.

It should be noted that the conversion process set out by the City is different than an Official Plan amendment redesignating land from one land use to another as part of a development application. The decisions today differ in two key ways. First, the recommendation relates only to whether the principle function of the land should remain for employment, **or** whether the land should be considered to accommodate other uses through appropriate planning applications or processes.

Second, the conversion assessment recommendation does not detail the specifics of the land use policy that will apply to those lands recommended for conversion. In the case of lands found within mobility hubs, the city-led area specific plans that are underway will detail the specific distribution of lands uses including employment and a full range of other mixed uses and critical neighbourhood features like parks, paths, and other community infrastructure. In the case of other properties, the policy development stage of the new Official Plan will describe the revised land use designation and may identify future planning applications required.

The employment land conversion analysis and recommendations look at a parcel which today has a planned function of employment and considers whether there are sufficient grounds to recommend a conversion.

The analysis:

- presents a systematic evaluation of all conversion requests comprehensively;
- considers the findings of the other major studies which formed part of the Official Plan Project, specifically the emerging Urban Structure;
- incorporates input from BEDC;
- treats all conversion requests, whether city-initiated or privately-initiated, or considered as part of the mobility hubs employment land analysis in the same manner;
- considers the information provided by proponents for those privately-initiated conversion requests, but the recommendation does not rely solely on that information to come to a final recommendation.



No decisions are being made on the ultimate development of any given parcel. All parcels recommended for conversion, if endorsed by Council and approved by Regional Council (for those requiring Regional approval) will be addressed in the draft New Official Plan and will be subject to appropriate planning processes. Regional Council is the approval authority for the City's Official Plan. There will be two paths to approval. For more information see the Strategy/process section.

4.0 Staff Recommendations

This staff report builds upon the framework established through the employment lands studies, staff reports prepared as part of the OP project, and the employment lands policy directions (PB-02-15). It has the effect of enhancing a number of the existing endorsed policy directions (2015) by considering issues which emerged as a result of:

- the *Strategic Plan*,
- the *Urban Structure and Intensification Policy Directions Report* (PB-29-16),
- the *Burlington Employment Lands Policy Recommendations and Conversion Analysis report*, and
- other emerging considerations including proposed revisions to provincial policy.

The importance of staff report PB-29-16 (*Urban Structure and Intensification Policy Directions Report*) should be highlighted. The proposed Urban Structure and approach to intensification underpins the rationale as to why some lands and designations from the preliminary analysis are recommended for conversion while others are recommended to remain. The report describes why in some areas such as mobility hubs, flexibility is required to facilitate the intensification and redevelopment, and therefore, the lands are being recommended for conversion.

It is critical to note that a recommendation for conversion does not imply that the lands are no longer intended to serve an employment function. Rather, a preliminary recommendation to convert should be understood to mean that the city wants to achieve a mix of uses including employment, commercial and residential. Equally important is to reinforce that a potential mix of uses does not necessarily include residential uses but could include a broader range of commercial uses.

As highlighted earlier, the recommendation does not detail the specifics of the land use policy that will apply. Subsequent planning process will detail the range and mix of uses permitted on a site. Examples of those processes include area specific plans for mobility hubs, the policies of the New Official Plan or through the consideration of site



specific development applications. The policies of the draft New Official Plan will detail, where possible, the land use designation and any site specific policies.

The city will be pursuing policies that mandate a mix of uses. That is, to establish that certain threshold levels of employment be met in order to unlock additional permissions. To provide contrast, the current approach in policy provides a range or choice of uses, suggesting that all permitted uses are equally acceptable. Presumably this is based on the assumption that the market will produce a mix of uses however, in practice this has not been effective. Current market conditions distort the ability to compete with uses, like ground oriented residential, which are more desirable to the market. New Official Plan policy, and in particular the new mobility hub area specific plans, will further develop the tools demonstrating the city's ability and need to protect these areas for employment roles in a mixed use context.

Policy Directions

Below is a table that summarizes the existing policy directions, and notes what changes to the directions are proposed as a result of further analysis and review. Only directions with changes are discussed in this report.

Table 2: Existing Policy Directions and New Staff Recommendations

Direction	Nature of Direction	Status of Staff Recommendation from previous staff report (PB-02-15)
A	Strengthen the policy framework to fully utilize the employment generation potential of employment land	No Change.
B	Build a strategy to promote office development in the mobility hubs and the Urban Growth Centre	<ol style="list-style-type: none"> 1. Modify to add details to support employment and enhance the transitional policies for mobility hubs. 2. Add Walker's Line and Cumberland as a future GO Station.
C	Leverage existing assets and work closely with BEDC to build a proactive approach to economic development	No Change.



D	Implement brownfield redevelopment program; and consider preparing community improvement plans for some employment areas	No Change.
E	Work with the Region of Halton to track alignment of growth with the Best Planning Estimates (BPEs)	No Change.
F	Develop a phasing strategy for the City's unserved lands; consider developing secondary plans, and continue dialog with local utilities	Add a policy that prioritizes area specific planning for Bronte Creek Meadows.
G	Investigate opportunities for limiting the amount or type of institutional uses on serviced employment lands	<ol style="list-style-type: none"> 1. Add develop a strategy to attract another post-secondary institution to the city. 2. Modify policy recommendations for institutional uses. <p>Add proposed directions related to tools for managing land use compatibility and risk.</p>
H	Prepare a comprehensive strategy for employment land intensification	Add direction to develop and implement innovative practices for employment land intensification.
I	Clarify the intent and definition of Employment Lands and area of employment in the policies and schedules of the Official Plan	Add that the findings and recommendations of the employment conversion assessment presented in Appendix B depicted in Appendix C be referred to the development of the New Official Plan.



J	Retain, and where applicable refine existing Employment Land Use Designations	<p>Add refinements to the following designations, land uses or policy issues:</p> <ol style="list-style-type: none"> 1. Innovation Districts; 2. Employment Commercial; 3. Retail and Service Commercial Uses; 4. Uptown Mixed Use Centre – Employment Designations; 5. Recreational Uses; 6. Motor Vehicle Dealerships; 7. Mixed Use Corridor – Employment
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Direction B1: Supporting employment and enhancing the transitional policies for mobility hubs

Issue:

Previous work in the *Mobility Hub Opportunities and Constraints Study* (2014) provided some general guidance to support the transition of mobility hubs. In order to support the city's OP objectives and the city's ability to meet its Growth Plan population and employment distributions further guidance related specifically to supporting employment in mixed use areas is required to support the development of the mobility hub area specific plans.

Background:

The mobility hub recommendations presented in PB-29-16 recommended, consistent with the *Mobility Hubs Opportunities and Constraints Study* (2014), the need to update the Official Plan to reflect mobility hubs and to develop a broad policy framework to guide development in the hubs. Two key elements of that framework were the identification and discussion of policies to guide area specific planning and policies to guide development prior to the completion of area specific planning.



The assessment of the “Mobility Hub Employment Lands under Review” study area in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* produced a series of policy recommendations to support area specific planning and to support the period of transition where area specific planning will be underway.

Among the recommendations was reinforcement of the role of employment. The recommendations highlight the importance of retaining existing employment and the promotion of new employment uses in proximity to higher order transit. Tools such as a “population to employment” ratio could be used as one means of measuring and achieving a balance between employment and other uses in the mobility hubs.

The recommendations also reiterate the importance of interim policies, particularly for lands recommended for conversion. Where lands are recommended for conversion and are not captured within the Regional Employment Area overlay the recommendations restate that the recommendation relates only to the principle of the land use. It states further “that not all land recommended for removal from the Employment Inventory are intended to accommodate a full range of uses.” The recommendations further suggest that policies developed for the New Official Plan outline permissions which may be afforded to the lands in advance of the completion of the area specific plans. The role of the area specific plans is again highlighted as the means of confirming the vision and land uses for a given mobility hub.

Proposed Direction:

It is the opinion of staff that the directions provided in section 3.4.4 of the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* should be considered at the time of developing policies in the draft New Official Plan.

The importance of a full mix of uses including a critical role for employment in the mobility hubs cannot be overstated.

Direction B2: Building a strategy for a future GO Station in the vicinity of Walker’s Line.

Issue:

The city has the opportunity to work with Metrolinx and the Region of Halton to identify a future GO Station in the vicinity of Walker’s Line.



Background:

In August of 2016 staff from Metrolinx met with Eleanor McMahon, MPP and Mayor Goldring and staff representatives to discuss Metrolinx infrastructure investments and the potential Walker's Line – Cumberland GO Station. Metrolinx shared the recently completed new station analysis which identified 12 new stations in the Kitchener, Barrie and Stouffville and Lakeshore East areas.

While no new Stations were announced in the Lakeshore West Corridor the Walker's Line, Cumberland GO Station was identified as one of four additional stations is moving forward for a business case. It was one of only two additional stations identified on the Lakeshore West Corridor.

The city will work with Metrolinx to develop a business case for the station.

Proposed Direction:

It is the opinion of staff that the opportunity for the future GO Station must be pursued. Although no specific location for the future station has been identified, the city will recognize the general area at the intersection of Walker's Line and the Lakeshore West Corridor as a future GO Station in the Official Plan. The future GO Station will be described as a Phase 2 Mobility Hub Planning Study Area. Work planning will identify this among other areas as priority areas for city-led area specific planning.

The Official Plan will include policies that identify that a future area specific plan will be required to support the planning of this future GO Station. The policy will recognize the opportunity for the creation of an employment intensification node within the existing employment lands north of the rail. The policy will also highlight the role of the mixed use corridor along Fairview Street as a means to support the employment area to the north of the rail with amenities and a wide range of uses and transit oriented development to support the station.

Staff are of the opinion that recognizing the future GO Station and establishing appropriate policies to support the development of the area will be important to the station feasibility analysis and business case development. The identification of the future GO Station in the city's New Official Plan also demonstrates commitment to the process.



Direction F: Prioritizing Area Specific Planning for Bronte Creek Meadows

Issue:

Bronte Creek Meadows should be provided an Area Specific Plan in the near term to support the development of those lands. The Phase 2 ELS recognized that there were “a number of strategic locations within the inventory which require municipal services and more detailed land use planning” including Bronte Creek Meadows. The study also noted that these large parcels of land should be the focus of future land use and infrastructure planning. This direction is expected to provide the best opportunity for development/absorption of these lands.

The site has the potential to be a candidate site for a major employer or large educational institution. A city-wide strategy should be initiated to attract a major employer and/or another post-secondary institution to the city, consistent with the Strategic Plan.

Background:

Paletta International Corporation (PIC) applied to amend the lands generally described as Bronte Creek Meadows from “Office/Business Park” to “Land Use to be Determined” (File No. 505-01/05), which application was refused by the City and which decision PIC appealed to the OMB to be determined at the same time as PIC’s outstanding appeals of Official Plan Amendment 55. This application was referred to the OMB. PIC appealed OPA 55 and Zoning By-law 2020.205 as it relates to these sites.

Through Minutes of Settlement (2009) the City and PIC agreed to identify a portion of the total lands (approximately 88 acres or 35 ha) called Burloak Employment Estates. This portion of the land can be described generally as the land abutting Burloak Drive (generally north of Mainway, west of Burloak, south of Upper Middle and bounded to the west by the proposed realignment of Sheldon Creek). The Minutes of Settlement detailed that PIC would withdraw its appeals related to OPA 55 and Zoning By-law 2020.205 and not appeal that portion of the site through OPA 73. The Minutes of Settlement further described that PIC would actively market the lands for a period of at least 5 years. The Minutes of Settlement set out requirements for a sign on the site, disclosure to, and discussions with BEDC. The five year time period has elapsed.

The remainder of the lands retained the existing appeals to both OPA 55 and Zoning By-law 2020.205.



Through this MCR a privately initiated conversion request was submitted for the lands generally known as Bronte Creek Meadows (5164 Upper Middle Road; 5366 Upper Middle Road; 5470 Upper Middle Road; 5900 Upper Middle Road; 5201 Mainway – refer to Conversion Request No. 14 in *Burlington Employment Lands Policy Recommendations and Conversion Analysis report*). The employment land conversion assessment (*Burlington Employment Lands Policy Recommendations and Conversion Analysis report*) analysis recommended that Bronte Creek Meadows be retained as employment land. Staff support this recommendation.

Staff and consultants have recognized the unique nature of lands like Bronte Creek Meadows through the Phase 2 ELS and in the policy directions established in the January, 2015 report. The Bronte Creek Meadows constitutes about 40% of the vacant employment land supply (125 ha/308 ha) and 51% of the effective net supply in the entire City (125 ha/248.3 ha) based on the Phase 2 ELS.

This large, contiguous and unserviced area of vacant employment lands represents a significant and irreplaceable opportunity in the city and its citizens. As such, the 2015 policy directions report included the following:

Work with BEDC to establish and commit to funding employment land Secondary Planning and servicing priorities by Strategic Employment Area.

Since the writing of the 2015 report the Region of Halton commissioned a servicing study based on servicing for employment uses, for Bronte Creek Meadows. The study is currently in draft form. The preliminary findings suggest that there are no major barriers to servicing this area.

Proposed Direction:

The city should initiate an area specific plan in the near term. Partnership with the owner of the property to develop the land for employment uses will be an important element related to moving forward. Efforts will be made to understand the potential of these lands to support the Strategic Plan of the city.



Direction G1: A Strategy to attract another Post-Secondary Institution

Issue:

As noted throughout the report, there are a number of employment directions embedded in the *Strategic Plan* which have a bearing on this discussion and others related to employment lands.

The strategic plan directs the development and implementation of a strategy with the aim of attracting an additional post-secondary institution to the city.

Background:

Currently, a post-secondary institution would be permitted throughout the city. From a city-wide perspective other institutional and community infrastructure uses are located on lands which have an underlying residential land use designation (in most cases). In the current real estate climate, it is likely that residential development will outbid almost any other land use. In addition to the consideration of the issue of land economics is the issue of the availability of lands.

The city must develop a strategy to attract another post-secondary institution to the city. If the findings of the institutional strategy identify a candidate location for a post-secondary institution, the city could initiate an MCR and area-specific planning process to assess any required complementary non-employment uses to support the post-secondary institution.

Proposed Direction:

The institutional strategy was identified in the Strategic Plan. Currently the work is planned to be funded by BEDC. The work has not been initiated, nor is it funded. BEDC is currently undertaking preliminary research related to the work required. The Executive Director of BEDC and the Director of Planning and Building will initiate discussions regarding scope, timing and costs of such an initiative.

To generalize two areas of the city may have the potential to accommodate a major institutional use: the strategic growth areas (Urban Growth Centre, Mobility Hubs); or Bronte Creek Meadows. The former would attract a user requiring an urban, transit supportive, mixed use area and the latter would attract a user desiring a more traditional campus setting.



Direction G2: Institutional Uses

Issue:

The previous policy directions report identified the opportunity to limit the amount or type of institutional uses on serviced employment land (PB-02-15). The *Burlington Employment Lands Policy Recommendations and Conversion Analysis report* offers discussion on two items:

1. Are the existing tools appropriate tools or are there other tools the municipality should consider (i.e., is the approach to risk assessment and land use compatibility assessment appropriate)?
2. What policies should guide the permission of Institutional Uses in employment areas?

Background:

Risk Assessment

Currently, the policies of the OP state that certain sensitive institutional use may be permitted in employment designations through a zoning by-law amendment subject to the findings of the completion of a risk assessment based on the *Risk-Based Land Use Planning Guideline* developed by the Major Industrial Accidents Council of Canada (MIACC) as well as a land use compatibility study using the provincial D6 Guidelines.

A risk assessment prepared as part of a development application represents a snapshot in time with no trigger for reassessment in the future. As employment uses surrounding the subject site change over time, so do the risk factors. In relation to the MIACC risk assessment, staff have recognized that there are few, if any, qualified consultants who are able to complete the risk assessment and few, if any, municipalities that apply the MIACC guidelines.

The PPS directs that development be directed away from risks to public health and safety, whether those hazards are natural or human-made. The *Burlington Employment Lands Policy Recommendations and Conversion Analysis report* recommends that the city continue to apply the risk assessment until it has had an opportunity to undertake a more detailed review of the studies and the value they bring to decision making as well as considering other potential tools to assess risk.



Policies related to the permission of Institutional Uses in Employment Areas

Currently, sensitive institutional uses are subject to a zoning by-law amendment and a risk assessment report. The policy directions suggested refinements to be in line with Regional policies.

The Region of Halton Official Plan states that institutional uses may be permitted in areas of employment subject to meeting a series of requirements. They generally include:

- The use is small scale, and collectively not change the character of the employment area
- The location and the design of the use meet the Region's land use compatibility guidelines
- The use is located at the periphery of the employment area
- Such uses do not collectively displace employment to result in a shortfall in Employment areas to meet the targets in the Official Plan.

Proposed Direction:

Staff have reviewed the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report and offers the following policy directions.

Institutional Uses

The recommendations in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report offer a general position related to institutional uses within employment areas. Community Infrastructure uses will be considered employment uses. Community infrastructure uses are generally defined as uses providing public services. These uses often include a significant office employment component and many uses may be considered ancillary to employment uses. An example could include a college or a post-secondary institution which may include research or other employment related functions that support the area.

Institutional uses are uses ancillary to employment areas. Institutional uses are generally defined as uses operated privately and they include a wide range of services. An example of an institutional use which may be ancillary to employment uses is a trade school.

The city proposes to establish a set of location criteria and minimum distance separation that must be met in order to permit a small scale institutional use in the



employment area. Only institutional uses that are deemed ancillary to employment areas may be considered to locate within employment areas. That is, institutional uses that primarily serve business and employees within the surrounding employment area. Ancillary institutional uses may include: private trade schools or emergency service facilities. Sensitive uses like daycare centres that may be considered ancillary will be subject to further assessment as the New Official Plan is prepared.

Places of worship may rarely be considered ancillary to an employment area. In the case of this specific institutional use policies related to the size, location and minimum separation distance from other institutional uses will be developed in the draft Official Plan. As these uses are sensitive they will also be considered through a zoning by-law amendment and land use compatibility assessment (see below).

As recommended by the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report the application of a size limit, location criteria and minimum distance separation should together ensure that institutional uses do not impact the function of employment areas. In the case of an identified or potential innovation district policies will consider flexibility to allow schools, post-secondary facilities and research facilities which are directly associated with the function of the employment area.

The specific details of the policies will be presented in the draft New Official Plan. The final criteria will be developed and refined through policy development with appropriate internal input.

Risk Assessment

The recommendations of the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report suggest that the city continue to use the risk based land use planning guidelines.

However, in staff's opinion, the use of the risk assessment tool should not be continued. Rather, the most appropriate planning approach for assessing and mitigating risks to public health and safety is to not permit sensitive uses in employment areas. Where a sensitive use is proposed in proximity to an employment area the most appropriate tool is the application of the province's D-6 Compatibility between Industrial Facilities. The guide is provided to support land use planning authorities in decisions related to what types of uses are appropriate near industrial areas. The Region's Land Use Compatibility Guidelines are a tool that also supports this same aim. Existing policies within the Official Plan also assist in implementing the D-6 guidelines.

Staff recognizes that there are other non-planning tools in practice to address various risk factors such as regulated processes including, for example, Certificates of Approval



for Air Emissions through the Ontario Ministry of the Environment and Climate Change. Consistent with the recommendation staff will discuss opportunities to work with the Region of Halton Emergency Planning department to discuss alternative approaches to managing the risks inherent throughout the urban area.

As it relates to employment areas staff propose that for sensitive institutional uses the city require a zoning by-law amendment application. The zoning by-law amendment application will include a land use compatibility assessment and will demonstrate how a request for a new institutional use meets a series of criteria referred to above but which could generally include the following:

- The site has access to at least one major arterial or collector road;
- The proposed development is intended to serve the employees working within the broader area;
- The proposed development has access to transit and active transportation networks;
- The proposed development does not have the potential to negatively impact the viability of existing or future employment uses; and
- Land use compatibility issues, where applicable, have been addressed.

Staff propose that, consistent with the direction from the *Burlington Employment Lands Policy Recommendations and Conversion Analysis report*, that the existing land use compatibility policies be reviewed and refined in light of the Region of Halton's Land Use Compatibility Guidelines. At a minimum the policies should be modified to be clear that a land use compatibility assessment must consider existing and designated employment uses to balance competing interests. Further, as mixed use areas redevelop, many of which will include employment uses, they will require the support of innovative approaches in mitigating impacts of employment uses on sensitive uses. As a note, staff have provided comments on the Provincial Plan Review that the province should consider updates to compatibility guidelines to acknowledge a built up context.



Direction H: Employment Intensification

Issue:

Burlington has traditionally focused intensification policies on promoting various forms of residential and mixed use development.

Background:

As demonstrated by the recommendations of this report there are areas which represent an obvious focus for intensification of employment. These areas include locations around transit stations in mixed use nodes where active transportation and areas that provide, or are planned to provide, improved transit. This approach will work in a few areas including Mobility Hubs, Intensification Corridors, and Urban Centres. Outside of those areas are wide swaths of employment land, much of which is occupied and active that have the potential to accommodate more jobs, either through expansion of existing uses or the location of new businesses.

The *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report presents three approaches which could be applied in the Burlington context (not mutually exclusive):

- Making infrastructure, transportation and public realm improvements in existing employment areas
- Provide incentives to the private sector for certain types of employment lands development
- Modify planning permissions

Some areas of the city will be more appropriate for intensification and redevelopment such as areas where employment growth can be supported by transit, transportation and other infrastructure. The Proposed Employment Lands Policy Directions report (PB-02-15) recommended several specific land use changes:

- Remove Floor Area Ratio limits from all employment designations
- Enhance the flexibility of land division policies
- Refine transit supportive policies to ensure employment areas are well served by transit and that improvements are made over time



Proposed Direction:

Staff have reviewed the recommendations presented in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report. The approach offers a fresh perspective on the levers at the city's disposal to influence the intensification of employment lands. The city desires to approach employment land intensification aggressively and will employ all appropriate tools to meet this objective.

Making infrastructure, transportation and public realm improvements in existing employment areas

Employment land policies will reiterate the importance of making investments in strategic employment areas to provide infrastructure, transportation and public realm improvements. Reference to the Strategic Investment Area policies presented in the *Urban Structure and Intensification Policy Directions* report (PB-29-16) will be made identifying the potential of this tool to re-shape targeted employment areas to support businesses to expand operations or to locate in these areas.

Provide incentives to the private sector for certain types of employment lands development

Policy Directions related to the role of Community Improvement Plans in supporting employment land intensification presented in PB-02-15 remain unchanged.

Modify planning permissions

The *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report recommended that the QEW Corridor be recognized as a "primary intensification area" in the Intensification Strategy. Staff are of the opinion that there are other approaches beyond the intensification framework which can highlight the importance of the city's strategic employment areas, with a particular focus on the QEW/403 Corridor.

Transit supportive policies in line with the Transportation new directions, emerging from the Transportation Plan work, will be embedded in the employment lands policies with a focus on developing new employment communities.

Intensification in employment areas

As noted in previous reports many challenges related to intensification are beyond the city's direct sphere of influence. Actions continue at the staff and political levels to support new approaches to meeting the objectives of the city as well as the Province. Great strides have been made, for example with the Ministry of Transportation to consider a pilot project to support multiple provincial policy objectives. Intensification



and redevelopment within employment areas, similar to intensification in mixed use areas, comes with many external challenges to be managed and mitigated. The city is tasked with considering and balancing multiple policy objectives – and in that process accepting tradeoffs that have the result of prioritizing what is most important.

Direction I: Preliminary Employment Land Conversion Assessments

Issue:

The city recognized early in the employment land study work that the Official Plan needed to consider employment land conversions. City staff identified employment land policies, areas and parcels that were proposed to be considered through the MCR. At the same time individual proponents and land owners identified their employment land parcels which they deemed should be considered through the same. This is a process that can only be undertaken at the time of a MCR.

The recommendations related to the employment land conversion analysis have a direct impact on properties within the City. The findings of the preliminary analysis and recommendations from the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* are being recommended by staff to be considered when preparing the New Official Plan. The preliminary employment land conversion recommendations are provided for information and discussion only at this time. The decision on the final “areas of employment” for the City of Burlington will be deferred to the development of the New Official Plan.

Background:

As noted above the city developed a process for considering both privately and city initiated employment land conversion requests and generally described how each conversion request would be considered. The existing employment conversion policies were modified to incorporate findings from the Phase 2 ELS and input from BEDC. Council endorsed these policies to be used in the assessment of employment land conversions.

From a high level perspective it is possible to organize the preliminary recommendations into two categories:

1. Recommendations for conversions to support sites with unique constraints
2. Recommendations for conversions to support the emerging urban structure



The former relates to sites that had site specific issues. Those types of issues could be related to sites with potential contamination, where sites are isolated from other employment areas, or where sites are surrounded by other sensitive uses. Conversions recommended in these cases were also typically small sites at the margins of employment areas. These instances were rare.

The latter represents preliminary recommendations that, if endorsed by Council would represent the most significant change. The conversions that are recommended on a preliminary basis in support of the urban structure rely on Council's endorsement of the Urban Structure and Intensification Framework. The *Urban Structure and Intensification Policy Directions* report (PB-29-16) reinforced and clarified the role of the mixed use areas of the city. Specifically, the recommendations impact existing mixed use areas like the Uptown Mixed Use Centre (Uptown Urban Centre) and the mixed use corridors (Urban Corridor lands) as well as the new mixed use areas (i.e. mobility hubs). The most significant shift is the identification of mobility hubs as the areas of future mixed use development.

1. New Mixed Use Areas: Mobility Hubs

The 2015 – 2040 Strategic Plan emphasizes the importance of mobility hub areas. 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.

From the initial employment conversion request submissions, a trend in the conversion requests submitted was noted in proximity to the mobility hubs. This trend was significant in the Aldershot GO area. There were also a significant number and area of requests in and around Burlington GO.

Each mobility hub area is subject to different pressures and each will play a unique role in the city's Urban Structure. As the Mobility Hubs Area Specific Plan work plan report noted, any decisions as part of the MCR will enable the mobility hub 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.

These areas will be given the latitude through area specific planning to allow for a complete discussion about the creation of a new neighbourhood and community with the right features, land uses, parks, and infrastructure. The recommendations in this report prepare these lands to be redefined, potentially significantly, to develop into mixed use areas with a wide range of compatible



employment, commercial, residential and public service facilities to support a new kind of neighbourhood in the city.

There will be tremendous pressures exerted by property owners and other stakeholders for residential uses through this MCR process and through the subsequent Mobility Hubs Area Specific Plans. In order to deliver areas of true mixes of uses staff will need to provide Council the appropriate information and tools to support the Area Specific Plans and their successful implementation. Tools and policies such as mandating a mix of uses or a ratio of people to jobs will be evaluated and assessed in order to deliver expected outcomes. As described in previous reports related to employment lands and the Intensification and Urban Structure, Council must be prepared to guide these areas of the city through significant challenges.

1.1. Site Specific Applications in mobility hubs

One challenge that staff have already identified is the potential for a number of site specific privately-initiated applications to be submitted in advance of the completion of the Mobility Hubs Area Specific Plans. The potential for those applications to prejudice the overall area specific plan will be closely monitored. Should the occasion arise that staff are of the opinion that the quality or volume of individual, or multiple applications has the potential to impact the development and implementation of the area specific plan staff will bring forward an Interim Control By-Law. The role of such a by-law would be to recognize that the area specific plans are in progress and require protection to support the outcome of the area specific plans.

1.2. Incentivizing Employment in mobility hubs

Another challenge that has been highlighted through work undertaken by BEDC, Dillon Consulting and Brook McIlroy is the role for incentives to deliver desirable employment to the Mobility Hub areas. Planning frameworks and land use permissions alone will likely not be enough to create a competitive advantage for these unique areas. Incentives supporting employment uses in mobility hubs will have a critical role in not only supporting these new neighbourhoods and the city with places to work in locations supported by transit and active transportation infrastructure, but will also serve to draw reverse commuters to the benefit of the entire city. The right types of employment will have the potential to play the most dramatic role in shaping these new neighbourhoods.



2. Vacant Employment Land

The focus of the Phase 1 and Phase 2 ELS reports was first to identify the vacant employment land supply and its characteristics and then understand the demand for employment land to 2031. The findings of both Phase 1 and Phase 2 recognized that the city had sufficient vacant employment land supply to 2031 and that virtually no new employment lands will be added to the city's supply. As noted above the land needs assessment as undertaken in Phase 1 and Phase 2 was oriented to understanding the vacant employment lands supply. Vacant land is critical to accommodating employment to 2031 and beyond. However, the city recognizes that beyond 2031; the vacant employment lands supply will have increasingly less to do with achieving the employment distribution that will be established in the Regional Official Plan to 2041 as the vacant supply becomes built. Careful investigation of the trends related to employment land intensification will be required in the coming years. Without understanding these trends, a prudent approach is to limit the conversion of the vacant employment lands supply. Of the net supply of vacant employment lands identified in 2014 approximately 3% of those lands are preliminarily recommended to be converted.

3. Protecting Stable Employment Areas

A significant component of this report addresses where changes are expected and the need to manage change. However, the preliminary recommendations of this report have the effect of protecting and maintaining the vast majority of the city's employment lands.

The employment lands studies highlighted the generally stable condition of the employment lands. This characteristic is an important foundation to the discussion. Efforts must be made to ensure that insofar as land use planning has the potential to impact these lands, any barriers to redevelopment of employment uses are removed. The target sectors identified by BEDC and by the Phase 2 ELS will be attracted to various opportunities in the stable area of employment and given the right conditions there is potential for growth.

The job of protecting the areas of employment in the city's context is easier than in many other municipalities. There are very few areas with challenges to land use compatibility issues. The areas are also relatively contiguous. That contiguous nature is important and supports the protection of the areas of employment.



The *Burlington Employment Lands Policy Recommendations and Conversion Analysis report* also proposes several policy modifications to allow some flexibility to consider uses that support employment areas be permitted in the employment areas without undercutting their principle role.

4. Employment Trends

The Region's employment survey determined that in 2015 manufacturing employed 12,275 people in 444 businesses in the city. This category is second only to the retail trade sector at 12,561 jobs in 913 businesses. Manufacturing jobs and businesses are critical to the economy and will require support to continue to operate in the city.

Although the focus of discussion in this report is on the shift of some employment lands into new policy frameworks the protection of employment lands is a first principle in this discussion. The protection of the areas of employment is reflected both in the recommendations of the *Burlington Employment Lands Policy Recommendations and Conversion Analysis report* and the Staff recommendations. Maintaining and growing employment uses in areas of employment should be a high priority of the City.

Employment land planning is constantly evolving. The long term financial sustainability of the city relies on the areas of employment. The areas of employment are critical to sustaining a prosperous and complete city as envisioned in the Strategic Plan and require support from the city in order to facilitate redevelopment to accommodate more employment.

The approach to policy modifications and preliminary employment conversion recommendations presented in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis report* and in this report is cautious. The city has entered a new era related to accommodating employment. Maintaining and growing the Industrial, Commercial and Institutional tax base of a municipality is critical to the City's long term success. The approach presented in this report and in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis report* is an approach based on the three pillars of the employment vision for the city: (i) maintain vacant employment lands; (ii), nurture and invest in existing employment lands; and, (iii) direct new employment growth to mixed use areas. The approach requires vigilance to understand how each of these pillars operates over the coming years.



Monitoring will be critical to understanding the challenges related to accommodating employment within the city.

When is an employment land conversion not an employment land conversion?

Throughout the analysis a number of requests have been deemed not to be a conversion. This relates to the goal and outcome of the process which was to determine the principle of the land use. A request was deemed not a conversion when:

- Additional uses that are already permitted in other “area of employment” designations were being requested;
- Redesignations from one “area of employment” designation to another “area of employment” designation were being requested; or
- Properties were submitted which were not designated for employment (either within the urban boundary or outside of the urban boundary).

In the first two circumstances, the proposed uses may be considered as part of a standard development application. In the last circumstance, other planning policies apply.

Proposed Direction:

Staff have considered the *Burlington Employment Lands Policy Recommendations and Conversion Analysis report* and support the approach, findings and the preliminary analysis and recommendations on employment conversions. Figure 4-1 (Employment Land Conversion Preliminary Recommendations) represents the draft proposed area of employment for the City of Burlington.

The details of how to implement the endorsed recommendations for conversion will be presented to Council and the Public in the draft New Official Plan in the form of schedules and text as part of the Omnibus Report in Q1 2017.

Those sites not recommended for conversion may benefit from potential modifications to the approach to employment lands designations. Property owners are encouraged to examine the policy directions and subsequently the modified policy and schedule to understand the impact of any changes on a given parcel. Staff will be happy to meet and discuss the implications of the recommendations.



The schedules of the New Official Plan which will include the new Urban Structure and the comprehensive land use schedule will be presented as part of the Omnibus Report in the draft New Official Plan.

Direction J: Refine existing policy designations

A series of questions related to existing employment land designations including permitted uses, emerging issues and opportunities to improve policy are highlighted below. The policy directions informed by the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report are presented for each. Technical modifications as a result of internal consultation will be proposed at the time of the Omnibus Report to align the broad directions established in this report and in the previous directions report. One key technical modification will be that the terms *ancillary* and *accessory* uses will be considered and defined in the context of the employment policies of the New Official Plan.

Innovation District

Issue:

BEDC highlighted the need to understand innovation districts from a land use perspective.

Background:

The city's Official Plan does not recognize the concept of an Innovation District.

The *Burlington Employment Lands Policy Recommendations and Conversion Analysis report* describes the general features of an Innovation District and provides a series of case studies and research. In general, the research affirms that innovation districts are composed first of an economic development marketing strategy, and that land use policy interventions are used to:

- Implement the vision
- Address land use compatibility
- Provide incentives

There is a role for land use planning policy to support the initiative by enabling area specific planning and working closely with any given anchor institution.



The success of innovation districts requires a mix of attributes and features. The right institutional anchor in place, the unique features of the area (old waterfront, older industrial area, natural heritage/open space), and transit and active transportation options are all critical to the success of an innovation district.

Proposed Direction:

Staff have considered the recommendations offered in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report and have determined that there is an opportunity to identify one or more potential innovation districts in the city.

The first step in any innovation district process is the development of the economic development strategy and brand designed to leverage the economic, networking and physical assets of the area. Where a strategy is developed an area specific plan should be initiated in support of the strategy that considers critical elements in support of the district including connectivity and access to the District.

The Official Plan should identify a general framework for identifying an area with potential to function as an innovation district and the approach for supporting these areas through land use planning.

In the near term the identification of a special study area around the existing DeGroote School of Business should be included as a potential innovation district. Through the work on the Mobility Hub Area Specific Plans some consideration of connectivity to the potential innovation district should be included. This special study area is located within an area of employment. As such no sensitive uses like residential should be permitted in this innovation district. There is potential for accommodating sensitive uses like residential in proximity to the potential innovation district such as along the Fairview Corridor or in association with the Appleby GO mobility hub.

A plan for the area such as a Mobility Hubs Area Specific Plan or considered through an area specific plan for the innovation district would assist in identifying opportunities to cross significant barriers in the area (rail line, creek) and to link the innovation district to the intensification area identified along Fairview Street.



Employment Commercial

Issue:

Planning staff had identified that Employment Commercial should not be considered part of the city's employment area for a number of reasons. Dillon Consulting was asked to consider that opinion and offer alternatives, if appropriate.

Background:

The Employment Commercial designation is located within the Major Retail Areas section of the Official Plan. The designation allows "for a wide range of employment uses and also a limited range of retail commercial uses which have employment characteristics".

The lands are not designated for employment in Schedule B nor is it specifically considered in the "Area of Employment" definition.

There is only one vacant parcel designated Employment Commercial this parcel forms part of the 1200 King Road property. The Employment Commercial parcels located in three nodes (Guelph Line and QEW/403; Industrial Drive and North Service Road, and a portion of 1200 King Road) around the city are mostly developed and continue to evolve. Where development has occurred these areas have developed into unique commercial areas with employment related and supportive uses.

Proposed Direction:

Staff are of the opinion, consistent with both the *Burlington Employment Lands Policy Recommendations and Conversion Analysis report*, and the existing and emerging urban structure, that the Employment Commercial designation should form part of the mixed use area of the new urban structure.

These lands perform a limited commercial function that has little potential to impact the commercial function of the remainder of the mixed use areas. These areas, although limited in size and limited to just three nodes within the city, will continue to provide a location for uses that may benefit from a location in close proximity to employment areas to presumably take some pressure off of the city's employment lands. Staff are satisfied that this approach will enable the continuation of this unique designation to meet a specific need in the city. Staff are of the opinion that the designation limits the commercial uses appropriately



and will commit to developing clear policies to ensure that the intent of supporting the surrounding employment areas will be clear and enforceable. These directions include the following:

- Maintain the limited retail permissions
- Maintain that no additional lands be added to this designation

Staff also recommends that these lands be removed from the Region of Halton's Employment Overlay as they are not considered as part of the city's area of employment.

Retail and Service Commercial Uses

Issue:

A range of appropriate retail and service commercial uses within or in proximity to employment areas is critical to supporting existing and potential employers. This desire must be balanced with ensuring that these uses, either on their own or in aggregate do not displace existing or potential employment uses within the employment area.

Background:

The city has an existing framework for considering the broadest range of service commercial uses and a limited range of retail uses in employment areas.

The General Employment and the Business Corridor policies permit retail and service commercial uses subject to being:

- ancillary to, and primarily serving, uses, businesses and employees within the surrounding employment area;
- only permitted where one or more buildings have a total GFA greater than 3000 m²;
- no more than 15% of the total floor area of any one building.

The research in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis report* confirmed that it is common practice to limit retail and service commercial uses in Employment Areas. While all of the comparator municipalities limit the retail and service commercial uses – each take a different approach. It was noted that the approach of establishing a minimum GFA requirement was unique to Burlington.



Proposed Direction:

Staff have considered the recommendations in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report. Staff agree that both the General Employment and the Business Corridor designation should continue to permit retail and service commercial uses that are ancillary to the broader employment area. The policies should highlight that the intent is to improve employee access to amenities which support the broader function of the employment area.

In general, city staff also support maintaining as a base permission, the limit of no more than 15% of total site GFA for an ancillary retail or service commercial use. Staff are also comfortable with removing the minimum GFA requirement of 3000m² except in the case of policies permitting stand alone restaurants.

Staff propose the following:

- Retail and Service Commercial uses that are considered ancillary to the employment area may be permitted on a site as long as the total floor area of the use does not exceed 15% of the total site GFA.
- Restaurants will still be permitted in a stand-alone building on a lot with at least 3000m² GFA. The restaurant may take up 100% of the total floor area of any one building on a lot and the total floor area of the restaurant does not exceed 15% of the total site GFA.
- Applicants may seek relief to the 15% as it relates to restaurants on a site (that meet the 3000m² GFA) or retail and service commercial uses (for both restaurants and retail and service commercial uses these may either be proposed in a stand alone building or within the same building) through a rezoning. The city although removing the minimum 3000m² GFA the proposed use will be assessed against a site performance criteria. That is the proposed use must be accessory to the existing occupied employment use on the site and will be further assessed against the following criteria:
 - The proposed use is intended to serve the employees working in the surrounding employment area;
 - The proposed use is subordinate to the uses in the broader employment area and is of a size and scale such that it will not undermine the function of the employment area;
 - The site has access to transit;



- The site is designed to be pedestrian supportive and is accessible by active transportation links.

Staff are of the opinion that this approach may provide some additional flexibility in appropriate areas to consider the type of retail (limited range of uses) and service commercial (broad range of uses) that will support employment areas with appropriate amenities accessible by active transportation and transit.

The final criteria will be considered and refined through the development of the New Official Plan with appropriate internal input.

Uptown Mixed Use Centre - Employment Designations

Issue:

The policy brief prepared for Uptown proposed to modify the land use structure to move from the intersection-focused approach (centred on Upper Middle and Appleby Line) to introduce a node and corridor land use in order to promote intensification and provide opportunities to support Uptown's long-term growth. The Uptown Policy Brief identified the opportunity to realign and streamline the land use designations with the Uptown Mixed Use Center to shift to the new Uptown Urban Centre.

Background:

In 2014, a policy brief was written related to the Uptown Mixed Use Centre (Uptown). The development of Uptown began approximately 20 years ago with the goal of creating a secondary urban centre to the downtown that would serve as a key destination for the residents of north-east Burlington. As Uptown approaches its greenfield build-out, it was recognized that a comprehensive review of the existing policies should be undertaken through the current Official Plan Review to ensure Uptown achieves its long-term vision. Four objectives were established for the review of the Uptown policies:

1. Ensure current principles and objectives reflect Uptown's current build-out and future reliance on redevelopment to achieve the centre's long-term vision;
2. Establish an updated land use structure with a focus towards accommodating future redevelopment and intensification in an urban setting;



3. Review the findings of the city-wide Commercial Strategy Study as they relate to Uptown's commercial/mixed use areas and incorporate new policies where appropriate; and
4. Encourage new developments and redevelopments which achieve a higher standard of design and adopt compact, mixed-use forms to support pedestrian, transit and public realm objectives.

The establishment of an updated urban structure is an essential consideration in updating the city's vision for Uptown. Uptown's existing development context is that of an urban area with a limited supply of remaining undeveloped lands. This context requires a fundamental shift in many policy areas, including transportation, parks and land use, among others to recognize the growing role and importance of future intensification and redevelopment to achieve the long term vision for Uptown.

The new structure places a greater emphasis on the development of corridors and strategic sites which are capable of accommodating increased density including Appleby Line and Upper Middle Road corridors and the north-west quadrant (commercial lands).

The policy brief also proposed the modification and consolidation of the existing Official Plan designations within Uptown to reinforce the node and corridor structure. The existing employment designations were highlighted as subject to the MCR and no specific directions were given at that time other than to flag these designations for review. The existing Uptown 'employment' designations and their respective general land use permissions are detailed below in Table 3.

**Table 3: Existing Uptown Employment Designations General Permissions**

Designation	General land use permissions
Uptown General Employment	The policies related to General Employment apply to these lands.
Uptown Employment	Industrial and office uses. Subject to meeting criteria, limited, at or below-grade retail and service commercial uses. Hospitality and recreation and entertainment uses.
Uptown Office Business Park	A wide range of employment uses compatible with abutting residential; cultural, leisure and recreation uses. Limited retail sales of products related to the use
Uptown Mixed Use Corridor Employment	A wide range of employment uses compatible with abutting residential; cultural, leisure and recreation uses; cultural, leisure and recreation uses. Subject to meeting criteria, limited (range of uses and unit size), at or below-grade retail and service commercial uses.

Proposed Direction:

Findings of the Official Plan Review saw changes to the Uptown Employment and Uptown Mixed Use Employment. While not constituting employment conversion some modifications to the employment designations are proposed to be considered through the development of the New Official Plan in order to respond to their location within an Urban Centre.

The Uptown General Employment designation and geographic extent is proposed to be maintained, with one exception (1830 Ironstone Dr) and included in a new Uptown Business designation to be developed in the New Official Plan. In general the permissions would be largely unchanged, however the policies may place a greater emphasis on industrial uses undertaken within an enclosed building to mitigate noise, vibration, odours and dust given proximity of existing sensitive uses in the Uptown Urban Centre. The new designation does not



contemplate permitting retail and service commercial uses, however, may still allow for limited retail sales of products manufactured, processed, fabricated, assembled or warehoused on the premises. In addition the designation may provide increased density permissions for office uses in the form of an increased Floor Area Ratio.

The former Uptown Mixed Use Corridor Employment and the Uptown Office Business Park designations have been proposed to be amalgamated into a new Uptown Business Corridor designation (same geographic extent) to be considered through the development of the New Official Plan. In addition, the existing RONA site (1830 Ironstone Drive) will be recommended to shift into this proposed new employment designation. A portion of the site at 1309 Appleby Line will be maintained in this designation. The purpose of the new designation will be to accommodate mixed use, compact developments along major corridors where the primary function of the development is employment. If a certain amount of employment uses are located within the building, limited, small-scale, ancillary retail and service commercial uses may be permitted at grade.

The former Uptown Employment designation has been considered through the employment land conversion assessment in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report. This designation is proposed to apply to four parcels. These lands are recommended for conversion. Lands closest to the intersection of Appleby Line and Upper Middle and Appleby Line and Ironstone Drive are proposed to be considered as part of the new Uptown Centre designation. The remainder of the lands are proposed to shift into the new Uptown Corridor designation. Lands designated Uptown Corridor and located on the west side of Appleby Line will continue to prohibit sensitive uses, like residential, given the close proximity of these sites to the adjacent employment designation (existing Uptown General Employment designation / proposed Uptown Business designation).

The details of the extents of the designations will be under consideration in the development of the draft New Official Plan. The draft policy will be developed and refined with appropriate internal input.

Staff are satisfied that the review, the employment land conversion recommendations and the forthcoming policy details in the draft New Official Plan represent the next phase in the development of the Uptown Urban Centre.



Recreational Uses

Issue:

Recreational uses are permitted without limitation in the city's General Employment designation and are permitted, with limitations in the Business Corridor designation.

Background:

Recreational uses are permitted throughout the city within a variety of land use designations. Many types of recreational uses are more appropriate in locations in close proximity to mixed use or residential areas.

The existing policy framework within the employment area permits recreational uses without limitation in the General Employment designation. This approach means a wide range of recreational uses have located in the General Employment designation. These uses have little relationship to the Employment areas within which they are located.

The Business Corridor designation permits recreational uses subject to considerations related to retail and service commercial uses highlighted above. There is a role for ancillary recreational uses in employment areas.

Proposed Direction:

Staff have considered the recommendations in the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report. The directions provided appear appropriate. Staff suggest a number of new directions.

Proposed policy will refocus on the role of recreational uses ancillary to employment areas (i.e. limited range of uses ancillary to the employment area) for both General Employment and Business Corridor.

For both General Employment and Business Corridor policies will describe that through a Zoning By-law amendment a recreational use may be permitted as a stand alone use (with no applicable site GFA minimums) subject to meeting a series of criteria which may look generally like the following:

- The proposed use is intended to support the daily routine of employees working in the general area;



- The site has access to at least one major arterial or multi-purpose arterial road;
- The site is designed to be pedestrian/cycling supportive and has access to active transportation networks;
- The site is located on the periphery of an employment area; and
- The proposed recreational activity is compatible with surrounding uses
- Where the lands are designated Business Corridor (given the prestige nature of these lands) additional landscaping and urban design requirements are met.

Staff are of the opinion that a consistent approach for permitting recreational uses in the area of employment that focuses on the role of the use in supporting the employment area is appropriate. It is not expected that the limited range of permitted uses ancillary to the area of employment (e.g. fitness centres, gyms, other daily and weekly activities) will collectively displace other employment uses or result in a cluster of non-employment uses. The final criteria will be considered and refined through the development of the New Official Plan with appropriate internal input.

Motor Vehicle Dealerships

Issue:

Motor vehicle dealerships are permitted as of right on lands designated General Employment and are not permitted in the Business Corridor designation.

Background:

The city has taken an approach that protects prestige employment lands along the 400 series highways for uses like offices or other employment uses that require visibility on major corridors. The approach taken by the municipality to consider the addition of motor vehicle dealerships in the Business Corridor designation through an Official Plan amendment provided an opportunity to examine and demonstrate how a potential use could meet the intent of the designation.

Other municipalities take different approaches to the permission of motor vehicle dealerships. The city's approach is appropriate given the objective of the Business Corridor lands are intended to provide locations for prestige type uses.



The *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report notes that while motor vehicle dealerships have a combined employment and specialty retail/service commercial function the findings of the Commercial Strategy Study said there is no need to designate new lands. It is also noted that while motor vehicle dealerships may be considered an employment use it may not represent the best use of employment lands.

Proposed Direction:

It is the opinion of staff that motor vehicle dealerships perform an employment function and may still be permitted in the General Employment designation.

In light of the fact that motor vehicle dealerships have an employment function (albeit combined with a specialty retail/service commercial function) the city should develop Official Plan policy directing that new motor vehicle dealerships may be considered in lands designated Business Corridor through a zoning by-law amendment where a series of criteria can be met, including, among other issues:

- Minimum employment generation targets,
- Location requirements,
- Built form requirements,
- Urban design requirements,
- site plan considerations such as outside storage (including the parking of vehicles), stormwater management and drainage issues as well as landscaping details.

This approach acknowledges motor vehicle dealerships as having a combined employment and specialty retail/service commercial role.



Mixed Use Corridor – Employment and Uptown Mixed Use Corridor - Employment

Issue:

The Mixed Use Corridor –Employment and the Uptown Mixed Use Corridor Employment designations may not have the effect of including a meaningful employment function.

Background:

At the outset of the Official Plan Review a key consideration was to examine the existing mixed use corridor designations, with specific attention to the mixed use corridor employment lands (MXE) and the mixed use corridor employment designation in the Uptown area (Uptown MXE). Findings from the Phase 2 ELS have suggested that the MXE and Uptown MXE policies, as written today, may not have the effect of including a meaningful employment function. Stakeholder feedback identified the need to at a minimum clarify the intent of the MXE policies. As discussed in PB-02-15 all of the Mixed Use Corridor Employment and Uptown Mixed Use Corridor Employment lands have been included in the scope of the MCR.

Proposed Direction:

Staff analyzed all of the Mixed Use Corridor Employment and Uptown Mixed Use Corridor Employment lands throughout the City. That analysis identified the shift deemed appropriate for a given site. In general, the lands were given one of three directions:

- retain as “area of employment”, and redesignate to a new Urban Corridor –Employment designation;
- retain as area of employment, and redesignate to another of the “area of employment” designations;
- preliminarily recommend conversion, determine ultimate land use designation through the development of the New Official Plan, the mobility hub area specific plan or through other appropriate development applications.



The staff analysis is captured in the MXE and Uptown MXE conversion requests found in Appendix C to the *Burlington Employment Lands Policy Recommendations and Conversion Analysis* report.

Staff are of the opinion that a single approach to considering all of the MXE and Uptown MXE parcels would not have been appropriate. The MXE and Uptown MXE parcels have unique site characteristics and context. Where a conversion is considered the preliminary findings will be considered within the New Official Plan.

Strategy/process

This section provides a discussion with respect to the strategy/process related to the MCR as part of the Official Plan project, and next steps.

Municipal Comprehensive Review and the New Official Plan

The conversion of employment land can only occur in the context of an MCR. The MCR will remain ongoing as the new Official Plan is prepared.

The staff recommendations of this report and previous recommendations related to employment land policies will be considered in the development of the New Official Plan.

Please refer to PB-84-16 for more details on the New Official Plan process.

City and Regional Approval Processes

There are two paths triggered for lands that are on, and off the lands identified within the Region of Halton's Official Plan "Employment Area" overlay.

The first path applies to lands that are designated for employment in the Region of Halton OP and the city OP (note: staff commonly refer to these lands as "Within the Employment Area Overlay"). These lands, as highlighted elsewhere in the report, will be addressed through the development of the policies of the New Official Plan (which may include site specific text and may require additional planning applications), or through area specific planning to establish mix of uses, height, density, etc. Prior to the finalization of any of that work these lands must be considered in the context of the Region's Municipal Comprehensive Review (RMCR) being conducted as part of the Region's Official Plan Review. Site specific policy text that relates to each site will be proposed indicating that the site is subject to the RMCR and the appropriate planning application or process (i.e. if the parcel will be considered through the area specific plan



or if the city would require another planning application) will also be included. These will be presented in a way to allow this series of policy modifications to be deferred by the Region as they work through their RMCR. Those parcels within the Mobility Hubs will be considered through the area specific plans to further refine the direction and that refinement will be supplied to the Region prior to the finalization of the RMCR.

Final approval of the Region's MCR is expected to be in the longer term being approximately three to five years. Planning policies developed by the city through the New Official Plan or Area Specific Planning conducted on these lands now and in the coming years represent an important step in providing a local vision to the Region. It is understood that Regional approval would be required prior to enabling development within a new planning framework. The city encourages the Region to move forward expeditiously with the Regional MCR.

The second path applies to lands that are not designated for employment in the Region of Halton Official Plan but are identified as employment land in the city's Official Plan. These lands, as highlighted elsewhere in the report, will be addressed through the development of the policies of the new Official Plan (which may include site specific text and may require additional planning applications), or through area specific planning to establish mix of uses, height, density, etc.. The important distinction being that they will not be subject to the RMCR process. Lands in this path will be subject to City Council's endorsement of the New Official Plan and Regional Council or OMB approval of the New Official Plan.

Details of policy will be provided in the draft New Official Plan.

Options considered

Options were considered in the context of the employment decision making framework of the employment conversion assessment process. All requests for conversion were assessed against the Council endorsed employment land conversion policies developing a consistent, transparent and replicable decision making process.



Financial Matters:

Total Financial Impact

The total cost for consulting services for the development of the *Burlington Employment Lands Policy Recommendations and Conversion Analysis report* is approximately \$95,000 (not including tax).

Source of Funding

This work is funded.

Other Resource Impacts

Not applicable

Connections:

BEDC

From the outset of the employment lands work BEDC has been a critical partner. Specifically, as it relates to developing the *Burlington Employment Lands Policy Recommendations and Conversion Analysis report* BEDC played a pivotal role. In line with the process endorsed by Council for the consideration of employment land conversion, BEDC input has been integrated into the process.

BEDC provided positions to be considered in the review through the development of a detailed assessment framework unique to the BEDC lens. Through team discussions and analysis, consensus was reached on those lands preliminarily recommended for conversion and those lands preliminarily recommended to be retained for employment. BEDC and Planning Staff are generally satisfied with the process and its outcome.

In addition to the specific input provided to this process BEDC has committed to being a key partner in the delivery of the Official Plan. This support and input has been and will be invaluable to the process.



New Official Plan project

For more details on the approach for finalizing the Official Plan project please refer to PB-84-16 which details the approach to developing a New Official Plan as discussed throughout this report.

Public Engagement Matters:

For engagement at the different stages of the work please consult previous reports.

Privately-initiated conversion requests

At the time of report PB-18-14 a total of 12 conversion requests were logged in table 2. All of these requests were considered through the assessment. By the August 1, 2014 deadline established in PB-18-14 a total of 27 privately initiated conversion requests were logged. Several requests were withdrawn. In early 2016 the window for accepting privately initiated conversion requests was opened again and four new privately initiated conversion requests were submitted.

Some requests were consolidated or cross referenced. In the final document a total of 25 privately-initiated conversion requests were assessed.

Notification of this Report

Notification of the release of this report was completed by letter mail (copy by email) to the individual proponents and owners. The notice was also provided to the entire Official Plan e-mail list (via elite email).

Notice was also placed in the Burlington Post indicating the opportunity to delegate at the Committee of the Whole meeting.

Next steps

Staff will be available to discuss this report and its recommendations. As is the case with the other elements of the Official Plan consultation will initiate upon the delivery of the draft Official Plan. Meetings, open houses and other opportunities will exist for staff to meet with various stakeholders.

Engagement with the release of the omnibus report will highlight the integral role for employment in areas like Mobility Hubs. Engagement and discussions with stakeholders, residents and property owners will reiterate that the ultimate land use will be developed through the area specific plans. It is quite possible that the lands will be



directed to continue to have a primary role for employment. This message is important as these areas must be supported in developing a range of uses. The recommendation for conversion simply affords the opportunity to consider the mobility hubs as a whole.

Conclusion:

The proposed employment land directions have been developed in the context of provincial, regional and local planning policy, the findings of the studies undertaken as part of the Official Plan Review, and professional consultant and staff review and analysis.

These staff recommendations, together with directions previously approved by Council as outlined in Section 2.0 will be considered in the development of the New Official Plan Omnibus Report which will consider all the Council-approved policy directions to date and propose draft policy. The recommendations in this report advance the city's planning for future employment growth and are a contributing factor to implementing Burlington's Strategic Plan.

Respectfully submitted,

Alison Enns, MCIP, RPP

Senior Planner

(905) 335-7600 ext 7787

Appendices:

Appendix A (Employment Lands Work Chronology)

Appendix B (*Burlington Employment Lands Policy Recommendations and Conversion Analysis* report, Dillon Consulting, dated September 21, 2016) is available online at www.burlington.ca/calendar

Appendix C (*Figure 4-1 Employment Land Conversion Recommendations*) is available online at www.burlington.ca/calendar



Notifications:

Ron Glenn, Chief Planner, Region of Halton

Frank McKeown, Executive Director of BEDC

Employment Lands Conversion Request Proponent List

Report Approval:

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



Appendix A - Employment Lands Work Chronology

<p>June 20, 2011 (CDC)</p> <p>July 7, 2011 (Council)</p> <p>CONSULTANT STUDY</p>	<p>Council received Phase 1 Employment Land Study, MKI/MMM, May 7, 2011. <i>Burlington Employment Lands Study, 2011</i>(PB-37-11).</p> <p>This study reported on the following key components:</p> <ul style="list-style-type: none"> • analysis of the trends in employment uses in southern Ontario and the implications for demand for employment land, • updating of the supply of vacant, developable employment land, • calculation of the demand for employment land to the planning horizon of 2031 and having regard for the targets established under the Provincial Growth Plan, • strategies and options for the City to meet growth objectives.
<p>December 3, 2012 (CDC)</p> <p>December 10, 2012 (Council)</p> <p>CONSULTANT STUDY</p>	<p>Council received Phase 2 Draft Employment Lands Study, Dillon Consulting, dated November 26, 2012. Draft Employment Lands Study, Phase 2 (PB-101-12).</p> <p>This draft study builds on the findings of the Phase 1 ELS, developed a more detailed understanding of the vacant employment lands and their characteristics, identified opportunities and issues for Employment Lands throughout the City and provides a series of strategic directions to inform policy development.</p>
<p>January 14, 2013 (D&I)</p> <p>January 28, 2013 (Council)</p> <p>DIRECTIONS REPORT</p>	<p>Council endorsed Employment Land Conversion OP Policy Directions. Official Plan Review: Directions Report on the Draft Employment Land Conversion Policies; and, Proposed Strategic Assessment of Vacant Employment Land Inventory (PB-17-13).</p> <p>This report referenced existing approved Official Plan employment land conversion policies and proposed minor refinements to existing employment land conversion policy.</p> <p>Staff were directed to conduct a Strategic Vacant Land Assessment.</p>



<p>March 19, 2013</p> <p>STAKEHOLDER SESSION</p>	<p>Employment Lands Stakeholder Session</p>
<p>March 24, 2014 (D&I)</p> <p>April 7, 2014 (Council)</p> <p>CONSULTANT STUDY</p>	<p>Council received Phase 2 Final Employment Lands Study, Dillon Consulting, February 28, 2014. Report providing information on the Official Plan Review: Transmittal of Final Phase 2 Employment Lands Study (PB-17-14).</p> <p>This draft study builds on the findings of the Phase 1 ELS, developed a more detailed understanding of the vacant employment lands and their characteristics, identified opportunities and issues for Employment Lands throughout the City and provides a series of strategic directions to inform policy development. The Draft Report was modified to capture further discussion on methodology, <i>Planning Act</i> protection for employment land conversions, and intensification.</p>
<p>May 6, 2014 (Council Workshop as part of C&CS)</p> <p>May 20, 2014 (Council)</p> <p>BRIEFING NOTE</p>	<p>Council received documentation in support a Council Workshop on Employment Lands:</p> <ul style="list-style-type: none"> - Briefing Note: Council Workshop on Employment Lands - Presentation: Prepared by Dillon Consulting & Watson & Associates
<p>May 26, 2014 (D&I)</p> <p>June 9, 2014 (Council)</p> <p>STAFF REPORT</p>	<p>Council approved an Employment Land Conversion Request Assessment Process. Official Plan Review: Proposed Employment Land Conversion Request Assessment Process and Strategic Vacant Land Assessment (PB-18-14).</p> <p>This report presented for endorsement a proposed Employment Land Conversion Request Assessment Process along with a discussion of the strategic vacant land assessment.</p>



<p>January 19, 2015 (D&I)</p> <p>January 26, 2016 (Council)</p> <p>STAFF REPORT</p>	<p>Council endorsed proposed employment lands policy directions. Report recommending endorsement of Official Plan Review: Proposed Employment Lands Policy Directions. (PB-02-15).</p> <p>This report presented for endorsement a number of policies related to the findings of the Employment Land Studies and other major studies undertaken through the Official Plan Review. These directions included corporate/BEDC focused directions as well as land use planning policy directions.</p> <p>This report also provided the list of parcels, areas and designations that are being considered for conversion as part of the current MCR.</p>
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CITY OF BURLINGTON

Burlington Employment Lands Policy Recommendations and Conversion Analysis Report

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Appendix A: Evaluation Criteria Methodology

Appendix B: Conversion Analysis for Employment Lands within Mobility Hubs

Appendix C: Privately-Initiated Conversion Requests, City-Initiated Conversion Proposals and Analysis for Employment Lands Outside of Mobility Hubs

1.0 Introduction

1.1 Background

The City of Burlington is currently undertaking an Official Plan Project to review and provide new policies for the City. The Official Plan Project recognizes that the City's growth management paradigm has shifted, as Burlington approaches full build-out of its urban lands. The City's Official Plan was last reviewed in 2002 with the revised document approved by Halton Region in 2008. After more than a year of public engagement, Burlington City Council unanimously approved Burlington's Strategic Plan 2015-2040 on April 11, 2016. The Strategic Plan captures the priorities of the city's residents and community leaders for the next 25 years and also provides key directions for the Official Plan Project.

Among these priorities is **A City that Grows** – a city that attracts talent, good jobs and economic opportunity while having achieved intensification and a balanced, targeted population growth for youth, families, newcomers and seniors. Making the decision to grow in its urban areas gives the City of Burlington the opportunity to plan the type of growth it wants, allowing the City to target specific areas for intensification as well as areas where additional growth is not anticipated. It also enables the city to protect the rural, agricultural and natural areas. The growth-related principles of the Strategic Plan are organized around a city which will build up, build smart and build beautiful.

Build Up means the City will:

- Embrace density with a variety of low, medium and high rise buildings;
- Build new neighbourhoods around the city's GO stations;
- Capitalize on Metrolinx's infrastructure investments with the introduction of GO train service every 15 minutes and the electrification of the rails on the Lakeshore West line;

- Provide residents of all ages and incomes with a wider range of housing choices, including both rental and ownership so residents can live, work and retire in their community;
- Help achieve affordable housing, a key priority in the Strategic Plan; and,
- Attract new people and families with a wider range of housing choices, sizes and affordability.

Build Smart means the City will:

- Make it easy for people to get around, make good use of existing infrastructure, and target growth to the right areas of the city;
- Provide residents and visitors with a variety of choices for getting around the city, including public transit, cycling, walking and driving;
- Create walkable neighbourhoods built around transit and GO stations that give residents easy access to a broad range of services they want like shopping, healthcare, recreation centres and green spaces;
- Provide more frequent and improved transit service along key intensification areas;
- Create a wider range of job opportunities allowing more people to live and work in Burlington;
- Protect older, established neighbourhoods in the community; and,
- Combat climate change by building denser developments in urban areas and find ways to use 'green' infrastructure such as district energy while protecting natural and rural areas in north Burlington.

Build Beautiful means the City will:

- Focus on high-quality architecture and design;
Ensure each and every building in the city meets a high-quality of design so that it contributes to the overall vision for a vibrant and dynamic 21st century city;
- Design complete, city streets with easy-to-navigate short city blocks, wide sidewalks, street trees and cycling lanes; and,

- Build new parks and green spaces.

In addition to the Strategic Plan, the City has also been working on a new long term urban structure plan. The urban structure plan is intended to provide more detailed guidance on where intensification – including residential, commercial, mixed-use and employment land intensification is to occur. At the time of drafting this report, the City’s urban structure had not been finalized, however, a clear set of priorities have emerged. These priorities are also reflected in the Strategic Plan and include concentrating intensification around the City’s Mobility Hubs and Major Transit Station Areas, the Downtown and other key nodes and along key corridors (primary and secondary mixed use intensification areas). The lands along the QEW (known as the Prosperity Corridor) are also intended to be the focus of employment land intensification.

Finally, it is also important to note that as part of the Official Plan Project, a number of background studies have been completed and decisions by Council have been made, both of which inform the employment land policy development. With respect to employment land policy, the previous studies included the Burlington Employment Lands Study Phase 1 (2011) and Phase 2 (2014) reports, which summarized the market trends, supply and demand for employment lands in Burlington and recommended policy directions. Since 2013, Council has provided direction to staff with respect to employment land policy, including the need to comprehensively address a series of policy topics and also requests for conversion applications¹. The following report builds upon the directions of the Strategic Plan and urban structure plan, as well as the policy recommendations from the Phase 1 and 2 Employment Lands Study reports. The analysis and recommendations presented herein were developed with the assumptions found

¹ Refer to the City’s January 2015 Staff report (PB-02-2015) for additional details.

in Section 3 of this report. It should be noted that, should any of the assumptions change through the development of the New Official Plan, an update to the analysis and recommendations in this report may be required.

1.2 Report Purpose

This report has been prepared to support the development of policy and identification of policy revisions for the Burlington Official Plan (OP) for two main components related to planning its employment lands:

1. **Employment Policy Topics:** A number of employment land related policy topics emerged from the previous phases of the Official Plan Project. This technical report presents the analysis, discussion and policy recommendations for seven employment land related policy topics².
2. **Employment Land Conversion Assessments:** As part of the MCR, a number of requests have been received to convert lands from employment lands to non-employment uses. In addition, the City has identified a number of proposals for properties that should be considered for non-employment uses. This technical report summarizes the process, criteria and assessment for each of the requests and proposals.

These two main subjects are outlined in sections 2.0 and 3.0, with recommendations being summarized in section 4.0 and next steps presented in section 5.0.

² Generally these are two discrete sections although in a few instances it is worth noting that the policy analysis and recommendations in section 2 provide context for the analysis of the conversion requests considered in section 3 of this report.

2.0 Employment Policy Topics

2.1 Employment Lands Policy Topics

2.1.1 Approach

The following chapter covers seven discrete employment lands-related policy topics:

- Innovation districts;
- Employment land intensification;
- The “Employment-Commercial” designation;
- Retail and service commercial uses within employment areas;
- Recreational uses within employment areas;
- Institutional uses within employment areas; and,
- Motor vehicle dealerships.

While there is some relationship and overlap between a few of the above-noted topics, in general each topic is treated as a separate item. The above-noted items were identified by staff and are touched upon in the City’s January 2015 staff report (PB-02-15) as policy topics which need to be addressed through the Official Plan Project. The discussion of these seven policy topics respond to the specific nature of a number of conversion requests, or more generally to an area of policy where pressure is exerted on employment lands. The purpose of this section is to provide policy direction to be considered in the City’s Official Plan Project. Note that each topic is covered in a similar fashion, presenting the general context, key questions, common practices, discussion and policy recommendations.

2.1.2 A Brief Note about Ancillary and Accessory Uses

The terms ancillary uses and accessory uses are covered in a number of the policy topics. While these terms are similar, from a land use planning perspective they have an important difference. Accessory uses are understood to be activities which are subordinate or secondary to the principle use and applies to a specific site. Ancillary uses can also be understood as subordinate or secondary uses but

the term is usually applied to a broader area, capturing multiple sites. For example, a coffee shop which is located on the ground floor of an office building intended to provide a service for employees onsite could be described as an accessory use. A stand-alone coffee shop which is located on its own parcel of land (primary use) and is intended to serve a number of patrons from the broader employment area would be considered as an ancillary use (i.e. the coffee shop is the principle use on the site but it is subordinate to employment uses in the broader area). This chapter provides recommendations for both ancillary and accessory uses within employment areas.

2.2 Innovation Districts

2.2.1 Context

Innovation districts, sometimes also called innovation parks, research parks or science parks, are a type of business and/or industrial district designed to attract and promote clusters of public and private sector firms and organizations engaged in the development of new products, materials, services and knowledge³. Innovation districts are considered to be elements in the knowledge economy. Often, they are anchored by post-secondary institutions and several major private firms, around which are clustered small and medium-sized firms, support businesses/services and various business incubators and accelerators

³ There are at least two distinct physical forms of innovation areas: urban districts which tend to have a smaller footprint and are situated in a densely populated, mixed use area which is accessible by public transit (e.g. downtown, near the downtown or waterfront area); and campus style parks which tend to be located in suburban areas, have lower densities and are accessible by automobile and can usually be found in greenfield areas. Generally, the label “innovation district” is used interchangeably with “research park” even though the physical forms vary.

intended to support start-ups. The underlying theory is that proximity, clustering and connectivity will stimulate economic activity.

The City's Strategic Plan underscores the importance of the knowledge-based economy and the need to attract firms and institutions within this field. The Strategic Plan states that it is the goal of the City to attract new post-secondary institutions to the City, which could help to provide a more fertile ground for knowledge-based industries. The City has also begun to explore opportunities to leverage the Degroote School of Business (Ron Joyce Centre) at 4360 South Service Road as an anchor for a possible future innovation district which could be coupled with a private research facility being proposed by Siemens, in partnership with McMaster University, near the Appleby GO station. While innovation district type uses (i.e. research and development firms and institutions, product testing, support services, accelerators, incubators, etc.) are permitted anywhere within the City's employment areas, it is acknowledged that geographic clustering of similar uses can help to catalyze economic development and innovation – hence the City's desire to promote an innovation district.

2.2.2 Key Question(s)

The key questions to be addressed in this sub-section are:

1. What are the main characteristics of innovation districts?
2. What land use permissions/instruments might be appropriate for an innovation district (considering both addition and removal of uses currently permitted)?
3. In reviewing the Phase 2 Employment Lands Study findings related to competitive advantage, are there sectors already present in the City that would benefit from an innovation district?
4. Are there any risks in identifying the location for an innovation district at this time?

2.2.3 Common Practices

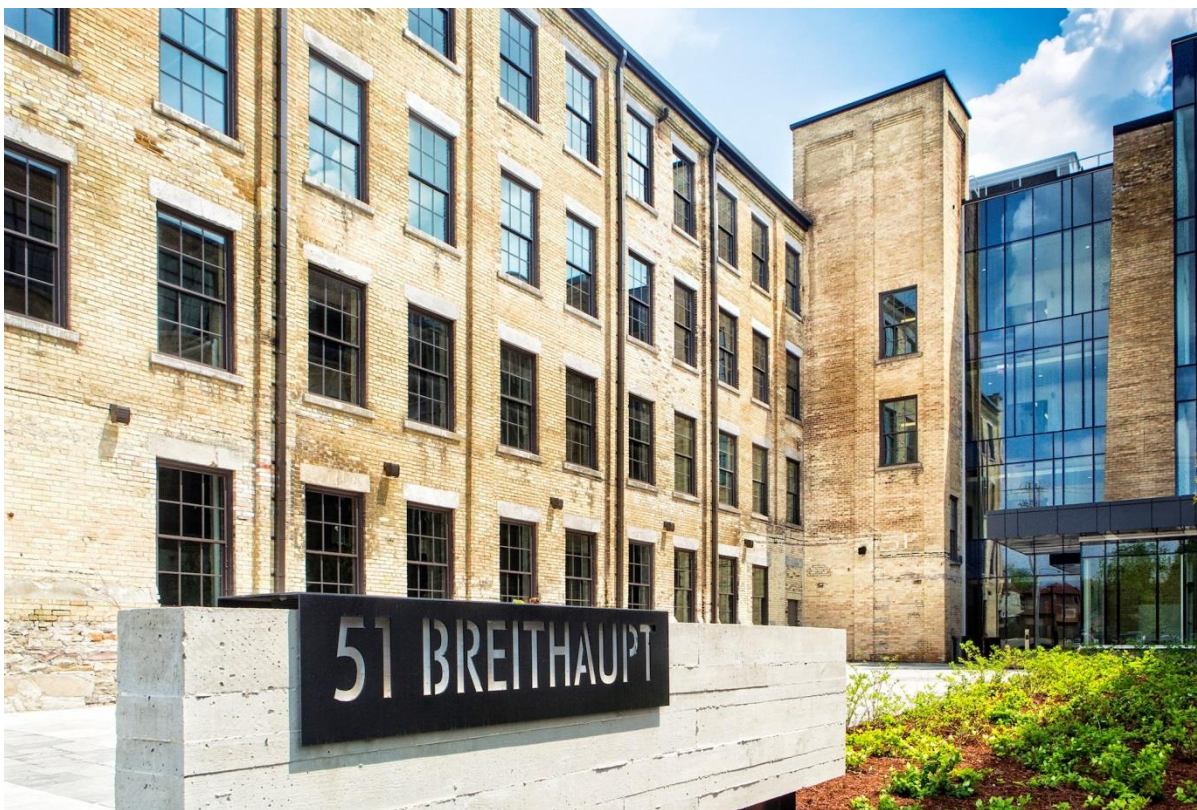
A number of municipalities and governments are trying to attract the knowledge-based sectors through the formation of innovation districts or clusters. To better understand the main characteristics of innovation districts, the following sub-section describes some examples of existing and planned innovation districts:

Canadian Examples

- **Kitchener** – The City of Kitchener is rebranding the lands within 500m of King Street and Victoria Street (formerly the Warehouse District) as an Innovation District to leverage the transit infrastructure investment (multi-modal hub/station and LRT), academic institutions (UW School of Pharmacy and the McMaster School of Medicine), recent redevelopments (the Breithaupt Block, the Tannery, Kaufman Lofts, 72 Victoria), the Communitech Hub and plans for the Bramm Yards. This innovation district plan utilized a number of existing uses, while planning for complementary uses to further define the area. The City plans to develop a master streetscape plan to implement district branding, utilize the Bramm Yard for interim parking to facilitate employment growth, establish a long term

master plan for the development of the Bramm Yards and encourage new landing pads for start-ups throughout the downtown.

- **Hamilton** – The City of Hamilton’s West Innovation District/McMaster Innovation Park is located off of Highway 403, approximately 2km from McMaster University. The Innovation Park was developed on a brownfield site through a comprehensive master planning process and includes three main buildings – the Atrium (40 plus tenant building focusing on business incubation and acceleration), Canmet Materials (material research centre) and the McMaster Automotive Resource Centre. The current facilities employ approximately 700 people with future plans for constructing ten buildings housing an additional 1,300 to 1,800 employees.



Kitchener Innovation District, Breithaupt Block – Photograph

- **Toronto** – Toronto’s Discovery District is a 1.9 square area that features a high concentration of hospitals and research institutions, particularly those related to biotechnology. It is generally bounded by Bloor Street to the north, Bay Street to the east, Dundas Street to the south and Spadina to the west and includes the University of Toronto campus, the Hospital for Sick Kids, Toronto General Hospital, Princess Margaret Cancer Centre, Mount Sinai Hospital, Toronto Rehab Institute and the MaRS Discovery District research facility. The land uses within this area include institutional, mixed-use, parks and open spaces. The area is served by the City’s subway network.
- **Guelph** – The City of Guelph is planning a 436 ha Innovation District that is expected to house close to 7,000 people and 9,000 jobs by 2031. The Guelph Innovation District is bounded by York Road, Victoria Road South, the York-Watson Industrial Park and the City’s southern boundary, south of Stone Road East and is planned to accommodate a mix of land uses, including a new urban village, a Mixed-Use main street, a research park and an adaptive reuse area around the historic reformatory complex. The Area Specific Plan for this area was approved in May 2014 and designates lands into the following: Mixed-Use Corridor (GID), Employment Mixed-Use 1, Employment Mixed-Use 2, Industrial, Adaptive Reuse, Service Commercial, Neighbourhood Commercial Centre, Residential, Glenholme Estate Residential as well as natural and open space designations. The land use policies identify that the area provides opportunities for people to live and work in close proximity to reduce vehicle trips and promote a vibrant destination community where people can live, work, play and learn. The policies promote a mix of uses, housing and building types at a sufficient density to support active transportation and transit, with employment, residential and commercial as the predominant use to the west of the Eramosa River, and residential concentrated within neighbourhoods to the north. Large format, stand-alone retail commercial uses are not permitted. The greenfield area is planned to a target minimum density of 90 persons

and jobs per hectare. With regards to sensitive uses within employment areas, lands designated Industrial and Employment Mixed-Use 2 do not permit residential uses. Lands designated Employment Mixed-Use 1 permits limited residential uses that will serve to support the role of the business area.



Guelph Innovation District – Plan

International Examples

- 22@, Poblenou, Barcelona** – A Master Plan was initiated in 2000 to redevelop the 200 hectare industrial El Poblenou neighbourhood in Sant Marti district of Barcelona. This area had previously been the leading manufacturing centre for centuries housing companies engaged in mass production of textiles, food/wine, construction products and metal structures. However, between 1963 and 1990, the area began to collapse and 1,300 factories were abandoned. The goal of the redevelopment was concentrating uses and building knowledge-intensive activities and companies. The regeneration created new employment, housing and live-work spaces in five knowledge-intensive clusters: information and computer technology, media, bio-medical, energy, and design. It brought

together local and international companies through formal and informal networks to quicken the pace of innovation and accelerate knowledge sharing. The project is scheduled to be completed by 2020. When finished, the project will have created 4 million square metres of constructed floor space, 130,000 new jobs, 180 million Euros being invested and 4,500 new companies⁴.



22@ Poblenou, Barcelona – Photograph

⁴ <http://www.ifhp.org/ifhp-blog/22barcelona-%E2%80%93-successful-urban-transformation>

- **Research Triangle Park, North Carolina** – This 7,000 acre science park was established in 1959 as a centre for research and development, strategically located in the middle of the triangle formed by the University of North Carolina at Chapel Hill, North Carolina State University in Raleigh and Duke University in Durham. It has been one of the preeminent technology parks in the US and hosts more than 170 companies employing over 39,000 knowledge workers. It recently (2012) undertook a 50 year master plan to transform the area and solidify the park’s status as a center of innovation and breakthrough science discoveries. The plan aims to encourage people to live close to where they work and fosters collaboration and open innovation between firms. The master plan implements three primary strategies: refurbishment and modernization of existing facilities; the creation of multi-tenant clusters throughout the park to foster interaction and collaboration; and, two to three targeted mixed-use urban hubs that would provide pedestrian-oriented, transit-tied centres able to provide housing and social amenities that serve and attract the workforce of the park. The plan identified a land use framework that establishes General Development Areas (research and directly related support functions permitted), Triangle Commons (convenience retail, dining, hotel/conference, school facilities, and limited multi-family residential permitted), Park Centre (commercial centre permissions), and Kit Creek Centre (research-focused with some dining and convenience retail allowed to serve the area). To support the Research Triangle Park, there are a range of financial assistance programs available to new and existing businesses, including state and local government discretionary grants and tax credits for job creation, investment and research and development.



Research Triangle Park, North Carolina – Rendering

- **Seaport/South Waterfront, Boston, Massachusetts** – A 50 year Master Plan was approved in 2012 to transform 404 hectares (1000 acres) of the south Boston waterfront into an urban environment that fosters innovation, collaboration and entrepreneurship. The Innovation District is nestled between Boston’s transportation gateways: abutting historic Boston Harbor, adjacent to Logan International Airport, and at the nexus of two major interstate highways. It also contained the largest tract of underdeveloped land in the City. One of the catalysts for redevelopment was the completion of the Big Dig, which resulted in burying the main highway through the heart of the City (Interstate 93) to connect the waterfront with the rest of the city. The three core strategies guiding the development of the Innovation District are: creating clusters of innovative

people allowing proximity to share technology and knowledge more easily; support social infrastructure to foster an innovation ecosystem such as District Hall, a free-standing public innovation centre; and, develop a 24 hour neighbourhood by providing amenities that support flexible lifestyles such as live-work spaces, range of housing options and available transit options. The 100 Acres Master Plan includes a land use plan for the district which identifies heights and density for development and seeks to preserve industrial uses while encouraging an increased mix of uses and buffering to minimize conflict. Since the district's launch, 5,000 new jobs have been created and over 200 new companies formed. Forty percent of companies within this district share space in co-working spaces and incubators. In addition, over 1,000 housing units including 300 innovation micro-units have been developed⁵.

⁵ <http://www.innovationdistrict.org/about-2/>



Seaport, Boston – Photograph

- **Cortex Innovation Community, St. Louis, Missouri** –The innovation and technology district was founded in 2002 and is located on 81 hectares (200 acres) of land between Washington University Medical center to the west and Saint Louis University to the east. The district is in the heart of St. Louis, integrated into St. Louis’ historic Central West End and Forest Park Southeast residential neighbourhoods. The approach for this innovation district was largely supported by the major institutional organizations in the area, and the area is now emerging as a hub for bioscience and technology research. The district is supported by a range of state offered incentives and tax credits for business expansion and workforce training. The district is

home to businesses large and small, including 60 startups, and ultimately could generate \$2.1 billion in construction (state and local funds), \$100 million in public infrastructure and 13,000 new jobs⁶.



Cortex Innovation Centre, Missouri – Photograph

- **Fulton Market Innovation District, Chicago** – This district is a 217 acre area at the edge of the downtown where traditional and innovative businesses coexist amid an evolving mixed-use area. A master plan was prepared in

⁶ <https://fuse.wustl.edu/cortex-innovation-community-life-sciences-and-technology-hub-a-game-changer/>

2014 to ensure the area continues to serve the needs of both existing and new companies. In an effort to preserve existing jobs, the northern half is zoned for manufacturing, and prohibits residential and certain commercial uses. In addition, significant land is zoned C-1, which restricts most uses to small business endeavors. The plan adopted in 2014 includes a land use map (guiding height, density and use), general design guidelines, a suite of public investments (create a gateway and other visual cues to reinforce a sense of place, incubator facility to foster locally produced and regionally distributed meats, vegetables and other items to support the area's unique association with food) and recommendations to preserve historic buildings and provide more food-oriented programming. The land is largely owned by individuals, businesses and organizations (not public entities).



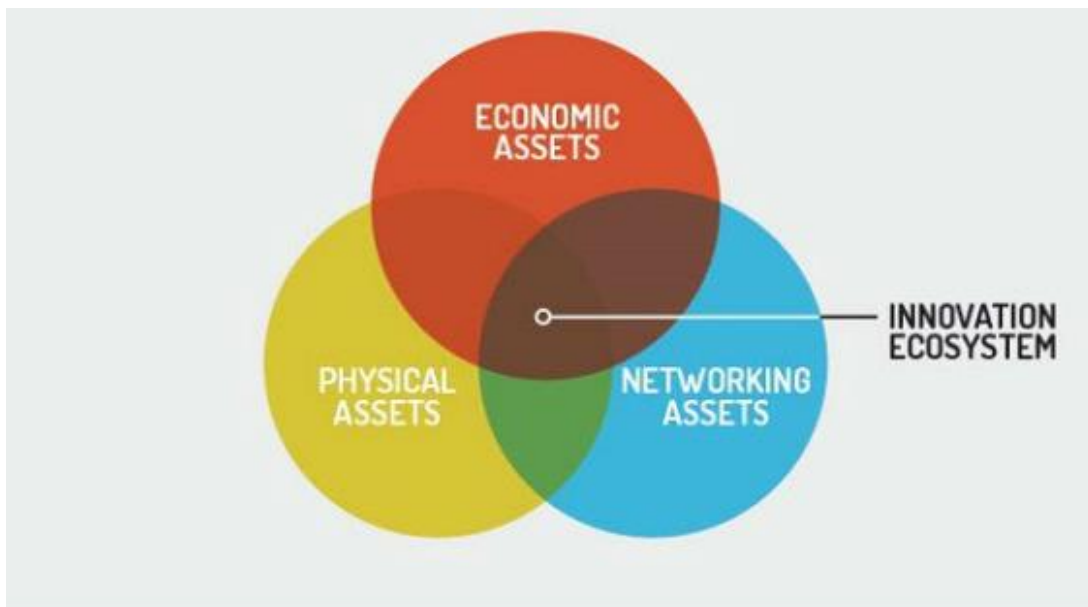
Fulton Market Innovation District, Chicago – Photograph

2.2.4 Discussion

As noted in the introduction, there are two physical types of innovation areas, with distinct physical characteristics (urban/suburban). While there are different physical characteristics, there are also a number of common elements:

- **The strategy builds on the relationship between inventive people, their lifestyle and physical places** – The strategies build on the shared goal of bringing together a mix of people in a setting that provides opportunities for collaboration and cross-pollination. The proximity to networks of investors, entrepreneurs, researchers and skilled workers is used as an incentive to locate and these areas are supported by rich amenities and connections to flexible live-work environments. This is achieved by leveraging economic, networking and physical assets of the area, as depicted below⁷:
 - Economic assets are the firms, institutions and organizations that drive, cultivate and support an innovation rich environment.
 - Physical assets are the public and privately-owned spaces designed and organized to stimulate new and higher levels of connectivity, collaboration and innovation.
 - Network assets are the relationships between individuals, firms and institutions that have the potential to generate, sharpen and accelerate the advancement of ideas.

⁷ <http://www.brookings.edu/about/programs/metro/innovation-districts>



All innovation districts contain economic, physical and networking assets.

The Innovation Ecosystem concept

Anchored by a major institution – The districts are generally anchored by a major public institution (or several), such as a university, hospital, and/or research facility. These institutions act as a source of talent for research activities. In some cases, the physical innovation park is also managed by an institution responsible for attracting tenants, coordinating investment, promotion, planning, site management, etc.

- **Often accessible by a range of transportation modes, including transit** – A range of travel options is common among the innovation areas reviewed. Often innovation districts have frequent higher-order transit access – although the suburban examples tend to have more limited transportation networks (focusing on the automobile).
- **Land use planning** – Although the master plans often contemplate proximity to residential options, the example innovation parks do not all accommodate living arrangements within the immediate vicinity of the area. Some innovation areas are part of a broader employment area and do not provide housing – others are located in broader mixed use area

and do include housing in proximity. However, connectivity/proximity to a range of housing choices is an important consideration for innovation districts.

- **High quality urban design and unique sense of place** – As most innovation areas have been developed through a master planning process, they tend to exhibit a unique sense of place – featuring both high quality private and public realms. In other words, there is a conscious effort to develop and maintain a physical space which is attractive, comfortable and unique.

Burlington Phase 2 Employment Analysis Target Sectors

The Phase 2 Employment Lands Study (ELS) report identified a number of target employment sectors for Burlington and their associated infrastructure requirements (Figure 3-10 of the report). Of the identified target employment sectors, advanced manufacturing, information technology, financial services and business services may be target sectors attracted to an innovation district. These sectors require the following infrastructure and locational attributes:

- Prestige setting;
- Access to skilled labour force;
- Proximity to related industry clusters;
- Access and exposure to 400 series/limited access highway;
- Access to on-site amenities and proximity to off-site services;
- High quality office space; and,
- Flexible leasing structures and market choice.

The Phase 2 ELS results indicated that higher end professional services, creative industries, IT and business and financial services have a different business culture and place greater emphasis on high quality design, vibrant and transit accessible work places. They also will pay a premium for labour force requirements to attract higher end talent (i.e. flexible travel options, opportunities for live-work

arrangements, creative work environment, etc.). The Phase 2 ELS study indicated that there are a limited number of vacant employment sites capable of developing into vibrant, transit-supportive, mixed-use employment nodes in Burlington. The establishment of an innovation district that ties into the Appleby GO mobility hub could support attraction and retention of these target industries.

Municipal Considerations for Identifying a Location for an Innovation District

Some considerations that should be part of locating an innovation district in Burlington include:

- What is the vision for Burlington's innovation district?
- What specific industry sectors would most benefit from proximity to the Degroote School of Business and the research/incubator facility being proposed by Siemens in partnership with McMaster University? What are the needs of these sectors? What assets would attract them to locate in the Burlington innovation district?
- What are the economic assets that Burlington can offer to attract new business?
- What are the networking assets that the innovation district can provide to support a range of business ventures (large and small)?
- What are the physical assets that Burlington's innovation district can provide to attract high end labour pool talent?
- What physical barriers impact the connectivity and accessibility of the study area?
- Are there any gaps in the economic, networking and physical assets needs of target industry sectors and those offered in Burlington's innovation district? If so, how can the City reduce these gaps?
- What infrastructure improvements are required to achieve the vision?
- Are there opportunities to partner with Degroote, Siemens or McMaster on any proposed opportunities?

- Are there opportunities for pilot projects to demonstrate application of the vision?
- How can the City leverage investment in the innovation district and the Appleby GO Mobility Hub in a mutually beneficial manner?
- How can residential options be accommodated in proximity to the innovation district (but outside of employment areas) and what can be implemented to improve connectivity between live and work locations?
- What are the implications of the innovation district to other parts of the City?

Since many of the above questions are unanswered at this time, this suggests the need for a collaborative strategy involving Burlington Economic Development Corporation (BEDC) and the City.

Land Use Considerations for Innovation Districts

Many of the example innovation districts reviewed were initiated through an economic development campaign to build a brand and leverage the benefits of proximity to a major anchor institution. Land use planning was used to implement the vision, address land use compatibility and other constraints and also to provide incentives to support preferred uses. The following land use considerations are applicable to planning an innovation district in Burlington:

- Establish a land use vision, principles and objectives.
- Align land use permissions with the vision for the area and consider opportunities for a variety of uses.
- Minimize land use compatibility issues.
- Preserve and leverage any cultural/built heritage or natural heritage assets.
- Address infrastructure barriers to promote connectivity.
- Establish high quality design standards for private and public realm, including streetscapes.

- Incentivize preferred outcomes (based on vision), such as brownfield remediation, green building design, and/or employment density.

2.2.5 Policy Recommendations

The following recommendations have been identified to assist the City of Burlington in leveraging planned investment to establish one or more innovation districts in the City:

- Establish an economic development strategy and brand for a Burlington Innovation District that leverages the economic, networking, and physical assets of the area;
- Create a master plan for the district that considers improved connectivity, diversity of uses and quality of place to create a unique and vibrant environment in which innovation can thrive; and,
- Prepare a marketing strategy for Burlington's innovation district that promotes the economic, networking and physical assets of the area.

In the near term, in order to move forward with an innovation district around the Degroote School of Business the City should refine the land use permissions in the area. At present, most of the lands which would be part of the City's innovation district are designated as General Employment and Business Corridor, which allow for a wide range of employment uses. The following policy improvements are recommended for the City of Burlington Official Plan Project:

1. Identify the purpose of an innovation district in policy and define the geographic limits of the proposed area.
2. Delineate a special study area and describe that the ultimate development will be guided by a master plan or area specific plan, and the intent to consider opportunities to support and leverage the innovation district as part of the future area specific planning process for the Appleby GO Station mobility hub.

3. Establish that, until the master plan is completed, a new designation for lands⁸ within the Innovation District is proposed as an interim measure with the following permitted uses:
 - A broad range of office uses
 - Industrial uses that involve assembling, fabricating, manufacturing, processing
 - Research, laboratories, and information processing
 - Communications
 - Utilities
 - Conference and convention uses, and potentially hotels (subject to addressing site specific land use compatibility requirements)
 - Retail commercial and service commercial uses which support the innovation district.
4. Identify opportunities to connect residential options in proximity to the innovation district, and while the precise location can't be identified at this time, it should be noted that there is potential for housing in a variety of locations (such as along Fairview corridor near the Appleby GO station and beyond).
5. Establish design standards for the new designation that promotes the vision, connectivity and accessibility and a sense of place, while achieving a high quality public realm.
6. Identify implementation policies including incentive program for high quality public realm and streetscaping.

⁸ Alternatively, the City could also consider designating the General Employments to Business Corridor.

2.3 Employment Lands Intensification

2.3.1 Context

The Phase 2 ELS report recommended that the City investigate opportunities for intensification within the employment lands. It should be noted that the Phase 2 ELS report focused almost exclusively on vacant designated employment lands and that, given the importance that intensification will play over the longer term, it was recommended that the City undertake a more comprehensive analysis of intensification opportunities within designated employment lands. It was identified that this exercise could be undertaken as part of the City's OP review program. While this section discusses different policy approaches to planning for employment lands intensification, it only partially addresses the recommendations from the Phase 2 ELS report.

2.3.2 Key Question(s)

The key question to be answered related to this policy topic is:

- What types of policies should the City use to promote employment land intensification?

2.3.3 Common Practices

Burlington, not unlike most municipalities, has historically focused its intensification policies on promoting various forms of residential and mixed-use intensification. This is the traditional approach to intensification planning, where growth and redevelopment is planned for areas outside of employment areas – in downtowns, around transit stations, along key corridors and on brownfield sites, for example. Accordingly, the subject of how best to plan for and promote intensification within employment areas has not received much attention. Employment land intensification is significantly more challenging for municipalities to promote, as the employment densities are not always tied to a specific built form. The Growth Plan for Greater Golden Horseshoe promotes intensification across the built-up area and, while the Plan's intensification targets

apply to residential development, the policy framework does encourage intensification across the built-up area including employment areas. Some examples of different approaches to employment lands intensification are noted below:

Niagara Region: Niagara Region’s intensification policies promote intensification around transit stations, which includes employment lands located in proximity to the station areas. The Region’s Official Plan also encourages intensification within the Niagara Economic Gateway municipalities of Thorold, Welland, Niagara Falls and Fort Erie. One of the stated objectives of the Gateway policies is to “to promote employment land intensification and brownfield redevelopment” (Objective 3.A.2.10). As an upper tier municipality, the Region’s policies are intended to provide guidance to local municipalities, who are responsible for working with the Region to implement the policies. Policy highlights include:

- The identification of six strategic areas for investment. The majority of these employment areas are located within the built-up areas of the lower tier municipalities.
- The policies for the six strategic areas for investment support differ, but generally provide direction for a variety of improvements (transportation, infrastructure, public realm, etc.) which would help to reinvigorate and revitalize the employment areas.
- The policies rely on a range of tools for implementation such as marketing strategies, community improvement planning, area specific planning, capital infrastructure master planning.
- The identification of other Regional tools to support re-investment, such as a development permit system and Regional-level Community Improvement Plan.

The Region is currently in the process of preparing a similar set of employment land policies for the seven other non-Gateway municipalities. The draft policy framework for the non-Gateway municipalities is more explicit about promoting

intensification on employment lands and provides more detailed direction for improvement.

Toronto: The City of Toronto's OP includes specific policies intended to provide direction for improving and upgrading its existing employment districts (which includes the lands designated as employment areas). Policy 2.2.4.2 states:

Employment Districts will be enhanced to ensure they are attractive and function well, through actions such as:

- a) Permitting a broad array of economic activity that encourages existing businesses to branch out into new areas of activity and facilitates firms with functional linkages to locate in close proximity to one another;
- b) Investing in key infrastructure, or facilitating investment through special tools, programs or partnerships, in order to:
 - i) revitalize Employment Districts which may be experiencing decline because of vacancies and closures, absence of key physical infrastructure, poor accessibility, or poor environmental conditions;
 - ii) promote the distinctive character or specialized function of a District to attract firms within a particular targeted cluster of economic activity;
 - iii) facilitate the development of vacant lands; and,
 - iv) create comfortable streets, parks and open spaces for workers and landscaped streetscapes to attract new business ventures; and,
- c) Encouraging and supporting business associations that promote and provide a business voice for the District.

The OP policies also encourage transit service improvement, as well as active transportation improvement for existing employment areas. The OP policies apply to all employment areas and no specific strategy is provided for specific areas.

Oakville: While Oakville does not set intensification targets for employment lands, it has a policy that specifies that "The Oakville and Bronte GO Stations are

higher order transit stations, and the surrounding areas are considered major transit station areas to which employment intensification including major office and appropriate major institutional uses are to be directed” (Oakville OP, Section 14.1.7).

Mississauga: The Official Plan recognizes that they do not have the land base available to accommodate employment uses that have a large footprint; instead, their focus is on promoting office uses as the primary opportunity for new employment. Mississauga has identified intensification areas including a “Corporate Centre” where employment intensification is intended to occur.

Metro Vancouver: Like a number of jurisdictions in Ontario, industrial lands in Vancouver are under pressure for conversion to residential and commercial uses. At the same time, demand for industrial land outstrips supply, and Vancouver is looking to protect agricultural land from urban encroachment. Vancouver’s regional growth strategy has adopted a policy to protect existing industrial lands and try to extend the lifespan of the remaining industrial lands through intensification and redevelopment. The regional growth strategy calls for intensification of industrial areas (Metro Vancouver RGS, Section 2.2.4). To this end, in 2014, Metro Vancouver established an implementation guideline relating to the protection and intensification of industrial lands. Intensification strategies include allowing multi-level industrial buildings, higher industrial building heights, reducing setback requirements, and encouraging the co-location of similar uses to promote clustering.

2.3.4 Discussion

There is an opportunity to develop and implement innovative practices for employment land intensification.

The policy focus for intensification of employment areas across the Greater Golden Horseshoe (GGH) have focused on lands around transit stations, although generally, the goal of this approach is to transform these areas into office nodes

or mixed-use nodes (which generate employment, but are not necessarily employment areas). This approach allows for both increased employment densities and also residential densities; however, this can only be applied in a limited number of locations. An examination of common practices elsewhere suggests that few municipalities have implemented a comprehensive approach to employment land intensification.

However, there appear to be at least three approaches which could be applied in Burlington – one which focuses on making infrastructure, transportation and public realm improvements to existing employment areas; a second which provides private sector incentives for certain types of employment land development; and a third which focuses on modifying planning permissions. The first approach involves identifying specific employment areas which could be improved, identifying and implementing capital improvements, with the goal of attracting new investment into these revitalized and improved areas (e.g. City of Toronto, Region of Niagara).

The second approach would involve the development of industrial lands or employment area community improvement plans (CIPS) which offer incentives for certain types of employment land development. The third approach looks to expand planning permissions to ensure that the regulations are flexible enough to allow for intensive use of industrial/employment lands by reducing setbacks, increasing building height limits and allowing for multi-storey industrial buildings. It should be noted that these approaches are not mutually exclusive and all three could be applied in Burlington.

The QEW corridor is the logical place to target improvements.

There are a number of established employment areas in Burlington which could benefit from infrastructure, transportation and public realm improvements. The area of focus should be on lands along both the north and south side of the QEW corridor (sometimes called the Prosperity Corridor). BEDC has already conducted

a high level analysis of site specific intensification opportunities and servicing constraints, which could be used as the basis for developing a more detailed program of improvements.

2.3.5 Policy Recommendations

Employment lands represent one element of the City's overall intensification strategy. The overall strategy is to promote intensification and mixed-use development in key locations:

- Downtown;
- Mobility Hubs; and,
- Several other key corridors and centres.

The fourth element of the City's intensification strategy is its employment lands. The City's Official Plan policies for employment should be updated to include a series of policies which identify the following key items:

1. Intensification through infill and redevelopment should be recognized as an objective for employment areas.
2. Identify the lands along the QEW corridor as the City's primary employment intensification area and outline any study requirements for this area (i.e. Community Improvement Plan or other study).
3. Articulate that the approach to employment land intensification will include public investment in infrastructure, transportation (including transit and active transportation) and public realm improvements.
4. The policies should enable the City to complete a Community Improvement Plan program at a later date which ties incentive programs to increases in employment intensity (either in terms of gross floor area (GFA or number of jobs per hectare), certain types of sectors (e.g. advanced manufacturing and knowledge) and private sector on-site improvements which improve the visual and aesthetic quality of the site (landscaping, façade improvements, reduced parking areas, green infrastructure, etc.).

5. Eliminate the restriction of a maximum floor area ratio of 0.5:1 for office uses on employment lands. In the context of a mobility hub, this low floor area ratio for office is counter to the goal of concentrating large office uses in mobility hubs (see Section 3.4 for additional recommendations on employment lands within mobility hubs).

2.4 Employment Commercial Designation

2.4.1 Context

The Burlington Official Plan includes a special designation called Employment Commercial. The Employment Commercial policies are located in the Major Retail Areas section of the Official Plan and they are shown as Major Retail areas on Official Plan Schedule A – Settlement Pattern. The Employment Commercial designation permits both employment and commercial uses. The Employment Commercial areas “allow for a wide range of employment uses and also a limited range of retail commercial uses which have employment characteristics” (Burlington OP, Section 4.2.2). There are three Employment Commercial areas and each is located within or adjacent to a major employment area with a General Employment or Business Corridor designation. All of these three areas are mostly built-out with commercial uses.

The Phase 1 and Phase 2 Employment Lands Study reports both included vacant Employment Commercial lands in their respective estimates of vacant lands. At the same time, the Employment Commercial designation was reviewed as part of the Commercial Strategy review in 2015. The Commercial Strategy review recommends “continuing to limit the range of retail commercial uses to include only those that have employment characteristics.” The intent in the OP is not to designate any additional Employment Commercial Land going forward.

2.4.2 Key Questions

The key question to be answered related to this policy topic is:

- Is the Employment Commercial designation an employment designation or a commercial designation?

2.4.3 Discussion

The Employment Commercial designation sits within the Commercial section of the Official Plan.

In practical terms, the City considers the Employment Commercial designation to be a commercial designation, as it is located in the commercial policy section of the Official Plan and the lands include primarily retail commercial uses which have unique characteristics (large lots, outdoor storage, etc.). Development on these lands has occurred incrementally over the years through site specific Official Plan and zoning by-law amendments, outside of the municipal comprehensive review process.

Commercial uses are limited.

The Employment Commercial designation only permits a limited range of commercial uses. The commercial uses allowed in this designation are limited to those permitted in the General Employment area as well as:

- “commercial sales and services to the business community or those that have a significant processing, wholesaling or warehousing component;
- retail uses that require significant land areas, many with outdoor sales and storage and characterized as infrequent shopping destinations;
- home improvement and home décor sales uses which require large building areas, some of which have significant warehousing components and which are infrequent shopping destinations” (OP Section 4.5.2).

Employment Commercial do not require a municipal comprehensive review.

The Employment Commercial policies are outlined in the Major Retail Areas section of the official plan and do not make any reference to special process requirements to consider adding or re-designating lands to any other use.

Alternatively, the employment land policies in section 3.2.2 require that proposals to re-designation of lands from employment uses to non-employment uses (or adding a range of uses to an employment designation that are primarily permitted in a non-employment designation) be considered in conjunction with the comprehensive review provisions and evaluated based on a series of criteria.

2.4.4 Policy Recommendations

The City of Burlington should clarify in policy the role and function of the lands designated Employment Commercial, and specifically indicate that re-designation of these lands are not subject to the employment conversion criteria nor the requirement to be considered only through a municipal comprehensive review process.

2.5 Retail and Service Commercial Uses

2.5.1 Context

Retail and service commercial uses provide essential amenities to employers and employees. Currently, a limited range of retail and service commercial uses (such as convenience stores, restaurants and banks) may be permitted within the General Employment and Business Corridor designations; however there are a number of restrictions on function (must be ancillary to businesses and employees within surrounding employment area), portion of building (maximum 15% of the total floor area of any one building, except for a stand-alone restaurant) and size of development (minimum 3,000 sq.m. of total floor area for all buildings). Over the years, the City has received comments from existing employers that there is a need for a greater range and concentration of amenities and services in proximity to employment areas. However, the City's retail commercial analysis has indicated that the City has sufficient commercially designated land to satisfy demand at this time, and previous efforts to identify and designate retail and commercial nodes throughout employment areas resulted in little uptake. There are a number of employment areas in the City that

do not have good access to amenities, whether due to lack of proximity or physical barriers (such as highways and rail corridors).

2.5.2 Key Question(s)

The key question to be answered related to this policy topic is:

1. What should the City do to better connect employees with amenities in the City's employment areas?
2. Is the limit of 15% appropriate? Are there areas where the limitation of 15% of gross floor area for retail and service commercial uses should be modified?

2.5.3 Common Practices

Most large urban municipalities across the GGH experience similar pressures related to the demand for retail and service commercial uses within employment areas. Three municipalities have been chosen for comparison purposes: the City of Hamilton, the Town of Oakville and the City of Mississauga. Two of these municipalities border Burlington to the east and west, all are transected by the QEW and all have relatively mature employment lands with a large number of employment land designations. This large variety of designations within each municipality allow for a variety of approaches depending on the planned function and context of the designation. In general, these three municipalities all place limits on retail and service commercial uses within employment areas; however there are a few distinctions in their respective approaches:

Livable Oakville Plan (2009): The Town of Oakville permits accessory retail uses in the Business Employment and Industrial designations, provided the retail uses are on the same site as, and subordinate and directly related to, the primary permitted use. Limited convenience retail, accessory retail and service commercial uses are permitted in the Office Employment designation. Convenience retail and service commercial uses are permitted in the Business Commercial designation; however, convenience retail uses cannot exceed 2,500

sq.m. in total floor area. Built form controls for retail and service commercial uses are not generally explicitly implemented in the Official Plan; instead, the Official Plan points to relevant controls employed through the applicable zoning designation.

Urban Hamilton Official Plan (2009): The City of Hamilton permits a limited range of service commercial uses in the Employment Area – Industrial, Employment Area – Business Park, and Employment Area – Airport Employment Growth District designations, so long as those uses are ancillary to uses which primarily support industry, business and employees within the designated employment areas. Under the Business Park designation, service commercial uses are only permitted at locations fronting arterial roads or collector roads into business parks. Under the Airport Employment Growth District designation, service commercial uses may only be permitted at strategic locations and may be subject to a restriction on maximum gross floor area, as identified in the area’s applicable Secondary Plan. Limited accessory retail uses are permitted in the Industrial and Business Park designations so long as individual retail uses do not exceed 500 sq.m. of gross floor area. Retail uses ancillary to uses supporting the local tourism industry and users of the port may be permitted in the Employment Area – Shipping and Navigation designation, so long as individual retail uses do not exceed 500 sq.m. of gross floor area.

Mississauga Official Plan (2011): The City of Mississauga classifies employment lands according to nine Employment Area districts. Within each district, general land use designations can be modified. Retail and service commercial uses are broadly permitted on lands designated Mixed-Use in the following districts: Churchill Meadows; Dixie; Gateway; Mavis-Erindale; Northeast; Southdown; and Western Business Park. Service commercial uses are also broadly permitted on land designated Business Employment or Industrial in the Dixie, Gateway, Mavis-Erindale, Northeast and Western Business Park districts. Limited service commercial uses are permitted on lands designated Business Employment or Industrial in the Churchill Meadows, Gateway, Southdown and Western Business

Park districts. Accessory uses which could include retail or service commercial uses are generally permitted throughout all employment lands; however such accessory uses should be on the same lot and clearly subordinate and directly related to the function of the permitted use, and may not exceed 20% of the total GFA of the site.

2.5.4 Discussion

It is common practice to limit retail and service commercial uses in Employment Areas.

While land use compatibility is not always an issue, retail and commercial development may be better suited in other areas of the city and may take land away from the employment land supply if located within employment areas. For this reason, most municipalities limit retail and service commercial uses permitted within employment designations. While the specific uses permitted are similar across the four municipalities, each of them takes a different approach to limiting the amount of retail and service commercial uses in employment areas. Hamilton imposes a fixed maximum total floor area of 500 sq.m. for individual retail uses in its main employment areas, whereas Oakville generally points to its zoning by-Law to regulate size instead of specific provisions in its Official Plan, and Mississauga uses district-specific permissions combined with an overall limit on the size that such uses may take (maximum 20% of total site GFA). Similarly, Burlington employs a proportion-based constraint wherein such uses can be developed to a maximum of 15% of the total floor area of all buildings on a site, but only if one or more buildings are greater than 3,000 sq.m. in floor area. The requirement for a building to be over a certain size is not common among the peer municipalities considered.

2.5.5 Policy Recommendations

The following policy improvements are recommended for the City of Burlington:

1. Retail and service commercial should continue to be permitted in General Employment and Business Corridor designations as an ancillary use. The City could consider adding some additional content to Objective 3.2.1.e to acknowledge that there is a desire to improve employee access to amenities which support the broader function of the employment area.
2. The size of individual retail and service commercial uses should continue to be restricted:
 - a) Maintain requirement that the proposed use be ancillary to and primarily serving the businesses and employees in the local employment area;
 - b) Maintain restrictions on stand-alone retail developments (i.e. not permitted on its own lot);
 - c) Maintain general requirement that ancillary uses be limited to no more than 15% of total site GFA, with some refinements (see item 4 below); and,
 - d) Maintain permissions for stand-alone restaurants on the same lot as a primary employment use;
3. Remove the minimum GFA requirement of 3000m² except in the case of the policies permitting stand-alone restaurants.
4. Notwithstanding recommendation 2.b above, refine the policies to acknowledge that there may be appropriate locations where retail and service commercial uses would help amenitize the employment area and could be considered beyond the 15% of site GFA restriction/accessory limitation. The following criteria are recommended to assess re-zonings for retail and service commercial uses seeking more than 15% of the total site GFA:
 - The proposed use is intended to serve the employees working in the surrounding employment area;
 - The proposed use is subordinate to the uses in the broader employment area and is of a size and scale such that it will not undermine the function of the employment area;
 - The site is located on a major arterial or multi-purpose arterial road;
 - The site has access to transit; and,

- The site is pedestrian friendly and is accessible by active transportation linkages.
5. Consider implementation of urban design guidelines specific for employment lands in order to promote connectivity and walkability to encourage better connections between employees and amenities (e.g. siting buildings on street frontages; consideration of entranceways and access points).
 6. The Burlington Official Plan currently permits a limited range of retail uses and a limited range of "service commercial" uses. Service commercial is defined in the Burlington Official Plan as "non-retail commercial uses including financial institutions, professional/business offices and service stations, car washes and other automobile related uses". This definition appears to exclude personal services. Although these personal service uses may be permitted within the City's zoning by-law, the City should consider allowing for a few additional personal service-type uses within the employment land designation which would be scaled to meet the needs of employees working within the area. These uses could include dry cleaners, hair salons/barber shops and private recreational facilities such as gyms and fitness centres (section 2.6 discusses recreational permissions in more detail)⁹.
 7. The term ancillary could be defined in the Official Plan as "primarily serving businesses and employees within the surrounding employment area". Recognizing that the term ancillary may be used elsewhere in the plan in a

⁹ Note that the City's zoning by-law allows for a few of these permissions and the modifications to the official plan should be provided for consistency purposes.

different context, it would be appropriate to describe the term in the employment area section of the plan (rather than in the definition section).

2.6 Recreational Uses

2.6.1 Context

A full range of recreational uses serving residents, visitors and employees is an important element of a complete community. This includes both private and public facilities providing active and passive recreational options. Recreational uses are permitted within a variety of land use designations including Residential, Commercial, mixed-use and Employment designations. And, while the Planning Act, Provincial Policy Statement (PPS) and Growth Plan definitions of employment areas do not include recreational uses as an employment use, a number of municipalities allow for a limited range of recreational uses within employment areas for a variety of reasons (presumably they are permitted as ancillary uses).

The Burlington Official Plan allows for recreational uses within the General Employment and the Business Corridor designation; however there are a number of restrictions applied to the Business Corridor designation. The Business Corridor designation is intended to function as a location for prestige offices and industrial uses and the limitations within this designation are intended to protect opportunities for higher-end employment uses. The limitations on the Business Corridor designation include function (must be ancillary to businesses and employees within surrounding employment area), portion of building (maximum 15% of the total floor area of any one building) and size of development (minimum 3,000 sq.m. of total floor area for all buildings). These restrictions are not applicable to lands designated General Employment. As the City's needs for recreational uses continue to grow with population and employment growth, there is a need to review the range of permissions and restrictions within the employment area designations.

2.6.2 Key Question(s)

The key questions to be answered related to this policy topic are:

1. Are recreational uses appropriate within an employment area?
2. Are the current permissions within the General Employment and restrictions within the Business Corridor designations appropriate and desirable? Furthermore, are there types of recreational uses that should not be restricted within the Business Corridor designation?
3. Do recreational uses compromise or undermine intent of the Business Corridor designation?
4. If they are desirable, what is the appropriate range of policy direction? Is form a more important factor or are gross floor area and secondary to primary uses the best way to inform development of recreational uses?

2.6.3 Common Practices

The official plan policies of Hamilton (2009), Oakville (2009), and Mississauga (2011), were reviewed to better understand the range of approaches for allowing recreational uses within employment areas. In Hamilton, recreational uses are generally permitted in employment areas. In the other three examples examined, recreational uses are permitted with some limitations in Mississauga and Oakville. In these jurisdictions recreational uses were only permitted in some categories of employment lands and/or are limited by size. See below for further details of the various approaches to managing recreational uses in employment areas.

Oakville employment areas: The objectives for employment designations in Oakville are to provide for “a mix of employment, office, supporting service commercial uses and industrial uses” (Oakville OP, Section 3.4). The Oakville Official Plan permits recreational uses in Commercial Areas, but does not permit recreational uses in Employment Areas. A small recreational use might be permitted in Office Employment (Oakville OP, Section 14.3) and Business Commercial Designation (Oakville OP, Section 14.6) as a service commercial use.

Non-employment uses are more restricted in the Business Employment and Industrial Areas (Oakville OP, Sections 14.4 and 14.5).

Hamilton employment areas: Hamilton identifies the function of Employment Areas as including “uses which support the businesses and employees of the employment area” (Hamilton OP, Section 2.7.2). In the Business Park Areas (Hamilton OP, Section 5.4.3), permitted ancillary uses include recreational facilities. In the Industrial Areas (Hamilton OP, Section 5.3.2) and the Airport Employment Growth District (Hamilton OP, Section 5.5.1), ancillary uses include fitness centres.

In all employment areas, Hamilton limits ancillary uses to strategic locations. Strategic locations are fronting onto arterial or collector roads in a Business Park or locations identified through a secondary planning process. In areas subject to a secondary plan, there are also limits to gross floor area for ancillary uses.

Mississauga employment areas: The Mississauga Official Plan encourages a range of employment opportunities, and identifies and protects lands for a diversity of employment uses (Mississauga Official Plan, Section 10.1). Mississauga permits “entertainment, recreation, and sport facilities” in Business Employment (Mississauga Official Plan, Section 11.2.11) and Industrial Designations (Mississauga Official Plan, Section 11.2.12). In Office Areas (Mississauga Official Plan, Section 11.2.7), uses that are accessory to office uses are permitted provided they are limited to 20% of the gross floor area of a lot that primarily functions as a permitted use. The Office Areas in Mississauga are intended for large-scale office uses.

2.6.4

Discussion

Recreational uses can contribute to quality of life for employees and improve the overall attractiveness of the employment area to investors.

The contemporary approach to planning for employment lands takes into consideration quality of life elements that can make an employment area a

desirable and convenient place to work. Having access to private and public recreation facilities within employment areas can make them more desirable and can contribute and support the daily routine of employees/employers in pursuit of a healthy and balanced lifestyle. For this reason, recreational uses should continue to be encouraged in Burlington's employment areas.

Not all recreational uses can be considered ancillary to employment areas.

Some recreational uses, such as a bowling alley or an ice rink, are used occasionally and draw from a wider market area, whereas a use such as a fitness centre is likely to be part of someone's daily routine and might be visited by employees of a nearby business before or after work on a regular basis. There is a direct benefit to the people in the employment area of having ancillary recreation uses nearby which are intended to serve daily and weekly activities. As noted in the section on retail and service commercial uses, certain types of ancillary uses should be permitted in employment areas; however, there is a need to provide an appropriate range of limitations to ensure that the uses located in the employment are not intended to fulfill a city-wide or regional function (i.e. no longer ancillary) and are compatible with nearby uses.

Recreational uses are generally stable, isolated and are not likely to lead to clusters of non-employment uses.

As discussed elsewhere under the other policy topics, allowing non-employment uses to locate in employment areas can create a ripple effect, creating a precedent for other non-employment uses to locate in the area. Over time, non-employment uses can occupy large areas of the employment lands and undermining the function of the employment area. Conversely, it is unlikely that recreational uses would lead to applications for other non-employment uses. Uses such as fitness centers tend to be stand-alone uses, they do not require support services or cluster near competitors and they are typically distributed throughout a city for customer convenience. In addition, a high-level review of a

2008 inventory of recreational uses in Burlington suggests that recreational uses are stable and remain in one location for long time periods. While recreational uses may make a small contribution to overall pressures being faced by prestige employment areas to convert to non-employment uses, recreational uses should not compromise the function of an employment area.

Recreational uses are usually stand-alone development.

The current provisions in the Business Corridor designation allow for recreational uses only when they co-locate with an employment use. An example of this would be an office building with a fitness centre on the main floor. A fitness centre would be less likely to co-locate with an employment use such as manufacturing or logistics, meaning that it would be difficult to accommodate a fitness centre under the current policy framework.

Recreational uses should be located so as to be conveniently accessible.

The priority for determining appropriate locations for recreational uses should be based on accessibility to the intended market base. Recreational uses should be easily reached from the surrounding employment area via car as well as by transit and active transportation where possible. Unlike some employment uses, recreational uses do not need ready access to or visibility from a highway for their core business.

2.6.5 Policy Recommendations

The following policy improvements are recommended for the City of Burlington:

1. The City could consider distinguishing between public and private recreational facilities in the policy framework. Public recreational facilities should be discouraged from being located in employment areas, as clearly the function of public facilities is to serve the residents living in Burlington and better suited to living and mixed-use areas. While the current

- definition of “recreational uses” appears to limit certain types of public recreational facilities, the policies could be more explicit.
2. Only recreational uses that are ancillary to the employment function of the area should be permitted in employment areas. Ancillary can be defined as “primarily serving businesses and employees within the surrounding employment area”. Whether a use is ancillary can be determined through a planning justification report, although the policy could provide some appropriate examples, such as fitness centres and gyms. The analysis should consider the range of recreational amenities in proximity to employees in the area and assess whether the bulk of the market identified is located in the employment area.
 3. Recreational uses could be permitted as a stand-alone use in all employment areas (Business Corridor and General Employment), subject to a re-zoning based on the following criteria:
 - a. The proposed use is intended to support the daily routine of employees working in the general area;
 - b. The site has access to at least one major arterial or multi-purpose arterial road;
 - c. The site is designed to be pedestrian friendly and has access to active transportation networks;
 - d. The site is located on the periphery of an employment area; and,
 - e. The proposed recreational activity is compatible with surrounding uses.
 4. Since the Business Corridor designation is intended to function as a location for prestige offices and industrial uses, the City could consider providing additional landscaping and building/urban design requirements for ancillary recreational uses within the Business Corridor designation to ensure compatibility with the planned function.
 5. Remove the requirement that ancillary uses be developable only if total site building gross floor area exceeds 3,000 sq.m (currently this applies to those lands within the Business Corridor designation).

2.7 Institutional Uses (Particularly Sensitive Uses)

2.7.1 Context

The City of Burlington currently permits institutional uses within all designations, including employment areas. Sensitive institutional uses (such as daycares, places of worship, educational facilities and long term care facilities) are permitted in employment designations through a zoning by-law amendment subject to the findings of a risk assessment (for health and safety) and land use compatibility study. The risk assessment is to be undertaken based on the guidance provided by the Major Industrial Accidents Council of Canada (MIACC), which does not have formal status within the provincial planning framework. The City has indicated that the risk assessments tend to be very specialized, with few qualified individuals to conduct them and there have been questions about the value of the analysis undertaken. The City also requires an assessment of land use compatibility with existing industrial facilities including a review of noise, vibration, odour and dust using Provincial Land Use Compatibility guidelines (the Province's D-series guidelines). The City would like to consider whether these are the right tools to use to manage land use compatibility issues and the risks associated with the introduction of sensitive uses.

2.7.2 Key Question(s)

The key questions to be answered related to this policy topic are:

- Are there other tools that the municipality should consider using to reduce the risk associated with locating sensitive uses in proximity to industries and land use compatibility or should the City continue with its current approach?
- Should any of the proposed limitations apply to places of worship and other institutional uses?
- What changes, if any, would be appropriate for dealing with day care uses in employment areas? Are they sufficiently different uses from places of worship?

2.7.3 Common Practices

Despite potential land use compatibility issues and potential impacts on the function of employment areas, places of worship and institutional uses are widely permitted in employment lands in most municipalities examined. Of the municipalities reviewed, only Hamilton prohibits institutional uses in employment areas. In Oakville, only small-scale institutional uses are permitted, whereas in Toronto, institutional uses in employment areas are restricted to major roads. See below for further details of the various approaches to managing institutional uses in employment areas.

Livable Oakville Plan (2009): The Town of Oakville designates employment lands to provide for a mix of employment, office, supporting service commercial uses and industrial uses. Oakville uses the term “community uses” to refer to uses such as places of worship under 2.5 ha, community facilities, and day care centres (Oakville OP, Section 7.1.2.). Community uses are permitted in all land use designations with the exception of the Natural Area designation. Community uses are required to comply with the land use compatibility and mitigation measures as defined by the Ministry of the Environment and Climate Change. In addition, the Oakville Official Plan specifies that in Employment Areas, community uses “shall be of a scale that does not adversely impact the existing and planned employment function of the area”. The specific community uses that are permitted in each type of employment area are identified in the zoning by-law.

Oakville studied the issue of places of worship in employment areas in 2011. The Places of Worship Land Use Study recommended that places of worship be permitted in employment areas, provided adverse impacts could be managed.

One interesting distinction made by the Oakville study was that places of worship generally have a local or regional base, and that places of worship with a regional base are more likely to locate in employment areas. The study also noted that the places of worship they reviewed were generally larger facilities on larger sites than were previously seen.

In addition to land use compatibility studies, the Oakville Official Plan lists risk assessments as a study that can be requested as part of a development application (Oakville OP, Section 28.17.3).

Urban Hamilton Official Plan (2009): Hamilton identifies the function of Employment Areas as including “uses which support the businesses and employees of the employment area” (Hamilton OP, Section 2.7.2). In Hamilton, institutional uses over 4.0 ha in size are restricted to locating in Institutional designations. Institutional uses that are less than 4.0 ha in size are permitted to locate in Neighbourhood designations (Hamilton OP, Section 6.2). Institutional uses are not listed as a permitted use in Employment Areas (i.e. they are prohibited through omission). Hamilton can request land use compatibility studies as part of a development application (Hamilton OP, Section 1.19.6).

Mississauga Official Plan (2011): Mississauga permits “community infrastructure” to locate in all designations (Mississauga OP, Section 11.2.1). Community infrastructure includes uses such as libraries, museums, recreational facilities, schools, and emergency services. The Mississauga Official Plan (Section 10.3) indicates that “development will minimize land use conflicts between industrial uses and sensitive land uses” and will “discourage employment uses and sensitive land uses in the vicinity of existing industrial uses”. The Official Plan direction is implemented through the City’s zoning by-law which identifies where specific types of community infrastructure is permitted. The following types of community infrastructure are permitted within the City’s employment zones:

- Place of worship (E1, E2 and E3);
- Community centre, library and athletic field (E1, E2 and E3);
- Emergency service (E1, E2, E3);
- Community garden (E1, E2, E3).

Toronto Official Plan (office consolidated June 2015): The City of Toronto’s Official Plan allows institutional uses within its employment areas, but are only

permitted in specific locations: “Some uses that are extensive land users and are not directly supportive of the primary employment function of these areas, such as places of worship, post-secondary institutions, recreation and entertainment facilities and large scale, stand-alone retail stores, have located in Toronto’s Employment Areas in recent decades. These uses have special locational needs, but their presence in the heart of Employment Areas can adversely affect, or be affected by, businesses there. They also draw large numbers of worshippers, students and shoppers from broad catchment areas and can have a serious impact on local traffic movement. Special locational limitations are needed for such uses in Employment Areas” (Toronto OP, Section 4.6). The locational limitations are that these larger-scale institutional uses are only permitted on major streets that are identified in the Official Plan. Local institutions are not permitted in Employment Areas and instead generally locate in Neighbourhood and Mixed-Use areas. Local institutions are not a defined term in the Official Plan.

2.7.4 Discussion

MIACC guidelines and the D-series guidelines address different subject matter.

The Province of Ontario’s D-series guideline addresses land use compatibility and potential negative impacts on surrounding uses as associated with operations. The D-Series guideline is not intended to deal with emergency scenarios and industrial accidents such as fires and explosions or spills, and the Guidelines note that these scenarios are dealt with through other practices and legislation. The other practices and legislations that this refers to would generally be industry-specific safety requirements and emergency response procedures. In contrast, the MIACC guidelines address land use compatibility based on the risk of an industrial accident based on the probability and consequences of an accident. These guidelines suggest what land uses should be permitted in an area linked to an acceptable level of risk. The guidelines suggest a level of risk that is acceptable near sensitive land uses and recommends a level of risk where a use should be completely isolated.

The Region of Halton has also prepared Land Use Compatibility Guidelines. The Region published the guideline as an official plan supporting document in 2014. This guideline is also based on the provincial D-series guidelines. This guideline provides a step-by-step methodology for triggering and completing land use compatibility assessments and identifies mitigation tools. Again, this guideline does not address risk of industrial accidents in the same way as the MIACC.

Land use planning has a role in risk mitigation.

Land use planning is an established tool for risk mitigation. In particular, land use planning is used to direct human development away from areas that are susceptible to natural hazards (e.g. floodplains, erosion hazards, unstable soils). The PPS 2014 states that “development shall be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage, and not create or aggravate existing hazards.” The PPS focuses on specific human-made hazards, mostly linked to resource extraction activities rather than industrial hazards. It is logical that land use planning could also play a role in mitigation of industrial hazards.

MIACC guidelines are not widely used in Ontario.

As stated above, land use planning could logically play a role in risk mitigation for industrial hazards; unlike some other hazards, there is no one standard tool for implementing this function. The MIACC guidelines that the City of Burlington use are not widely used in Ontario and there are few qualified experts that can complete MIACC assessments. Other related tools that serve a similar function include:

- Risk-based land use guide: safe use of land based on hazard assessment. This is a 2015 document prepared by the Geological Survey of Canada looks at risk-based land use decisions holistically and was designed for urban centres in British Columbia; and,

- The Ontario Hazard Identification and Risk Assessment tools. These tools are linked to the 2012 Emergency Management Act and were designed to be used by emergency managers. They ask questions designed to make emergency management pro-active rather than reactive.

The City is in the process of updating its institutional policies and is proposing some limitations on institutional uses within employment areas.

The City is in the process of updating the institutional policies within the Official Plan Project. The proposed policies were written to implement the policies developed by the Region for institutional uses in employment areas, as well as the PPS and Places to Grow. The Region's Official Plan (Halton OP, Section 77.4(1)) requires that only existing uses be recognized, and requires that institutional uses only be permitted where they are small-scale, located and designed to meet land use compatibility guidelines, located at the periphery of the employment area, and that their uses do not collectively displace employment from the area or result in a shortfall in the ability of the municipality to meet employment forecasts. In addition to the above, some of the relevant aspects of the City's proposed institutional policy framework includes:

- Distinguishing between public and private institutional uses by introducing the terms "community infrastructure" (public uses such as schools, hospitals, police and fire services, libraries, community facilities and public day cares) and institutional uses (private uses such as places of worship, cemeteries, private educational facilities, private day cares, senior's residences).
- The location of new community infrastructure within employment areas is discouraged.
- Small-scale institutional uses may be permitted, provided they are located on a major street, are not located within a certain distance of other institutional uses, have a maximum floor area of 500 square metres and do not contain accessory residential uses.

- Recognizing all existing institutional uses within employment areas as permitted uses.
- The need for a site specific zoning by-law amendment for any proposed institutional or community infrastructure uses within employment areas, provided all land use compatibility issues can be resolved.

Institutional uses may benefit from locating in Employment Areas.

Some institutional uses, such as places of worship, are permitted in employment areas. There are advantages for the proponents in terms of lower land prices and larger land parcels to accommodate parking requirements. From a time-of-use perspective, uses such as places of worship would generally be most active at times where employment areas have lower activity levels. As with recreational uses, retail and service commercial uses, and other non-employment uses, institutional uses can place pressure on an employment area. The cumulative impacts of non-employment uses on employment areas must be considered.

Few institutional uses can be considered ancillary to the function of Employment Lands.

If Burlington intends to limit employment areas to employment uses and ancillary uses (uses that primarily serve the businesses and employees within the surrounding employment area), there are implications for institutional uses in employment areas. The Burlington Official Plan (Section 4.3) defines institutional uses as “uses with the primary purpose of serving the educational, health, and social needs of the community” and further defines them to include:

- educational facilities;
- places of worship;
- hospitals and other public health care and social service facilities, such as family centres and emergency shelters;
- long-term care facilities and day care centres;

- public community facilities such as libraries and public auditoria, public community and recreational centres, fire and police;
- cemeteries; and,
- buildings and facilities owned by governments.

There are certain institutional uses that could be considered ancillary to employment uses. These could include day care centres (though they are a sensitive land use), educational facilities (private training facilities, trade schools, etc.) and emergency service facilities. The other institutional uses would generally not be considered ancillary to the employment uses.

Some institutional uses are considered sensitive land uses and would be excluded from the employment areas based on land use compatibility requirements.

Of the institutional uses listed, some of them could negatively impact the viability of developing new employment sites because they are a sensitive use. For example: some educational facilities, long-term care facilities and day care centres. These uses should not be permitted to locate in employment areas where heavy industrial uses are permitted. The requirements to assess development proposals based on land use compatibility should exclude these uses from employment areas.

2.7.5 Policy Recommendations

The following policy improvements are recommended for the City of Burlington:

1. Consider restricting institutional uses to uses that are ancillary to employment areas. Ancillary can be defined as “primarily serving businesses and employees within the surrounding employment area”.
2. Consider restricting institutional uses in employment areas to small-scale institutional uses and discourage any public institutional uses from locating within employment areas.

3. Within all employment areas, institutional uses should be limited to appropriate locations. The following criteria are recommended to assess locations for institutional uses:
 - a. The site has access to at least one major arterial or collector road;
 - b. The proposed development is intended to serve the employees working within the broader area;
 - c. The proposed development has access to transit and active transportation networks;
 - d. The proposed development does not have the potential to negatively impact the viability of existing or future employment uses; and,
 - e. Land use compatibility issues have been addressed.
4. MOECC D-series guidelines are an appropriate tool for assessing compatibility of sensitive land uses in the employment area. The MIACC standards provide an additional lens which is not covered in the D-series guidelines. Although the standards are not widely used in most municipalities examined, they have the potential to help mitigate risks in decision-making around industrial and sensitive uses. The policies associated with the MIACC standards should be maintained at this time, until the City has had an opportunity to undertake a more detailed review of the studies and the value they bring to decision-making.
5. OP Section 4.3 (d) and related policies should be updated to clarify that land use compatibility assessments should consider existing and designated industrial uses to ensure sensitive uses do not “sterilize” undeveloped lands.
6. The policies recommended by the City for limiting the size of institutional uses in employment areas are appropriate. The limitations in terms of size, location, and minimum distance separation should ensure that institutional uses do not impact the function of employment areas. The City might consider allowing some flexibility of institutional uses for trade schools, post-secondary facilities which are part of an innovation district and

training operations which are directly associated with the function of the employment area.

2.8 Motor Vehicle Dealerships

2.8.1 Context

Dating back to the 1980's, Burlington Council has been opposed to permitting motor vehicle dealerships along the 400-series highways due to perceived impacts this might have to the image of the city. Lands on either side of the 400-series highways in Burlington are generally designated Business Corridor, which does not permit motor vehicle dealerships. As noted earlier, the Business Corridor designation is intended for prestige industrial and office uses and accordingly a number of uses are not permitted. It should be noted that motor vehicle dealerships are permitted elsewhere in the City, including on employment lands which are designated for General Employment purposes. And while the City has maintained this overall approach in policy terms, the City has, on occasion, through site-specific Official Plan Amendments, allowed dealerships in the Business Commercial designation on a site by site basis.

2.8.2 Key Question(s)

The key questions to be answered related to this policy topic are as follows:

1. Are the current restrictions for motor vehicle dealerships within the Business Corridor designations still appropriate?
2. Are there any types of built form or functions of a motor vehicle dealership that should be permitted within the Business Corridor designation?

2.8.3 Common Practices

Two peer municipalities have been chosen for examination of their official plan policies: the City of Hamilton (2009) and the Town of Oakville (2009). These municipalities border Burlington and are aligned along the QEW corridor. The land use policies from these municipalities have been examined to analyze their approach motor vehicle dealership uses. Compared to the peer municipalities of

Hamilton and Oakville, Burlington's approach to not permit motor vehicle dealerships along the highway is more restrictive:

Livable Oakville Plan and North Oakville East and West Secondary Plans: The Town of Oakville uses the following terms in reference to motor vehicle dealership uses (however these terms are not defined in the Official Plan): *motor vehicle related uses; motor vehicle sales; automobile related uses; and automobile sales*. The Town has employment land use designations within the Livable Oakville Plan (Industrial, Business Commercial, Office Employment and Business Employment) and within the North Oakville Secondary Plans (Employment District). Motor vehicle related uses are generally permitted under the Business Commercial designation, on some lands within the Industrial designation (between Bronte Creek and Kerr Street, south of the QEW and between Ford Drive and Winston Churchill Blvd. south of the railway), as are automobile related uses under the Employment District designation in North Oakville. Site-specific permissions for motor vehicle related uses have been granted on lands designated Office Employment, Industrial and Business Employment. Motor vehicle related uses have been permitted in close proximity to 400-series highways on lands under the Office Employment, Industrial and Business Commercial designations, as are automobile related uses on lands under the Employment District designation in North Oakville. The Town's Official Plan does not employ built form controls specific to motor vehicle dealership uses.

Many motor vehicle dealerships are located along or in close proximity to Highway 403. Although not a land use planning matter per se, it is interesting to note that more than half of the dealers represent mid-market brands, with the remainder (almost half) representing high-end luxury or performance marques.

Urban Hamilton Official Plan (2009): The City of Hamilton uses the following terms in reference to motor vehicle dealership uses (however these terms are not defined in the Official Plan): *vehicle dealerships; automotive related uses primarily for vehicle sales; and commercial motor vehicle and equipment sales*. The Official

Plan makes a distinction between retail dealerships and commercial dealerships. Retail dealerships are what the layperson would commonly identify as a “motor vehicle dealership” which is the sale of automobiles to consumers. Commercial dealership means the sale of fleet or industrial vehicles. Commercial dealership uses are permitted generally under the Employment Area – Business Park, Employment Area – Industrial Land, and Airport Employment Growth District land use designations. Retail dealership uses are generally permitted under the Arterial Commercial land use designation, with no other site-specific policies. Such uses are permitted on lands under the Arterial Commercial designation in close proximity to 400-series highways. The City’s Official Plan does not employ built form controls specific to motor vehicle dealership uses.

Only a handful of motor vehicle dealerships are located along or in close proximity to the Queen Elizabeth Way (QEW) in Hamilton. One dealership (Dewildt Honda Powerhouse) serves the consumer market, but only through sales of motorcycles and recreational vehicles (e.g. ATVs). The other two example dealers service the commercial trucking market.

2.8.4 Discussion

Motor vehicle dealerships have been permitted along highways in Burlington through site specific amendments.

Although they are not permitted as-of-right, motor vehicle dealerships have been permitted in the Business Corridor designation in Burlington through a number of site specific amendments. These include Amendment No. 66 for the Mercedes Benz Burlington at 441 North Service Road and Amendment No. 57 for Fairview Nissan located at 4151 North Service Road.

The restrictions on motor vehicle dealerships are still appropriate.

Although this is a different approach than that employed by its neighbouring municipalities, these restrictions are still appropriate given the following:

1. The expressed objective of the designation is to “provide locations in the City for prestige-type offices and industrial uses that require good access and high visibility along major transportation routes.” (Part III, section 3.4.1a). Use of these lands for motor vehicle dealerships may not meet the objective and would reduce the availability of land to accommodate locations for prestige-type office or industrial uses.
2. Motor vehicle dealerships serve a specialty retail/service commercial function in addition to an employment function. The City’s Commercial Strategy Study (Phase 2: Commercial Policy Recommendations Report & Commercial Design Guidelines) indicates that the available supply of existing commercially designated land will be sufficient to meet future retail demand to 2031. As motor vehicle dealerships are permitted on lands elsewhere in the city, there is no need to allow their development on lands designated Business Corridor. The City is also proposing new policies to allow for small scale dealerships in Mixed-Use Areas in a manner that achieves a compatible format/character (i.e. a more urban model).
3. Motor vehicle dealerships may not be the best use of the high profile lands along the 400-series highways. As Burlington approaches build out, and employment lands in proximity to major transportation corridors become less available, these high profile sites should be preserved for prestige office and industrial uses benefiting the broader community. Prime office space requiring highway access/visibility may provide better alignment with the economic development focus on supporting knowledge-based industries.
4. Motor vehicles perform an employment function and may still be permitted in the General Employment designation. As the permissions for new motor vehicle dealerships in the Business Corridor designation is really a question of detailed employment land use permissions, permissions should be granted through zoning instead of through the official plan. In order to address requests for new motor vehicle dealerships in the Business Corridor designation, the City of Burlington should outline in the official

plan, a requirement for a zoning by-law amendment and the satisfaction of a series of criteria.

2.8.5 Policy Recommendations

The above analysis indicates that Burlington should require a zoning by-law amendment be required for a motor vehicle dealership on lands designated Business Corridor, subject to meeting a series of criteria. By requiring a zoning by-law amendment, Burlington has control over the development so it can ensure that the urban design of a proposed motor vehicle dealership meets the prestige caliber of the Business Corridor designation. The criteria should include a number of conditions around:

- a. Minimum employment generation targets,
- b. Locational requirements,
- c. Built form requirements,
- d. Urban design requirements,
- e. Site plan considerations such as outside storage and landscaping details.

3.0 Employment Lands Conversion Assessment

A conversion is where a property which is designated for an employment use is converted to a non-employment use. In recent years, the Province has strengthened the policy framework for protecting employment lands from unwanted conversions. The Provincial Policy Statement (PPS) protects employment land for current and future employment generating purposes. The PPS, along with the Growth Plan, direct municipalities to protect and preserve employment over the long term and beyond the 20 year planning horizon. The Growth Plan only permits employment land conversion through a municipal comprehensive review process. The City of Burlington, as part of the Official Plan Project, has conducted a review of the employment lands within the City. The compilation of this review was documented in a Phase 1 ELS (June 2011) and Phase 2 ELS (March 2014) report, which identified that there is sufficient supply of employment lands to accommodate the City's forecast 20 year demand. Based on the forecast absorption rates, the report suggests that the City's vacant employment lands are likely to be exhausted sometime between 2031 and 2044.

In addition to the supply and demand analysis, the report included a number of recommended policy directions for employment land planning in the City of Burlington. As part of the Official Plan Project, the City has also undertaken a review of its urban structure and intensification framework. This review confirms the city's long term planned structure, identifying major areas of growth and intensification. The urban structure plan identifies the key structural elements of the City. The intensification framework uses that structure to target intensification in primary areas including mobility hubs. The intensification framework establishes secondary areas where, subject to meeting certain tests, intensification may be permitted. From the employment lands perspective, all designated employment lands are considered either primary intensification area, as they are located within secondary zone of a mobility hub, or employment

intensification area. The employment intensification area approach recognizes these areas as “geographic areas within the city which will support a majority of future job growth on employment lands to 2031 and beyond.”

This review also identified a number of opportunities to consider possible improvements to land use designations to align with the city’s urban structure. Some of these opportunities impact lands currently designated as employment lands including recommended corporate and BEDC strategies and programs, land use policy directions and recommendations for implementation.

3.1 Approach

The employment lands review is being conducted as part of the City’s municipal comprehensive review process and includes a review of employment lands and the consideration of the conversion. The City established a conversion review process in an effort to assess the conversions in a comprehensive manner to consider the total employment land supply and City’s ability to accommodate employment growth to 2031 and beyond. The following outlines the review process undertaken.

Staff undertook communication effort in May 2014 to alert landowners and stakeholders about the Council-endorsed process for collecting individual requests for employment land conversions. A newspaper ad was prepared and posted in a number of publications including the Toronto Star, Novae Res Urbis (GTA edition) and The Burlington Post. The notice was provided by email to the Official Plan Project mailing list. Direct mail notice was provided to all employment land stakeholders from the Phase 2 ELS and all those who submitted a request prior to the endorsement of the process. The notice indicated the process and deadline, as well as contact details, and where to locate background information on the employment lands work. Following the August 1st deadline for submissions, the Planning and Building staff organized two information sessions

with landowners and stakeholders to provide background information and answer questions. These sessions were held on August 27, 2014 and September 19, 2014.

Due to the length of the Official Plan Project, a second request period was established between January 26, 2016 and February 26, 2016 to receive additional employment conversion requests. Notification for this request period was provided in January 2016.

A total of twenty five privately-initiated conversion requests were received as part of these two request windows. All conversion requests were assessed based on the criteria provided in section 3.2. Details on the privately-initiated conversion requests, as well as city-initiated conversion proposals, are provided in section 3.3. The assessment and outcomes of the privately-initiated conversion requests and city-initiated conversion proposals is presented in Section 3.4 and 3.5.

3.2 Policy Context and Conversion Criteria

Employment land conversions are assessed based on the criteria provided within Provincial, Regional and Local policies. As noted earlier, the PPS identifies that a conversion of employment lands to non-employment uses can be undertaken through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion (policy 1.3.2.2 of the PPS 2014). The Growth Plan goes further by outlining criteria that must be considered during a municipal comprehensive review, including (policy 2.2.6.5 of the Growth Plan, office consolidated June 2014):

- a) There is a need for the conversion;
- b) The municipality will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan;

- c) The conversion will not adversely affect the overall viability of the employment area, and achieve the intensification target , density target, and other policies of the Growth Plan;
- d) There is existing or planned infrastructure to accommodate the proposed conversion;
- e) The lands are not required over the long term for employment purposes in which they are designated; and
- f) Cross jurisdictional issues have been considered.

The provincial criteria have been included within the Region of Halton OP, Section 77.4(4) and the City of Burlington OP, Section 3.2.2. The Halton Region OP includes an additional criterion to the provincial policy, that “all Regional policies and requirements, financial or otherwise, have been met”.

The City of Burlington includes some additional criteria to those in the provincial policy as outlined below (Policy 3.2.2 d):

- iv) the site’s physical and natural characteristics, development constraints and location shall justify the consideration of non-employment uses at the subject location;
- v) re-designation of lands abutting major transportation corridors including railways, highways and major arterial roads shall be discouraged;
- vi) support studies as identified in Part VI, Section 1.3, clause f), General Policies, of the Plan are prepared;
- vii) in addition to (i) through (vi) above, the re-designation shall also meet at least two of the following conditions:
 - i. the amount of land affected is minor in area based on the projected land requirements within the planning horizon of the Plan;
 - ii. The development of the site is not feasible for employment uses within the planning horizon of the Plan;

- iii. There are no alternative sites, designated and approved for the proposed use elsewhere in the City;
- iv. The proposal will have a beneficial impact on the surrounding uses and the broader community;
- v. the development of the lands for non-employment uses will meet a public need identified by City Council resolution.

The criteria methodology used to evaluate the employment land conversion requests and proposals are presented in **Appendix A** and applied in **Appendix B** and **C** and include all of the above noted criteria.

3.3 Assessment Process and Conversion Requests

The general process for assessing conversion opportunities was to assess each property based on the above-noted criteria. The approach for assessing the requests distinguishes between conversions which are within a Mobility Hub and those which are not within a Mobility Hub. The approach also considers whether a conversion is simply part of the City's employment land designation, or whether it is part of the Region of Halton's employment lands overlay, as those parcels will also require a Regional Official Plan Amendment at a later date (and would also need to be considered as part of the Region's comprehensive review). The conversion assessment considered several types of conversions:

- Privately-initiated requests; and
- City-initiated proposals.

3.3.1 Privately-Initiated Conversion Requests

Twenty five privately-initiated requests (including a total of 58 properties comprising of 235.65 hectares of land) were submitted to the City as part of the Official Plan Project to consider recommending possible changes to land use designations and/or changes to the Region of Halton's Employment Areas overlay. These 25 requests have been presented in **Figure 3-1** (noted on figure as request

#1 through 17 and 20 through 28) and summarized in **Table 3-1**. Section 3.5.1 provides details on the privately-initiated conversion requests.

The majority of the privately-initiated requests are for lands within the Region of Halton's Employment Overlay and are currently vacant (18 properties comprising of 166.05 hectares). There is an additional 36.27 hectares (15 properties) that are within the Region of Halton's Employment Overlay and currently occupied¹⁰. Of the 33.33 hectares (25 properties) that are not within the Region of Halton's Employment Overlay, the majority (18 properties comprising of 31.28 hectares) are occupied.

¹⁰ Request #17A & B and 28 (totalling 5.3 hectares) are within the Region of Halton's Employment Area Overlay but not within the City of Burlington Employment Lands.

Figure 3-1
Employment Land Conversion Requests

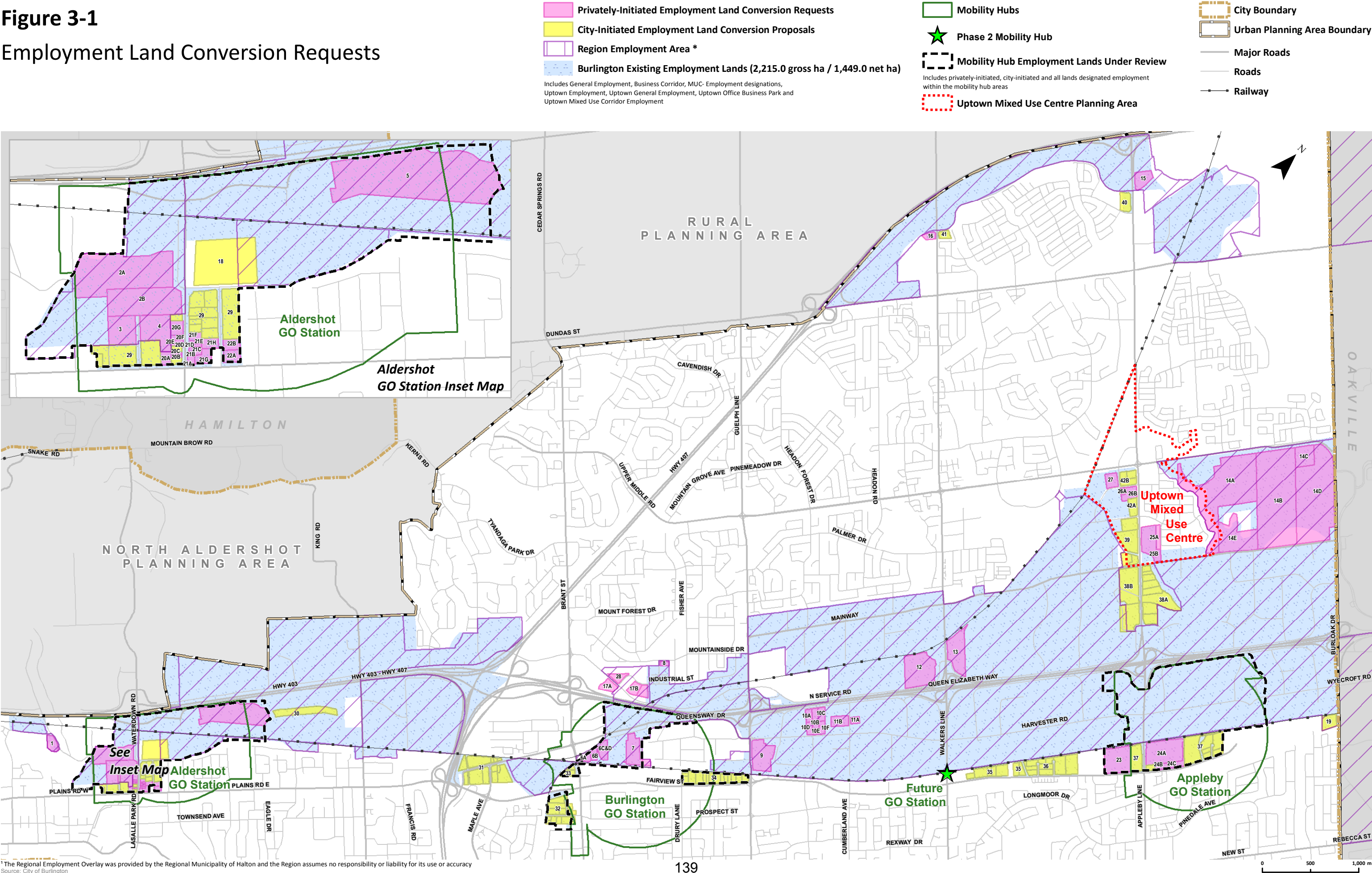


Table 3-1: Privately-Initiated Requests

	Occupied	Vacant	Total
Within the City of Burlington Employment Lands and the Region of Halton Employment Areas Overlay	15 properties comprising of 36.27 hectares	18 properties comprising of 166.05 hectares	33 properties comprising of 202.32 hectares (9.1% of total City employment lands)
Not within the City of Burlington Employment Lands but within the Region of Halton Employment Areas Overlay	15 properties comprising of 5.3 hectares		
Within the City of Burlington Employment Lands and not within the Region of Halton Employment Areas Overlay	18 properties comprising of 31.28 hectares	7 properties comprising of 2.05 hectares	25 properties comprising of 33.33 hectares (1.5% of the total City employment lands)
Total	33 properties comprising of 67.55 hectares	25 properties comprising of 168.1 hectares	58 properties comprising of 235.65 hectares (10.6% of the total City employment lands)

Of the 25 privately-initiated requests (58 parcels) described above and presented in **Figure 3-1**, 35% of the conversion requests (58 properties comprising of approximately 73 hectares) are located within the City of Burlington's Mobility Hub Areas (primary, secondary or tertiary zones).

3.3.2 City-Initiated Conversion Proposals

In addition to the privately-initiated requests, the City initiated a review of an additional 105 properties (comprising of 113.48 hectares of land) as part of the Official Plan project to consider possible changes to land use designations and/or

changes to the Region of Halton's Employment Area overlay. These properties were identified for further review due to one of the following two reasons:

- Strategic Vacant Land Assessment. This includes vacant employment lands reviewed through Phase 1 and Phase 2 of the ELS and deemed by City staff to have merit to be considered through this process. These are parcels that were not already part of a request submitted by a property owner/agent.
- Designations or areas of the City that, by virtue of other Official Plan Project studies or work plans, were deemed by staff to warrant consideration through this municipal comprehensive review. These parcels can be divided into three categories:
 - Employment Lands currently designated within Mobility Hubs which have the potential to develop into key mixed use intensification areas (Burlington GO and Aldershot GO).
 - Mixed Use Corridor – Employment (MXE) and Uptown Mixed Use Corridor- Employment designated lands throughout the City.
 - Employment designations within the Uptown Mixed Use Centre of the Official Plan as they will be informed by the overall refinement and update of the Uptown policies.

The City-initiated conversion proposals have been presented in **Figure 3-1** and summarized in **Table 3-2**. Section 3.5.2 provides details on the city-initiated conversion proposals.

The city-initiated proposals relate almost entirely to lands designated employment in the City's Official Plan and not within the Region of Halton's Employment Overlay (103 properties comprising of 106.36 hectares), the majority

which is currently occupied. Only 2 properties (comprising of 7.12 hectares) are within the Region of Halton's Employment Overlay, and these parcels are currently vacant¹¹.

Table 3-2: City-Initiated Proposals

	Occupied	Vacant	Total
Within the Region of Halton Employment Areas Overlay	no properties	2 properties comprising of 7.12 hectares	2 properties comprising of 7.12 hectares
Not within the Region of Halton Employment Areas Overlay	98 properties comprising of 99.09 hectares	5 properties comprising of 7.27 hectares	103 properties comprising of 106.36 hectares
Total	98 properties comprising of 99.09 hectares	7 properties comprising of 14.39 hectares	105 properties comprising of 113.48 hectares

Of the 105 properties subject of a city-initiated proposal described above and presented in **Figure 3-1**, 39% of the total area subject to the conversion proposals (42 properties comprising of approximately 32.8 hectares) are located within the City of Burlington's Mobility Hub Areas (primary, secondary or tertiary zones).

3.3.3

Methodology

The focus of this conversion analysis, as part of the City of Burlington municipal comprehensive review, is on the principle of land use. This analysis is therefore undertaken to answer the following question:

¹¹ Request #18 (5.1 hectares) is within the Region of Halton's Employment Areas Overlay but is not within the City of Burlington Employment Lands.

Based on the conversion criteria, does the analysis determine that the land should remain for employment purposes and therefore the lands should be retained in the employment land inventory OR does the analysis determine that the land should be converted to non-employment uses and therefore the lands be recommended for removal from the employment lands inventory?

The analysis considers the information provided by proponents for privately-initiated requests and the City for city-initiated proposals, but does not rely solely on this information in preparation of the final recommendations. The analysis considers the existing and emerging Provincial, Regional and local policy, and incorporates input from staff and BEDC. It also considers the other major studies currently being undertaken as part of the Official Plan Project, such as the new Urban Structure and Intensification Framework.

The evaluation criteria, as presented in Section 3.2 and described further in **Appendix A** were consistently applied to all subject properties, whether privately-initiated, city-initiated or part of a mobility hub. A systematic evaluation of all conversion requests was undertaken.

Although consideration for potential land uses may be necessary in order to address the conversion criteria, the intent of this study is not to provide recommendations on land use permissions at this time, just on principle of land use (employment or non-employment). In many instances, additional analysis is required to confirm the detailed land use. The analysis and recommendations touches on some land use considerations that will need to be addressed in the land use policies and area specific planning processes, however these are not exhaustive and are among other considerations.

It is important to note that where lands are being recommended for removal from the City's Employment Inventory, not all lands will be considered for a full range of uses and much of the land is still intended to retain an important employment function. The detailed permitted uses will be determined at different times, through the Draft Official Plan, the Mobility Hub Area Specific Plans and the site specific development applications.

Lands identified within the Region of Halton Employment Area overlay are subject to the Regional Municipal Comprehensive Review. This study is intended to inform the Regional process, but does not in any way prejudice the decisions that will ultimately be made by Regional Council.

The mapping included within this report is conceptual and has been depicted for analysis purposes only¹².

The City of Burlington Employment Lands have been depicted in gross area on the figures in this chapter to be consistent with the Burlington Official Plan mapping. However, the gross area included on these maps and in the Burlington Official Plan Schedules includes land that are not developable for employment purposes, such as rights-of-way, natural heritage and lands zoned for services and utilities.

¹² Warning, the information contained herein is compiled from other documentation and may contain errors, omissions or inaccuracies. The City of Burlington, its officers, employees and agents are not responsible for, and the users by accepting this document hereby waive as against the said City, its officers, employees, agents, any claim from damages arising from or in any way related to any errors, omissions, misrepresentation or inaccuracies contained in this document whether due to negligence or otherwise. Any user is advised to verify all information and assume all risk in relying on the information contained hereon.

Net areas (excluding these features) have been calculated to determine the impact to the City's net employment lands. In addition, Appendix C includes the area calculations provided by the proponent for each request and provided by the City for each proposal. In many cases these are not net area calculations. The results presented in Section 4.0 of this report include net areas and therefore may not be exactly the same as those noted in Appendix C.

3.4 Employment Land Conversion within Mobility Hubs

What is a mobility hub?

Mobility hubs are defined in The Big Move (2008) as Major Transit Station Areas (as defined in the Growth Plan) that are significant given their level of transit service and the development potential around them. They are places of connectivity between regional rapid transit services and places where different modes of transportation come together seamlessly, and generally include the area within 800m of a rapid transit station. The Growth Plan recognized a Major Transit Station Area as the area including and around any existing or planned higher order transit station within a settlement area.

As part of the City of Burlington Official Plan Project, the City has identified four Mobility Hubs to include the lands around the major transit station areas of Aldershot GO Station, Appleby GO Station, Burlington GO Station and Burlington Downtown¹³. These areas have been identified as a priority for investment and transit-oriented development. The City has established primary (~250m radius), secondary (~500m radius) and tertiary zones (~800m radius), based on the Metrolinx Mobility Hub guidelines. The City also completed the Mobility Hubs Opportunities and Constraints (MHOC) project in May 2014, which identified a vision, opportunities and constraints, boundaries and draft OP policies for each of

¹³ Note that the City of Burlington has used the term “Mobility Hub” to refer to its four Major Transit Station Areas (Downtown, and the Appleby, Aldershot and Burlington GO stations). Metrolinx’s Big Move identifies the Burlington GO station and Downtown Burlington as Mobility Hubs, with Aldershot and Appleby GO stations considered as Major Transit Areas. The Region of Halton’s identifies this planned structure on Map 1 and 3 of its Official Plan and directs intensification to these locations.

the study areas. At that time, non-employment uses were not being considered for employment lands. Since then, the City has established a need to review the land uses in proximity to these Mobility Hubs in order to maximize opportunities for transit supportive development. Employment lands within the mobility hub areas are being considered for strategic conversion to permit non-employment uses as part of the current Municipal Comprehensive Review process.

The analysis in this report is only focused on those lands designated employment, and on the question of principle of land use for these properties only. Therefore, the study area limits are unique to this study, include all lands designated for employment uses, generally located within the primary, secondary and tertiary mobility hub zones and are referred to as “Mobility Hub Employment Area Under Review”. The study area limits were derived based on an analysis of the mobility hub zones, the location of privately initiated conversion requests, City Official Plan land use designations to be considered through the municipal comprehensive review, the Region of Halton's employment lands overlay, physical boundaries, and parcel fabric. It is important to note that not all properties that are recommended for conversion to non-employment principle land use will be considered for the full range of uses (i.e. residential).

Additional analysis to confirm the vision, determine the land use strategy and detailed land use permissions will be conducted as part of the future area specific planning studies for each of the Mobility Hubs areas (i.e. area specific plans). This

analysis is intended to inform the area specific planning for the Mobility Hub area's¹⁴, however, not limit whatsoever, the future studies.

As the Mobility Hubs have been identified by the City as being the priority for a complete mix of uses and to attract those potential growth sectors identified in the Phase 2 Employment Lands Study, these requests have been considered separately. The following section presents the analysis and recommendations for employment land conversion within each of the three Mobility Hubs¹⁵. Section 3.5 provides the details for the requests outside of the City's Mobility Hub Areas. The analysis and recommendations were developed based on the assumptions found in this section. Should any of the assumptions change through the development of the New Official Plan, an update to the analysis and recommendations may be required.

3.4.1

Burlington GO Station Mobility Hub

The Burlington GO Station is designated as a Gateway Mobility Hub in Metrolinx' regional plan, The Big Move, and a mobility hub and major transit station in the Region of Halton Official Plan Schedule 1: Regional Structure. It is ideally suited to provide a gateway to Downtown Burlington and connect the Downtown with the regional GO rail network. The lands around the GO Station are generally low-density built form with a mix of employment, commercial and residential uses.

¹⁴ Council endorsed an area specific plan program for Burlington's four Mobility Hubs in July 2016 to develop a clear vision for the future of mobility hubs, and develop the required planning tools to set the foundation for the transformation of these areas. Burlington staff report PB-48-16 provides more information on the anticipated scope of work.

¹⁵ There are no employment lands in the Downtown and accordingly the Downtown did not need to be assessed.

3.4.1.1 Context

The study area for the Burlington GO Station Mobility Hub is a total of 54 gross hectares, as presented in **Figure 3-2** as “Mobility Hub Employment Lands Under Review”. The lands designated for employment uses are outlined in **Table 3-3**. The majority of the study area (approximately 35 hectares or 64% of the area) is within the Region of Halton Employment Area Overlay.

Table 3-3: Employment Lands within the Burlington GO Mobility Hub Study

Burlington GO Station Mobility Hub	Gross Area (ha)	Gross Area (%)
General Employment	35.1	65%
Mixed-Use Corridor - Employment	16.1	29.7%
Other	2.8	5.3%
Total	54.0	100%

The existing and planned conditions are presented in **Figures 3-3 to 3-8** and provide context for the analysis.

Burlington GO Mobility Hub



Graham Lane

Small industrial/commercial businesses, similar to many that line the street.



Queensway Drive

Residential properties converted for commercial use, common to the area.



Queensway Drive & Plains Road East

Residential properties backing onto a light industrial site. Walking/bicycling trail observed adjacent to residential properties.



Graham Lane

Visibly abandoned industrial site/warehouse facility.



Graham Lane

Hydro corridor connecting to downtown Burlington, with residential community on the other side.

Figure 3-2: Employment Lands Under Review – Burlington GO Station Mobility Hub

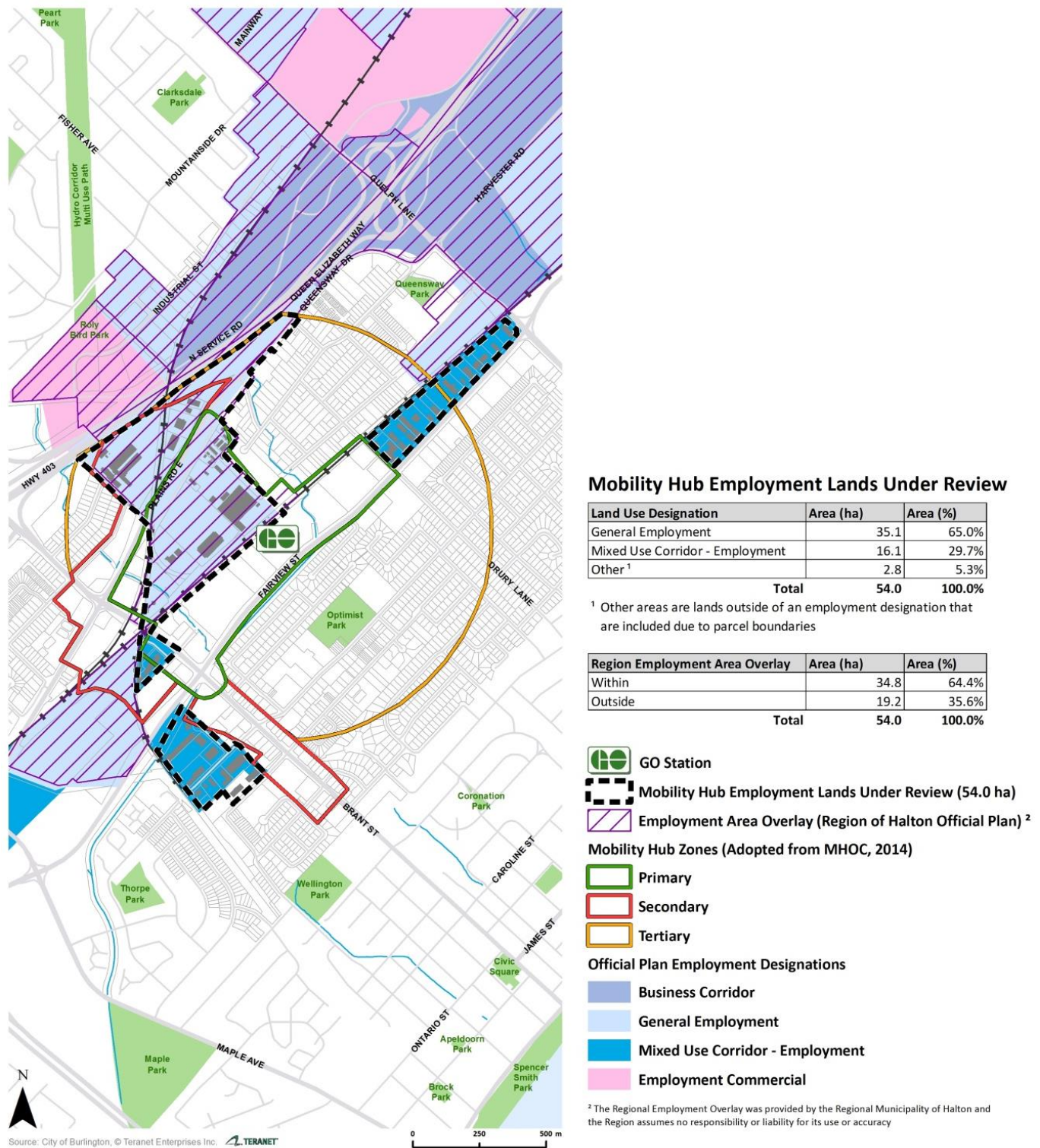


Figure 3-3: City of Burlington Official Plan Land Use Map – Burlington GO Mobility Hub

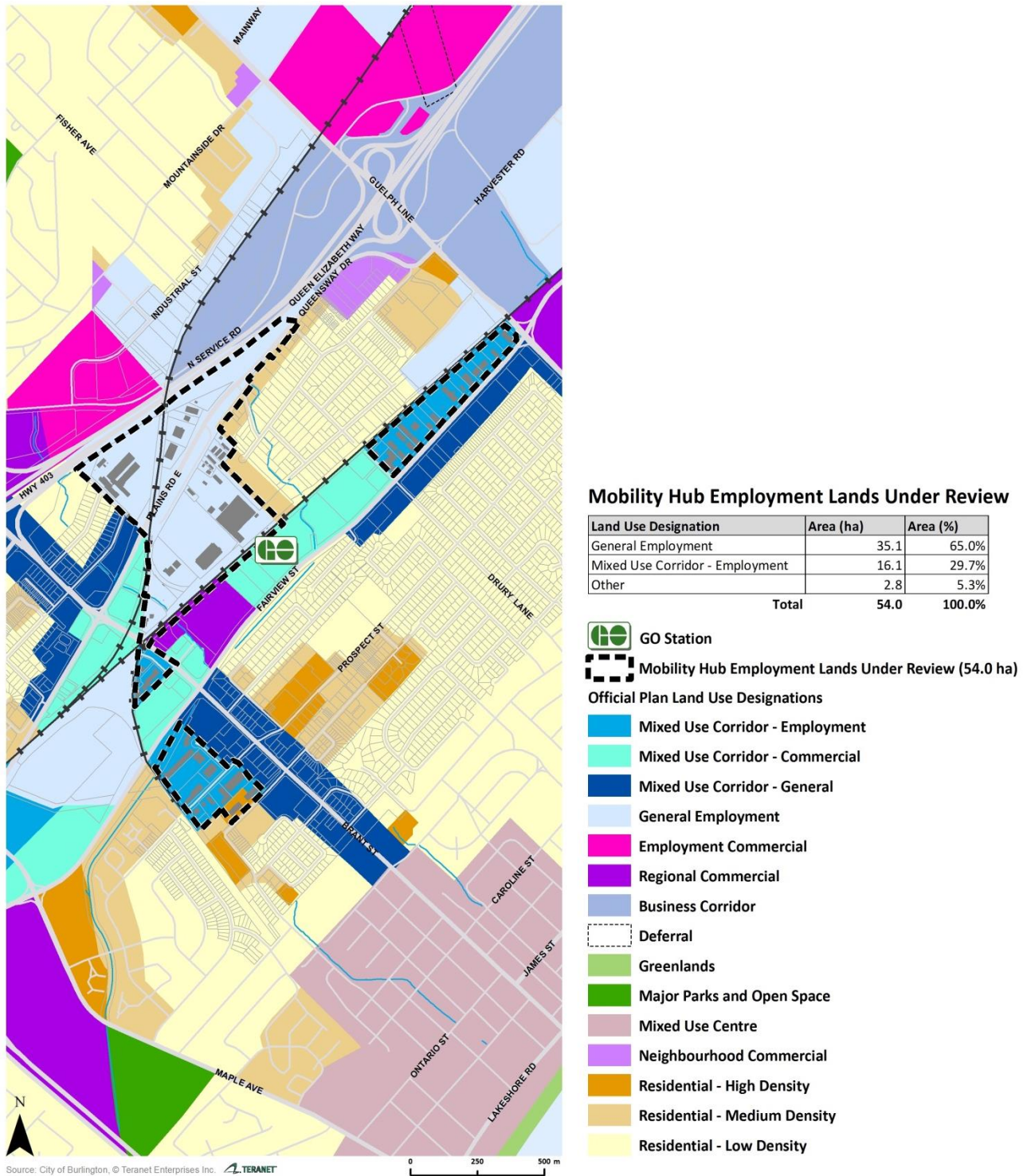
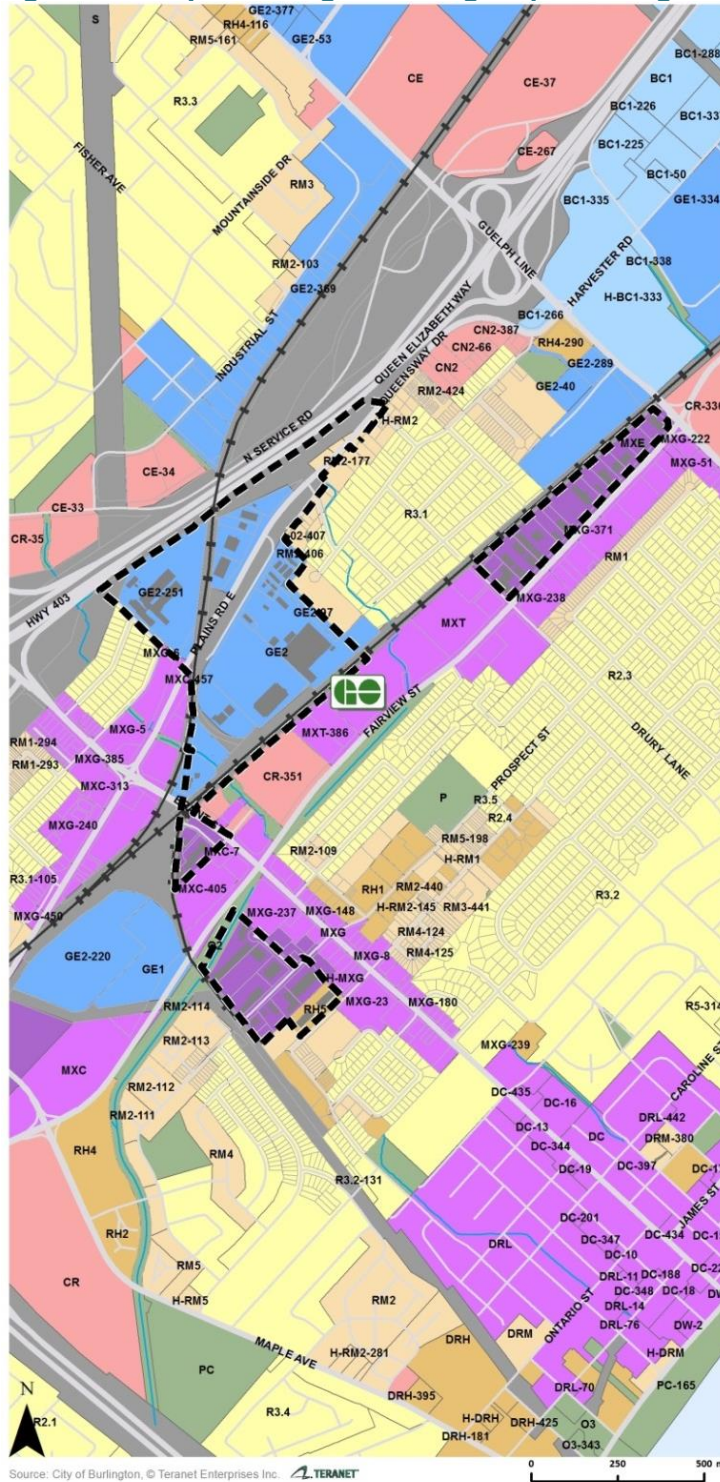


Figure 3-3 presents the City's Official Plan land use designations in and around the Mobility Hub Employment Lands Under Review. The lands are designated General Employment and Mixed-Use Corridor-Employment. The Plains Road East portion of the study area is surrounded by lands designated for Mixed-Use (General and Commercial), Regional Commercial, Residential Medium Density and Residential Low Density. The study area to the west of Plains Road south of Fairview Street is surrounded by Mixed-Use Corridor – General, Residential - Medium Density and Residential – Low Density. The portion of the study area along Fairview Street is designated Mixed Use Corridor between Drury Lane and Guelph Line is surrounded by Mixed-Use Corridor – Commercial, General Employment and Residential – Low Density with Mixed-Use – General along the south side of Fairview Street.

Figure 3-4: City of Burlington Zoning Map – Burlington GO Major Transit Station



This figure provides the City's zoning regulations in and around the Mobility Hub Employment Lands Under Review. The lands are largely zoned for General Employment and Mixed-Use - Employment. The study area is surrounded by lands zoned for Mixed-Use-General, Commercial, Residential - Medium Density and Residential – Low Density.

Mobility Hub Employment Lands Under Review

Zoning	Area (ha)	Area (%)
Employment - General Employment	24.2	44.7%
Mixed Use - Employment	15.0	27.7%
Mixed Use - General and Commercial	0.2	0.4%
Other	14.7	27.1%
Total	54.0	100.0%

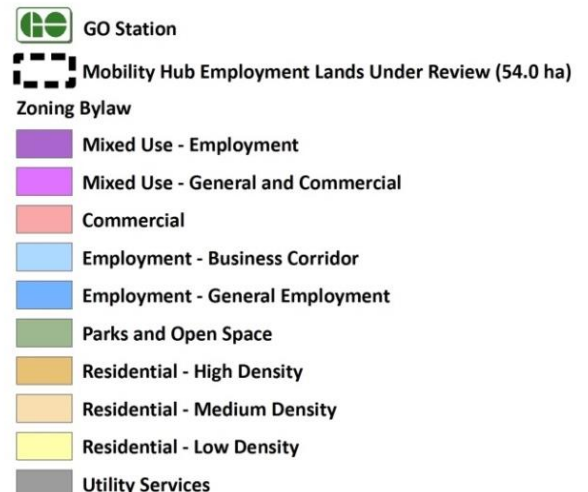
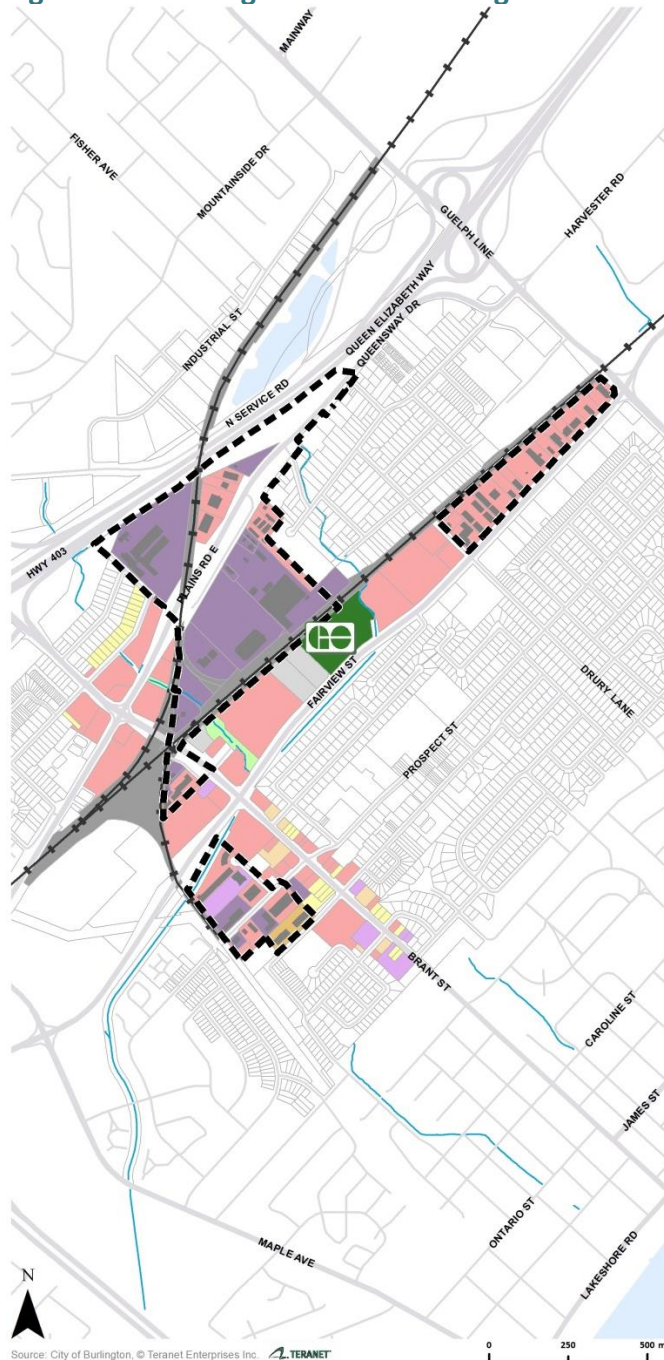


Figure 3-5: Existing Land Use – Burlington GO Mobility Hub

The existing land use for the Mobility Hub Employment Lands Under Review is presented in Figure 3-5. The lands are largely occupied by industrial use, including several large scale heavy industrial facilities as well as commercial uses, with a Residential – High Density site to the west of Brant Street, south of Fairview Street. The study area is surrounded by commercial and residential uses.

Mobility Hub Employment Lands Under Review

Existing Land Use	Area (ha)	Area (%)
Commercial	14.4	26.6%
Industrial	20.5	38.0%
Institutional	1.0	1.9%
Residential - High Density	1.0	1.8%
Utility	5.0	9.3%
Other	12.1	22.3%
Total	54.0	100.0%

GO Station

Mobility Hub Employment Lands Under Review (54.0 ha)

Existing Land Use

- Commercial
- Institutional
- Industrial
- GO Transit
- Natural Open Space System
- Residential - Low Density
- Residential - Medium Density
- Residential - High Density
- Vacant
- Utility

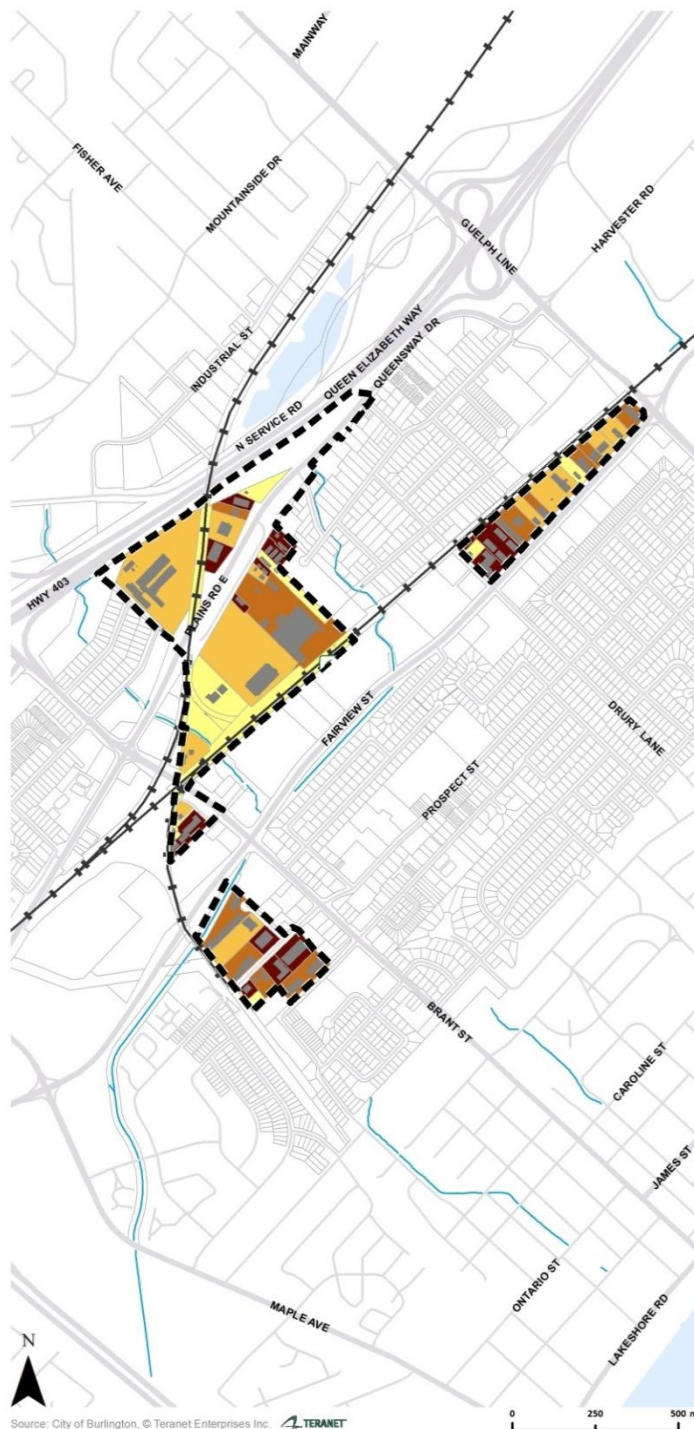
Note: Existing land uses were determined via visual inspection and are meant to provide a general overview of the types of uses present in the Mobility Hub Employment Lands Under Review study area. Please note that existing uses provided here were not confirmed against or compared to the findings of the Halton Region Employment Survey.

Map of the City of Burlington showing the proposed Green Line extension. The map includes major roads like Queen Elizabeth Way, Glenview Rd, and various parks such as Thorpe Park and Wellington Park. A scale bar at the bottom indicates distances up to 500 meters.

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Figure 3-6 presents the transportation network within and around the Mobility Hub Employment Lands Under Review. The lands are accessed by two highway interchanges (QEW at Brant Street and QEW at Guelph Line), a major arterial (Plains Road) and two multi-purpose arterial roads (Brant Street and Fairview Street). The study area is served by a number of high frequency transit routes, including the Plains Express (Route 101), Route 2, Route 10, Route 12, Route 80 and Route 81. The Long Term Cycling Master Plan identified bicycle lanes on Brant Street, Fairview Street and Plains Road, with a number of bicycle priority street connections. Connections over the rail are currently limited. A pedestrian-only bridge at Drury Lane connects the stable residential area. Safe connections for pedestrians and cyclists across the highway pose a significant challenge.

Figure 3-7: Vacant and Underutilized Parcels (by Building Coverage) – Burlington GO Mobility Hub



This figure presents the vacant and underutilized parcels within and around the Mobility Hub Employment Lands Under Review. There are no vacant sites within the Mobility Hub Employment Areas Under Review; however, much of the lands are currently occupied by low coverage uses. Approximately half the lands have a coverage of under 20%.

Mobility Hub Employment Lands Under Review

Building Coverage	Area (ha)	Area (%)
< 10%	9.6	17.8%
10 - 20%	15.9	29.4%
20 - 30%	10.4	19.2%
> 30%	6.0	11.2%
Other	12.1	22.3%
Total	54.0	100.0%

 GO Station

 Mobility Hub Employment Lands Under Review (54.0 ha)

Building Coverage

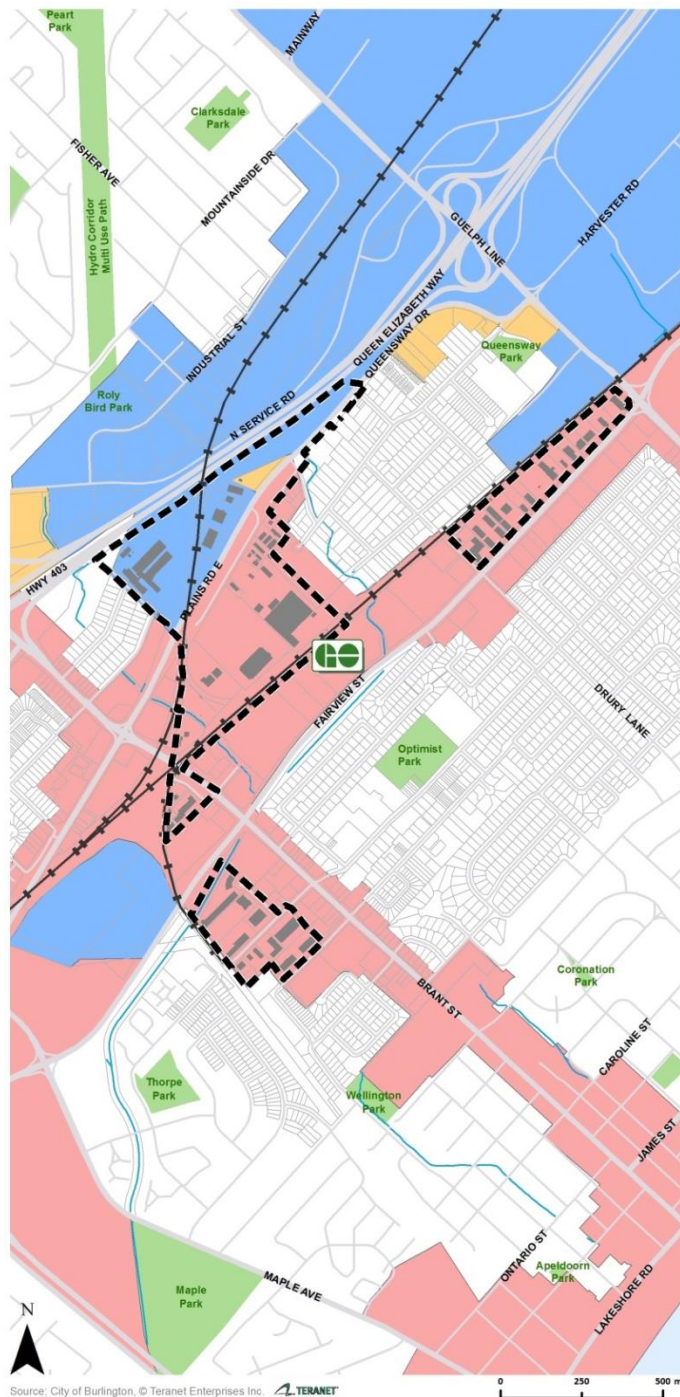
 < 10%

 10 - 20%

 20 - 30%

 > 30%

Figure 3-8: Intensification Areas – Burlington GO Mobility Hub



This figure presents the City's draft intensification areas within and around the Mobility Hub Employment Lands Under Review. The intensification areas identified on this figure have been established in draft by staff as part of the current Official Plan Project and have not been approved to date. Most of the study area is within the Primary Intensification Area (approximately 38 hectares or 71%) with the remaining being within the Employment Intensification Area (approximately 14 hectares or 26%), Secondary Intensification Area (approximately 1 hectare or 1.5%) and other.

Mobility Hub Employment Lands Under Review


Intensification Areas	Area (ha)	Area (%)
Employment Intensification Area	13.8	25.6%
Primary Intensification Area	38.3	70.9%
Secondary Intensification Area	0.8	1.5%
Established Neighbourhood Area	1.1	2.0%
Total	54.0	100.0%

 GO Station

 Mobility Hub Employment Lands Under Review (54.0 ha)

Intensification Areas (Draft, as Presented to Council July 7, 2016)

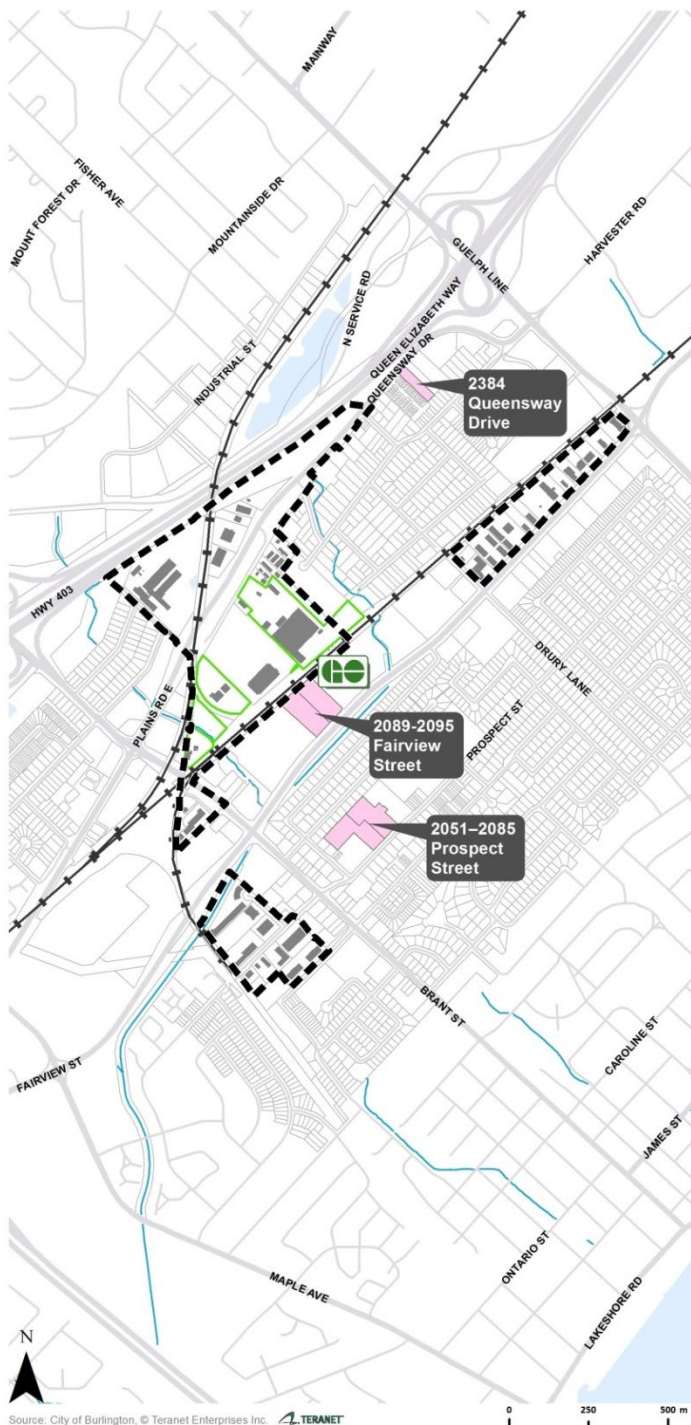
 Primary Intensification Area

 Secondary Intensification Area

 Employment Intensification Area

Note: It is expected that the outcome of the Municipal Comprehensive Review will impact the draft mapping, presented here for general information purposes only.

Figure 3-9: Active Applications and Proposed Conversion Areas – Burlington GO Mobility Hub



Active Development Applications

Site Address	Proposed Development
2089-2095 Fairview St.	Site plan application for five mixed-use apartment towers with a total of 921 residential units (mix of one and two bedroom units), 9080 m2 of office space and 2095 m2 of retail space.
2384 Queensway Dr.	Official Plan Amendment and Zoning Bylaw Amendment to permit 21 stacked townhouse units.
2051-2085 Prospect St.	Official Plan Amendment and rezoning applications to permit the replacement of 16 fourplex units at the rear of the properties with four townhouse blocks containing 96 stacked townhouses. The two eight-storey apartment buildings immediately north of Prospect Street will remain. The applications were submitted on May 13, 2015. The Official Plan amendment seeks to designate the entire property to Residential - High Density. The rezoning application seeks to rezone the properties from RH2, RH4 and RM2 to RH3.

 GO Station

 Mobility Hub Employment Lands Under Review (54.0 ha)

 Active Development Applications

 Employment Lands Conversion Requests within the Study Area

Figure 3-9 presents the active applications and conversions requests within and around the Employment Lands Under Review. There were two conversion requests received as part of the employment conversion analysis, as follows:

- Request # 6 A, B, C & D (2070, 2078, 2082 and 2090 Queensway Drive) to convert a total of 3.1 hectares of General Employment land to permit a mix of office, commercial and residential uses.
- Request #7 (2170 Queensway Drive) to convert 4.95 hectares of General Employment land to permit a mix of high density residential, office, retail and commercial uses.

The following table outlines the active applications (at the time of this study) in proximity to the study area:

3-1 Active Development Applications - Burlington GO Mobility Hub

Site Address	Proposed Development
2089 – 2095 Fairview St.	Site plan application for mixed use apartment towers with a total of 921 residential units (mix of one and two bedroom units), 9080 m ² of office space and 2095 m ² of retail space.
2384 Queensway Dr.	Official Plan Amendment and Zoning By-Law amendment to permit 21 stacked townhouse units.
2051 – 2085 Prospect St.	Official Plan Amendment and rezoning applications to permit the replacement of 16 fourplex units at the rear of the properties with four townhouse blocks containing 96 stacked townhouses. The

Site Address	Proposed Development
	two eight storey apartment buildings immediately north of Prospect Street will remain. The applications were submitted on May 13, 2005. The Official Plan amendment seeks to designate the entire property to Residential – High Density. The rezoning application seeks to rezone the properties from RH2, RH4, and RM2, to RH3

3.4.1.2 Mobility Hub Opportunities and Constraints

The mobility hub analysis conducted in 2014 identified the following vision for the Burlington GO Mobility Hub:

Burlington GO Station is the central gateway to the City of Burlington, and the predominant access point to the Downtown. The area will serve a dual role as a significant employment destination in the City, as well as a Regional and City-wide commercial destination.

New prestige employment buildings on the north side of the rail corridor will create a vital employment village, with pedestrian-supportive streets, and an integrated open space network.

Along Fairview Street, new, higher density Mixed-Use development will promote intensification, provide the critical mass required to support transit use, and ensure a safe, active neighbourhood. At-grade retail uses will augment the Regional shopping destination.

(Burlington Mobility Hub Opportunities and Constraints Analysis, 2014)

The analysis also identified opportunities and constraints related to transportation and circulation, bike trails, key destinations, nodes/entryways, highway oriented development and rail oriented development. Some key elements of the opportunities and constraints analysis from 2014 included:

- Identification of two nodes/entryways at Brant Street at Plains Road and Fairview Street for high activity areas, intended to be characterized by landmark buildings and high quality pedestrian environments and urban design.
- Recommendation to concentrate the highest Mixed-Use densities adjacent to the rail corridor and in proximity to the nodes.
- The need for dedicated transit lanes on Brant Street and Fairview Street was recognized in order to manage increase in traffic.
- Identification of the barriers to connectivity related to pedestrian and bicycle movements over the rail corridor and identified opportunities for potential connections.
- Recommendation for parking decks adjacent to the rail corridor to minimize required rail setbacks while buffering visual and noise impacts on adjacent properties.

This analysis was considered, in addition to new information available since the completion of the 2014 study, as part of this employment lands conversion assessment. In addition to the findings of the opportunities and constraints analysis from 2014, the following additional considerations were made:

- Existing and planned conditions: The existing and planned conditions were updated and considered in the opportunities and constraint analysis, which were presented in **Figures 3-2 to 3-9** above.
- Land use compatibility: As part of this employment conversion analysis, existing land use was considered and potential land use compatibility issues

- were identified. The area specific planning process will need to consider methods to manage and mitigate land use compatibility issues.
- Employment lands conversion criteria: The employment conversion criteria, as described in Section 3.2 of this report, were used to assess the conversion of the Employment Lands Under Review. A detailed assessment of the Burlington Mobility Hub Employment Lands Under Review is included in **Appendix B**.

Figure 3-10 presents the opportunities and constraints analysis for the Mobility Hub Employment Lands Under Review¹⁶. Based on the above noted considerations, a total of 29.6 net hectares of the Burlington Mobility Hub Employment Lands Under Review (including Conversion Requests #6A, 6B, 6C, 6D, 7, 32, 33 and 34) have been identified as “Lands Recommended for Removal from the Employment Inventory”:

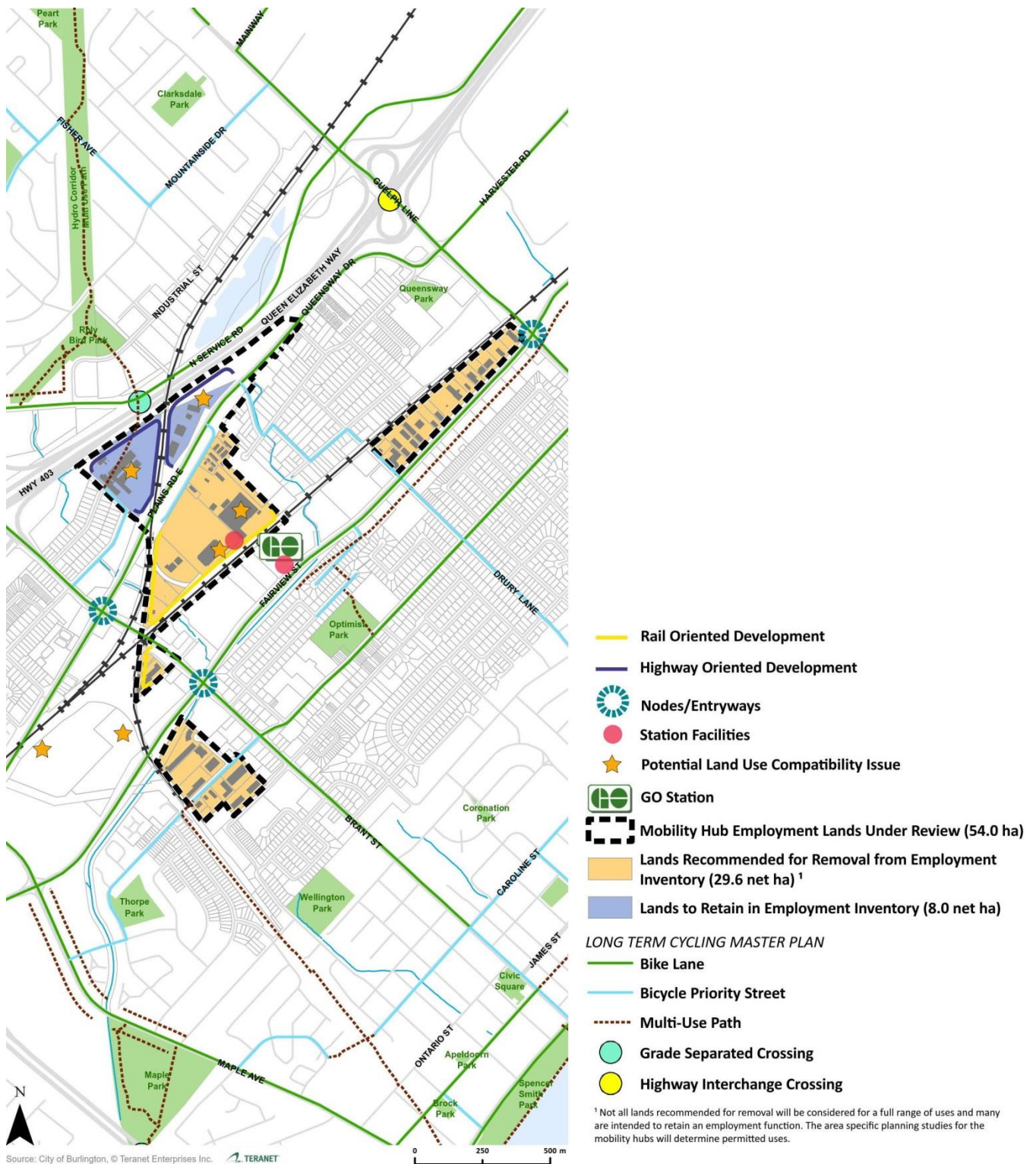
- 6.9 net hectares in land on the west side of Brant Street to the south of Fairview Street. These parcels are being recommended for a change in principle of land use based on a number of indicators, including proximity to the Brant Street corridor (intended to be higher density Mixed-Use corridors), compatibility with adjacent existing uses, and parcel size.
- 7.3 net hectares in land along the north side of Fairview Street between Drury Lane and Guelph Line. These parcels are being recommended for a change in principle of land use based on a number of indicators, including recognition of their current commercial serving uses, compatibility with

¹⁶ This analysis is intended to inform the City’s future area specific plans for the Mobility Hubs, however the future studies will update the vision, define the purpose of each respective area specific plan and may revise the analysis here within.

- commercial uses on the south side of Fairview Street, and access and location within the Fairview Street corridor (a Multi-Purpose Arterial intended to provide a range of services to adjacent residential communities).
- 1.1 net hectares on the west side of the intersection of Brant Street and the rail corridor, between Plains Road East and Fairview Street. These parcels are being recommended for a change in principle of land use based on a number of indicators, including their proximity to the Brant Street corridor (intended to be higher density Mixed-Use corridors) and development limitations for employment purposes including limited access from any arterial roads, adjacent uses and parcel size.
 - 14.4 net hectares along the south side of Plain's Road, east of Brant Street and north of the rail line. These parcels are being recommended for a change in principle of land use based on a number of indicators, including their direct proximity to the GO Station, and long term development limitations for employment purposes including limited access from any arterial roads and compatibility with adjacent existing uses.

The remaining 8.0 net hectares of land have been identified as "Lands Recommended to Retain in the Employment Inventory" and are intended to be retained in the employment lands supply, recognizing their existing employment function and due to land use compatibility issues that may arise from the introduction of non-employment uses.

Figure 3-10: Burlington GO Station Opportunities and Constraints



3.4.2 Aldershot GO Station Mobility Hub

The Aldershot GO Station is designated as a Major Transit Station under the Halton Region Official Plan, and is an important access point to commercial and residential developments within the City. Although this station is not named as a mobility hub in the Metrolinx Big Move strategy document, for purposes of this study, it will be referred to as a mobility hub. The Aldershot GO Station is also used by VIA Rail. The lands surrounding the station include a mix of light industrial, commercial, office, and residential uses, with higher intensity uses emerging more prominently along the Plains Road corridor. There is also a large wooded area to southwest of the station (Hidden Valley Park), a park to the south east of the station (Grove Park) and a wooded area to the northeast of the GO station, south of Highway 403.

3.4.2.1 Context

The study area for the Aldershot GO Station covers a total of 102 gross hectares, as presented in **Figure 3-9** as “Mobility Hub Employment Lands Under Review”. The lands designated for employment uses are outlined in **Table 3-4**. Much of the lands (except those fronting on Plains Road, Cooke Boulevard and the south end of Waterdown Road) are within the Region of Halton Employment Area Overlay.

Table 3-4: Employment Lands within the Aldershot GO Mobility Hub Study

Land Use Designation	Gross Area (Ha)	Gross Area (%)
General Employment	39	38%
Business Corridor	35	34%
Mixed-Use Corridor – Employment	19	19%
Other (Non-Employment)	9	9%
Total	102	100%

The majority of the study area (approximately 82 hectares or 80% of the area) is included within the Region of Halton Employment Area overlay. The existing and

planned conditions around the Aldershot GO Station are presented in **Figures 3-11 to 3-18** and provide context for the conversion analysis.

Aldershot GO Station



Cooke Boulevard & Plains Road East
Cooke Business Park, containing light industry and commercial uses, and landscaped grounds.



Howard Road
Howard Road has a number of heavy industrial uses such as King Paving and St. Mary's Cement.



Waterdown Road & Plains Road East
Mixed-Use building including residential and commercial uses. Multiple transportation modes observed along Plains Road East (walking, bicycling, driving).



Waterdown Road, north of Plains Road East
Mixed-Use corridor including residential, institutional, and commercial uses.



Masonry Court, east of Waterdown Road
New residential development proposed adjacent to GO Rail tracks.

Figure 3-11: Employment Lands Under Review – Aldershot GO Major Transit Station



Mobility Hub Employment Lands Under Review

Land Use Designation	Area (ha)	Area (%)
Business Corridor	39.0	38.4%
General Employment	35.0	34.4%
Mixed Use Corridor - Employment	18.8	18.5%
Other ¹	8.8	8.7%
Total	101.6	100.0%

¹ Other areas are lands outside of an employment designation that are included due to parcel boundaries

Region Employment Area Overlay	Area (ha)	Area (%)
Within	81.4	80.1%
Outside	20.2	19.9%
Total	101.6	100.0%

- GO Station
- Mobility Hub Employment Lands Under Review (54.0 ha)
- Employment Area Overlay (Region of Halton Official Plan) ²
- Urban Planning Area Boundary
- Mobility Hub Zones (Adopted from MHOC, 2014)**
 - Primary
 - Secondary
 - Tertiary
- Official Plan Employment Designations**
 - Business Corridor
 - General Employment
 - Mixed Use Corridor - Employment
 - Employment Commercial

² The Regional Employment Overlay was provided by the Regional Municipality of Halton and the Region assumes no responsibility or liability for its use or accuracy

³ 101 Masonry Court is not designated for employment in the City of Burlington's Official Plan, however it is included within the analysis as a portion of the parcel is within the Region Employment Area overlay

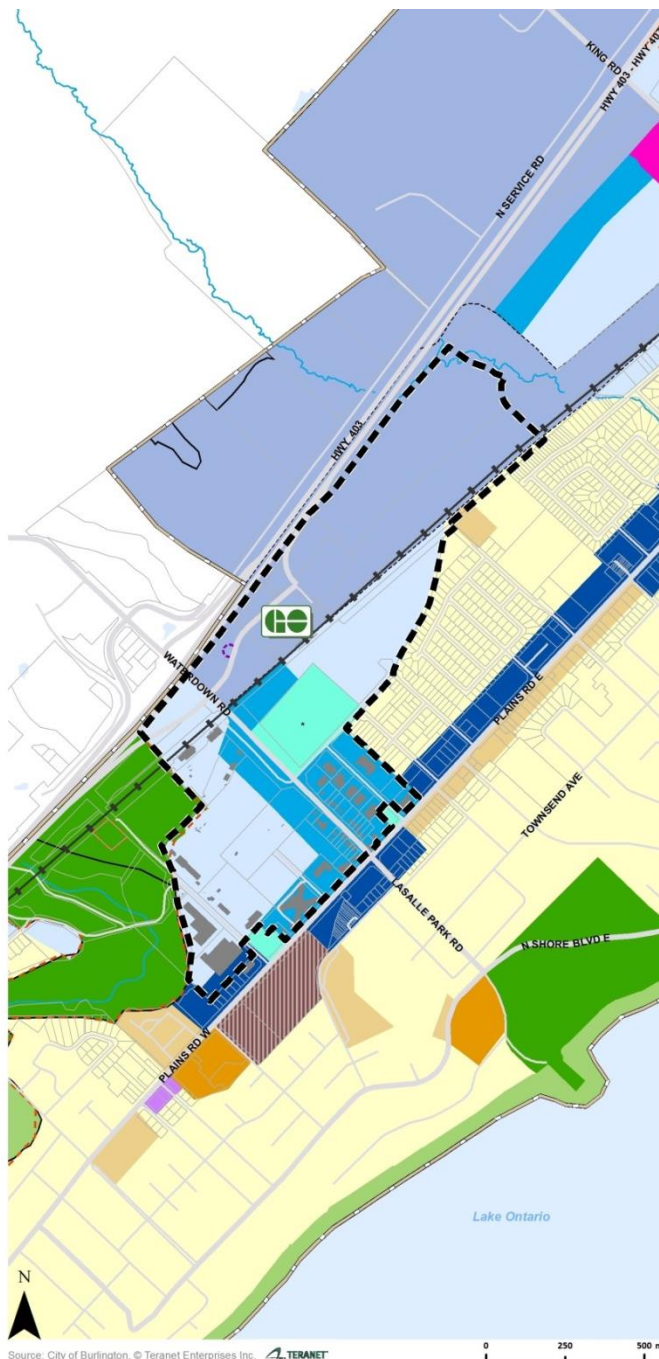
Figure 3-12: City of Burlington Official Plan Land Use Map – Aldershot GO Major Transit Station

This figure presents the City's Official Plan land use designations in and around the Mobility Hub Employment Lands Under Review. The lands are designated Business Corridor, General Employment and Mixed-Use Corridor – Employment. The surrounding lands are designated for Business Corridor, General Mixed-Use Corridor, and Low Density Residential uses. Hidden Valley Park and Grove Park are outside adjacent to the study area.

Mobility Hub Employment Lands Under Review

Land Use Designation	Area (ha)	Area (%)
Business Corridor	39.0	38.4%
General Employment	35.0	34.4%
Mixed Use Corridor - Employment	18.8	18.5%
Other ¹	8.8	8.7%
Total	101.6	100.0%

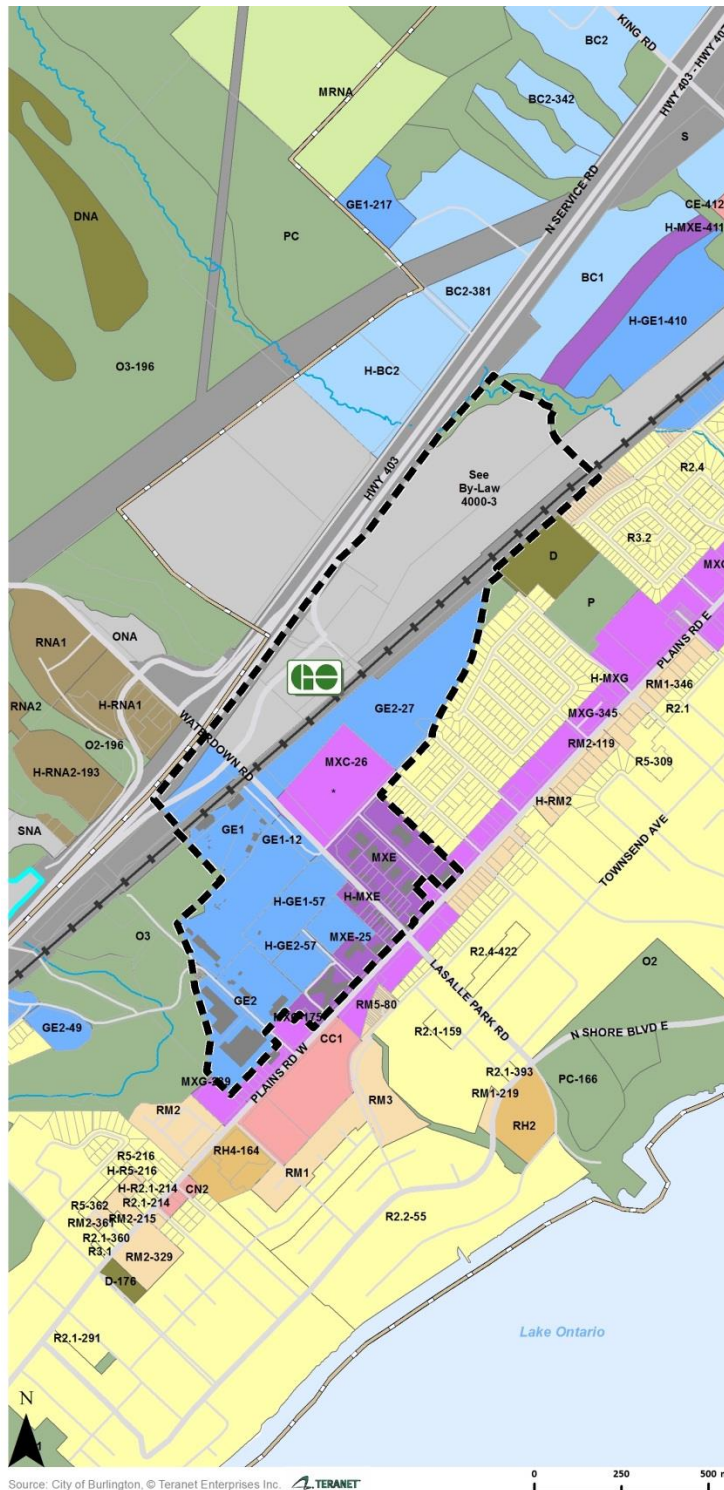
¹ Other areas are lands outside of an employment designation that are included due to parcel boundaries



- GO Station
- Mobility Hub Employment Lands Under Review (101.6 ha)
- Urban Planning Area Boundary
- Official Plan Land Use Designations**
 - Community Commercial
 - Mixed Use Corridor - Employment
 - Mixed Use Corridor - Commercial
 - Mixed Use Corridor - General
 - General Employment
 - Employment Commercial
 - Business Corridor
 - Parkway Belt Plan Area
 - Referral
 - Deferral
 - Environmentally Sensitive Area
 - Greenlands
 - Major Parks and Open Space
 - Neighbourhood Commercial
 - Residential - High Density
 - Residential - Medium Density
 - Residential - Low Density

* 101 Masonry Court is not designated for employment in the City of Burlington's Official Plan, however it is included within the analysis as a portion of the parcel is within the Region Employment Area overlay

Figure 3-13: City of Burlington Zoning Map – Aldershot GO Major Transit Station



This figure provides the City's zoning regulations in and around the Mobility Hub Employment Lands Under Review. The lands are largely zoned for General Employment and Mixed-Use Employment. The portion of the study area bounded by the CN Rail corridor, Highway 403, and Waterdown Road is currently regulated under By-Law 4000-3.

Mobility Hub Employment Lands Under Review

Zoning	Area (ha)	Area (%)
Employment - General Employment	39.0	38.4%
Mixed Use - Employment	11.6	11.5%
Other	51.0	50.2%
Total	101.6	100.0%



GO Station



Mobility Hub Employment Lands Under Review (101.6 ha)

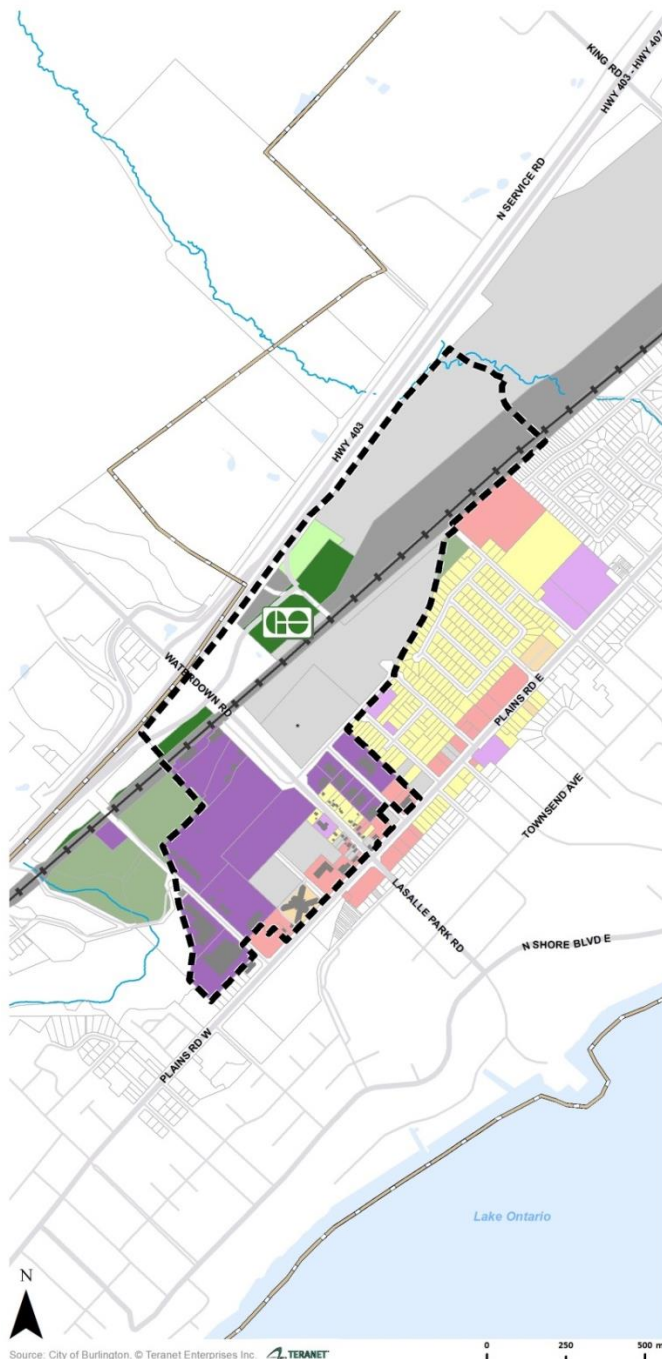


Urban Planning Area Boundary

Zoning Bylaw

- Mixed Use - Employment
- Mixed Use - General and Commercial
- Commercial
- Employment - Business Corridor
- Employment - General Employment
- Development
- Parks and Open Space
- Mineral Resource
- Residential - High Density
- Residential - Medium Density
- Residential - Low Density
- Residential - Other
- Utility Services
- Site Specific / North Aldershot Zones

* 101 Masonry Court is not designated for employment in the City of Burlington's Official Plan, however it is included within the analysis as a portion of the parcel is within the Region Employment Area overlay

Figure 3-14: Existing Land Use – Aldershot GO Major Transit Station

This figure provides the existing land use for the Mobility Hub Employment Lands Under Review. The lands are largely occupied by vacant, industrial, and utility maintenance uses, with some commercial and residential establishments in proximity to the Plains Road corridor.

Mobility Hub Employment Lands Under Review

Existing Land Use	Area (ha)	Area (%)
Commercial	3.2	3.1%
GO Transit	5.3	5.2%
Industrial	24.9	24.5%
Institutional	0.3	0.3%
Natural Open Space System	1.5	1.5%
Recreational and Open Space	0.1	0.1%
Residential - Low Density	1.2	1.2%
Residential - Medium Density	1.1	1.1%
Utility	15.9	15.7%
Vacant	35.2	34.6%
Other	12.9	12.7%
Total	101.6	100.0%



* 101 Masonry Court is not designated for employment in the City of Burlington's Official Plan, however it is included within the analysis as a portion of the parcel is within the Region Employment Area overlay

Note: Existing land uses were determined via visual inspection and are meant to provide a general overview of the types of uses present in the Mobility Hub Employment Lands Under Review study area. Please note that existing uses provided here were not confirmed against or compared to the findings of the Halton Region Employment Survey.

Figure 3-15: Transportation Network – Aldershot GO Major Transit Station



Note: The MHOC, 2014 and the City's Community Trails Strategy identified new opportunities and challenges from an active transportation circulation perspective. All data sources should be considered at the time of the area specific plan.

Figure 3-15 presents the transportation network within and around the Employment Lands Under Review. The study area is accessed by a highway interchange (QEW and Waterdown Road), a multi-purpose arterial (Plains Road), a minor arterial (Waterdown Road) and an access road to the parking lot on the north side of the railway, shown as a transit line on the map.

The study area is served by several transit routes, including Route 1 and Hamilton Route 18. It is also served by active transportation connections as indicated in the Long Term Cycling Master Plan (existing and planned), including bicycle lanes on Plains Road and Waterdown Road, multi-use paths on Howard Road and extending north from Clearview Avenue, and a bicycle priority street along Clearview Avenue.

Figure 3-16: Vacant and Underutilized Parcels (by Building Coverage) – Aldershot GO Major Transit Station



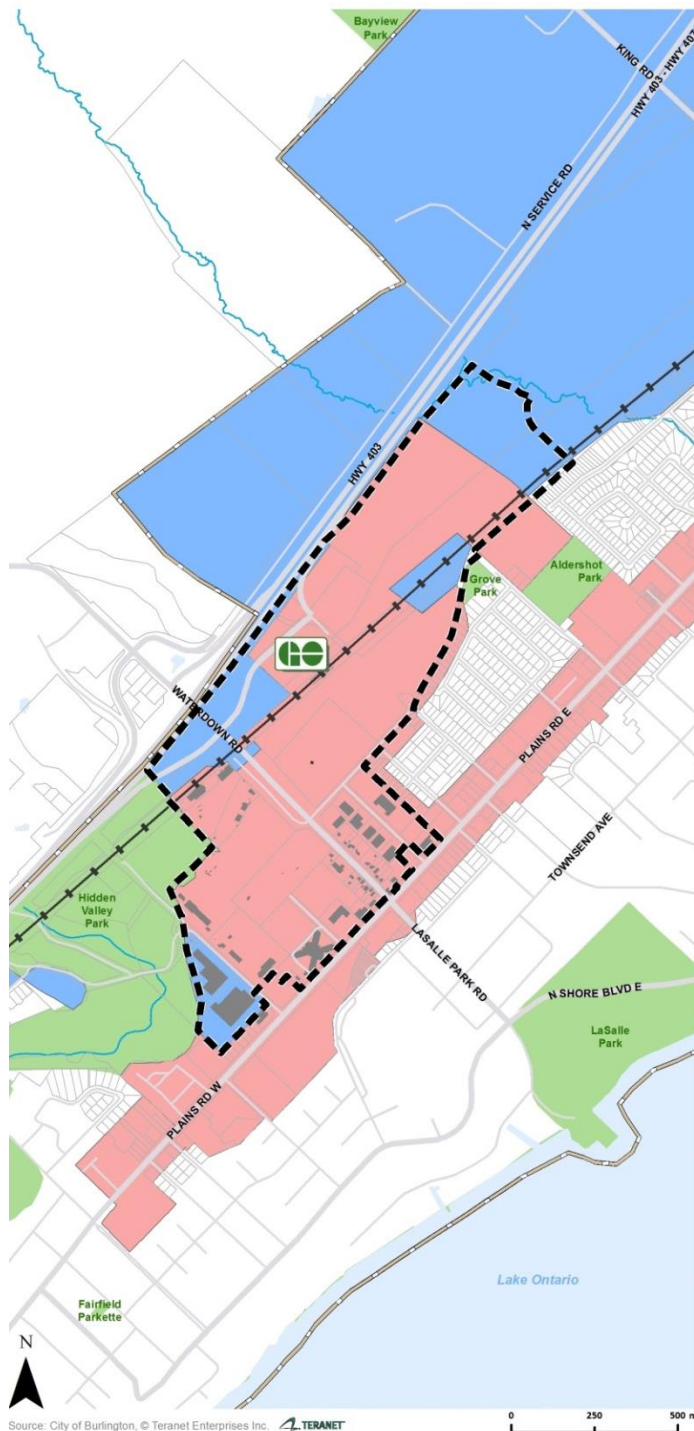
This figure presents the vacant and underutilized parcels within and around the Mobility Hub Employment Lands Under Review. The study area includes a number of vacant and underutilized parcels, with nearly three quarters of the lands have a coverage of under 10%.

Mobility Hub Employment Lands Under Review

Building Coverage	Area (ha)	Area (%)
< 10%	75.8	74.6%
10 - 20%	2.2	2.1%
20 - 30%	3.3	3.2%
> 30%	6.5	6.4%
Other	13.9	13.6%
Total	101.6	100.0%

- GO Station
- Mobility Hub Employment Lands Under Review (101.6 ha)
- Urban Planning Area Boundary
- Vacant Employment Lands within the Study Area (Based on Staff Land Use Review, June 2016)
- Vacant Employment Lands within the Study Area (Based on Phase 2 Report)
- Building Coverage**
 - < 10%
 - 10 - 20%
 - 20 - 30%
 - > 30%

* 101 Masonry Court is not designated for employment in the City of Burlington's Official Plan, however it is included within the analysis as a portion of the parcel is within the Region Employment Area overlay

Figure 3-17: Intensification Areas – Aldershot GO Major Transit Station

This figure presents the City's draft intensification areas within and around the Mobility Hub Employment Lands Under Review. The intensification areas identified on this figure in draft have been established by staff as part of the current Official Plan Project and have not been approved to date. Most of the study area is within the Primary Intensification Area (approximately 77 hectares or 76%) with the remaining being within the Employment Intensification Area (approximately 23 hectares or 23%) and other areas (approximately 1 hectare or 1%).

Mobility Hub Employment Lands Under Review

Intensification Areas	Area (ha)	Area (%)
Employment Intensification Area	23.3	23.0%
Primary Intensification Area	77.3	76.1%
Established Neighbourhood Area	0.9	0.9%
Total	101.6	100.0%

- GO Station
- Mobility Hub Employment Lands Under Review (101.6 ha)
- Urban Planning Area Boundary
- Intensification Areas (Draft, as Presented to Council July 7, 2016)**
 - Primary Intensification Area
 - Employment Intensification Area

* 101 Masonry Court is not designated for employment in the City of Burlington's Official Plan, however it is included within the analysis as a portion of the parcel is within the Region Employment Area overlay

Note: It is expected that the outcome of the Municipal Comprehensive Review will impact the draft mapping, presented here for general information purposes only.

Figure 3-18: Active Applications and Proposed Conversion Areas – Aldershot GO Major Transit Station

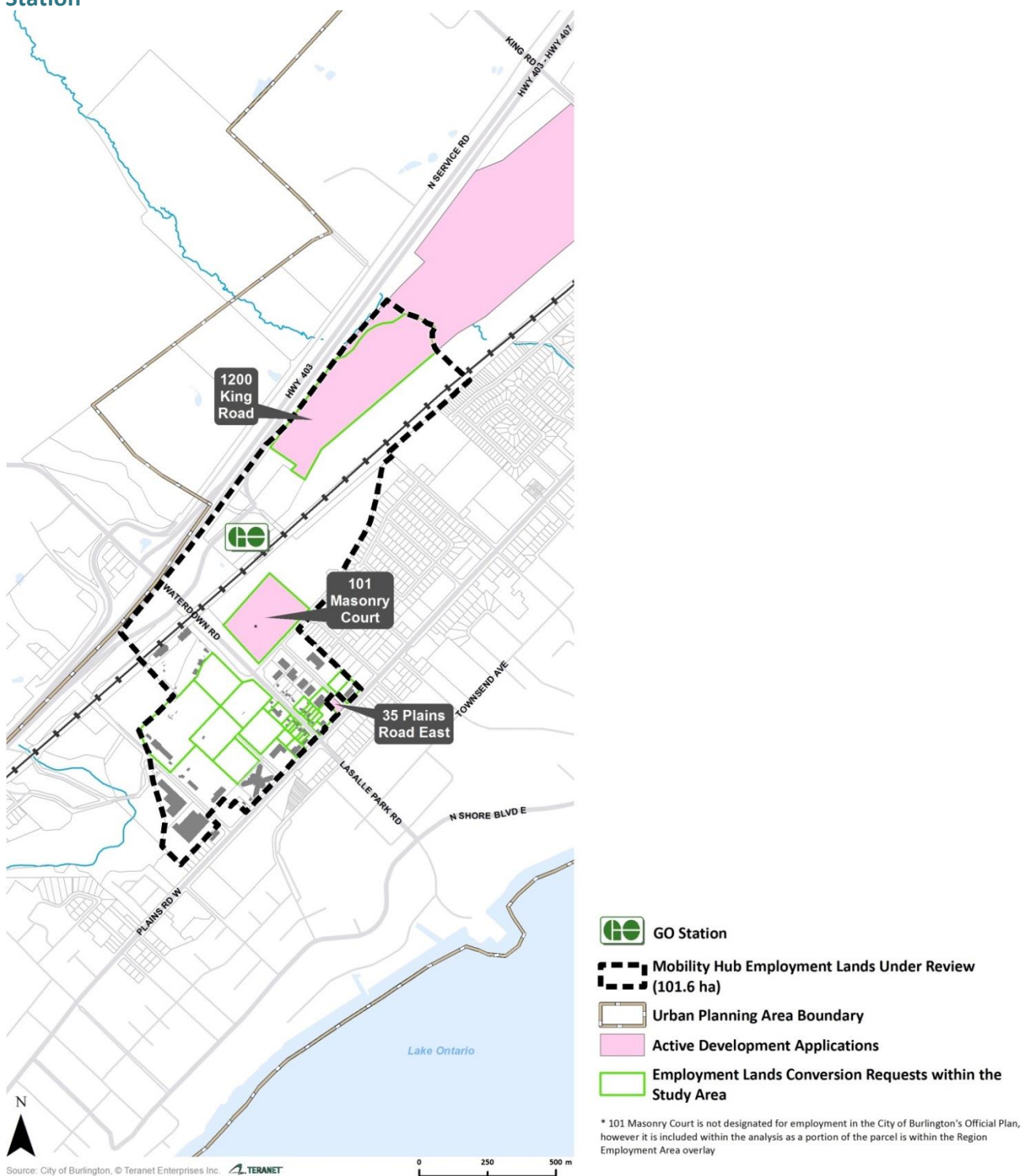


Figure 3-18 presents the active applications and conversions requests within and around the Mobility Hub Employment Lands Under Review.

The following table outlines the active applications (at the time of this study) in proximity to the study area.

Table 3.1 Active Applications in the Aldershot GO Mobility Hub Study Area

Site Address	Proposed Development
101 Masonry Crt.	Proposed Phase 1 of residential development on 3.08 hectare lands located south of the CN Rail tracks on the east side of Waterdown Road. Proposed development includes 160 stacked townhouses, 66 standard townhouses and 60 back-to-back townhouses.
1200 King Rd.	Application to subdivide a 49-hectare parcel of land located north of the CN rail tracks between King Road and the Aldershot GO Transit Station. The subdivision design includes a south service road running east/west, industrial lots of various sizes and blocks for creeks and stormwater management. The application is on hold while the applicant completes the outstanding technical studies (including reviews of traffic and environmental impacts). Once these studies are submitted, the application will be circulated for public and technical agency review.
35 Plains Rd. E	Applicant proposes an Official Plan amendment and rezoning to facilitate the development of an eight storey building with 55 residential units and commercial uses at grade.

There were nine conversion requests received as part of the employment conversion analysis, as follows:

- Request #2A & B (1077 Howard Road & 1070 Waterdown Road) to convert a total of 10.31 hectares of General Employment land to permit a mix of MUC-General, MUC-Employment and some General Employment.
- Request #3 (1020 Emery Avenue) to convert 1.46 hectares of General Employment land to permit a mix of uses including residential.
- Request #18 (101 Masonry Court) to convert 5.1 hectares of land to permit medium density residential development.
- Request #20 A, B, C, D, E, F & G (15 Plains Road W, 1016, 1018, 1028, 1030, 1036 & 1044/1048 Waterdown Road) to convert a total of 0.98 hectares of MUC – Employment lands to MUC – General.
- Request #21 A, B, C, D, E, F & G (1 & 15 Plains Road E, 1026 Cooke Boulevard & 1017, 1021, 1025, 1029, 1033 Waterdown Road) to convert a total of 1.34 hectares of MUC – Employment to permit MUC – Commercial.
- Request # 22A & B (53 Plains Road E & 1025 Cooke Blvd) to convert 1.7 hectares of MUC – Employment lands to permit Mixed-Use including high density residential.

3.4.2.2 Major Transit Station Opportunities and Constraints

The Aldershot GO Station has a number of key opportunities for future growth, as encapsulated in the following vision identified through the mobility hub analysis conducted in 2014:

Aldershot GO Station is the western gateway into the City of Burlington, and will become a significant Mixed-Use and employment destination within the City.

New employment uses, on both sides of the rail corridor, will be of the highest quality, with buildings that frame the street, attractive boulevards, significant landscaping, strategically located parking areas, and careful transitions to

adjacent neighbourhoods. Accessory retail uses will create amenities for employees and local residents.

A range of mid to tall Mixed-Use buildings on or adjacent to, Waterdown Road will provide additional density to support a vibrant, safe and active area. The mix of uses will support uses between the mobility hub area and the Plains Road Mixed-Use Corridor.

(Burlington Mobility Hub Opportunities and Constraints Analysis, 2014)

The analysis also identified opportunities and constraints related to transportation and circulation, bike trails, key destinations, nodes/entryways, highway oriented development and rail oriented development. Some key elements of the opportunities and constraints analysis from 2014 included:

- Need for improved transit connections to improve connections between the Aldershot and Burlington GO Stations, and help alleviate traffic constraints presented by significantly increased traffic to the area.
- Potential for cycling connections on Gallagher Road, Masonry Court, Emery Avenue, and along the rail corridor and North Service Road to enhance connections throughout the transit station area.
- Opportunity to improve amenities, retail presence, and community public space in the Station area, to create a destination point and node presence and integrate the station into forthcoming and new developments.
- Importance of maintaining natural heritage assets in proximity to the Station.
- Opportunities to capitalize on highway and rail oriented development potential along the QEW and rail track frontages.

This analysis was considered, in addition to new information available since the completion of the 2014 study, as part of this employment lands conversion

assessment. In addition to the findings of the opportunities and constraints analysis from 2014, the following additional considerations were made:

- Existing and planned conditions: The existing and planned conditions were updated and considered in the opportunities and constraint analysis, which were presented in **Figures 3-11 to 3-18** above.
- Land use compatibility: As part of this employment conversion analysis, existing land use was considered and potential land use compatibility issues were identified. The area specific planning process will need to consider methods to manage and mitigate land use compatibility issues.
- Employment lands conversion criteria: The employment conversion criteria as described in Section 3.2 of this report were used to assess the conversion of the Employment Lands Under Review. A detailed assessment of the Burlington Mobility Hub Employment Lands Under Review is included in **Appendix C**.

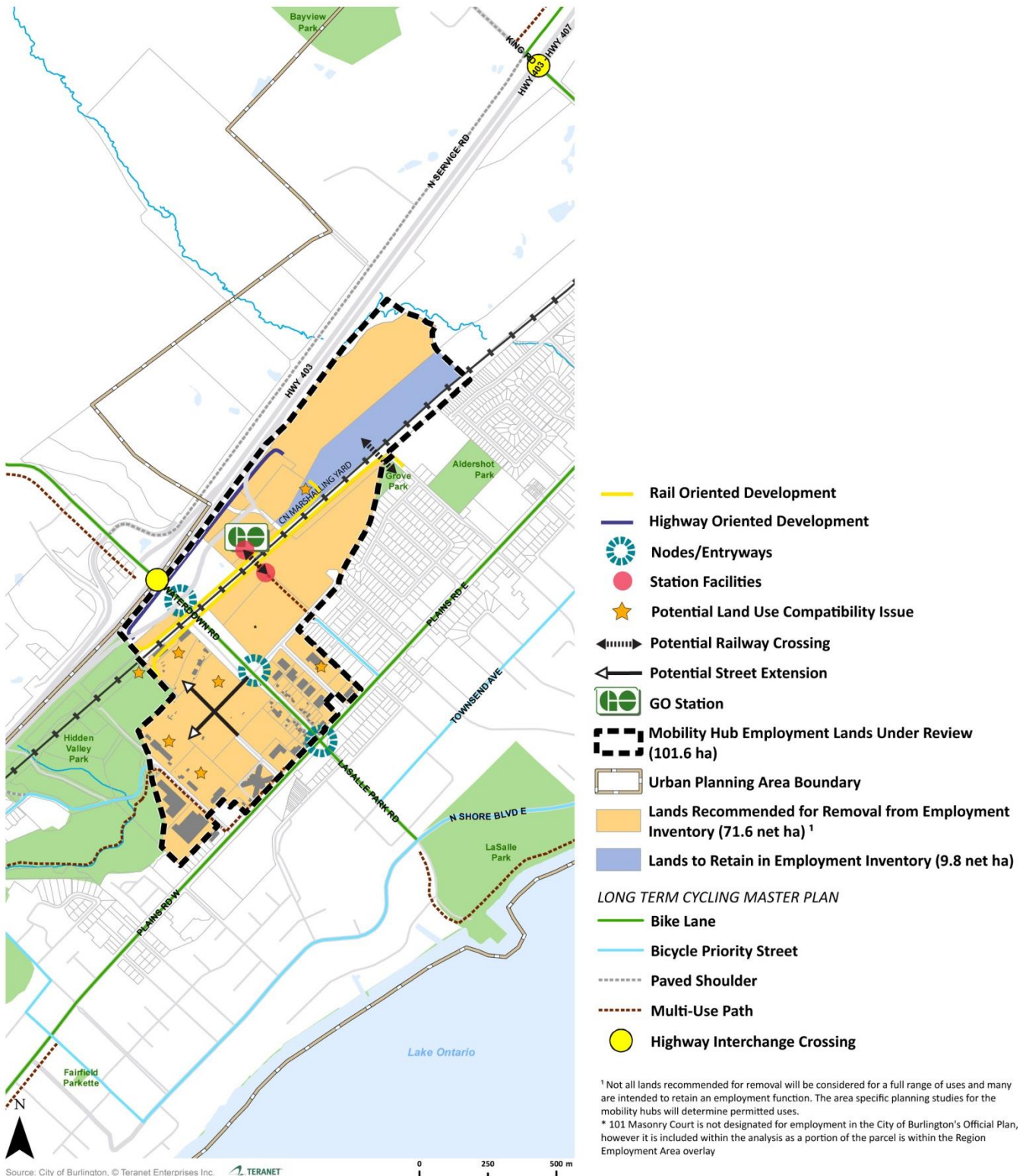
Figure 3-19 presents the opportunities and constraints analysis for the Mobility Hub Employment Lands Under Review¹⁷. Based on the above noted considerations, a total of 71.6 net hectares of land of the Aldershot Mobility Hub Employment Lands Under Review (including Conversion Request #2A, 2B, 3, 4, 5, 18, 20A, 20B, 20C, 20D, 20E, 20F, 20G, 21A, 21B, 21C, 21D, 21E, 21F, 21G, 21H, 22A, 22B, and 29) have been identified as “Lands Recommended for Removal from the Employment Inventory”:

¹⁷ This analysis is intended to inform the City’s future area specific plans for the Mobility Hubs, however the future studies will update the vision, define the purpose of each respective area specific plan and may revise the analysis here within.

- 22.5 net hectares in land generally to the south of the rail corridor, east of Waterdown Road, north of Plains Road. Of this, only 17.4 net hectares of lands are to be removed from the City's employment inventory, as 101 Masonry Court is not currently within the City's employment inventory. These parcels are being recommended for a change in principle of land use based on a number of indicators, including proximity to the Appleby GO station, proximity to Waterdown and Plains Road corridors, proposed development opportunities north of Masonry Court, and compatibility with adjacent existing uses. Notwithstanding the recommended removal from the employment land inventory, the light industrial and office uses along Cooke Boulevard south of Masonry Court are intended to remain for the long term.
- 28.1 net hectares in land to the south of the rail corridor, west of Waterdown Road, north of Plains Road. These parcels are being recommended for a change in principle of land use based on their proximity and access to the Waterdown Road and Plains Road corridors, redevelopment opportunities and compatibility with existing uses on the south of Plains Road.
- The remaining 21.0 net hectares in land north of the rail largely east of Waterdown Road. These parcels are being recommended for a change in principle of land use based on a number of indicators, including proximity to QEW/rail frontage, development opportunities, compatibility with existing uses, and access points that provide connection opportunities to the main arterial routes in the area.

None of the lands within the Aldershot Mobility Hub Employment Lands Under Review have been identified as "Lands Recommended to Retain in the Employment Inventory".

Figure 3-19: Aldershot GO Opportunities and Constraints



3.4.3 Appleby GO Station Mobility Hub

As with the Aldershot GO Station, the Appleby GO Station is also designated as a Major Transit Station under the Halton Region Official Plan, and for purposes of this study will be referred to as a mobility hub, although this station is not named as a mobility hub in the Metrolinx Big Move strategy document. The area is an important hub for industrial uses, as well as a mix of commercial, office, and residential areas adjacent to the station. Appleby GO Station is also located in close proximity to the QEW, and features a large open green space park to the east of this mobility hub. Beyond the immediate vicinity, there is also the Degroote School of Business (Ron Joyce Centre) located at 4360 South Service Road, which could be coupled with a private research facility being proposed by Siemens and be considered by the City of Burlington as a future innovation district.

3.4.3.1 Study Area

The study area for the Appleby GO Mobility Hub is largest of the three hubs, covering a total of 146 gross hectares, as presented in **Figure 3-20** as “Mobility Hub Employment Lands Under Review”. The lands designated for employment uses are outlined in **Table 3-5**. The lands north of the rail corridor are within the Region of Halton Employment Area Overlay.

Table 3-5: Employment Lands within the Appleby GO Mobility Hub Study

Land Use Designation	Gross Area (Ha)	Gross Area (%)
General Employment	85.6	59%
Business Corridor	24.3	16%
Mixed-Use Corridor – Employment	34.8	24%
Other (Non-Employment)	1.0	1%
Total	145.7	100%

The majority of the study area (109 hectares or 75% of the area) is included within the Region of Halton Employment Area overlay. The existing and planned conditions around the Appleby GO Mobility Hub are presented in **Figures 3-21 to 3-27** and provide context for the analysis.

Appleby GO Station



South Service Road, directly south of the Queen
Elizabeth Way



Fairview Street & Oval Court
Light industrial/commercial facility.



GO Station Parking Lot, Fairview Street
Residential properties across the street from GO Parking Lot.



Appleby Line & Harvester Road

Harvester Road is a well-established industrial area including uses such as Fearman's Pork and Maple Leaf Foods.

Figure 3-20: Employment Lands Under Review – Appleby GO Mobility Hub

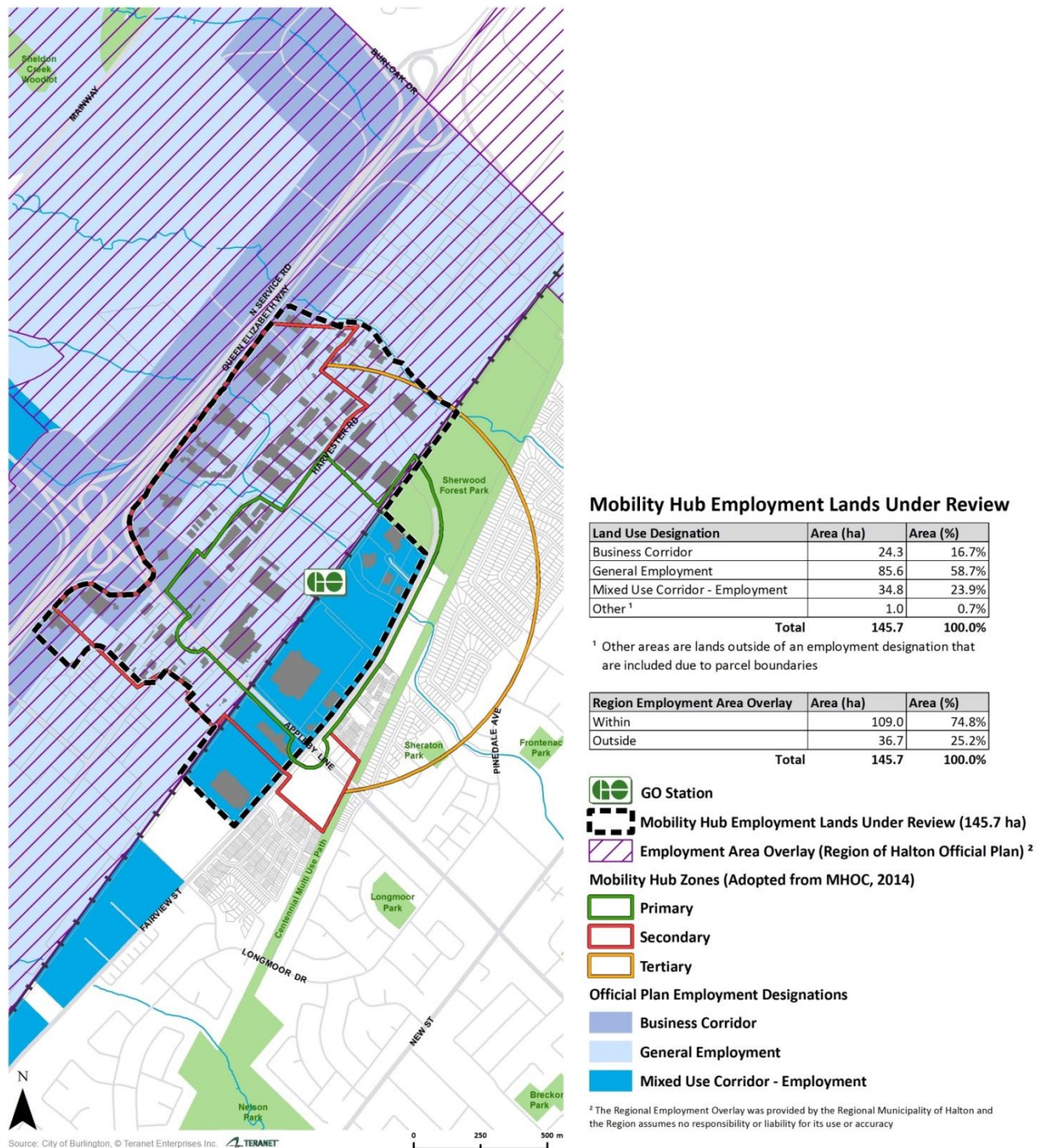
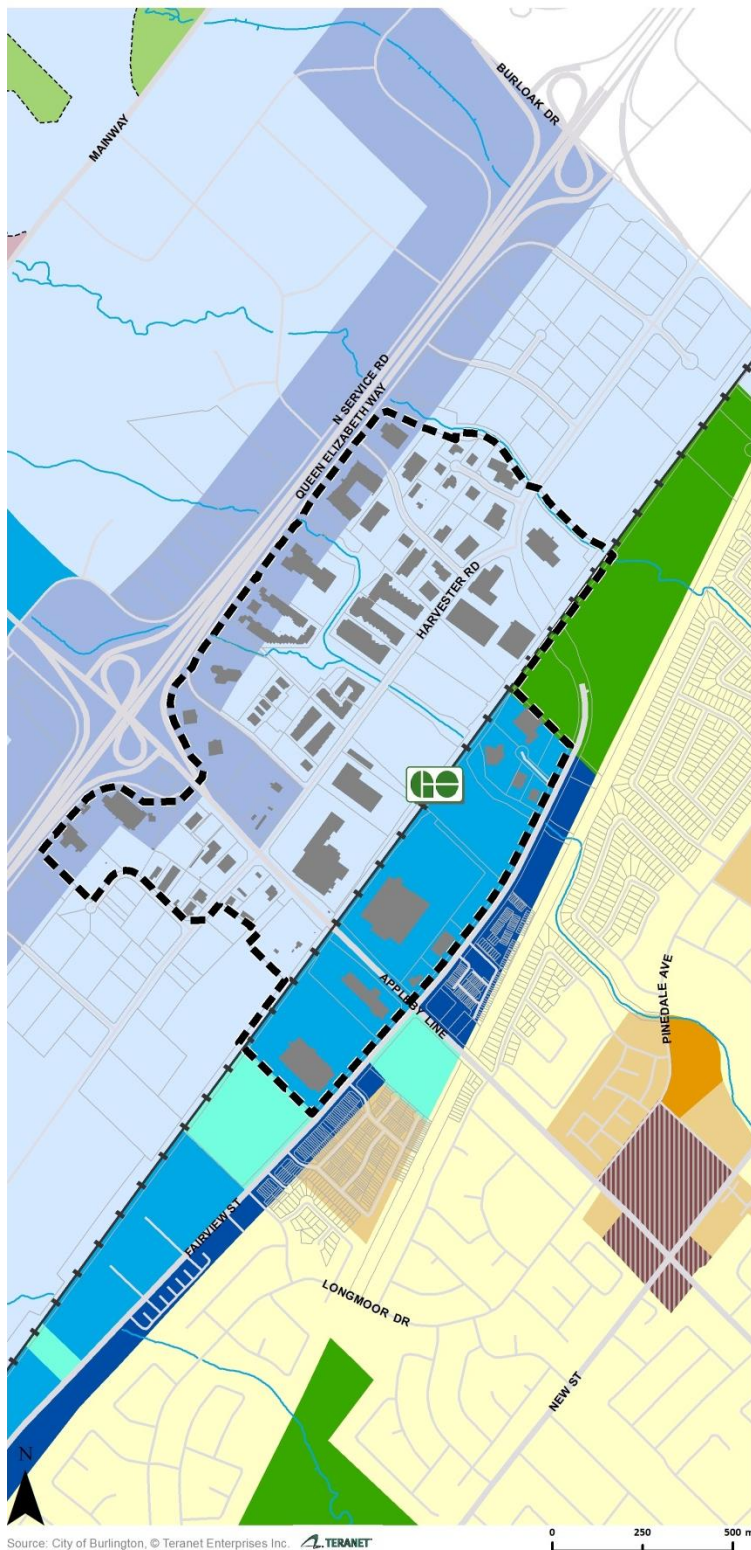


Figure 3-21: City of Burlington Official Plan Land Use Map – Appleby GO Mobility Hub



This figure presents the City's Official Plan land use designations in and around the Mobility Hub Employment Lands Under Review. The study area is surrounded by lands designated for General Employment to the northeast and southwest, with Business Corridor uses along the QEW to the north and various Mixed-Use designations as well as a Major Park along the south side of the rail corridor. There is also a large area of Residential - Low Density to the southeast of the study area.

Mobility Hub Employment Lands Under Review

Land Use Designation	Area (ha)	Area (%)
Business Corridor	24.3	16.7%
General Employment	85.6	58.7%
Mixed Use Corridor - Employment	34.8	23.9%
Other	1.0	0.7%
Total	145.7	100.0%



GO Station

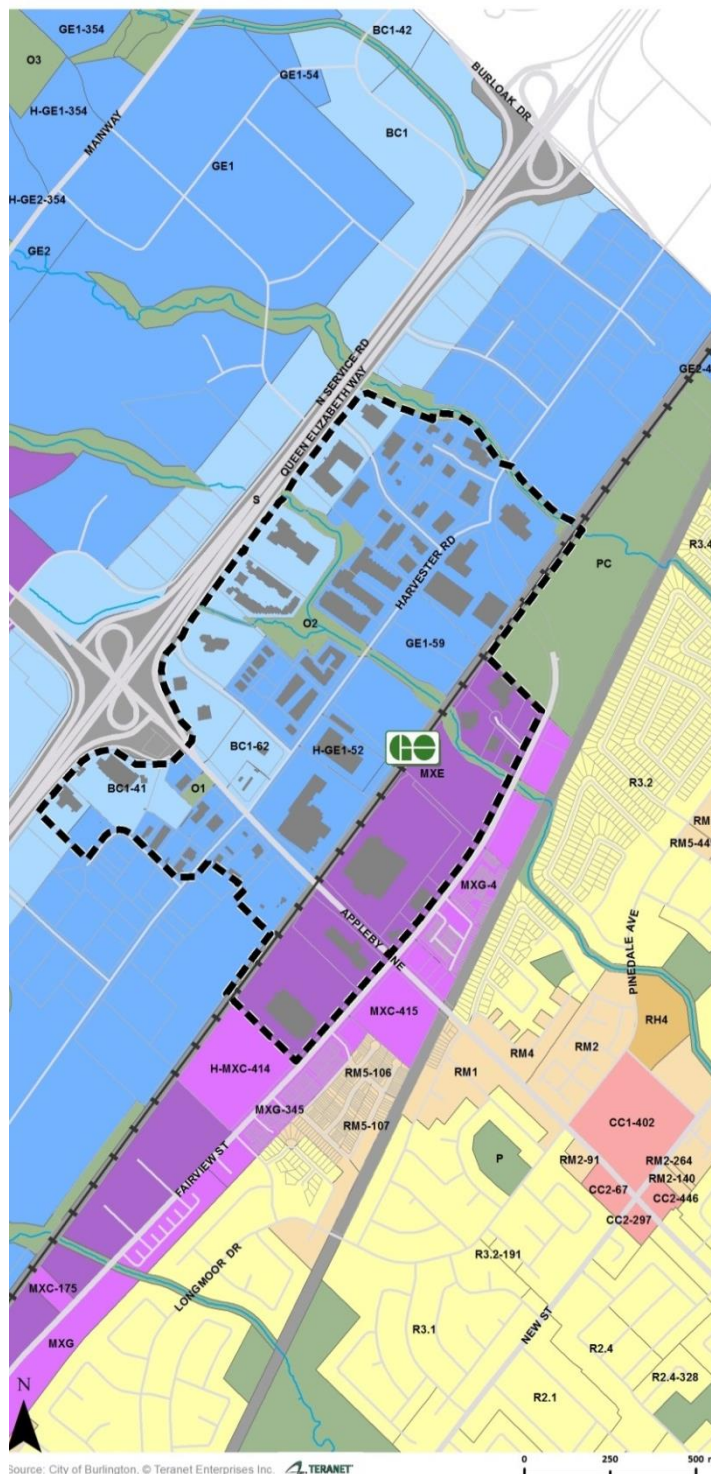


Mobility Hub Employment Lands Under Review (145.7 ha)

Official Plan Land Use Designations

- Community Commercial
- Mixed Use Corridor - Employment
- Mixed Use Corridor - Commercial
- Mixed Use Corridor - General
- General Employment
- Business Corridor
- Deferral
- Greenlands
- Major Parks and Open Space
- Mixed Use Centre
- Residential - High Density
- Residential - Medium Density
- Residential - Low Density

Figure 3-22: City of Burlington Zoning Map – Appleby GO Mobility Hub



This figure provides the City's zoning regulations in and around the Mobility Hub Employment Lands Under Review. The lands are largely zoned for General Employment, Business Corridor Employment, and Mixed-Use - Employment.

The study area is largely surrounded by lands zoned for General and Business Corridor Employment, with Mixed-Use-Employment designations along the south side of the rail corridor and along Fairview Street corridors. Low and Medium Density Residential areas are prevalent to the east of the mobility hub area.

Mobility Hub Employment Lands Under Review

Zoning	Area (ha)	Area (%)
Employment - Business Corridor	30.4	20.9%
Employment - General Employment	69.2	47.5%
Mixed Use - Employment	33.0	22.6%
Other	13.2	9.0%
Total	145.7	100.0%



GO Station



Mobility Hub Employment Lands Under Review (145.7 ha)

Zoning Bylaw

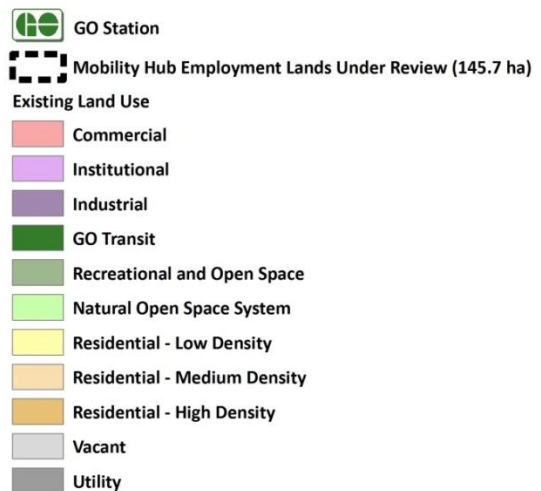
- Mixed Use - Employment
- Mixed Use - General and Commercial
- Commercial
- Employment - Business Corridor
- Employment - General Employment
- Parks and Open Space
- Residential - High Density
- Residential - Medium Density
- Residential - Low Density
- Utility Services

Figure 3-23: Existing Land Use – Appleby GO Mobility Hub

This figure provides the existing land use for the Mobility Hub Employment Lands Under Review. The lands are largely occupied by Commercial and Industrial uses, with only 3% of the study area classified as vacant and a mix of Residential and Commercial uses to the southeast of the study area.

Mobility Hub Employment Lands Under Review

Existing Land Use	Area (ha)	Area (%)
Commercial	54.3	37.3%
GO Transit	12.1	8.3%
Industrial	52.3	35.9%
Institutional	1.9	1.3%
Natural Open Space System	7.0	4.8%
Recreational and Open Space	2.5	1.7%
Utility	5.3	3.6%
Vacant	4.1	2.8%
Other	6.3	4.3%
Total	145.7	100.0%



Note: Existing land uses were determined via visual inspection and are meant to provide a general overview of the types of uses present in the Mobility Hub Employment Lands Under Review study area. Please note that existing uses provided here were not confirmed against or compared to the findings of the Halton Region Employment Survey.

Figure 3-24: Transportation Network – Appleby GO Mobility Hub

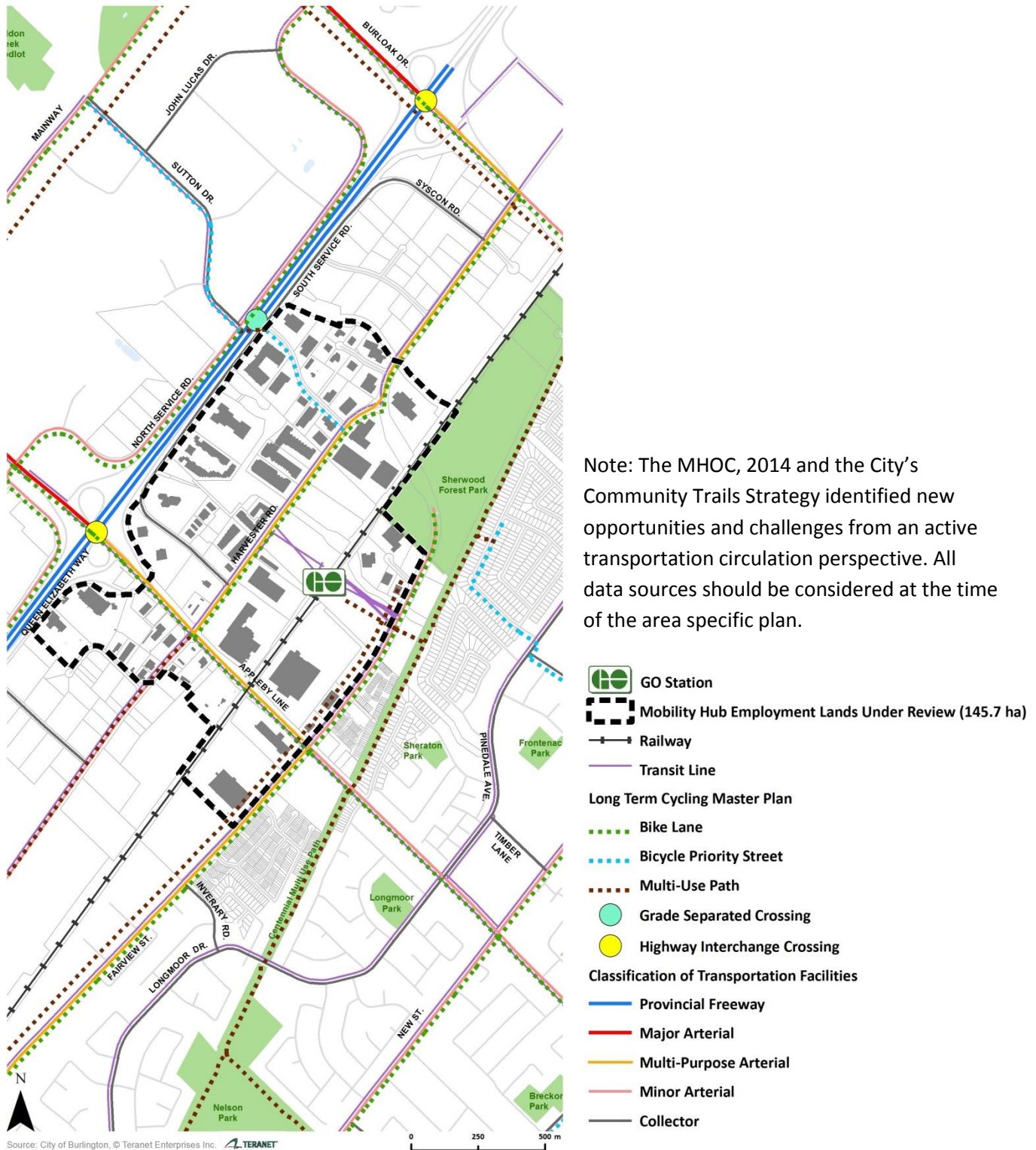
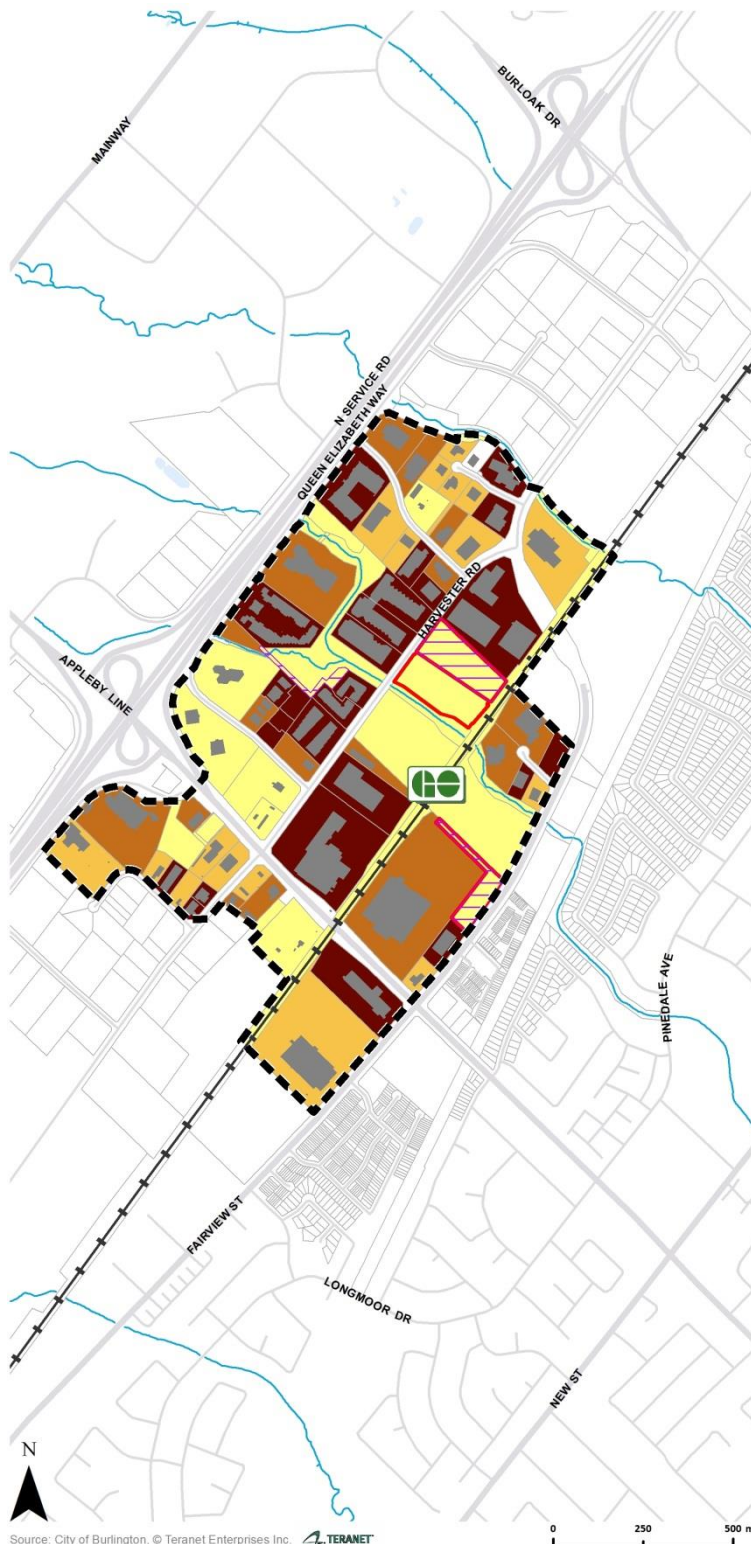


Figure 3-24 presents the transportation network within and around the Mobility Hub Employment Lands under Review. The lands are accessed by a highway interchange (QEW and Appleby Line), three multi-purpose/minor arterials (Harvester Road, Appleby Line and Fairview Street), and a collector (South Service Road).

The study area and GO Station are served by a number of high frequency transit routes, including Route 4A, Route 10A, Route 11, Route 21, Route 62, Route 80 and Route 81. It is also well served by a number of active transportation connections as indicated in the Long Term Cycling Master Plan, including bike lanes on Harvester Road, Fairview Street and Appleby Line, multi-use paths along Fairview Street, Harvester Road south of Appleby Line, and the Centennial Multi-Use Path leading from Downtown to the GO Station. The Plan also indicates a bicycle priority street along Century Drive connecting South Service Road to Harvester Road.

Figure 3-25: Vacant and Underutilized Parcels (by Building Coverage) – Appleby GO Mobility Hub



This figure presents the vacant and underutilized parcels within and around the Mobility Hub Employment Lands Under Review. While there are a few vacant parcels in the study area (3 parcels totalling 6.2 hectares), much of the study area is occupied. Compared to the other mobility hub areas, there are a number of parcels with higher coverage uses (26% of the study area has a coverage of over 30%). Available land is, therefore, a limited resource within the study area.

This being said, some lands are still occupied by low coverage uses (approximately 46% of the lands have a coverage under 20%).

Mobility Hub Employment Lands Under Review

Building Coverage	Area (ha)	Area (%)
< 10%	44.1	30.2%
10 - 20%	22.5	15.5%
20 - 30%	28.4	19.5%
> 30%	37.9	26.0%
Other	12.8	8.8%
Total	145.7	100.0%



GO Station



Mobility Hub Employment Lands Under Review
(145.7 ha)



Vacant Employment Lands within the Study Area
(Based on Staff Land Use Review, June 2016)



Vacant Employment Lands within the Study Area
(Based on Phase 2 Report)

Building Coverage

- < 10%
- 10 - 20%
- 20 - 30%
- > 30%

Source: City of Burlington, © Teranet Enterprises Inc.

Figure 3-26: Intensification Areas – Appleby GO Mobility Hub



This figure presents the City's draft intensification areas within and around the Mobility Hub Employment Lands Under Review. The intensification areas identified on this figure in draft have been established by staff as part of the current Official Plan Project and have not been approved to date. Most of the study area is within the Primary Intensification Area (approximately 124 hectares or 85%) with the remaining being within the Employment Intensification Area (approximately 21 hectares or 14%) and other areas (approximately 1 hectare or 1%).

Mobility Hub Employment Lands Under Review

Intensification Areas	Area (ha)	Area (%)
Employment Intensification Area	20.6	14.1%
Primary Intensification Area	124.0	85.1%
Established Neighbourhood Area	1.1	0.8%
Total	145.7	100.0%



GO Station



Mobility Hub Employment Lands Under Review (145.7 ha)

Intensification Areas (Draft, as Presented to Council July 7, 2016)



Primary Intensification Area



Employment Intensification Area

Note: It is expected that the outcome of the Municipal Comprehensive Review will impact the draft mapping, presented here for general information purposes only.

Figure 3-27: Active Applications and Proposed Conversion Areas – Appleby GO Mobility Hub

This figure presents the active applications and conversions requests within and around the Mobility Hub Employment Lands Under Review.

As shown, there are no current active applications in the study area.

There were two conversion requests received as part of the employment conversion analysis, as follows:

- Request #23 (4445 Fairview Street) to convert a total of 7.3 hectares of Mixed-Use Corridor - Employment to Mixed-Use Corridor – Commercial to permit re-development of the site for retail uses.
- Request #24 A, B & C (747 Appleby Line, 5041 & 5091 Fairview Street) to convert 11.2 hectares of Mixed-Use Corridor – Employment to Mixed-Use including residential.

3.4.3.2 Mobility Hub Opportunities and Constraints

The Appleby GO Mobility Hub has a number of key opportunities for future growth, as encapsulated in the following vision identified through the mobility hub analysis conducted in 2014:

Appleby GO Station is the eastern gateway to the City of Burlington, and will be a significant industrial and employment destination in the City.

Prestige employment buildings will be located along Harvester Road and Fairview Street, to create a distinct mobility hub area with attractive streetscapes, and to strengthen built form and open space transitions to the newer residential uses on the south side of Fairview Street. Where appropriate, light industrial uses may be located in less publicly visible blocks.

The neighbourhood will be anchored to the east by a small amount of Mixed-Use development, taking advantage of connections and views to Sherwood Forest Park.

(Burlington Mobility Hub Opportunities and Constraints Analysis, 2014)

The analysis also identified opportunities and constraints related to transportation and circulation, bike trails, key destinations, nodes/entryways, highway oriented development and rail oriented development. Some key elements of the opportunities and constraints analysis from 2014 included:

- Existing transit connections to the Appleby GO Station are well established, but may need to be augmented in future to balance trip volumes to the Station and reduce traffic congestion, as well as expand connectivity to include the Downtown Burlington Transit Terminal.
- There is an opportunity to explore improved active transportation connections through dedicated cycling routes.

- Public realm improvements and retail amenities in the mobility hub area would help transition the GO Station as well as Sherwood Forest Park towards becoming key destinations in the area.
- New development, redevelopment and infill should focus along key intensification corridors, particularly Fairview Street and Appleby Line.
- A number of potential node/entryway opportunities are present in the study area, including on Appleby Line, Fairview Street, and Harvester Road, which can be developed through landscaping and public realm improvement and characteristic built form.
- The rail corridor presents an opportunity to integrate attractive development integrated with improved landscaped, access ways, and building design features.

This analysis was considered, in addition to new information available since the completion of the 2014 study, as part of this employment lands conversion assessment. In addition to the findings of the opportunities and constraints analysis from 2014, the following additional considerations were made:

- Existing and planned conditions: The existing and planned conditions were updated and considered in the opportunities and constraint analysis, which were presented in **Figures 3-21 to 3-27** above. Opportunities to connect the subject lands into a potential innovation hub to the west were also identified.
- Land use compatibility: As part of this employment conversion analysis, existing land use was considered and potential land use compatibility issues were identified. The area specific planning process will need to consider methods to manage and mitigate land use compatibility issues.
 - Employment lands conversion criteria: The employment conversion criteria as described in Section 3.2 of this report were used to assess the conversion of the Employment Lands Under Review. A detailed assessment

of the Appleby Mobility Hub Employment Lands Under Review is included in **Appendix B**.

Figure 3-28 presents the opportunities and constraints analysis for the Mobility Hub Employment Lands Under Review¹⁸. Based on the above noted considerations, a total of 22.1 net hectares of the Appleby Mobility Hub Employment Lands Under Review (including Conversion Request #23, 24A, 24B, 24C and a portion of 37) have been identified as “Lands Recommended for Removal from the Employment Inventory”:

- 10.4 net hectares in land located along the north side of Fairview Street, west of Appleby Line and south of the rail corridor. These parcels are being recommended for a change in principle of land use based on their proximity and direct access from the Fairview Street corridor, development and redevelopment opportunities, potential to capitalize on trail and pedestrian connections to the Appleby GO Station, and compatibility with adjacent existing uses. These lands are also separate from surrounding employment lands, and anticipated to be considered for non-employment uses without having an adverse impact on the viability of the employment area.
- 11.7 net hectares in land adjacent to the Appleby GO station, east of Appleby Line and south of the rail corridor. These parcels are being recommended for a change in principle of land use based on a number of

¹⁸ This analysis is intended to inform the City’s future area specific plans for the Mobility Hubs, however the future studies will update the vision, define the purpose of each respective area specific plan and may revise the analysis here within. The area specific plans for the Appleby GO Station should consider the connection to a potential innovation hub around the Degroote School of Business (4360 South Service Road, Burlington).

indicators, including existing site use (vacant building), proximity and access to Appleby GO station and the Appleby Line corridor. These lands are also separate from surrounding employment lands, and anticipated to be considered for non-employment uses without having an adverse impact on the viability of the employment area.

The remaining 112.5 net hectares of land have been identified as “Lands Recommended to Retain in the Employment Inventory” and are intended to be retained in the employment lands supply, as they are currently occupied by major industrial facilities and are strategically important to maintain for future industrial employment uses.

Map Legend:

- Rail Oriented Development
- Highway Oriented Development
- Nodes/Entryways
- Station Facilities
- ★ Potential Land Use Compatibility Issue
- Improved Pedestrian Crossing
- Potential Rail Crossing
- Potential Street Extension
- GO Station
- Mobility Hub Employment Lands Under Review (145.7 ha)
- Lands Recommended for Removal from Employment Inventory (22.1 net ha)¹
- Lands to Retain in Employment Inventory (112.5 net ha)

LONG TERM CYCLING MASTER PLAN

- Bike Lane
- Bicycle Priority Street
- - - Multi-Use Path
- Grade Separated Crossing
- Highway Interchange Crossing

Map Labels: Sheldon Creek Woodlot, HANWAY, BURTON DR, QUEEN ELIZABETH WAY, HARVESTER RD, PINE DALE AVE, FRONTENAC PARK, SHERATON PARK, LONGMOOR PARK, NELSON PARK, BRECKON PARK, NEW ST, CRYSTAL AVE, PARKVIEW ST, APPLEY LINE, SHERWOOD FOREST PARK.

Scale: 0, 250, 500 m

Footnote:
¹ Not all lands recommended for removal will be considered for a full range of employment functions. The area specific planning and mobility hubs will determine permitted uses.

3.4.4 Mobility Hub Policy Recommendations

The following policy improvements are recommended for the City of Burlington Official Plan as part of their current official plan update and should be part of an Official Plan Amendment:

- Identify Mobility Hubs and Major Transit Stations from Region of Halton Official Plan (ROP) Map 1 on Schedule B: Comprehensive Land Use. City of Burlington to consider delineation of Mobility Hub Areas and Major Transit Station Areas (500-800m radius from Major Transit Stations).
- Define Mobility Hubs and Major Transit Station Areas terms.
- Provide vision statement for each Mobility Hub and Major Transit Station Area.
- Include policies on Mobility Hubs and Major Transit Station Areas including:
 - Description of the planned function and objectives for the lands within the Mobility Hub designation (consistent with ROP section 80, identifying the need for a range of employment opportunities, diverse and compatible mix of land uses and increased residential and employment densities);
 - Policy on the role of employment and importance of retention of existing employment and promotion of new employment uses in proximity to higher order transit. Permissions for non-employment uses should not be considered unless the employment function of employment lands within the hub is ensured. Should consider including a people to jobs ratio to be confirmed through the area specific plans;
 - Policies providing direction for the preparation of Area Specific Plan(s);
 - Policy outlining the need for an Office Attraction Study to assess the development feasibility and recommend an incentive framework to support priority developments within the Mobility Hubs.

- Policies providing direction for decision-making in the interim on lands which have been recommended for removal from the Employment Inventory and are not part of the Region of Halton's overlay designation should be laid out in the official plan. Interim policies should note the change in principle of land use only, and that not all land recommended for removal from the Employment Inventory are intended to accommodate a full range of uses. Ideally, no development should proceed until the Area Specific Plans are completed. However, in the interim, applications may be assessed based on size/scale, proposed land use and alignment with mobility hub vision.

Council has approved staff and budget in support of moving forward with four area specific plans including the Downtown Mobility Hub (PB-48-16). As the City develops the terms of reference, the following considerations should be included:

- Confirm the limits of the area specific plan.
- Include a detailed vision, land use plan and policies.
- Confirm priority areas that maximize opportunities for transit supportive development.
- In order to maintain the employment function of these hubs, consider minimum thresholds of employment that must be met and methods to tie these to the release of permissions for non-employment uses.
- Identify a transportation network designed to integrate active transportation, local transit services and inter-municipal/inter-regional higher order transit services, urban design guidelines to promote active transportation and transit supportive land uses (as per policy 81(4) of the ROP), prescribe minimum development densities and identify programs and incentives to promote intensification in the study areas.
- Conduct a review of municipal servicing to ensure intensification can be accommodated.

- Provide urban design guidelines/performance measures to ensure transit supportive development in proximity to the stations areas.
- Identify an incentive framework that supports the feasibility of priority development within the Mobility Hub areas.
- Other elements as required.

3.5 Employment Land Conversion Requests Outside of Mobility Hubs

As outlined in section 3.3, a significant portion of the conversion requests (56.34 net hectares of the 231.77 net hectares of employment lands that are subject to a privately-initiated conversion request and 39.59 net hectares of the 110.59 net hectares of employment lands that are subject to a city-initiated conversion proposal) were within the identified Mobility Hub areas, and have been outlined above. The remaining privately-initiated and city-initiated proposals have been described in the following sections.

3.5.1 Privately Initiated Employment Land Conversion Requests

There was a total of 26 properties or 175.42 net hectares of employment lands that are subject to the privately-initiated requests outside of a mobility hub. **Table 3-6** summarizes the results from the review of these lands.

Table 3-6: Summary of Results for Privately-Initiated Conversion Requests

Summary of Results	Net Hectares
Lands being supported for conversion	7.71
Lands not being supported for conversion	159.25
Lands that are not a conversion and are seeking re-designation to another employment land use	8.46
Total	175.42

The site assessment for each of the privately-initiated requests has been included in **Appendix C**.

3.5.2 City-Initiated Employment Land Conversions Proposals

There was a total of 51 properties or 71.00 net hectares of employment lands that are subject to the city-initiated proposals outside of a mobility hub. **Table 3-7** summarizes the results from the review of these lands.

Table 3-7: Summary of Results for City-Initiated Conversion Proposals

Summary of Results	Net Hectares
Lands being supported for conversion	23.60
Lands not being supported for conversion	none
Lands that are not a conversion and are seeking re-designation to another employment land use	47.40
Total	71.00

The site assessment for each of the city-initiated proposals has been included in **Appendix C**.

4.0 Summary of Findings and Recommendations

4.1 Impact to the City of Burlington Employment Lands

The City of Burlington currently has approximately 2,266 gross hectares (1,480 net hectares) of lands designated for employment. The recommendations of this Employment Conversion Analysis are to retain approximately 2,094 gross hectares (1,349 net hectares) within the City of Burlington Employment Lands to support the City's long term employment growth. **Figure 4-1** presents the lands recommended to remain and those to be removed from Burlington's Employment Lands Inventory, regardless of whether it was reviewed as part of the privately-initiated, city-initiated or mobility hub employment conversion analysis. The results of the conversion recommendations identified in Section 3 are summarized below in **Table 4.1**.

Table 4-1: Summary of Lands Recommended for Conversion

Location	Occupied		Vacant ¹⁹		Total (occupied and vacant)	
	Net Area (ha)	No. of Properties	Net Area (ha)	No. of Properties	Net Area (ha)	No. of Properties
Lands Recommended for Conversion within Mobility Hubs	107.6	80	3.4	4	111.0	84

¹⁹ Vacant based on the Phase 2 Employment Lands Study undertaken by Dillon Consulting in 2014.

Location	Occupied		Vacant ¹⁹		Total (occupied and vacant)	
Lands Recommended for Conversion outside of Mobility Hubs	35.7	45	6.1	4	41.8	49
Total	143.3	125	9.5	8	152.8	133

The total lands being recommended for removal from the Burlington Employment Inventory of 152.8 net hectares of land represents approximately 10% of the City's total estimated net supply of employment land. This total supply refers to the combination of vacant and occupied employment lands. Of the lands recommended for conversion, 9.5 net hectares is vacant, representing less than 3% of the City's estimated vacant employment lands inventory²⁰. It should be noted that, while the City is proposing to remove 152.8 net hectares from its overall supply of employment lands, the expectation is that a portion of these lands will continue to generate employment through office, commercial and institutional activities located in mixed-use areas. In relation to the Mobility Hub recommended conversions, the precise amount of employment (jobs, GFA, or other means of measurement) will be determined through the area specific plan process for the Mobility Hubs.

4.2 Impact to the Region of Halton Employment Lands in Burlington

The Region of Halton currently has approximately 2,030.8 gross hectares of within the Regional Employment Areas overlay located in the City of Burlington (9,317.3

²⁰ Ibid.

gross hectares of lands across the Region), as depicted previously on **Figure 3-1**. **Table 4.2** identifies the implications of the recommendations outlined above to the Region of Halton's Employment Areas overlay²¹.

Table 4-2: Summary of Lands Recommended for Conversion in the Region of Halton Employment Areas Overlay

Location	Area (ha)	No. of Properties
Lands subject to the Region of Halton's Employment Area Overlay being Recommended for Conversion within Mobility Hubs	75.5	39
Lands subject to the Region of Halton's Employment Area Overlay being Recommended for Conversion outside of Mobility Hubs	7.8	5
Lands subject to the Region of Halton's Employment Area Overlay that are not in the City of Burlington Employment Lands	10.4	5
Total	83.3	44

Of the lands being recommended for a change in the principle of land use, 83.3 net hectares are identified within the Region of Halton Employment Area overlay (approximately 4% of the lands currently included with the Regional Employment

²¹ The Region's Employment Area overlay includes a number of parcels and areas that are not intended for employment purposes, such as rights-of-way, utilities and natural heritage. The figures in Table 4-2 are on a net area basis. In order to understand the exact implications to the Regional Employment Area overlay, the Region would have to identify the net employment lands that are within the overlay.

Area Overlay in Burlington²²). These lands are subject to the Regional Municipal Comprehensive Review. This study is intended to inform the Regional process, but does not in any way prejudge the decisions that will ultimately be made by Regional Council. A number of areas are being retained in the City of Burlington Employment Lands that are not included within the Region of Halton Employment Areas overlay. For clarity purposes, the Region of Halton and City of Burlington may wish to align the Regional Employment Areas overlay with the City of Burlington Employment Lands (Proposed Burlington Employment Lands are 2,041.8 gross hectares or 1,317.5 net hectares, see **Figure 4-1**).

4.3 Impact on Burlington's Employment Land Supply and Demand

There is sufficient supply of vacant land to accommodate the City's forecast demand beyond 2031²³.

The City of Burlington Phase 2 Employment Lands Study forecasts an employment land demand of 149 hectares between 2011 and 2031 (7.5 hectares per year) and a vacant employment land supply of 308.1 net hectares. After factoring out the revisions outlined above and applying the methodology from the Phase 2 ELS, the

²² As stated above, this is comparing the net employment lands to the gross Regional Employment Area overlay and is therefore understating the implications. As a net area has not been provided for the Regional Employment Area overlay, this has been included for conceptual purposes only.

²³ Notwithstanding the Phase 2 Employment Lands Study, which considered a horizon year of 2031, Provincial policy requires the Region of Halton and area municipalities plan for employment growth to 2041 as part of the next municipal comprehensive review. This will underscore the importance of planning for intensification of employment lands in Burlington.

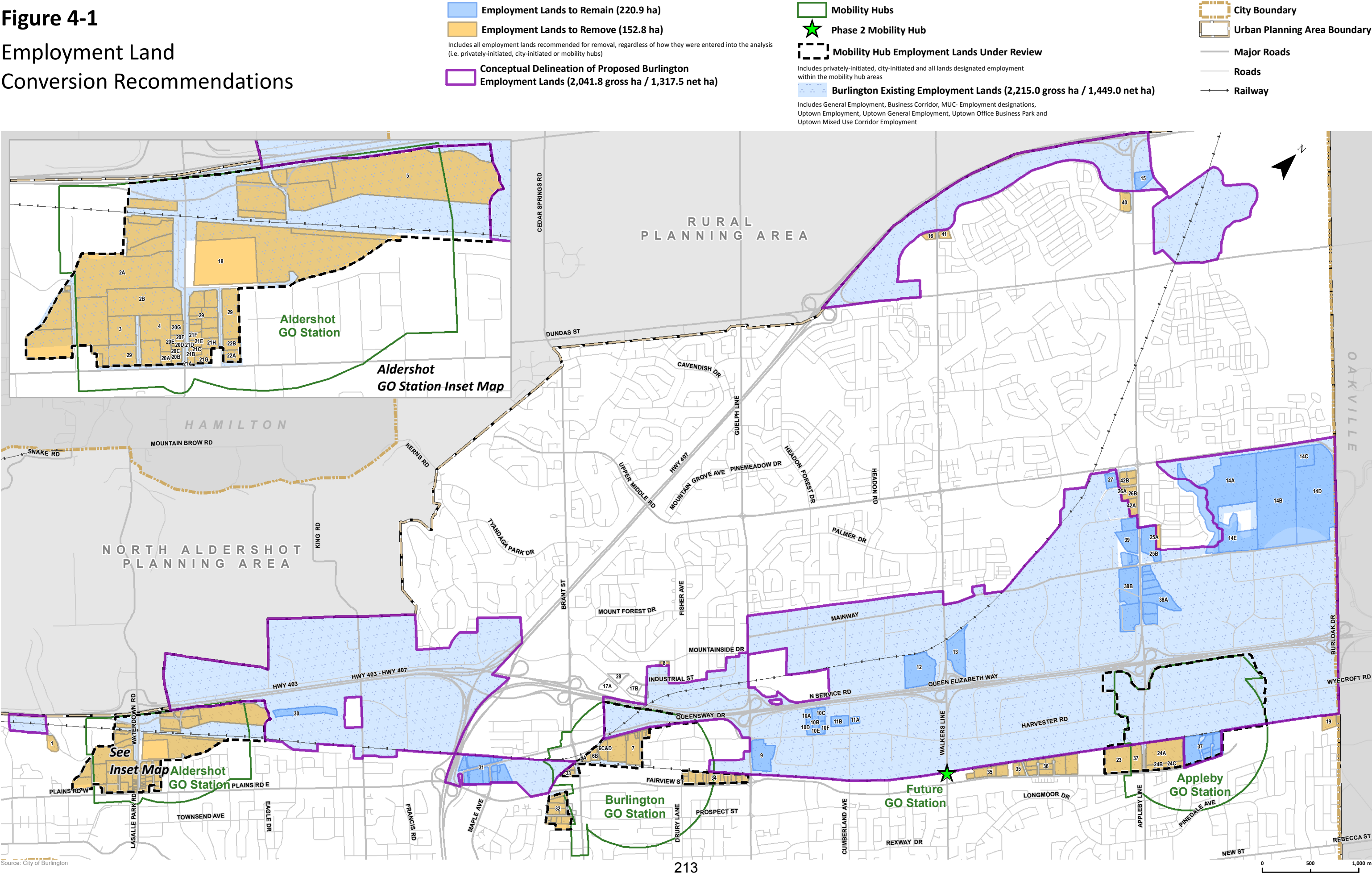
Proposed Burlington Employment Lands include 239.3 net hectares of vacant employment lands²⁴.

²⁴ The Phase 2 Employment Land Study identifies 308.1 hectares of vacant employment. The recommendations above recommend the removal of 9.5 net hectares of vacant employment lands from the Burlington Employment Lands. Based on the methodology outlined in section 4.5.1 of the Phase 2 ELS, after adjustments for infrastructure and a 5% vacancy factor, this would result in 239.3 hectares of net supply.

5.0 Next Steps

This report includes a series of recommendations intended to inform the City's Official Plan Project with respect to how employment lands and uses are treated. Modifications to existing policies will be made and new policies prepared on the basis of these recommendations following their review by City staff and endorsement by Council. This report also includes recommendations for the privately-initiated requests and City-initiated proposals for conversion and/or re-designation of employment lands within the Municipal Comprehensive Review process. Following review by staff and endorsement by Council, the City will communicate the results of this review to the proponents who submitted requests for consideration.

Figure 4-1
Employment Land
Conversion Recommendations



APPENDIX A: CONVERSION CRITERIA AND METHODOLOGY

The following table provides an overview of the criteria and methodology used to review the conversion requests and proposals. The source for each criterion is noted in the table. Criteria#1 through #4 are from provincial policy (i.e. the Growth Plan and/or Provincial Policy Statement), Criteria #5 through #7 are from the Region of Halton's Official Plan and the remaining criteria are from the City of Burlington Official Plan and follow up staff report.

This methodology was consistently applied to all conversion requests and proposals, whether privately-initiated, city-initiated or reviewed through the mobility hub employment lands analysis. In order to be a candidate for conversion, a request or proposal must pass criterion #1 through #7 and meet at least two of the five criteria listed under item #11 below. Criteria #8 through #10 provide additional analysis that was considered as part of the review, but are not essential to support a conversion. Although these criteria were consistently applied to each request and proposal, the Analysis and Recommendations presented in Appendix B and C summarizes the most critical elements of the site analysis and may draw on unique information for each request or proposal.

Proposals for the re-designation of lands designated for employment uses to non-employment uses (or to add a range of uses to an employment designation that are primarily permitted in a non-employment designation, including major retail uses) were evaluated based on meeting the following criteria. Requests and proposals that were to expand employment land use permissions to other employment land uses, or for lands not included within the City of Burlington Employment Lands inventory, were deemed not a conversion and no further analysis was undertaken at this time.

Council-Approved Employment Land Conversion Policy	Source	Methodology for Application
1. the proposal shall only be considered in conjunction with a Municipal Comprehensive Review as identified in the Provincial Policy Statement and the policies of Provincial Plans;	PPS/GP/ROP/CITY	<p>All proposals and requests are being considered under the Municipal Comprehensive Review process.</p>
2. there is a demonstrated need for the conversion, as determined by the City;	PPS/GP/ROP	<p>The City has defined need in the context of the City's existing Settlement Pattern and future Urban Structure. It must also consider a given site's characteristics related to compatibility, contamination and redevelopment potential. The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • Has the City identified a need for additional land to accommodate the proposed land use? • Is the subject site located within one of the City's strategic priority areas (e.g. intensification area in existing or emerging policies, Uptown Mixed Use Centre or a Mobility Hub)? • Is there any other reason why the conversion may be required based on the subject site's characteristics (e.g. land use compatibility, contamination, and redevelopment potential, as applicable)? <p>Please refer to the City of Burlington staff report PB-18-14 for further information on the definition of need.</p>
3. the proposal shall not detrimentally affect the short and	PPS/GP/ROP/CITY	<p>The City of Burlington Phase II Employment Lands Study, completed in 2014, forecast a total demand for 149 net hectares of employment lands between 2011 and 2031, which is an</p>

Council-Approved Employment Land Conversion Policy	Source	Methodology for Application
long term employment land needs of the City;		<p>average annual demand of 7.45 net hectares per year. The Phase II ELS identified that the City's current supply of vacant employment lands is sufficient to meet the demand to 2031, with ability to meet demand beyond 2031, depending on absorption rates. Given the planning horizon used in the Phase II study, long-term needs can be understood to be the amount of land needed over a 20 year timeframe and beyond (i.e. to 2031 and beyond). Short term needs can be understood to be the amount of land needed within the next few years. The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • How large is the subject site? • Is the subject site currently vacant and/or part of the City of Burlington's vacant employment lands supply? If so, what portion of the vacant supply does it account for? • How could the change in principle of land use on the subject site effect the City of Burlington's ability to meet short term and long term land demand? <p>Conversion of a vacant site less than 7.45 hectares in area (approximately one year of average projected demand for land between 2011 and 2031) was deemed to not be a significant impact on the short and long term employment land needs of the City. Generally, conversions of an occupied site was considered to not be a significant impact on the short and long term employment land needs of the City.</p> <p>In the context of a mobility hub, these areas are intended to maintain a significant employment function for the long term, notwithstanding any considerations for conversions in these areas. Although a conversion would reduce the total amount of land area designated for employment</p>

Council-Approved Employment Land Conversion Policy	Source	Methodology for Application
		uses across the City, employment uses that are appropriate in proximity to sensitive uses will be encouraged to locate in these areas.
4. the proposal will not adversely affect the achievement of the intensification targets and density targets;	GP/ROP	<p>The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • Is the subject site located in the Built Up Area (as per ROP)? • Could the proposal contribute to achieving the 40% intensification target? • Is the subject site located in a Designated Greenfield Area (as per ROP)? If yes, would the proposal meet the density target of 45 residents and jobs per gross hectare?
5. the intensity and characteristics of the proposed non-employment uses shall not adversely impact the overall viability of the employment area, desirability, or the proper servicing of existing and future surrounding land uses;	ROP	<p>The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • Does the proposal potentially introduce sensitive uses that are not already present nor envisioned by the City for this area? • Compared to surrounding uses, is the proposed non-employment use compatible with currently exists?
6. there is existing or planned infrastructure to accommodate the proposed conversion;	ROP	<p>The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • Is the subject site located within the Urban Service Boundary as identified in the ROP? • Was the subject site identified in the Phase II servicing report?
7. cross-jurisdictional issues have been considered;	ROP	Cross-jurisdictional issues (such as the Regional employment overlay, provincial jurisdiction, and land use compatibility with uses in an adjacent

Council-Approved Employment Land Conversion Policy	Source	Methodology for Application
		municipality) were generally considered for all requests and proposals.
8. the site's physical and natural characteristics, development constraints and location shall justify the consideration of non-employment uses at the subject location	CITY	<p>The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • Are there physical and natural characteristics which justify consideration of non-employment uses on the subject site? • Are there development constraints specific to the subject site, which justify consideration of non-employment uses? • Does the subject site location justify consideration of non-employment uses?
9. proposals for the re-designation of lands abutting major transportation corridors including railways, highways and major arterial roads shall be discouraged;	CITY	<p>The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • Does the subject site abut a Major or Multi-use Arterial, Provincial freeway, or railway as noted in Schedule J of the City's Official Plan?
10. support studies as identified in Part VI, Section 1.3, clause f), General Policies, of the Plan are prepared;	CITY	<p>The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • Has a specific development proposal been submitted? • Have any technical studies as identified in the OP been submitted?
11. In addition to 1 through 10 above, the re-designation shall also meet at least two of the following conditions:		
11i. the amount of land affected is minor in area based on the projected land requirements within the planning horizon of the Plan;	CITY	<p>The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • How big is the subject site? • How big is the subject site in relation to projected total demand? <p>Conversion of sites less than 1.9ha in area</p>

Council-Approved Employment Land Conversion Policy	Source	Methodology for Application
		(equivalent to 3 months of average projected demand for land between 2011 and 2031) was deemed to be minor in area.
11ii. The development of the site is not feasible for employment uses within the planning horizon of the Plan;	CITY	<p>The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • Is the proposed use compatible with existing and planned future uses in the surrounding area? • Does the site have good connectivity? • Is the subject site minor in size?
11iii. there are no alternative sites, designated and approved for the proposed use elsewhere in the City;	CITY	<p>The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • Are there lands designated and approved for the proposed use available elsewhere in the City? • Is the subject site located within a designated Mobility Hub area?
11iv. the proposal will have a beneficial impact on the surrounding uses and the broader community;	CITY	<p>The following key questions were considered in this analysis:</p> <ul style="list-style-type: none"> • Is the proposed use beneficial with respect to the immediate surrounding area? • Is the proposed use beneficial with respect to the community at large?
11v. the development of the lands for non-employment uses will meet a public need identified by City Council resolution.	CITY	<p>The following key question was considered in this analysis:</p> <ul style="list-style-type: none"> • Has a resolution specific to the subject site been passed by Council noting the need for its development as proposed?

APPENDIX B: CONVERSION ANALYSIS FOR EMPLOYMENT LANDS WITHIN MOBILITY HUBS

Burlington GO Mobility Hub Employment Area Review
ADDRESS Burlington GO Station and surrounding area
TOTAL LAND AREA 54 ha
EXISTING LAND USE Part A: Commercial uses. Part B: Predominantly industrial, including commercial and utility uses. Part C: Industrial, institutional, commercial and high density residential uses.
ADJACENT LAND USES North: Queen Elizabeth Way (highway), retail commercial East: Commercial, low-density residential South: Low-density residential, commercial, medium-density residential, institutional West: Commercial, low-density residential, heavy industrial
IDENTIFIED ON SCHEDULE 1 OF METROLINX'S THE BIG MOVE: Gateway Hub
IDENTIFIED ON MAP 1 OF THE REGION OF HALTON OFFICIAL PLAN: Mobility Hub
ON REGION'S EMPLOYMENT AREA OVERLAY? PARTIAL - Majority of the Part B (34.8 ha; 64% of overall boundary area) falls within the Region's Employment Area overlay, while the remaining and other portions do not.
EXISTING CITY OP DESIGNATION: Part A: Mixed Use Corridor – Employment. Part B: Mixed Use Corridor – Employment and General Employment. Part C: Mixed Use Corridor – Employment and Residential – High Density.

2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:

Part A and C are located within an Urban Growth Corridor, identified in the 2008 Intensification Strategy. Part B is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls as identified in the 2008 Intensification Strategy.

Part B is located within the Burlington GO Primary and Secondary Mobility Hub Zones, while most of Part A is located in the Tertiary Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). Part C is outside but adjacent to the Mobility Hub Zones.

Part A and C have been identified as Mixed Use Area and Part B has been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

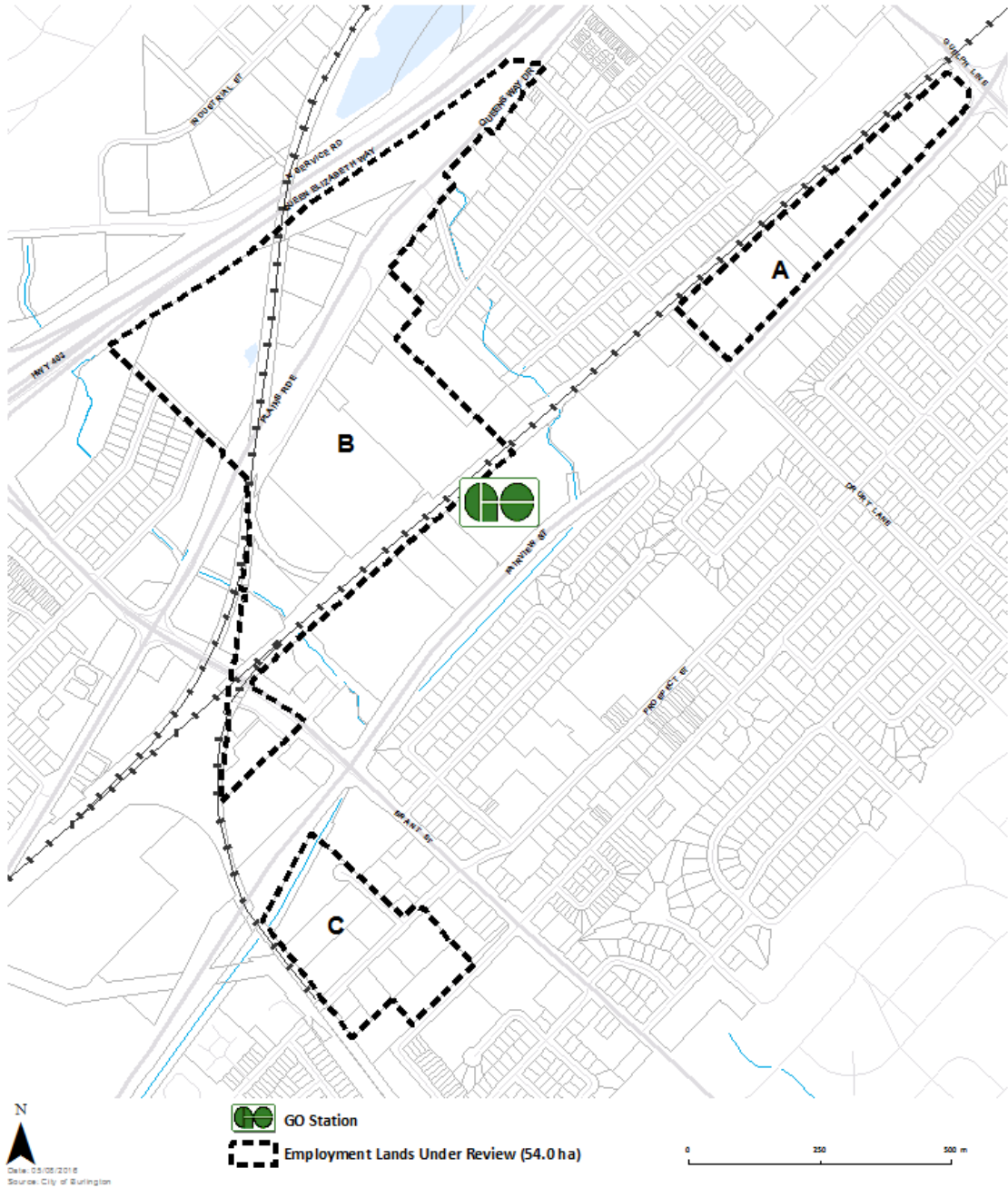
EXISTING ZONING:

Part A: MXE (Mixed Use Corridor).

Part B: MXE (Mixed Use Corridor), S (Utility Services), GE2 (General Employment), GE1 (General Employment), and RM2 (Residential – Medium Density; including a Holding Zone provision).

Part C: MXE (Mixed Use Corridor), RH5 (Residential – High Density) and O2 (Open Space).

PARCELS INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY: None



Burlington GO Mobility Hub Employment Area Review

ANALYSIS AND RECOMMENDATION

It is recommended that Part A, Part C and a portion of Part B (totalling 29 net hectares and including Conversion Requests #6A, 6B, 6C, 6D, 7, 32, 33 and 34) be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands being recommended for removal from the Burlington Employment Lands inventory may be also removed from the Regional Employment Area overlay. The remaining portions of the Burlington GO Mobility Hub Employment Lands Under Review, the portion of Part B north of Plains Road, would be retained in the Burlington Employment Land inventory. Support for the removal of Part A, Part C and a portion of Part B is based on the following rationale:

1. Parts A and C were identified as an Urban Growth Corridor in the 2008 Intensification Strategy and have subsequently been identified as a Mixed Use Area in the July 2016 draft Urban Structure outlined in staff report PB-29-16. Conversion of these areas would allow for the types of mixed use development and intensification intended by these existing and emerging strategies.
2. By virtue of being identified as a Mobility Hub Area, as generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014), the subject lands are specifically intended to support transit-oriented development and intensification. Conversion would allow for the types of mixed use development intended by this policy framework and would align with the City's proposed Urban Structure.
3. The presence of residential uses in the surrounding area would limit the range of employment uses that could be developed in the study area. Conversion would allow for greater intensity in the use of land and uses which would be more compatible with the surrounding area.
4. As the subject area is one of only four areas identified as a Mobility Hub in Burlington, it can be concluded that there are effectively no other areas designated and approved for such uses, with a demonstrated need for conversion to allow for these uses. Also realization of the intensification and transit-oriented mixed use development goals intended as part of the Mobility Hub strategy would have a demonstrable benefit to the community at large.
5. While this conversion would reduce the total amount of land area designated for employment uses across the City, the Mobility Hub areas are intended to maintain a significant employment function for the long term. The employment uses that will be encouraged to locate in the area will be uses appropriate in proximity to sensitive uses. None of the subject lands were identified as being vacant as part of the Phase 2 Employment Land Review. Therefore the conversion of these lands is not anticipated to have any implications to the City's vacant employment land supply.

The lands within Part B north of Plain's Road, are recommended for retention in the Burlington Employment Lands inventory based on the following rationale:

1. Part B is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls as identified in the 2008 Intensification Strategy and is identified as an Employment Area in the July 2016 draft Urban Structure outlined in staff report PB-29-16. These lands have not been identified to accommodate mixed use development.
2. Although they are included within the Burlington GO Secondary Mobility Hub Zone, as generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014), due to the topography and street layout north of Plains Road versus south of Queensway Drive, they are physically separated from the GO station. Their highway exposure, existing land use and arterial road access are supportive of a long term employment function.

Notwithstanding these recommendations, the introduction of non-employment uses could create land use compatibility issues in the interim. Not all parcels being recommended for removal from the Burlington Employment Lands will be considered for a full range of uses. Confirmation of the vision, detailed land use strategy, permitted uses and land use compatibility mitigation measures will need to be addressed through future area-specific planning exercises.

Aldershot GO Mobility Hub Employment Area Review	
ADDRESS	Aldershot GO Station and surrounding area
TOTAL LAND AREA	101.6 ha
EXISTING LAND USE	More than one-third of the study area is vacant. Industrial and utility uses make up the majority of the uses present in the study area, with a small proportion of the study area being occupied by commercial, low and medium density residential uses, and natural recreation features.
ADJACENT LAND USES	<p>North: Highway 403, light industrial and office uses.</p> <p>East: Low-density residential, commercial, institutional uses.</p> <p>South: Commercial and low-density residential.</p> <p>West: Natural features.</p>
IDENTIFIED ON SCHEDULE 1 OF METROLINX'S THE BIG MOVE:	No
IDENTIFIED ON MAP 1 OF THE REGION OF HALTON OFFICIAL PLAN:	Major Transit Station Area
ON REGION'S EMPLOYMENT AREA OVERLAY?	PARTIAL – The majority of the Aldershot GO Mobility Hub Area (81 ha; 80% of the overall area) falls within the Regional Employment Area overlay. Parcels fronting on Plains Road and some lands designated Mixed Use – Employment are not included within the Regional Employment Area overlay.
EXISTING CITY OP DESIGNATION:	The majority of the subject lands are designated Business Corridor and General Employment, with the remainder of the lands designated Mixed Use Corridor – Employment and Mixed Use Corridor – Commercial.

2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS

The properties fronting Plains Road and generally the east side of Waterdown Road south of the rail corridor are located within an Urban Growth Corridor, identified in the 2008 Intensification Strategy. The remainder of the Aldershot GO Mobility Hub Employment Lands Under Review are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls as identified in the 2008 Intensification Strategy.

The majority of the subject sites are located within the Aldershot GO Primary Mobility Hub Zones, with the parcels along Cooke Boulevard, Emery Avenue and the South Service Road Extension are within the Aldershot GO Secondary Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). The parcels to the west of Howard Boulevard are outside but adjacent to the Mobility Hub Zones.

The parcels along Waterdown Road and Plains Road have been identified as Mixed Use Area and parcels along the rail corridor have been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

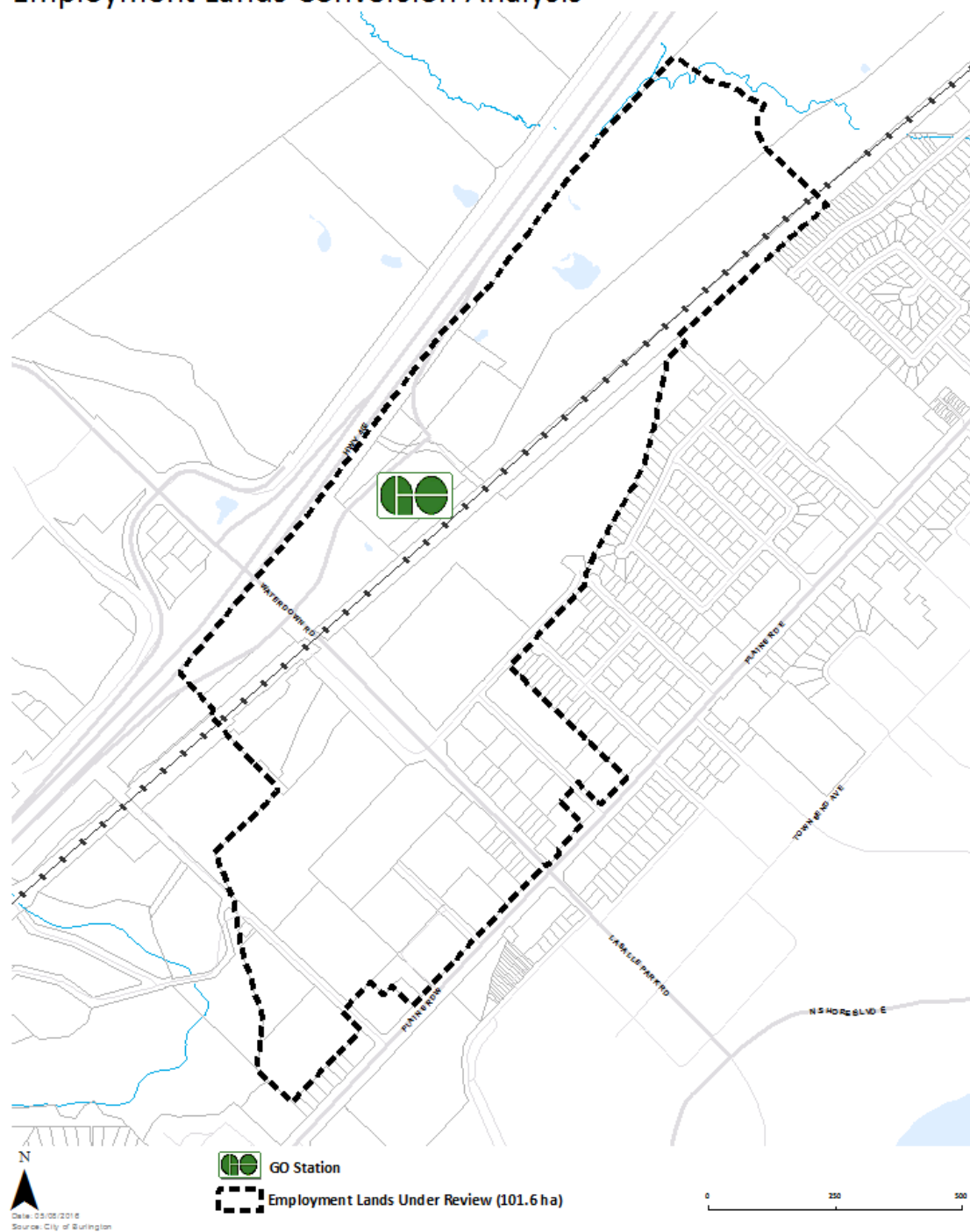
EXISTING ZONING:

The majority of the study area north of the rail corridor is zoned under the previous Zoning By-Law 4000-3. The remainder of the study area is zoned GE1 (General Employment, with some site-specific holding provisions), GE2 (General Employment), MXC (Mixed Use Corridor), MXE (Mixed Use Corridor, with some site-specific holding provisions), S (Utility Services) and O2 (Open Space).

PARCELS INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY: 3 parcels were identified as being vacant, totalling 29.9 hectares (approximately 10% of the City's vacant employment land supply, based on the Phase 2 Employment Land Study).

Aldershot GO Mobility Hub Area

Employment Lands Conversion Analysis



Aldershot GO Mobility Hub Employment Area Review

ANALYSIS AND RECOMMENDATION

It is recommended that all land within the Aldershot GO Mobility Hub Employment Lands Under Review (totalling 71.6 net hectares and including Conversion Request #2A, 2B, 3, 4, 5, 18, 20A, 20B, 20C, 20D, 20E, 20F, 20G, 21A, 21B, 21C, 21D, 21E, 21F, 21G, 21H, 22A, 22B, and 29) be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands being recommended for removal from the Burlington Employment Lands inventory may be also removed from the Regional Employment Area overlay. Support for the removal of all land within the Aldershot GO Mobility Hub Employment Lands Under Review is based on the following rationale:

1. The properties fronting Plains Road and generally the east side of Waterdown Road south of the rail corridor were identified as an Urban Growth Corridor in the 2008 Intensification Strategy. Subsequently, the parcels along Waterdown Road and Plains Road were identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. Conversion of these areas would allow for the types of development intensification intended by these existing and emerging strategies.
2. By virtue of being identified as a Mobility Hub/Major Transit Station Area, as generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014), the subject lands are specifically intended to support transit-oriented development and intensification. Conversion would allow for the types of mixed-use development intended by this policy framework and would align with the City's proposed Urban Structure.
3. The presence of residential uses in close proximity in the surrounding area would limit the range of employment uses that could be developed in the study area. Conversion would allow for greater intensity in the use of land and uses which would be more compatible with the surrounding area.
4. As the subject area is one of only four areas identified as a Mobility Hub in Burlington, it can be concluded that there are effectively no other areas designated and approved for such uses, with a demonstrated need for conversion to allow for these uses. Also, realization of the intensification and transit-oriented mixed use development goals intended as part of the Mobility Hub strategy would have a demonstrable benefit to the community at large.
5. Three parcels totaling 2.1 hectares of the subject lands were identified as being vacant as part of the Phase 2 Employment Land Review. This represents approximately 0.9% of the City's vacant employment lands supply. In addition, this conversion would reduce the total amount of land area designated for employment uses. The Mobility Hub areas are intended to maintain a significant employment function for the long term and should be planned to support a portion of the long term employment demand. The employment uses that will be encouraged to locate in the area will be uses appropriate in proximity to sensitive uses.

Notwithstanding these recommendations, the introduction of non-employment uses could create land use compatibility issues in the interim. Not all parcels being recommended for removal from the Burlington Employment Lands will be considered for a full range of uses. Confirmation of the vision, detailed land use strategy, permitted uses and land use compatibility mitigation measures will need to be addressed through future area-specific planning exercises.

Appleby GO Mobility Hub Employment Area Review
ADDRESS Appleby GO Station and surrounding area
TOTAL LAND AREA 145.7 ha
EXISTING LAND USE Commercial and industrial uses account for almost three-quarters of the total land area within the Mobility Hub Area. Other uses include the Appleby GO station, natural features and recreational uses, utilities and institutional uses. Vacant lands account for less than 3% of the total land area.
ADJACENT LAND USES North: QEW, industrial and commercial uses. East: High, medium and low density residential uses. South: Commercial and medium density residential uses. West: Industrial
IDENTIFIED ON SCHEDULE 1 OF METROLINX'S THE BIG MOVE: No
IDENTIFIED ON MAP 1 OF THE REGION OF HALTON OFFICIAL PLAN: Major Transit Station Area
ON REGION'S EMPLOYMENT AREA OVERLAY? PARTIAL - The lands north of the railway corridor (which make up the majority of the lands, 109 ha; 75% of the overall area) fall within the Regional Employment Area overlay, while the remainder do not.
EXISTING CITY OP DESIGNATION: The majority of the Mobility Hub Area lands (85.6 ha; 59% of the overall area) are designated General Employment, with the remainder designated Mixed Use Corridor – Employment and Business Corridor.

2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:

Lands south of the rail corridor along Fairview Street are located within an Urban Growth Corridor, identified in the 2008 Intensification Strategy. Lands north of the railway corridor are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls as identified in the 2008 Intensification Strategy.

The majority of the lands are located within the Burlington GO Primary and Secondary Mobility Hub Zones, with the remaining sites being in the Tertiary Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

The lands south of the rail corridor along Fairview Street have been identified as Mixed Use Area, while parcels north of the rail corridor have been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

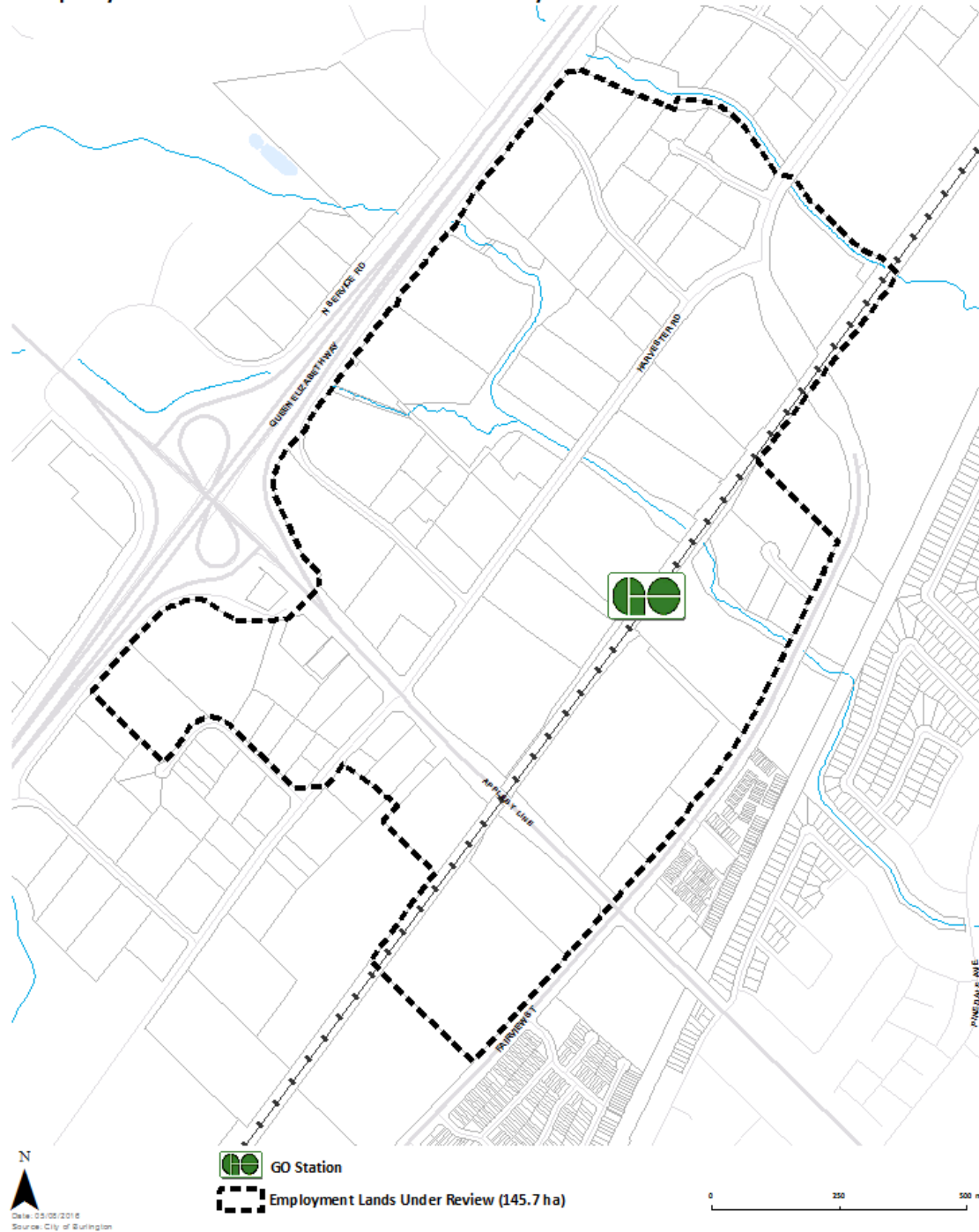
EXISTING ZONING:

The majority of the Mobility Hub Area is zoned GE1 (General Employment, with some site-specific holding provisions), followed by MXE (Mixed Use Corridor), BC1 (Business Corridor), O1 and O2 (Open Space).

PARCELS INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY: 3 parcels were identified as being vacant, totalling 6.1 hectares (approximately 2% of the City's vacant employment land supply, based on the Phase 2 Employment Land Study).

Appleby GO Mobility Hub Area

Employment Lands Conversion Analysis



Appleby GO Mobility Hub Employment Area Review

ANALYSIS AND RECOMMENDATION

It is recommended that the lands on the south side of the railway corridor, north side of Fairview Street, in proximity to Appleby Line (totalling 22.1 net hectares and including Conversion Request #23, 24A, 24B, 24C and a portion of 37) be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands being recommended for removal from the Burlington Employment Lands inventory may be also removed from the Regional Employment Area overlay. The remaining portions of the Appleby GO Mobility Hub Employment Lands Under Review, north of the rail corridor and south further west of Appleby Line, would be retained in the Burlington Employment Land. Support for the partial removal is based on the following rationale:

1. Lands south of the rail corridor along Fairview Street were identified as an Urban Growth Corridor in the 2008 Intensification Strategy and subsequently have been identified as a Mixed Use Area in the July 2016 draft Urban Structure, outlined in Staff Report PB-29-16. Conversion of these lands would allow for the types of mixed use development and intensification intended by these existing and emerging strategies.
2. By virtue of being identified as a Mobility Hub/Major Transit Station Area, as generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014), the subject lands are specifically intended to support transit-oriented development and intensification. Conversion would allow for the types of mixed-use development intended by this policy framework and would align with the City's proposed Urban Structure.
3. As the subject area is one of only four areas identified as a Mobility Hub in Burlington, it can be concluded that there are effectively no other areas designated and approved for such uses, with a demonstrated need for conversion to allow for these uses. Also, realization of the intensification and transit-oriented mixed use development goals intended as part of the Mobility Hub strategy would have a demonstrable benefit to the community at large.
4. One parcel totaling 1.3 hectares of the subject lands recommended for removal were identified as being vacant as part of the Phase 2 Employment Land Review. As this is less than 0.5% of the vacant employment supply, the conversion of these lands is not anticipated to have any significant implications to the City's vacant employment land supply. In addition, this conversion would reduce the total amount of land area designated for employment uses. The Mobility Hub areas are intended to maintain a significant employment function for the long term and should be planned to support a portion of the long term employment demand. The employment uses that will be encouraged to locate in the area will be uses appropriate in proximity to sensitive uses.
5. An opportunity has been identified to consider the lands surrounding the Degroote School of Business and the proposed Siemens private research facility as a future

innovation district. The parcels recommended for removal could provide some non-employment supportive uses in proximity to the proposed innovation hub.

The lands north of the rail corridor and south west of the rail corridor are recommended for retention in the Burlington Employment Lands inventory, based on the following rationale:

1. Lands north of the railway corridor are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls as identified in the 2008 Intensification Strategy and subsequently have been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. These lands have not been identified to accommodate mixed use development.
2. Although they are included within the Appleby GO Primary, Secondary and Tertiary Mobility Hub Zones, as generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014), this mobility hub is intended to maintain a predominantly employment role into the long term, recognizing the relationship with the City's established employment area along Harvester Road.
3. Lands to the south of the rail corridor include the existing GO rail station, a creek and an existing developed employment lands. The developed employment lands include light industrial and office uses that are ideally located in proximity to the GO station. These lands are intended to remain within the employment lands to serve as a buffer from the heavy employment uses to the north and the residential uses to south.

Notwithstanding these recommendations, the introduction of non-employment uses could create land use compatibility issues in the interim. Not all parcels being recommended for removal from the Burlington Employment Lands will be considered for a full range of uses. Confirmation of the vision, detailed land use strategy, permitted uses and land use compatibility mitigation measures will need to be addressed through future area-specific planning exercises.

**APPENDIX C: PRIVATELY-INITIATED CONVERSION
REQUESTS, CITY-INITIATED CONVERSION PROPOSALS
AND ANALYSIS FOR EMPLOYMENT LANDS OUTSIDE OF
MOBILITY HUBS**

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 1

REQUEST # 1 - Summary	
ADDRESS 238 Sumach Drive (Ward 1)	
OWNER NovaCore Communities Corporation	
PROPONENT (if different from owner) T. Johns Consulting Group Ltd.	
LAND AREA 1.5 ha	
REQUEST DETAILS Intensification in the form of non-employment uses (no further information specified). A Planning Justification Report was submitted (T. Johns Consulting Group LTD, November 2014).	
EXISTING LAND USE Vacant building, former auto wrecking yard	
ADJACENT LAND USES North: Employment (light packing and distribution employment centre) South: Public green space, Grindstone Creek and Hidden Valley Trail East: Public green space, Grindstone Creek and Hidden Valley Trail West: Residential Lands (single and semi-detached)	
ON REGION'S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region's Municipal Comprehensive Review.	
EXISTING CITY OP DESIGNATION: General Employment	

2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS

The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.

The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

The subject parcel has been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

EXISTING ZONING: GE2-49, permitting auto salvage and recycling

INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No

CONVERSION ASSESSMENT – REQUEST 1

(238 Sumach Drive)


ANALYSIS AND RECOMMENDATION

It is recommended that the subject site be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands being recommended for removal from the Burlington Employment Lands inventory may be also removed from the Region of Halton Employment Areas overlay on the Urban Area in Map 1. Support for this conversion is based on the following rationale:

1. The property is marginal in size, isolated from other employment lands by Sumach Drive and surrounding by Grindstone Creek and Hidden Valley. The subject site has local road access but does not have highway or arterial road frontage. The site is adjacent to residential uses and access to the area is limited. It therefore has very limited capability for development as employment use and its conversion will therefore have no significant detrimental effect on the overall employment land inventory.
2. The lands to the north are zoned GE2, which permits a limited range of employment uses that are compatible with residential. Therefore, the proposed non-employment uses may be considered to be at least as compatible in relation to employment uses as those uses currently found in proximity to the subject parcel.
3. Re-development of the site will support another strategic City-building objective, as identified by the City's Phase 2 Employment Lands Study, the re-development of a potential brownfield site.


It is recommended that the property remain zoned GE2 (General Employment), so that all necessary studies (including a review of possible environmental contamination, and floodplain and top-of-bank issues) can be obtained as prerequisites to a future rezoning application.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 2

REQUESTS # 2A & 2B - Summary	
ADDRESS A - 1077 Howard Road (part) B- 1070 Waterdown Road (Ward 1)	
OWNER King Paving	
PROPONENT (if different from owner) Weston Consulting	
LAND AREA 10.31 ha (A-approx. 6.6 ha; B-approx. 3.7 ha) <i>(Note: 2.34 ha are proposed to remain in Employment uses, leaving area of conversion request to be 7.97 ha)</i>	
	
REQUEST DETAILS Re-designation of land to a mix of Mixed Use Corridor-General, (easterly one-third), Mixed Use-Corridor Employment (central one-third) and retention of some General Employment (westerly one-third). No specific development plans at this time. A Planning Justification Report was submitted (Weston Consulting, November 2014).	
EXISTING LAND USE Asphalt production facility and truck centre.	
ADJACENT LAND USES North: Highway 403, Public Open Space South: Commercial and Employment uses, concrete batching plant (Ready Mix) East: Commercial and Employment uses, detached dwellings, Aldershot GO West: Howard Road, Employment uses	
ON REGION’S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region’s Municipal Comprehensive Review.	

<p>EXISTING CITY OP DESIGNATION:</p> <p>General Employment.</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS</p> <p>The subject parcels are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are located within the Mobility Hub Primary and Secondary Zones, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The majority of the subject parcels has been identified as Employment Area, with a portion of the easterly section identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: GE1-12 and H-GE1-57</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No</p>
<p><i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i></p>

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 3

REQUEST # 3 - Summary	
ADDRESS 1020 Emery Avenue (Ward 1)	
OWNER Estate of Cupido Transport	
PROPONENT (if different from owner) IBI Group, Land Use Planning Consultant	
LAND AREA 1.46 ha	
REQUEST DETAILS Develop along with surrounding community for a mix of uses, including residential, commercial or employment uses. A development concept has not been prepared. A Planning Justification Report was submitted (IBI Group, November 28, 2014).	
EXISTING LAND USE Unpaved parking lot.	
ADJACENT LAND USES North: Asphalt production facility and truck centre. South: Long Term Care Facility and apartments to south of Plains Road. East: Vacant lands. West: Various employment uses.	
ON REGION’S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region’s Municipal Comprehensive Review.	
EXISTING CITY OP DESIGNATION: General Employment.	
2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or	

Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.

The subject parcel is located within the Mobility Hub Secondary Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

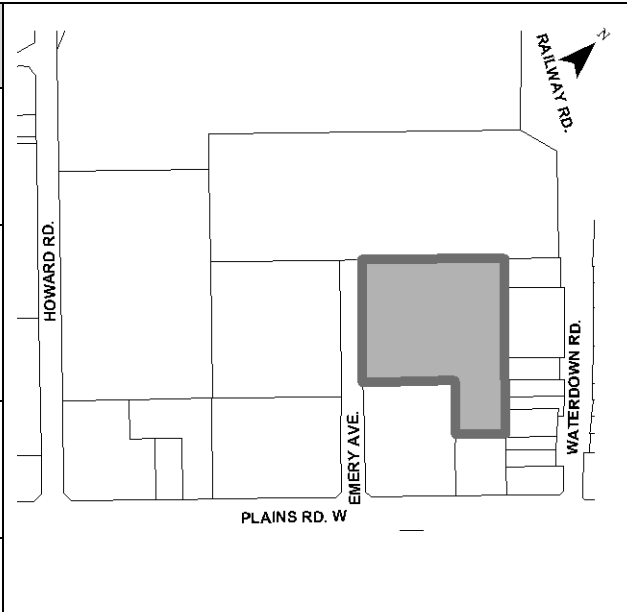
The subject parcel has been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

EXISTING ZONING: H-GE2-57

INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No

Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 4

REQUEST # 4 - Summary	
ADDRESS 1021 Emery Avenue (Ward 1)	
OWNER Emshih Developments Inc.& 1536635 Ontario Inc.	
PROPONENT (if different from owner) Ruth Victor & Associates Inc. Planning	
LAND AREA 1.67 ha	
REQUEST DETAILS Re-designation to Mixed Use Corridor-General to allow mid to high rise residential development, with property to be assembled with adjacent lands to the east and south. A Planning Justification Report was submitted (Ruth Victor & Associates, November 2014). <i>Note: This Planning Justification Report also addresses Request #20</i>	
EXISTING LAND USE Vacant	
ADJACENT LAND USES North: Asphalt production facility and truck centre. South: Fitness facility and commercial plaza. East: Detached residential and vacant properties, City Fire Hall. West: Unpaved parking lot and various employment uses.	
ON REGION’S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region’s Municipal Comprehensive Review.	
EXISTING CITY OP DESIGNATION: General Employment.	

2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS

The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.

The subject parcel is located within the Mobility Hub Primary and Secondary Zones, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

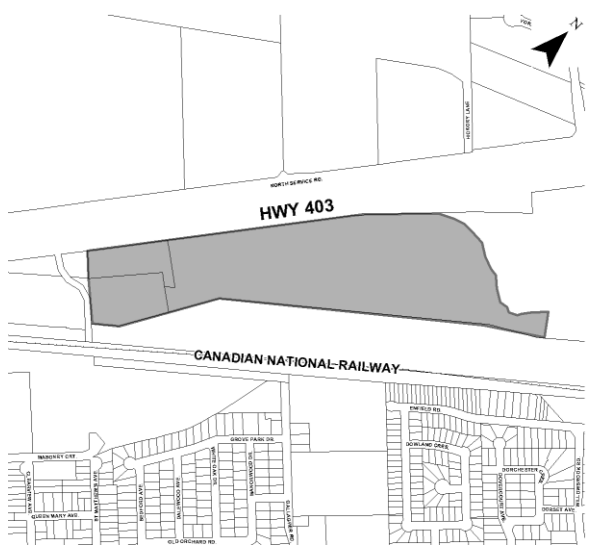
The easterly portion of the subject parcel has been identified as Mixed Use Area and the rest of the parcel identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

EXISTING ZONING: GE2

INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? Yes (Parcel 63)

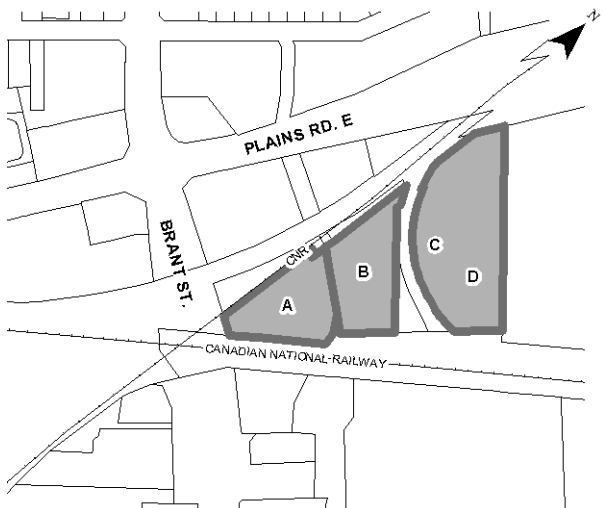
Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 5

REQUEST # 5 - Summary	
ADDRESS 1200 King Road (Ward 1)	
OWNER Penta Properties	
PROPONENT (if different from owner) Metropolitan Consulting Inc.	
LAND AREA 49.1 ha total, only the westerly 19.6 ha requested for conversion	
REQUEST DETAILS <p>Proposal to re-designate the westerly 19.6-ha portion of the property to “Residential-High Density,” to permit high density residential uses. (Employment draft plan of subdivision has been submitted on the remaining eastern portion.) A Planning Justification Report has been submitted (Metropolitan Consulting Inc., November 25, 2014).</p> <p>A letter dated January 26, 2016 additionally requested that, notwithstanding the fact that an application has been made for the westerly half of the property, that the request be modified to consider a wider range of retail and office uses on the eastern portion of the land. No specific details of the broadening contemplated were provided. As the land use permissions within employment lands are being considered as part of the Official Plan Review, and the easterly portion of the site is not being requested for a conversion, no additional analysis is provided in this section on the easterly portion of the subject lands.</p>	
EXISTING LAND USE Vacant	
ADJACENT LAND USES North: Highway 403 South: Railway line, CNR shunting yard East: King Road and industrial uses beyond West: Aldershot GO Station, VIA Rail station and parking areas	

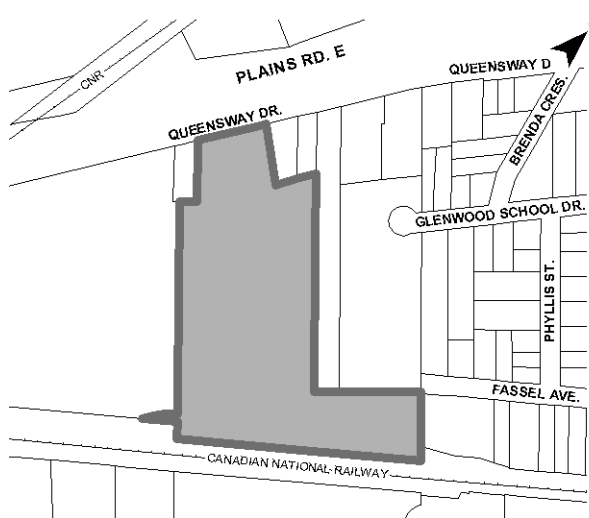
<p>ON REGION'S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region's Municipal Comprehensive Review.</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Business Corridor (subject to Deferral D-42, OPA 55 policies do not apply to these lands).</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS</p> <p>The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>Approximately two-thirds of the subject property (westerly portion) is located within the Aldershot Mobility Hub Secondary Study Area, with the remaining area being identified within the study area subject to natural heritage review, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The majority of the subject parcel has been identified as an Employment Area, with a small portion of the easterly section identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: T-MR2 (By-law 4000-3)</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? Yes, partially (Parcel 61)—is part of only one of seven parcels in the inventory over 10 ha in size.</p>
<p><i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i></p>

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 6

REQUESTS # 6 A, B, C & D - Summary	
ADDRESS A-2070 Queensway Drive B-2078 Queensway Drive C-2082 Queensway Drive D-2090 Queensway Drive (Ward 2)	
OWNER Mr. Don Meehan, Mr. Brad Wilson	
PROPONENT (if different from owner) Fothergill Planning & Development Inc.	
LAND AREA 3.1 ha (A-0.71 ha; B-0.79 ha; C & D-1.60 ha)	
REQUEST DETAILS Mixed Use to permit a mix of office, commercial and residential uses. No further specific details provided. A Planning Justification Report was submitted (Fothergill Planning & Development Inc., November 26, 2014).	
EXISTING LAND USE A number of small scale employment uses, including storage and landscape material wholesaling.	
ADJACENT LAND USES North: Rail line, auto dealership and Plains Road East South: GO facilities and a site being redeveloped for mixed use commercial residential uses. East: GO Rail parking lot and parking structure West: Brant Street (grade separation)	
ON REGION'S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region's Municipal Comprehensive Review.	

<p>EXISTING CITY OP DESIGNATION:</p> <p>General Employment.</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are located within the Mobility Hub Primary Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcels have been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: GE2</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No</p>
<p><i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i></p>

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 7

REQUEST # 7 - Summary	
ADDRESS 2170 Queensway Drive (Ward 2)	
OWNER Bull Moose Tube Limited	
PROPONENT (if different from owner) MB1 Development Consulting	
LAND AREA 4.95 ha	
REQUEST DETAILS Re-designate lands to a Mixed Use Designation that would accommodate High Density Residential, Office, Retail and Commercial uses, which would effectively represent adding High Density Residential to the existing uses, and expanding the limited range of permitted Retail and Service Commercial uses that are now permitted. A Planning Justification Report (MB1 Development Consulting, January 30, 2014) and addendum (MB1 Development Consulting, November 28, 2014) were submitted.	
EXISTING LAND USE Active industrial facility, manufacturing mechanical tubing, comprising at least five buildings.	
ADJACENT LAND USES North: Queensway Drive, Plains Road East, various employment uses. South: Railway line. East: Employment uses and residential neighbourhood beyond. West: Burlington GO Station and parking structure.	
ON REGION’S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region’s Municipal Comprehensive Review.	

EXISTING CITY OP DESIGNATION:

General Employment.
Residential – Medium Density.

2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:

The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.

The subject parcel is located within the Mobility Hub Primary Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

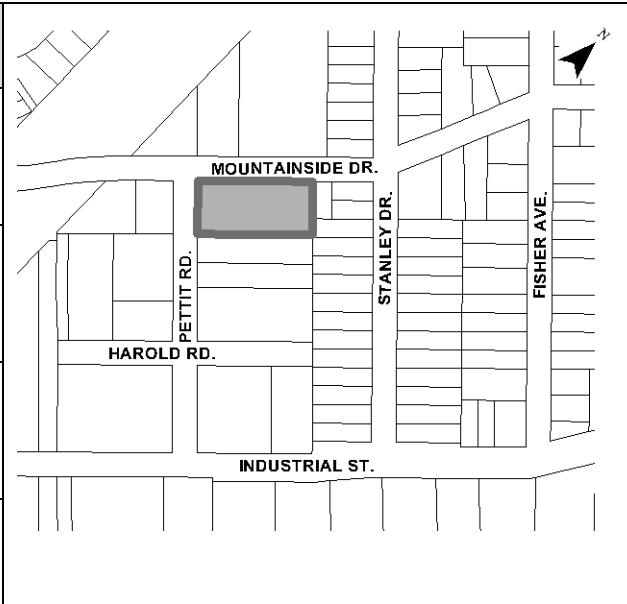
A small portion of the parcel to the east has been identified as Residential Neighbourhood Area and the rest of the parcel as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

EXISTING ZONING: GE2

INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No

Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 8

REQUEST # 8 - Summary	
ADDRESS 2258 Mountainside Drive (Ward 3)	
OWNER 1053052 Ontario Inc. o/a Fresco Investments	
PROPONENT (if different from owner) Wellings Planning Consultants Inc.	
LAND AREA 0.42 ha	
REQUEST DETAILS Mixed Use Designation to facilitate the removal of the existing employment building and replacement with a mixed use building about 4-5 storeys in height with employment uses on the ground floor and residential above. A letter (dated August 1, 2014) and a Planning Justification Report (Wellings Planning Consultants Inc., November, 2014) were both submitted.	
EXISTING LAND USE One storey industrial building accommodating four tenants: Food for Life, Fresco, Air Cadets and Golden Horseshoe Wholesale.	
ADJACENT LAND USES North: Place of worship, two storey apartment building, automotive commercial. South: Employment/industrial uses, including collision centre. East: Detached residential uses. West: Restaurant with residential above grade.	
ON REGION'S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region's Municipal Comprehensive Review.	

<p>EXISTING CITY OP DESIGNATION:</p> <p>General Employment.</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: GE2</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No</p>

CONVERSION ASSESSMENT – REQUEST 8

(2258 Mountainside Drive)

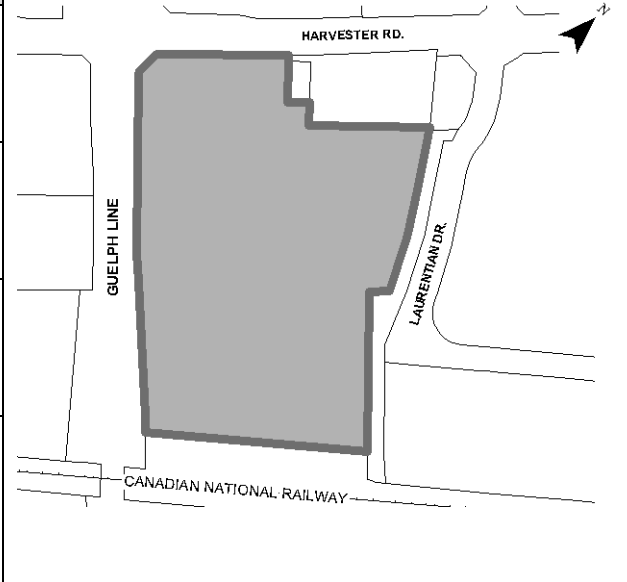
ANALYSIS AND RECOMMENDATION

It is recommended that the subject site be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands being recommended for removal from the Burlington Employment Lands inventory may be also removed from the Region of Halton Employment Areas overlay on the Urban Area in Map 1. Support for this conversion is based on the following rationale:

1. The subject parcel is marginal in size, which limits its ability to be developed for significant employment uses. It is also located at the periphery of the adjacent employment area to the south and is not anticipated to have significant detrimental effect on the employment land inventory or the potential functioning of an overall broader employment area.
2. The property faces residential uses to the north and abuts residential uses to the east, therefore conversion would provide integration and compatibility with the existing residential neighbourhood.
3. The adjacent employment area to the south is zoned GE2, which allows limited employment uses compatible with residential uses, therefore there is not anticipated to be compatibility issues between sensitive residential uses on this property and the adjacent employment uses.

It is recommended that the property remain under the GE2 (General Employment) zoning designation, so that all necessary studies (including a review of possible environmental contamination) can be obtained as prerequisites to a future rezoning application.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 9

REQUEST # 9 - Summary	
ADDRESS 901 Guelph Line (Ward 4)	
OWNER Emshih Developments Inc.	
PROPONENT (if different from owner) Glen Schnarr & Associates Inc.	
LAND AREA 6.4 ha	
REQUEST DETAILS Master Development Concept has been submitted showing a mix of office space, retail and 960 residential units. A letter (August 28, 2013), Planning Justification Report (Glen Schnarr & Associates Inc., March 25, 2014) were both submitted.	
EXISTING LAND USE One storey industrial/office building, with a total of about 23740 m ² floor area.	
ADJACENT LAND USES North: Harvester Road and employment uses beyond. South: Railway Line and Fairview Street. East: Roseland Creek and employment uses beyond. West: Guelph Line and vacant land beyond.	
ON REGION’S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region’s Municipal Comprehensive Review.	
EXISTING CITY OP DESIGNATION: Business Corridor	

2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:

The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.

The subject property is not located within the Mobility Hub Study Area, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

The subject parcel has been identified as an Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

EXISTING ZONING: BC1-333

INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No

CONVERSION ASSESSMENT – REQUEST 9

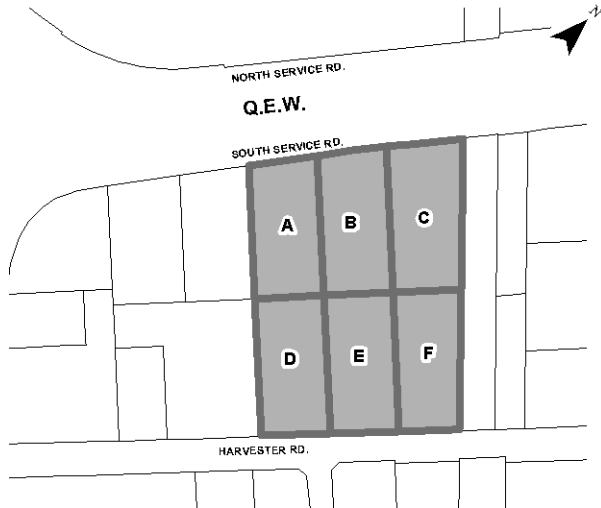
(901 Guelph Line)

ANALYSIS AND RECOMMENDATION

It is recommended that the subject site be retained in the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands may be retained in the Region of Halton Employment Areas overlay on the Urban Area in Map 1. Rejection of the request for conversion is based on the following rationale:

1. There are other areas identified for intensification within the city, as the subject property is not located within an intensification area in the 2008 Intensification Strategy, nor within a Mobility Hub Study Area, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). The subject parcel has been identified as an Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. Although it is in proximity to lands that have been identified for redevelopment and intensification, the subject site has not been identified to accommodate mixed use development.
2. The City's Phase 2 Employment Lands Study identifies that the existing supply of employment land will be needed for the long term and that nearly all of the City's designated employment lands are of strategic importance. The subject parcels is a large site (6.4 hectares) with good access and visibility, and part of a large employment area; conversion of the subject site could destabilize the area.
3. Based on Burlington's most recent residential, commercial and employment land needs analysis, the City does not require additional residential, commercial nor employment land to meet the Provincial or Regional growth targets to 2031.
4. The subject parcel is located in close proximity to lands zoned for and currently active heavy industrial uses. These uses are to the east (north and south of Harvester Road) and west (south side of McDowell Road) of the subject site. Introduction of sensitive residential uses may result in land use compatibility issues with the surrounding employment lands and could have other broader implications, as this parcel is within a well-established employment area. Conversion of the subject site could have a negative impact on the future of the employment area.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 10

REQUESTS # 10A, B, C, D, E & F -Summary	
ADDRESS A- 3160 South Service Road B- 3180 South Service Road C- 3200 South Service Road D- 3175 Harvester Road E- 3195 Harvester Road F- 3215 Harvester Road (Ward 4)	
OWNER Sunlife Assurance Company of Canada	
PROPONENT (if different from owner) Wellings Planning Consultants Inc.	
LAND AREA 5.2 ha; (A-0.86 ha; B-0.90 ha; C-0.98 ha; D-0.86 ha; E-0.87 ha; 0.82 ha.)	REQUEST DETAILS <p>To allow a further permitted use of motor vehicle sales and service on Parcels A, B & C; to increase the number of stand-alone restaurants from one to two; to allow ancillary retail and service commercial uses in stand-alone buildings; to add various large-scale retail commercial uses such as home improvement, furniture, home and auto supplies; and to allow freestanding entertainment and community institutions such as place of worship. A letter (dated July 24, 2014) and a Planning Justification Report were both submitted (Wellings Planning Consultants Inc., November, 2014).</p>
EXISTING LAND USE Vacant	

<p>ADJACENT LAND USES</p> <p>North: South Service Road and Queen Elizabeth Way.</p> <p>South: Various employment uses.</p> <p>East: Various employment uses.</p> <p>West: Restaurant and professional offices.</p>
<p>ON REGION'S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region's Municipal Comprehensive Review.</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Business Corridor</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcels have been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: BC1 & BC1-337</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? Yes (Parcels 39, 41-45)</p>

CONVERSION ASSESSMENT – REQUESTS 10 A, B, C D, E & F

(3160-3200 South Service Road & 3175-3215 Harvester Road)

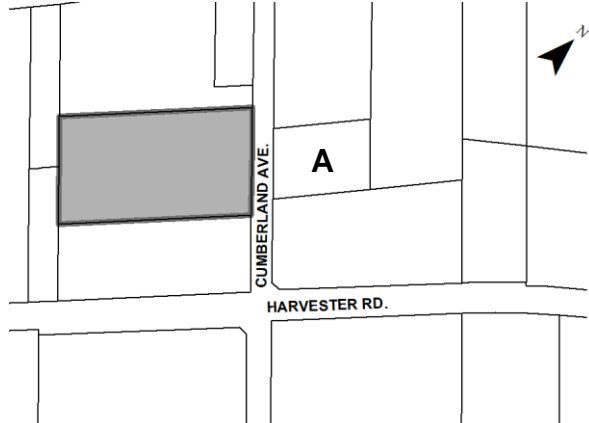
ANALYSIS AND RECOMMENDATION

It is recommended that the subject sites be retained in the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands may be retained in the Region of Halton Employment Areas overlay on the Urban Area in Map

1. Rejection of the request for conversion is based on the following rationale:

1. There are other areas identified for intensification within the city, as the subject properties are not located within an intensification area in the 2008 Intensification Strategy, nor within a Mobility Hub Study Area, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). The subject parcels have been identified as an Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. These lands have not been identified to accommodate mixed use development.
2. The City's Phase 2 Employment Lands Study identifies that the existing supply of employment land will be needed for the long term and that nearly all of the City's designated employment lands are of strategic importance. The subject lands are prime employment lands, as they are a good size (5.2 hectares) have good access and visibility to the QEW and are part of a large employment corridor.
3. Based on Burlington's most recent residential, commercial and employment land needs analysis, the City does not require additional residential, commercial nor employment land to meet the Provincial or Regional growth targets to 2031. The lands adjacent to the subject lands already provide commercial uses in proximity to the employment area; conversion of the subject lands could continue to erode the lands intended to provide for employment uses.
4. The subject lands are located in the centre of a large, well-established broader employment area containing many significant employment uses, with exposure on and access to a major 400-series highway. The City's Phase 2 Employment Lands Study identifies these parcels as ones of only a limited number of vacant employment parcels within a 1-km drive to the highway.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 11

REQUESTS # 11 - Summary		
ADDRESS 960 Cumberland Avenue (Parcel B on key map) (Ward 4)		
OWNER Mr. Bradaric		
PROPONENT (if different from owner) IBI Group Consulting		
LAND AREA 1.88 ha		
REQUEST DETAILS A request was submitted to redesignate 957 Cumberland Avenue (Parcel A) and 960 Cumberland Avenue (Parcel B) to accommodate non employment, employment and institutional uses. A Planning Justification Report was submitted at that time. Subsequently a letter was submitted revising the proposal to include only Part B and request redesignation to permit residential uses accessory to the existing recreational uses.		
EXISTING LAND USE A- Parking lot for Cedar Springs Racquet and Sports club; B- Cedar Springs Racquet and Sports club		
ADJACENT LAND USES North: Various employment uses and hotel. South: Various employment and multi-unit retail/employment uses. East: Various employment uses. West: Various employment uses.		

ON REGION'S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region's Municipal Comprehensive Review.
EXISTING CITY OP DESIGNATION: Business Corridor
2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS: <p>The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
EXISTING ZONING: BC1
INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No

CONVERSION ASSESSMENT – REQUESTS 11B

(957-960 Cumberland Avenue)

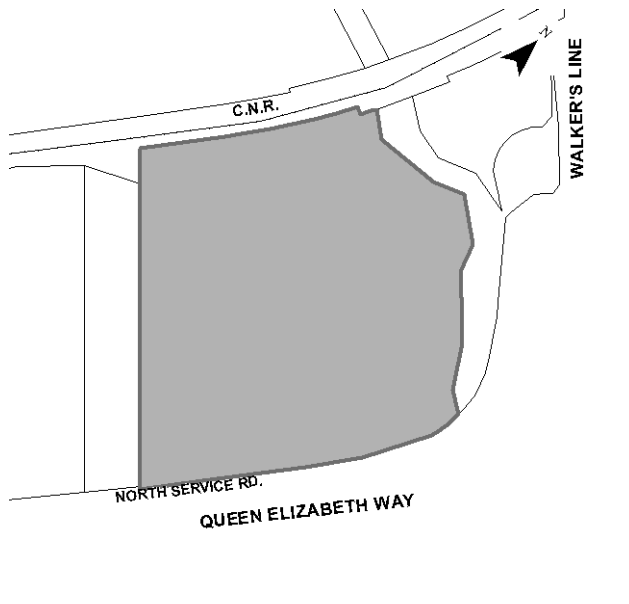
ANALYSIS AND RECOMMENDATION

It is recommended that the subject sites be retained in the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands may be retained in the Region of Halton Employment Areas overlay on the Urban Area in Map

1. Rejection of the request for conversion is based on the following rationale:

1. There are other areas identified for intensification within the city, as the subject property is not located within an intensification area in the 2008 Intensification Strategy, nor within a Mobility Hub Study Area, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). The subject parcel has been identified as an Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. These lands have not been identified to accommodate mixed use development.
2. The City's Phase 2 Employment Lands Study identifies that the existing supply of employment land will be needed for the long term and that nearly all of the City's designated employment lands are of strategic importance.
3. Based on Burlington's most recent residential, commercial and employment land needs analysis, the City does not require additional residential, commercial nor employment land to meet the Provincial or Regional growth targets to 2031.
4. The subject lands are located in the centre of a large, broader, well-established employment area. The lands to the north and east of the subject lands are in various BC1 and GE1 zonings, which allow a wide range of permitted employment uses. Introducing sensitive uses such as residential could appear to present issues with respect to land use compatibility and conformity with Provincial guidelines for land use compatibility, and may place constraints on the wider employment area with respect to future uses and activities.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 12

REQUEST # 12 - Summary	
ADDRESS 3455 North Service Road (Ward 4)	
OWNER Hopewell Development (Ontario)	
PROPONENT (if different from owner) MHBC Planning, Urban Design & Landscape Consultants	
LAND AREA 9.84 ha	
REQUEST DETAILS Expansion of the permissions currently in place for the property as a result of the approval of OPA 89 (former Ikea proposal), which permits mixed employment/retail uses. Comprehensive plan for mixed employment/office and “major retail” uses, with office employment use along the highway and Walker’s Line frontage, with a possible major anchor retail tenant on the remainder of the site, as well as smaller scale retail or professional offices. A Planning Justification Report was submitted (MHBC , November 2014).	
EXISTING LAND USE Vacant	
ADJACENT LAND USES North: Railway line and employment uses. South: North Service Road and Queen Elizabeth Way. East: Tuck Creek and employment use beyond. West: Various employment uses, including truck rental.	
ON REGION’S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region’s Municipal Comprehensive Review.	
EXISTING CITY OP DESIGNATION:	

Business Corridor with site specific policy allowing large furniture and appliance store as a component of an office building, with a number of area limitations.

2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:

The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.

The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

The subject parcel has been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

EXISTING ZONING: BC1-445

INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? Yes (Parcel 47)—one of the largest vacant employment parcel within the QEW Employment District, one of only 10 parcels in the 4 to 10 hectare size group and one of a limited number of parcels within 1-km drive to the highway.

CONVERSION ASSESSMENT – REQUEST 12

(3455 North Service Road)

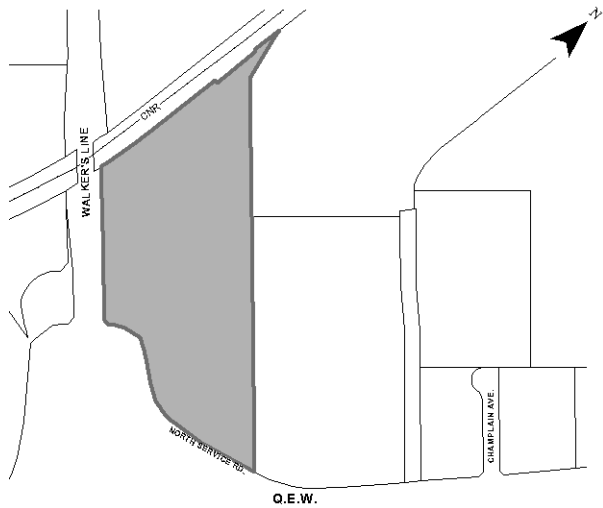
ANALYSIS AND RECOMMENDATION

It is recommended that the subject sites be retained in the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands may be retained in the Region of Halton Employment Areas overlay on the Urban Area in Map

1. Rejection of the request for conversion is based on the following rationale:

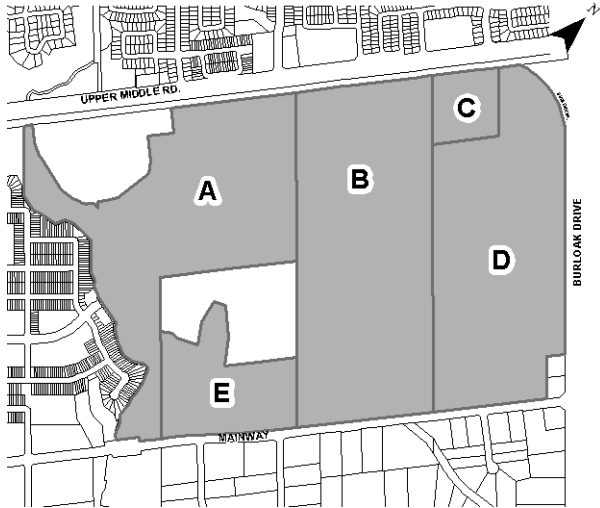
1. There are other areas identified for intensification within the city, as the subject property is not located within an intensification area in the 2008 Intensification Strategy, nor within a Mobility Hub Study Area, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). The subject parcel has been identified as an Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. These lands have not been identified to accommodate mixed use development.
2. The City's Phase 2 Employment Lands Study identifies that the existing supply of employment land will be needed for the long term and that nearly all of the City's designated employment lands are of strategic importance.
3. Based on Burlington's most recent residential, commercial and employment land needs analysis, the City does not require additional residential, commercial nor employment land to meet the Provincial or Regional growth targets to 2031.
4. Some of the requested additional uses (e.g. office uses), are already permitted in the Business Corridor designation, subject to conditions.
5. The subject lands are located in the centre of a large, well-established broader employment area containing many significant employment uses, and have exposure on and access to, a major 400-series highway, highway interchange and major railway line.
6. Although the site is a brownfield, its site characteristics (size, proximity and access to a major highway) and rarity in the City's employment land supply (one of the largest vacant employment parcel within the QEW Employment District, one of only 10 parcels in the 4 to 10 hectare size group and one of a limited number of parcels within 1-km drive to the highway) do not justify conversion of this parcel on the basis of limited development feasibility.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 13

REQUEST # 13 - Summary	
ADDRESS 1121 Walker's Line (Ward 4)	
OWNER Walkers Line Industrial Group	
PROPONENT (if different from owner) MHBC Planning Consultants	
LAND AREA 6.64 ha	
REQUEST DETAILS Proposal to re-designate entire site to Business Corridor to permit the additional uses of: large scale motor vehicle dealership, institutional uses including commercial/trade school, financial services and recreational uses including fitness centre. A Planning Justification Report was submitted, arguing that this request is not an Employment Conversion (MHBC, November 2014).	
EXISTING LAND USE One office building (1080 m ²) and one warehouse office building (27120 m ²).	
ADJACENT LAND USES North: Railway line, commercial and employment uses. South: Queen Elizabeth Way and employment and furniture retail beyond. East: Various employment uses and automobile dealership.	

West: Walker's Line and commercial & employment uses beyond.
ON REGION'S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region's Municipal Comprehensive Review.
EXISTING CITY OP DESIGNATION: Business Corridor and General Employment
2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS: <p>The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
EXISTING ZONING: GE1 and BC1
INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No
<p><i>This site is not requesting an employment land conversion, therefore no additional conversion analysis is required.</i></p> <p><i>Please see policy chapter for more details on the review of permissions in the Business Corridor designation related to motor vehicle dealerships.</i></p>

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 14

REQUESTS # 14 A, B, C, D & E -Summary	
ADDRESS A- 5164 Upper Middle Road B- 5366 Upper Middle Road C- 5470 Upper Middle Road D- 5900 Upper Middle Road E- 5201 Mainway (Ward 5)	
OWNER Penta Properties (“Bronte Creek Meadows”)	
PROPONENT (if different from owner) Metropolitan Consulting Inc.	
LAND AREA 125 ha (A-34.3 ha; B-40.7 ha; C-4.4 ha; D-33.9 ha; E-10.8 ha)	
REQUEST DETAILS Proposed re-designation to permit a residential subdivision consisting of a range of low, medium and high density residential uses, parks, schools and storm water management blocks, with a total unit count of 2160 units. A Planning Justification Report was submitted (Metropolitan Consulting Inc, November, 2014). A letter dated January 26, 2016 reinforced the original proposal but refined the concept by indicating that high density residential along Burloak Drive transitioning to lower density heading westward towards the existing high school are now proposed.	
EXISTING LAND USE Vacant except for Bell Mobility tower	

<p>ADJACENT LAND USES</p> <p>North: Upper Middle Road with Orchard residential community beyond.</p> <p>South: Mainway with Employment uses beyond.</p> <p>East: Sheldon Creek and Secondary School.</p> <p>West: Burloak Drive and Bronte Creek Provincial Park.</p>
<p>ON REGION'S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region's Municipal Comprehensive Review.</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Part of Parcel B, Parcel C and Parcel D - General Employment, Greenlands</p> <p>(Parcels A, the remaining portion of Parcel B, and Parcel E are subject to Deferral D-47, OPA 55 policies do not apply to these lands; therefore these lands remain designated Office Park)</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The majority of the subject parcels has been identified as Employment Area, with a portion of the southerly section identified as Major Green lands, Parks and Open Spaces in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: GE1-354; H-GE1-354; H-GE2-354; 02; 03</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? Yes (Parcels 1, 4-7). Largest single contiguous area of vacant employment land in the City. Constitutes about 40% of the vacant employment land supply (125 ha/308 ha) and 51% of the effective net supply in the entire City (125 ha/248.3 ha) based on the Phase 2 Employment Land Study.</p>

CONVERSION ASSESSMENT – REQUESTS 14 A to E – Bronte Creek Meadows

(Upper Middle Road & Mainway)

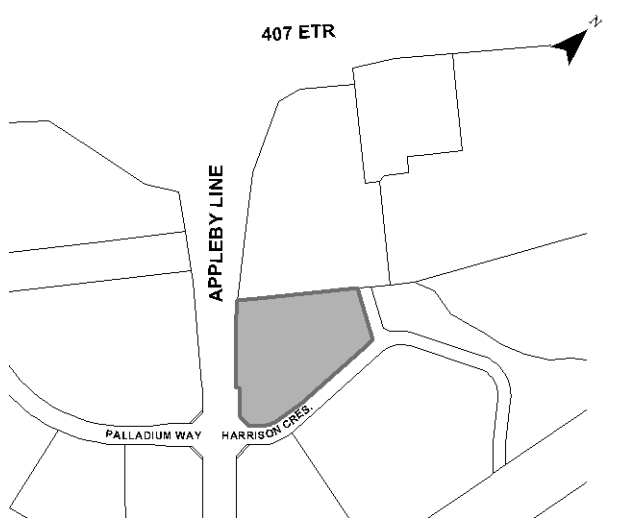
ANALYSIS AND RECOMMENDATION

It is recommended that the subject sites be retained in the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands may be retained in the Region of Halton Employment Areas overlay on the Urban Area in Map

1. Rejection of the request for conversion is based on the following rationale:

1. There are other areas identified for intensification within the city, as the subject property is not located within an intensification area in the 2008 Intensification Strategy, nor within a Mobility Hub Study Area, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). The subject parcel has been identified as an Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. These lands have not been identified to accommodate mixed use development.
2. The City's Phase 2 Employment Lands Study identifies that the existing supply of employment land will be needed for the long term and that nearly all of the City's designated employment lands are of strategic importance. Furthermore, the subject lands are identified in the City's Employment Land Study as the largest single contiguous area of vacant employment land in the City, constituting about 51 % of the effective net supply of employment land supply, thereby adding to their importance.
3. Based on Burlington's most recent residential, commercial and employment land needs analysis, the City does not require additional residential, commercial nor employment land to meet the Provincial or Regional growth targets to 2031.
4. The employment area to the south across Mainway is zoned in a GE1 zoning, which allows the widest possible variety of employment land uses. Introducing sensitive uses such as residential would present issues with respect to land use compatibility and conformity with Provincial Guidelines for Land Use Compatibility, and would place constraints on this wider employment area to the south with respect to future uses and activities.
5. Although infrastructure is currently inadequate to accommodate development, infrastructure improvement planning and budgeting is currently underway. An area specific plan should be undertaken to support the vision for the lands including means of establishing infrastructure to support development in this area.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 15

REQUEST # 15 - Summary	
ADDRESS 3309 Harrison Crescent (Ward 6)	
OWNER Penta Properties	
PROPONENT (if different from owner) Metropolitan Consulting Inc.	
LAND AREA 2.61 ha	
REQUEST DETAILS Re-designation to Mixed Use Corridor – Commercial Corridor. A Planning Justification Report and development concept were submitted (Metropolitan Consulting Inc., November 25, 2014). A letter dated January 26, 2016 revised the request to modify the redesignation requested to “Major Retail Area” and “Regional Commercial,” to permit major retail commercial uses, matching the designation of the lands to the south.	
EXISTING LAND USE Vacant	
ADJACENT LAND USES North: Vacant lands designated for employment South: Major retail commercial uses, including Lowe’s and Mr. Lube East: Vacant lands designated for employment West: Appleby Line and vacant lands designated for employment beyond	
ON REGION’S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region’s Municipal Comprehensive Review.	

EXISTING CITY OP DESIGNATION:

Business Corridor

2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:

The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.

The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

The subject parcel has been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

EXISTING ZONING: BC1-409

INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No, although the property is vacant.

CONVERSION ASSESSMENT – REQUEST 15

(3309 Harrison Crescent)

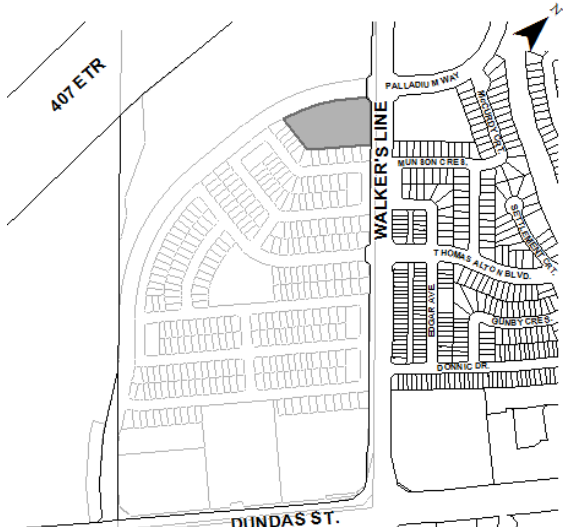
ANALYSIS AND RECOMMENDATION

It is recommended that the subject sites be retained in the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands may be retained in the Region of Halton Employment Areas overlay on the Urban Area in Map

1. Rejection of the request for conversion is based on the following rationale:

1. There are other areas identified for intensification within the city, as the subject property is not located within an intensification area in the 2008 Intensification Strategy, nor within a Mobility Hub Study Area, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). The subject parcel has been identified as an Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. These lands have not been identified to accommodate mixed use development.
2. The City's Phase 2 Employment Lands Study identifies that the existing supply of employment land will be needed for the long term and that nearly all of the City's designated employment lands are of strategic importance.
3. Based on Burlington's most recent residential, commercial and employment land needs analysis, the City does not require additional residential, commercial nor employment land to meet the Provincial or Regional growth targets to 2031.
4. The subject lands are located in a large employment area that stretches between Highway 407 and Palladium Way from Appleby Line to Dundas Street. This employment area, although newer and continuing to evolve, has excellent exposure on and access to a major 400-series highway, highway interchange and major railway line. Conversion of the subject site could undermine the broader function of these lands to act as a viable employment area. Also, although not identified as vacant at the time of the City's Phase 2 Employment Land Study, this parcel would be one of only a limited number of vacant employment parcels within a 1-km drive to the highway.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 16

REQUEST # 16 - Summary	
ADDRESS 3505 Dundas Street (part) (Ward 6)	
OWNER Sundial Homes (Walker's Line) Limited	
PROPONENT (if different from owner) Glenn Schnarr & Associates Inc.	
LAND AREA 0.86 ha	
REQUEST DETAILS Re-designation to "Residential-Medium Density," to permit medium density residential uses (condominium townhouses.) A Planning Justification letter was submitted (Glen Schnarr & Associates Inc., February 26, 2016).	
EXISTING LAND USE Vacant	
ADJACENT LAND USES North: Vacant lands designated for employment uses South: Vacant lands designated for residential uses East: Commercial plaza and various residential uses. West: Vacant lands designated for employment and residential uses.	
ON REGION'S EMPLOYMENT AREA OVERLAY? No—subject to City's Municipal Comprehensive Review only.	
EXISTING CITY OP DESIGNATION: Business Corridor	
2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:	

The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.

The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

The majority of the subject parcel has been identified as Employment Area, with the westerly section identified as Residential Neighbourhood Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

EXISTING ZONING: BC1-319

INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? Yes – identified as part of a larger Parcel 67

CONVERSION ASSESSMENT – REQUEST 16

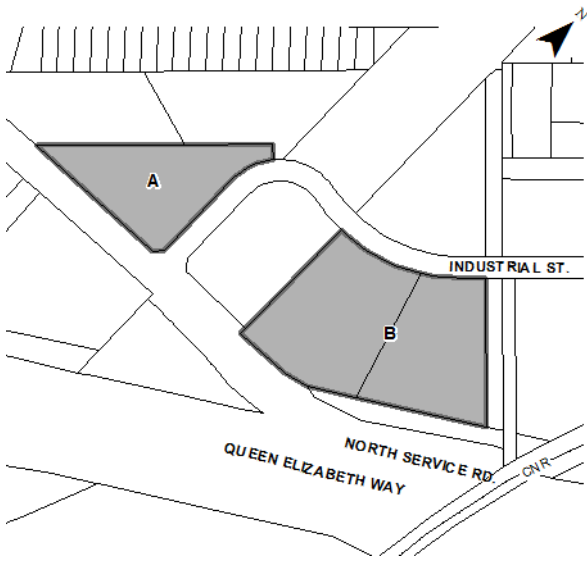
(3505 Dundas Street)

ANALYSIS AND RECOMMENDATION

It is recommended that the subject site be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. Support for the conversion is based on the following rationale:

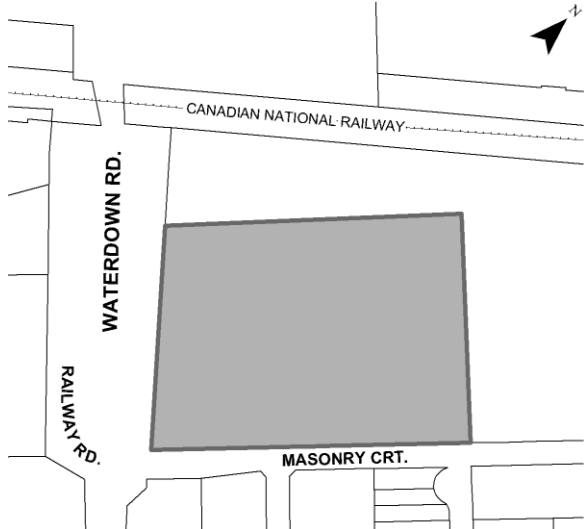
1. The property is less than 1 hectare in size and is isolated from other employment lands by Palladium Way. It therefore has limited capability for development as employment use and its conversion will not have a significant detrimental effect on the overall employment land inventory.
2. Although the lands to the north of the subject site are part of a large employment area that stretches between Highway 407 and Palladium Way from Appleby Line to Dundas Street, these lands are zoned BC1, which permits a limited range of employment uses that are compatible with residential. In addition, residential uses exist to the south of the subject parcel, in proximity to the employment lands. Therefore, the proposed non-employment uses may be considered to be at least as compatible in relation to employment uses as those uses currently found in proximity to the subject parcel.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 17

REQUEST # 17A & B - Summary	
ADDRESS A – 1515 North Service Road B – 2200-2210 Industrial Street (Ward 3)	
OWNER Kau GP Inc.	
PROPONENT (if different from owner) MHBC Planning, Urban Design & Landscape Architecture	
LAND AREA A-0.91 ha; B-2.5 ha	
REQUEST DETAILS Request to allow the retail permissions currently contained in the Community Commercial designation, including: all types of retail; supermarket/grocery stores; financial institutions; and entertainment/recreation and other community facilities such as day care centres. A letter was provided outlining the request dated February 26, 2016 (MHBC).	
EXISTING LAND USE Various commercial uses, including furniture and outdoor recreational store.	
ADJACENT LAND USES North: City Park and detached residential. South: Queen Elizabeth Way and hydro corridor. East: Hydro corridor, City park and employment uses. West: Costco retail warehouse.	
ON REGION’S EMPLOYMENT AREA OVERLAY? Part A is not included in the Region Employment Area overlay, while Part B is and is thus	

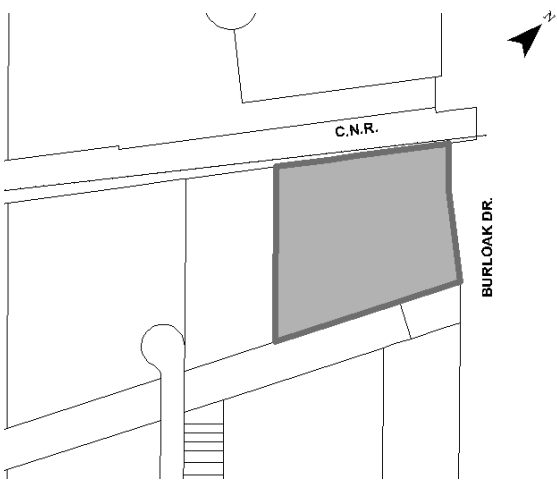
<p>subject to the Region's Municipal Comprehensive Review.</p> <p>This request is not a local conversion.</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Employment Commercial</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: Parcel A: CE-33; Parcel B: CE-34</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No</p>
<p><i>The subject site is designated Employment Commercial, and is not subject to the conversion requirements, therefore no additional conversion analysis is required.</i></p>

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 18

PROPOSAL # 18 - Summary	
ADDRESS 101 Masonry Court (Ward 1)	
OWNER Adi Development Group	
PROPONENT (if different from owner) City Initiated	
LAND AREA 5.1 ha	
REQUEST DETAILS Staff has learned that the easterly one-third of this property is located on the Regional Employment Lands overlay. A site plan application has been submitted to permit 60 back to back townhomes, 160 stacked townhomes and 66 regular townhomes on this property, and is currently being processed, pending resolution of storm water management and parkland dedication issues. There will be a future second phase to the project but it is not part of the current site plan application. The easterly area must be removed from the Regional overlay in order to allow residential development to proceed. No planning justification report has been submitted.	
EXISTING LAND USE Vacant	
ADJACENT LAND USES North: Aldershot GO Station South: Masonry Court and various light employment uses and detached residential East: Aldershot GO Station parking West: Waterdown Road and heavy employment uses beyond.	

<p>ON REGION'S EMPLOYMENT AREA OVERLAY? Yes, partially. North-easterly one-third of the property is subject to the Region's Municipal Comprehensive Review. The request is not a local conversion.</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Mixed Use Corridor-Commercial Corridor (predates the Regional ROPA 38 overlay).</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcel is located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcel is located within the Mobility Hub Primary Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: MXC-26</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No</p>
<p><i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i></p>

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 19

PROPOSAL # 19 - Summary	
ADDRESS 800 Burloak Drive (Ward 5)	
OWNER Emshih Developments Inc.	
PROPONENT (if different from owner) City Initiated	
LAND AREA 2.02 ha	
REQUEST DETAILS City staff included this property for review after consideration of the entire vacant employment land inventory. Relatively small, very isolated site which is difficult to develop due to significant transportation access issues. Staff recommends consideration of neighbourhood commercial uses. No planning justification report was submitted.	
EXISTING LAND USE Vacant	
ADJACENT LAND USES North: Railway Line, employment uses beyond. South: Utility corridor and trail, commercial plaza, residential uses beyond. East: Burloak Drive, various employment uses beyond. West: Sherwood Forest Park	
ON REGION’S EMPLOYMENT AREA OVERLAY? Yes—subject to the Region’s Municipal Comprehensive Review.	
EXISTING CITY OP DESIGNATION:	

General Employment
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
EXISTING ZONING: GE2-48
INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? Yes

CONVERSION ASSESSMENT – REQUEST 19

(800 Burloak Drive)

ANALYSIS AND RECOMMENDATION

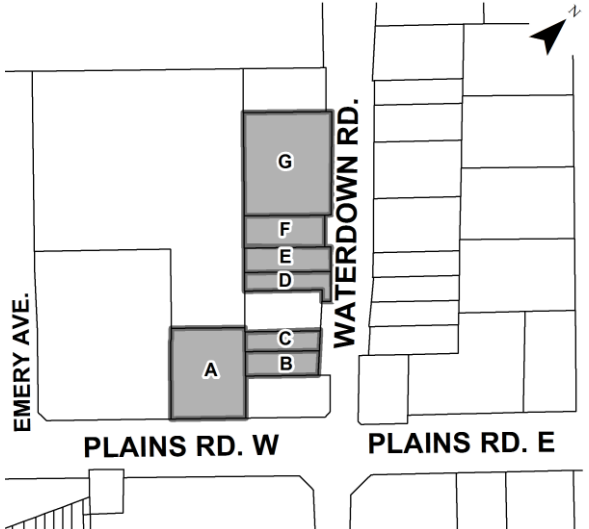
It is recommended that the subject site be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. It is also recommended that the Region of Halton be advised that the lands being recommended for removal from the Burlington Employment Lands inventory may be also removed from the Region of Halton Employment Areas overlay on the Urban Area in Map 1. Support for the conversion is based on the following rationale:

1. The subject parcel is relatively small and isolated from the employment lands to the north by the rail corridor. Its conversion will not have a significant detrimental effect on the overall employment land inventory.
2. The lands to the south are designated Neighbourhood Commercial and Residential - Medium

Density. Development of the site for employment uses is constrained by its proximity to sensitive residential land uses.


Notwithstanding this recommendation, only non-sensitive uses should be considered on the subject site so as to not introduce any uses that might impact the long term viability of the employment lands to the north.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 20

REQUESTS # 20 A, B, C, D, E, F & G -Summary	
ADDRESS A- 15 Plains Road West B- 1016 Waterdown Road C- 1018 Waterdown Road D- 1028 Waterdown Road E- 1030 Waterdown Road F- 1036 Waterdown Road G- 1044/1048 Waterdown Road (Ward 1)	
OWNER Emshih Developments Inc., 1536635 Ontario Inc. & City of Burlington (1028, 1030 & 1044/1048)	
PROPONENT (if different from owner) Ruth Victor & Associates Inc.	
LAND AREA 0.98 ha (A-0.26 ha; B-0.07 ha; C-0.06 ha; D-0.06 ha; E-0.08 ha; F-0.10 ha; G-0.35 ha.)	REQUEST DETAILS <p>Re-designation to Mixed Use Corridor-General to allow 4-6 storey mixed use development, plan for land assembly with adjacent lands, including purchase of City-owned lands. Phasing of residential. Planning Justification Report submitted (Ruth Victor & Associates, November 2014).</p> <p>Parcels F and G are City owned parcels that are not addressed in the Planning Justification Report but were deemed appropriate to be considered in association with the privately initiated request.</p> <p>Note: This Planning Justification Report also addresses Request #4</p>

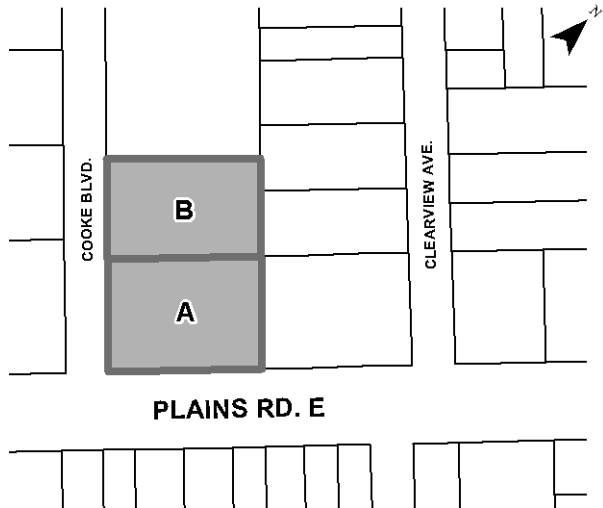
<p>EXISTING LAND USE</p> <p>A- Fitness Centre; B-Vacant; C-Vacant; D- Vacant; E-Vacant; F-Detached Dwelling, G- Fire Hall & St. John's Ambulance</p>
<p>ADJACENT LAND USES</p> <p>North: Vacant lands and detached dwellings South: Plains Road, with retirement home and detached dwellings beyond. East: Waterdown Road, and detached dwellings and various employment uses beyond. West: Commercial plaza and long term care facility.</p>
<p>ON REGION'S EMPLOYMENT AREA OVERLAY? No—subject to the City's Municipal Comprehensive Review only.</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Mixed Use Corridor-Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are located within the Mobility Hub Primary Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: MXE & H-MXE</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No</p>
<p><i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i></p>

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 21

REQUEST # 21 A, B, C, D, E, F, G & H - Summary	
ADDRESSES A- 1 Plains Road East B- 1017 Waterdown Road C- 1021 Waterdown Road D- 1025 Waterdown Road E- 1029 Waterdown Road F- 1033 Waterdown Road G- 15 Plains Road East H- 1026 Cooke Boulevard (Ward 1)	
OWNER Various; not specified	
PROPONENT (if different from owner) Belmont Equity Partners Inc.	
LAND AREA 1.34 ha (A-0.13 ha; B-0.10 ha; C-0.08 ha; D-0.08 ha; E-0.08 ha; F-0.18 ha; G-0.37 ha; H-0.32 ha)	
REQUEST DETAILS Re-designation to Mixed Use-Commercial Corridor, allowing a broader range of retail and service commercial uses and residential uses. A letter was provided on August 1, 2014.	
EXISTING LAND USE A-Vacant; B-Detached residential; C-Commercial building; D-Office; E-Detached residential; F-Detached residential; G-Royal Bank; H-multi-unit employment/office building	
ADJACENT LAND USES North: Various employment uses. South: Plains Road, then commercial and residential uses beyond. East: Vacant lands, employment uses and adult entertainment establishment. West: Waterdown Road, then various detached dwellings and employment uses.	

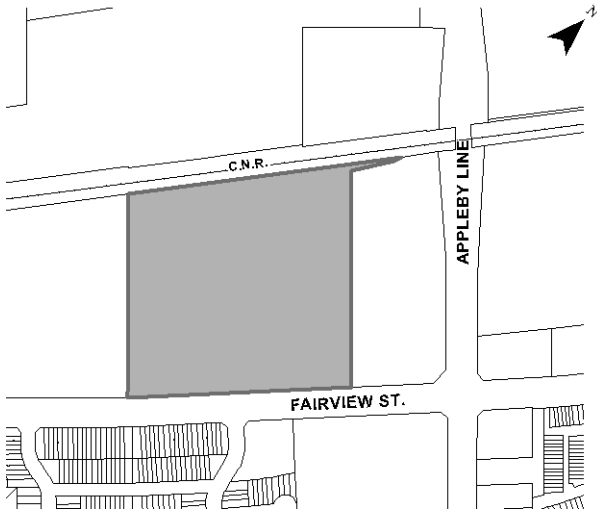
<p>ON REGION'S EMPLOYMENT AREA OVERLAY? No—subject to the City's Municipal Comprehensive Review only.</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Mixed Use Corridor-Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are located within the Mobility Hub Primary and Secondary Zones, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: MXE</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No</p>
<p><i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i></p>

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 22

REQUESTS # 22 A & B - Summary	
ADDRESS A - 53 Plains Road East B -1025 Cooke Boulevard (Ward 1)	
OWNER Branthaven Development Corporation	
PROPONENT (if different from owner) Ruth Victor & Associates	
LAND AREA 1.7 ha (A-0.38 ha; B-0.34 ha)	
REQUEST DETAILS Re-designation of site to allow mixed use with residential component. High density residential/mixed use building fronting Plains Road with medium density residential uses to the north. A Planning Justification Report was submitted (Ruth Victor & Associates, November 28, 2014).	
EXISTING LAND USES A-Adult entertainment establishment; B-vacant (parking area)	
ADJACENT LAND USES North: Employment and detached residential uses. South: Plains Road and various detached residential and office uses beyond. East: Various commercial and detached residential uses. West: Vacant land, multi-unit employment building.	
ON REGION’S EMPLOYMENT AREA OVERLAY? No—subject to the City’s Municipal Comprehensive Review only.	

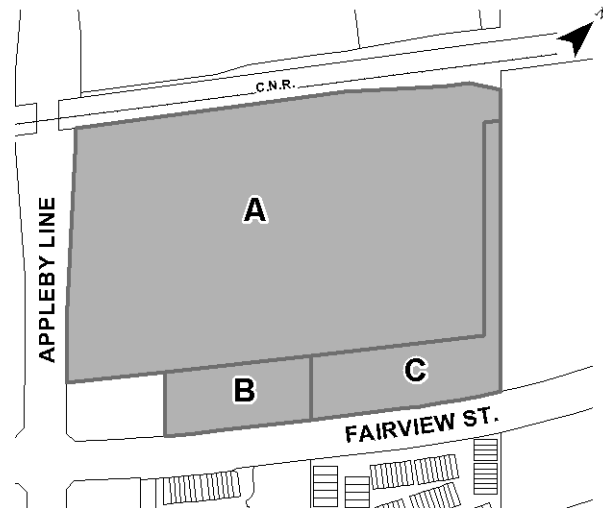
<p>EXISTING CITY OP DESIGNATION:</p> <p>Mixed Use Corridor – Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are located within the Mobility Hub Secondary Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: MXE</p>
<p>INCLUDED IN CITY’S VACANT EMPLOYMENT LAND INVENTORY? Parcel A – No; Parcel B- Yes (Parcel 61) (the smallest vacant parcel in the 403 West Corridor Employment Area.)</p>
<p><i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i></p>

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 23

REQUEST # 23 - Summary	
ADDRESS 4445 Fairview Street (Ward 4)	
OWNER Penta Properties	
PROPONENT (if different from owner) Metropolitan Consulting Inc.	
LAND AREA 7.24 ha	
REQUEST DETAILS Request re-designation to Mixed Use Corridor-Commercial Corridor to allow re-development of the site for retail uses. A Planning Justification Report was submitted (Metropolitan Consulting, November 25, 2014). A letter dated January 26, 2016 revised the proposal to permit a mix of commercial and high density residential uses.	
EXISTING LAND USE Former mining equipment manufacturing facility which has been leased and converted to a non-retail automotive parts assembly and supplier.	
ADJACENT LAND USES North: Rail line, employment uses beyond South: Fairview Street, low and high density residential uses beyond East: Various employment uses West: Vacant	
ON REGION’S EMPLOYMENT AREA OVERLAY? No—subject to the City’s Municipal Comprehensive Review only.	

<p>EXISTING CITY OP DESIGNATION:</p> <p>Mixed Use Corridor – Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcel is located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: MXE</p>
<p>INCLUDED IN CITY’S VACANT EMPLOYMENT LAND INVENTORY? No</p>
<p><i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i></p>

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 24

REQUESTS # 24 A, B & C -Summary	
ADDRESS	
A-747 Appleby Line B-5041 Fairview Street C-5091 Fairview Street (Ward 5)	
OWNER	
Appleby Urban Vision Corporation	
PROPONENT (if different from owner)	
GSP Group Inc. Planning	
LAND AREA	11.15 ha (A-9.05 ha; B-0.79 ha; C-1.31 ha)
REQUEST DETAILS	
Re-designation of parcels to allow a mixed use development, including office, residential and retail /services for a total of approximately 1500 jobs. A Planning Justification Report was submitted (GSP Group, February 19, 2016).	
EXISTING LAND USE	
A-vacant industrial building; B-training school; C-vacant land.	
ADJACENT LAND USES	
North: Railway line and employment uses beyond.	
South: Fire Station, Fairview Street and medium density residential and commercial uses beyond.	
East: Burlington East GO Station, Sheldon Creek and various employment uses.	
West: Appleby Line and employment uses.	
ON REGION’S EMPLOYMENT AREA OVERLAY?	
No—subject to the City’s Municipal Comprehensive Review only.	

EXISTING CITY OP DESIGNATION:

Mixed Use Corridor-Employment

2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:

The subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.

The subject parcels are located within the Mobility Hub Primary Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

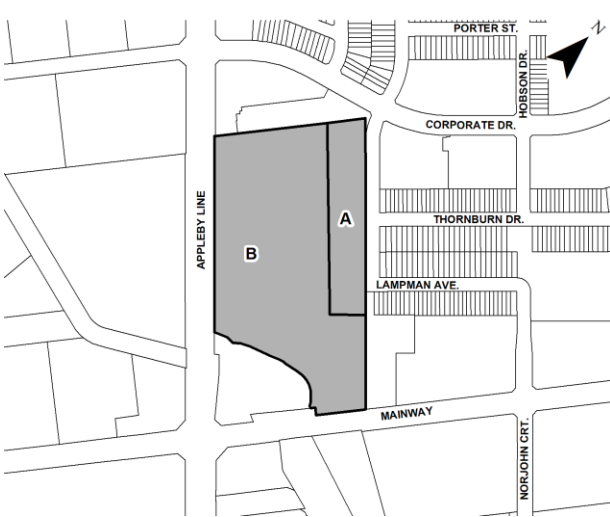
The subject parcel has been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

EXISTING ZONING: MXE

INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? Parcels A & B - No; Parcel C – Yes (Parcel 25).

Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 25

REQUEST # 25 - Summary	
ADDRESS 1309 Appleby Line (Ward 5)	
OWNER Donald Taylor, Eleanor Hepburn, Janet Taylor Walker & Mary Lou Taylor Hawley	
PROPONENT (if different from owner) IBI Group Planning Consultant	
LAND AREA 7.38 gross ha or 6.39 net hectares (Part A: 1.14 net ha, Part B: 5.25 net ha)	
REQUEST DETAILS <p>Accommodate a mix of uses on the property, including retail commercial and employment uses and a wide range of residential uses. Development concept has yet to be established. A Planning Justification Report was submitted (IBI Group, November 28, 2014).</p> <p>A letter and detailed concepts were submitted on June 13, 2016 demonstrating the accommodation of a mix of uses including employment (46,000 sq. ft.), senior’s residence (50 employees), mixed employment, residential and retail and higher density residential units (1000 apartments and 496 stacked townhouses).</p> <p>In addition, as part of the City’s Official Plan Review and MCR, staff is reviewing the current “Mixed Use Employment” designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide. This site is being considered for conversion to non-employment uses.</p>	
EXISTING LAND USE Detached residential (former farmhouse) and associated barn.	

<p>ADJACENT LAND USES</p> <p>North: Medium density residential and Corporate Drive.</p> <p>South: Mainway and industrial/commercial buildings and gas station beyond.</p> <p>East: High and medium density residential and storm water pond.</p> <p>West: Appleby Line and employment uses and gas station beyond.</p>
<p>ON REGION'S EMPLOYMENT AREA OVERLAY? No—subject to the City's Municipal Comprehensive Review only.</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Uptown Mixed Use Centre – Uptown Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Urban Centre in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: D (Development)</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? Yes (Parcel 16)—larger than average parcel size for parcels within the Bronte Meadows Employment Area. One of ten parcels within the 4 to 10 ha parcel size range.</p>

CONVERSION ASSESSMENT – REQUEST 25

(1309 Appleby Line)

ANALYSIS AND RECOMMENDATION

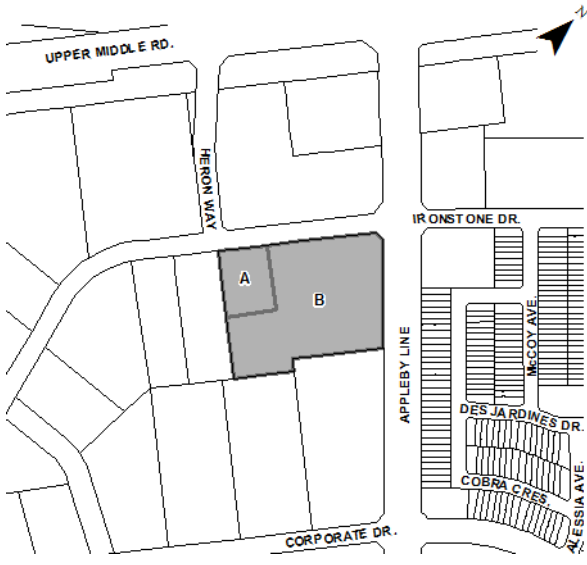
It is recommended that Part A of the subject site be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. The remaining portion of the subject parcel, indicated as Part B, would be retained in the Burlington Employment Land inventory. Support for the conversion of Part A is based on the following rationale:

1. The subject site has been identified as Urban Centre in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16 and is part of the existing Uptown Mixed Use Centre. The MCR process includes a review of the Uptown policies in order to provide additional opportunities for development and intensification. The Appleby Line corridor has been identified as a priority corridor. Removal of Part A could facilitate the development of a currently vacant parcel along the Appleby Line corridor.
2. The lands to the east are designated Uptown Medium Density Residential and are occupied predominantly by townhouses. Development of the site for employment uses is constrained by its proximity to sensitive residential land uses. Part A abuts a local street and is directly adjacent to residential uses. Removal of Part A from the employment lands could provide a buffer and help manage land use compatibility challenges between the residential uses to the east and the employment uses to the west and south.
3. Permissions for non-employment uses on Part A should only be provided for with the development of Part B for employment uses, in order to comprehensively plan the site and ensure the intended employment functions are achieved.

The lands within Part B are recommended for retention in the Burlington Employment Lands inventory based on the following rationale:

1. The subject site was identified in the Phase 2 Employment Lands Study as being a larger than average vacant parcel. Retention of a large portion of this site for employment uses will support the strong vacant employment land supply and opportunities for employment growth.
2. Parcel B abuts a major transportation corridor and should be prioritized for employment uses. The development of this site should continue to manage land use compatibility challenges between the employment area to the west and the residential area to the east.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 26

REQUEST # 26 A & B - Summary	
ADDRESS A - 1880 Appleby Line B- 1860 & 1900 Appleby Line (Ward 4)	
OWNER LJM Developments Inc.	
PROPONENT (if different from owner) Weston Consulting Inc.	
LAND AREA A – 0.3 ha; B- 1.8 ha	
REQUEST DETAILS Re-designate the property to allow residential uses in addition to the permitted employment and retail/service commercial uses. A letter dated February 26, 2016 was submitted requesting the permission of residential uses on 1860 and 1890 Appleby Line. In addition, as part of the City’s Official Plan Review and MCR, staff is reviewing the current “Uptown” employment designations and zoning as part of the City’s Five Year Official Plan and Zoning By-law Reviews. Specifically, the “Uptown Employment” designation is being considered for conversion to support the evolution of the Uptown Mixed Use Centre from a predominantly Greenfield area of the City to one of a truly mixed use centre with a focus on the central core (intersection of Appleby Line and Upper Middle Road). These parcels are being considered for conversion to non-employment uses.	
EXISTING LAND USE Mixed use commercial plaza containing restaurants, retail, and offices.	
ADJACENT LAND USES North: Commercial plaza. South: General employment and office uses.	

<p>East: Appleby Line and various residential and commercial uses beyond.</p> <p>West: Various employment uses.</p>
<p>ON REGION'S EMPLOYMENT AREA OVERLAY? No—subject to the City's Municipal Comprehensive Review only.</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Uptown Mixed Use Centre – Uptown Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Urban Centre in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: UE</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No</p>

STAFF ASSESSMENT – REQUEST 26 A & B

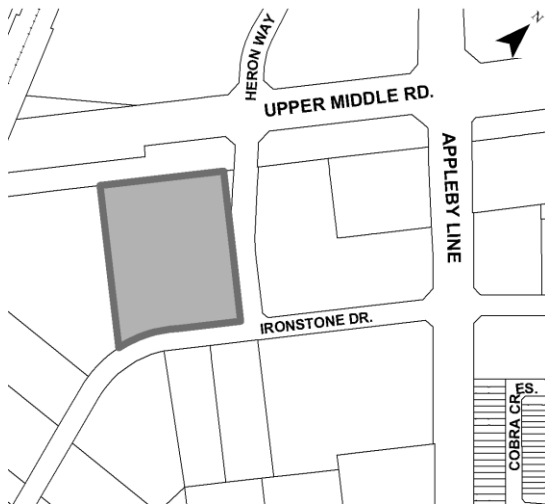
(1860, 1880 & 1900 Appleby Line)

ANALYSIS AND RECOMMENDATION

It is recommended that Part A and B be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. Support for the conversion is based on the following rationale:

1. The subject sites have been identified as Urban Centre in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16 and is part of the Uptown Mixed Use Centre. The MCR process includes a review of the Uptown policies in order to provide additional opportunities for development and intensification. The intersection of Appleby Line and Upper Middle Road, as well as the Appleby Line corridor, have been identified as a priority for redevelopment. The subject sites are in close proximity to the Appleby Line and Upper Middle Block intersection and have frontage on the Appleby Line corridor. Removal of the subject lands could allow for mixed use redevelopment that would support a number of the City's objectives for this priority area.
2. The subject sites are marginal in size and are currently occupied by predominantly service commercial uses. Removal of the subject sites to accommodate a wider range of non-employment uses is not expected to have any impact on the amount of employment in the corridor. However, due to the proximity to existing and designated employment areas, policy may prohibit sensitive uses and land use compatibility will need to be managed.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 27

REQUEST # 27 - Summary	
ADDRESS 1830 Ironstone Drive (Ward 4)	
OWNER LBS Group Limited	
PROPONENT (if different from owner) Wellings Planning Consultants Inc.	
LAND AREA 1.82 ha	
REQUEST DETAILS Request re-designation to “Uptown Employment” to expand the existing permissions for retail uses. A Planning Justification Report was submitted (Wellings Planning Consultants Inc., November 2014).	
EXISTING LAND USE One-storey retail home improvement centre (RONA) with outdoor storage to the rear.	
ADJACENT LAND USES North: Upper Middle Road, hydro corridor and retail commercial plaza beyond. South: City Fire station and various employment uses. East: Commercial plaza with medical offices. West: Various employment uses.	
ON REGION’S EMPLOYMENT AREA OVERLAY? No—subject to the City’s Municipal Comprehensive Review only.	
EXISTING CITY OP DESIGNATION: Uptown Mixed Use Centre-Uptown General Employment. Contains site-specific policy permitting the retail sales of building and construction materials to a maximum floor area.	
2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:	

The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.

The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

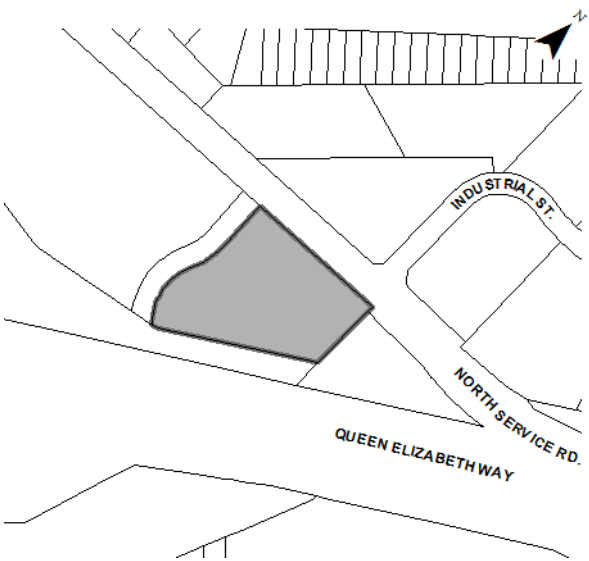
The subject parcel has been identified as Urban Centre in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

EXISTING ZONING: UE-227

INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No


This site is not being considered an employment land conversion, therefore no additional conversion analysis is required.

REQUEST TO CONVERT EMPLOYMENT LANDS: Request 28

REQUEST # 28 - Summary	
ADDRESS 1510 North Service Road (Ward 3)	
OWNER Kau GP Inc.	
PROPONENT (if different from owner) MHBC Planning, Urban Design & Landscape Architecture	
LAND AREA 1.6 ha	
REQUEST DETAILS Request to allow the retail permissions currently contained in the Community Commercial designation, including: all types of retail; supermarket/grocery stores; financial institutions; and entertainment/recreation and other community facilities such as day care centres. A letter dated February 26, 2016 was submitted detailing the request.	
EXISTING LAND USE Commercial plaza containing various commercial uses, including furniture store, and vacant units.	
ADJACENT LAND USES North: Commercial plaza. South: Queen Elizabeth Way and hydro corridor. East: Hydro corridor and employment uses. West: Costco retail warehouse.	
ON REGION'S EMPLOYMENT AREA OVERLAY? Yes This request is not a local conversion.	

<p>EXISTING CITY OP DESIGNATION:</p> <p>Employment Commercial</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: CE-33</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No</p>
<p><i>The subject site is designated Employment Commercial, and is not subject to the conversion requirements, therefore no additional conversion analysis is required.</i></p>

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 29

PROPOSAL # 29 (Plains/Waterdown)	
ADDRESS 7, 29, 75-93 Plains Road West; 1022 Waterdown Road; 104-1063 Waterdown Road; 1047-1074 Cooke Boulevard; 2 Masonry Court (17 properties)	
OWNER Various owners	
PROPONENT (if different from owner) City-initiated	
LAND AREA 6.82 ha	
REQUEST DETAILS As part of the City's Official Plan Review and MCR, staff is reviewing the current "Mixed Use Employment" designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, and has been problematic for development. Staff is therefore recommending that this designation be replaced throughout the City wherever it appears.	
EXISTING LAND USES Commercial plaza, long term care facility, detached dwellings, office buildings, City Fire Hall, automotive sales and repair, multi-unit employment/commercial buildings	
ADJACENT LAND USES North: Various employment uses, including trucking company and asphalt plant; vacant land South: Plains Road, with commercial uses, retirement home, apartments & gas bar beyond. East: Detached dwellings and various commercial uses. West: Commercial plaza.	
ON REGION'S EMPLOYMENT AREA OVERLAY? No—subject to the City's Municipal	

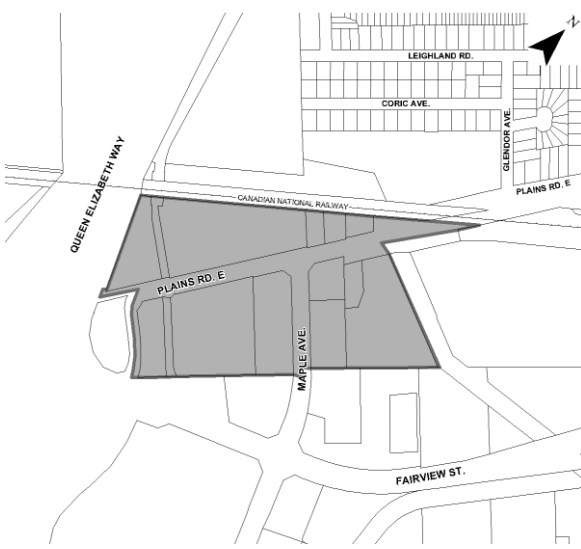
Comprehensive Review only.
EXISTING CITY OP DESIGNATION: Mixed Use Corridor – Employment
2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS: <p>The subject parcels are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are located within the Mobility Hub Primary and Secondary Zones, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
EXISTING ZONING: MXE, H-MXE & MXE-25
INCLUDED IN CITY’S VACANT EMPLOYMENT LAND INVENTORY? No
<i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i>

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 30

PROPOSAL # 30 (King Road)	
ADDRESS 1200 King Road (Ward 1)	
OWNER Penta Properties	
PROPONENT (if different from owner) City-initiated	
LAND AREA 4.5 ha	
REQUEST DETAILS <p>As part of the City's Official Plan Review and MCR, staff is reviewing the current "Mixed Use Employment" designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide.</p>	
EXISTING LAND USES <p>Vacant</p>	
ADJACENT LAND USES <p>North: Highway 403 and employment uses beyond. South: CN Railway and residential and employment uses beyond.</p>	

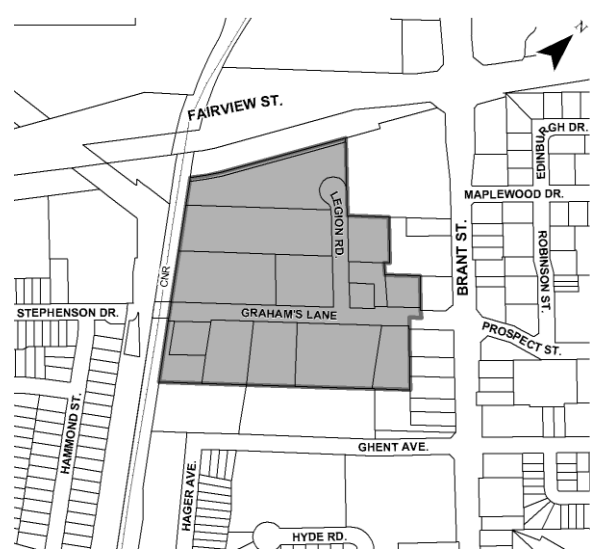
<p>East: King Road and employment uses beyond.</p> <p>West: Vacant</p>
<p>ON REGION'S EMPLOYMENT AREA OVERLAY? Yes</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Mixed Use Corridor – Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: H-MXE-411</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? Yes—is part of only one of seven parcels in the inventory over 10 ha in size.</p>
<p><i>This site is not requesting an employment land conversion, therefore no additional conversion analysis is required.</i></p>

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 31

PROPOSAL # 31 (Plains/Maple)	
ADDRESS 1144-1254 Plains Road East 955 Maple Avenue (12 properties) (Wards 1 and 2)	
OWNER Multiple owners	
PROPONENT (if different from owner) City-initiated	
LAND AREA 10.71 ha	
REQUEST DETAILS As part of the City’s Official Plan Review and MCR, staff is reviewing the current “Mixed Use Employment” designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide.	
EXISTING LAND USES Various employment uses, including automobile sales, rental and repair, gas bar, self-storage facility, landscape and moving companies; two vacant properties (1144 & 1167 Plains Road East.)	
ADJACENT LAND USES North: Railway and hydro line, then residential beyond. South: Commercial uses and automotive plaza. East: Hydro line and chemical manufacturing plant. West: QEW and commercial beyond.	
ON REGION’S EMPLOYMENT AREA OVERLAY? No—subject to the City’s Municipal Comprehensive Review only.	

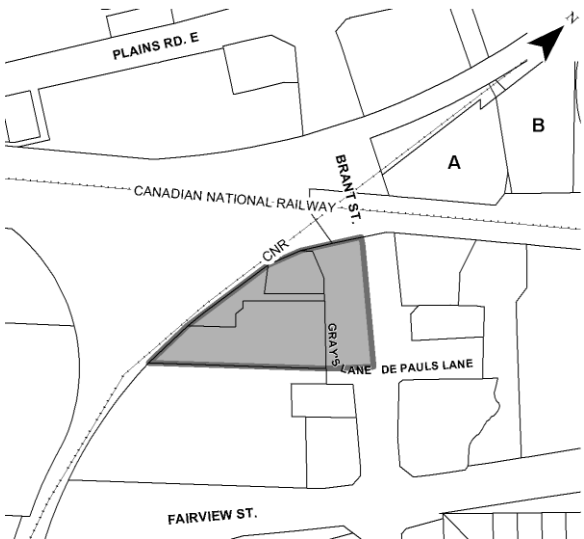
<p>EXISTING CITY OP DESIGNATION AND POLICY FRAMEWORK:</p> <p>Mixed Use Corridor – Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>With the exception of 1243 Plains Rd. East, the subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: MXE</p>
<p>INCLUDED IN CITY’S VACANT EMPLOYMENT LAND INVENTORY? Yes for 1167 Plains Road East (Parcel 49); No for the remainder of the properties (although 1144 Plains Road East is vacant).</p>
<p><i>This site is not requesting an employment land conversion, therefore no additional conversion analysis is required.</i></p>

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 32

PROPOSAL # 32 (Graham's Lane)	
ADDRESS 786 Brant Street; 1380-1451 Graham's Lane; 828-850 Legion Road (14 properties) (Ward 2)	
OWNER Multiple owners	
PROPONENT (if different from owner) City-initiated	
LAND AREA 6.51 ha	
REQUEST DETAILS As part of the City's Official Plan Review and MCR, staff is reviewing the current "Mixed Use Employment" designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide.	
EXISTING LAND USES Various employment and automotive uses; fitness club, Canadian Legion	
ADJACENT LAND USES North: Fairview Street overpass, auto dealership South: Apartment buildings and nursing/retirement home. East: Restaurant, convenience plaza, apartment building. West: Hydro corridor and abandoned railway spur line, then residential beyond.	
ON REGION'S EMPLOYMENT AREA OVERLAY? No—subject to the City's Municipal Comprehensive Review only.	
EXISTING CITY OP DESIGNATION:	


Mixed Use Corridor – Employment
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>A portion of 850 Legion Rd, 831 Legion Rd and 1439 Graham’s Lane and 1451 Graham’s Lane in its entirety are located within the Mobility Hub Tertiary Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). The rest of the subject parcels are not located within a Mobility Hub Zone.</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
EXISTING ZONING: MXE
INCLUDED IN CITY’S VACANT EMPLOYMENT LAND INVENTORY? No
<i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i>

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 33

PROPOSAL # 33 (Brant Street)	
ADDRESS 920, 930 & 932 Brant Street (3 properties) (Ward 2)	
OWNER Multiple owners	
PROPONENT (if different from owner) City-initiated	
LAND AREA 1.08 ha	
REQUEST DETAILS As part of the City’s Official Plan Review and MCR, staff is reviewing the current “Mixed Use Employment” designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide.	
EXISTING LAND USES Several employment uses, including one multi-use industrial/office building.	
ADJACENT LAND USES North: Major railway junction. South: Large scale commercial uses (office supplies, bicycles sales and service, medical office.) East: Brant Street, then various retail commercial and office uses. West: Vacant lands and railway lands.	
ON REGION’S EMPLOYMENT AREA OVERLAY? No—subject to the City’s Municipal Comprehensive Review only.	

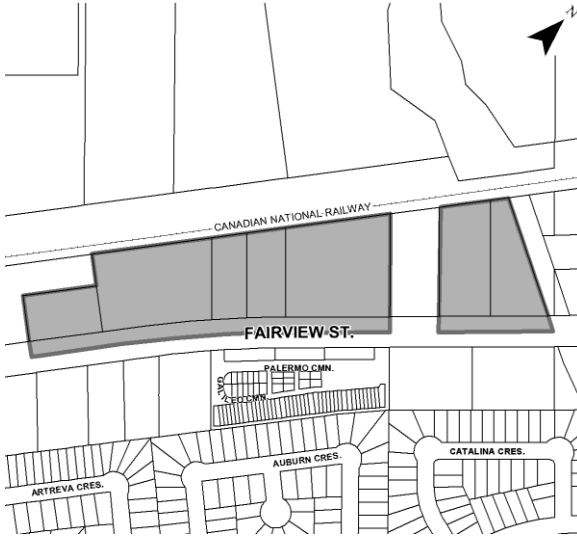
<p>EXISTING CITY OP DESIGNATION:</p> <p>Mixed Use Corridor – Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are located within the Mobility Hub Primary and Secondary Zones, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: MXE</p>
<p>INCLUDED IN CITY’S VACANT EMPLOYMENT LAND INVENTORY? No</p>
<p><i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i></p>

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 34

PROPOSAL # 34 (Fairview-Drury to Guelph)	
ADDRESS 865 & 875 Drury Lane; 2279-2429 Fairview Street; 814 Guelph Line (14 properties) (Ward 2)	
OWNER Multiple owners	
PROPONENT (if different from owner) City-initiated	
LAND AREA 7.30 ha	<div data-bbox="194 1041 1421 1392"> REQUEST DETAILS As part of the City’s Official Plan Review and MCR, reviewing review of the current “Mixed Use Employment” designation in the Official Plan is being conducted, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide. </div> <div data-bbox="194 1392 1421 1566"> EXISTING LAND USES Various commercial uses, including automotive sales, body and repair, restaurants, multi-tenant offices, lighting & paint sales. </div> <div data-bbox="194 1566 1421 1806"> ADJACENT LAND USES North: CN Railway, then detached dwellings and paper packaging plant beyond. South: Fairview Street; then various commercial, gas bar, bank and restaurant uses beyond. East: Vacant lands and Burlington Mall site. West: Furniture store and garden centre. </div> <div data-bbox="194 1806 1421 1877"> ON REGION’S EMPLOYMENT AREA OVERLAY? No—subject to the City’s Municipal </div>

Comprehensive Review only.
EXISTING CITY OP DESIGNATION: Mixed Use Corridor – Employment
2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS: <p>The subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>865 & 875 Drury Lane and 2279-2377 Fairview Street are located within the Mobility Hub Tertiary Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). The rest of the subject parcels are not located within a Mobility Hub Zone.</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
EXISTING ZONING: MXE
INCLUDED IN CITY’S VACANT EMPLOYMENT LAND INVENTORY? No
<i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i>

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 35

PROPOSAL # 35 (Fairview-Walkers to Appleby West)	
ADDRESS 4057, 4081, 4121, 4135, 4145, 4195 & 4205 Fairview Street (7 properties) (Ward 4)	
OWNER Multiple owners	
PROPONENT (if different from owner) City-initiated	
LAND AREA 5.45 ha	
REQUEST DETAILS As part of the City’s Official Plan Review and MCR, staff is reviewing the current “Mixed Use Employment” designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide. The City has requested that these lands be considered to accommodate non-employment uses.	
EXISTING LAND USES Various commercial uses, including offices and restaurants, and a plastic bag and film manufacturer.	
ADJACENT LAND USES North: CN Railway, then automotive dealership and various employment uses beyond, including transportation depot and software. South: Fairview Street; then various home improvement commercial uses and live/work townhouse units beyond. East: Lighting Centre and automobile sales. West: Furniture store and multi-unit employment/commercial plaza.	

ON REGION'S EMPLOYMENT AREA OVERLAY?	No—subject to the City's Municipal Comprehensive Review only.
EXISTING CITY OP DESIGNATION:	Mixed Use Corridor – Employment
2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:	<p>The subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014). They are located in proximity to a Potential Future GO Station and Phase 2 Mobility Hub at Walkers Line.</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
EXISTING ZONING:	MXE
INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY?	No

CONVERSION ASSESSMENT – PROPOSAL 35

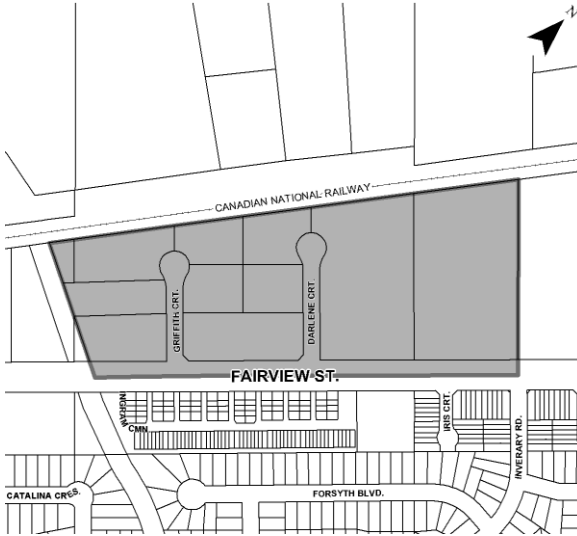
(Fairview-Walkers to Appleby West)

ANALYSIS AND RECOMMENDATION

It is recommended that the subject sites be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. Support for the conversion is based on the following rationale:

1. The subject parcels are located within the Urban Growth Corridor as identified in the 2008 Intensification Strategy and a Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. Conversion of these areas would allow for the types of mixed use development and intensification intended by these existing and emerging strategies.
2. The subject parcels are in proximity to a Potential Future GO Station and Phase 2 Mobility Hub at Walkers Line. Subject to land use compatibility being addressed to not impact the employment land to the north of the rail corridor, conversion could allow for the types of mixed use development that supports higher order transit and could support the future policy framework for the Phase 2 Mobility Hub.
3. The subject parcels are relatively isolated from the employment areas to the north by the rail corridor and are surrounded by Mixed Use General and Residential – Low Density to the south. Non-employment uses would not adversely affect the City's ability to achieve its density and intensification targets, and would be more compatible with the existing surrounding uses.

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 36

PROPOSAL # 36 (Fairview-Walkers to Appleby East)	
ADDRESS 4235, 4265, 4305 & 4355 Fairview Street; 730, 735, 740, 742 & 755 Griffith Court; 730 & 750 Darlene Court (11 properties) (Ward 4)	
OWNER Multiple owners	
PROPONENT (if different from owner) City-initiated	
LAND AREA 9.02 ha	
REQUEST DETAILS As part of the City’s Official Plan Review and MCR, staff is reviewing the current “Mixed Use Employment” designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide. The City has requested that these lands be considered to accommodate non-employment uses.	
EXISTING LAND USES Various commercial and employment uses, including automotive sales and service, swimming pool sales & service, home improvement, and a manufacturer of masonry mortaring and masonry for lining furnaces.	
ADJACENT LAND USES North: CN Railway, then various large employment uses beyond. South: Fairview Street; then various residential uses (townhouses and apartment building.) East: Vacant land. West: Lighting centre.	

ON REGION'S EMPLOYMENT AREA OVERLAY? No—subject to the City's Municipal Comprehensive Review only.
EXISTING CITY OP DESIGNATION: Mixed Use Corridor – Employment
2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS: <p>The subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
EXISTING ZONING: MXE
INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No

CONVERSION ASSESSMENT – PROPOSAL 36

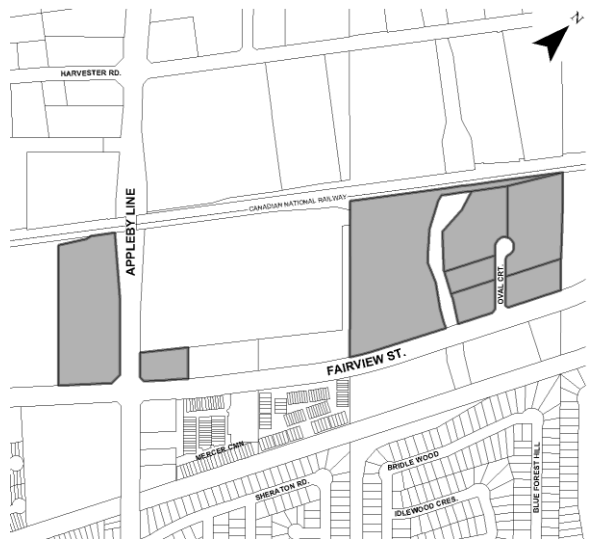
(Fairview-Walkers to Appleby East)

ANALYSIS AND RECOMMENDATION

It is recommended that the subject sites be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. Support for the conversion is based on the following rationale:

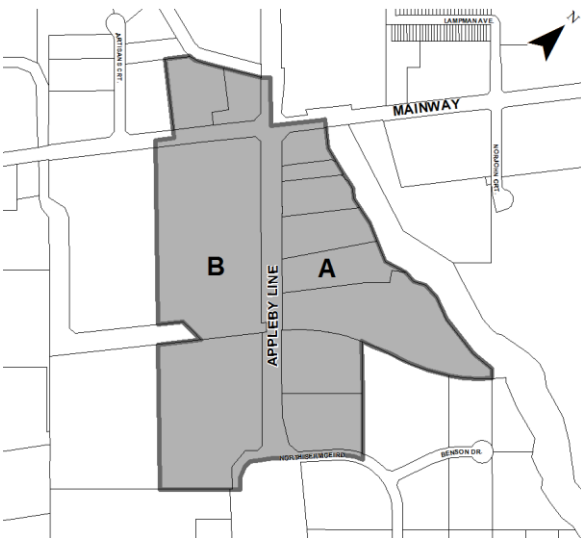
1. The subject parcels are located within the Urban Growth Corridor as identified in the 2008 Intensification Strategy and a Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. Conversion of these areas would allow for the types of mixed use development and intensification intended by these existing and emerging strategies.
2. The subject parcels are in proximity to a Potential Future GO Station and Phase 2 Mobility Hub at Walkers Line. Subject to land use compatibility being addressed to not impact the employment land to the north of the rail corridor, conversion would allow for the types of mixed use development that supports higher order transit and could support the future policy framework for the Phase 2 Mobility Hub.
3. The subject parcels are relatively isolated from the employment areas to the north by the rail corridor and are surrounded by Mixed Use General and Residential – Low Density to the south. Non-employment uses would not adversely affect the City's ability to achieve its density and intensification targets, and would be more compatible with the existing surrounding uses.

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 37

PROPOSAL # 37 (Fairview/Appleby)	
ADDRESS 5111, 5135 & 5155 Fairview Street, 711 & 750 Appleby Line, 720, 735, 737 & 740 Oval Court (8 properties) (Wards 4 & 5)	
OWNER Multiple owners	
PROPONENT (if different from owner) City-initiated	
LAND AREA 13.04 ha	
REQUEST DETAILS As part of the City’s Official Plan Review and MCR, staff is reviewing the current “Mixed Use Employment” designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide.	
EXISTING LAND USES Various employment uses, including auto collision centre, manufacturing of metal and steel, and offices, City Fire Hall & Appleby GO Station	
ADJACENT LAND USES North: CN Railway, then various large employment uses beyond, including a meat processing plant. South: Fairview Street; then apartment building, live/work townhouse units, gas bar & commercial plaza beyond. East: Sherwood Forest Park West: Automotive parts manufacturing & supplier, vacant lands.	

<p>ON REGION'S EMPLOYMENT AREA OVERLAY? No—subject to the City's Municipal Comprehensive Review only.</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Mixed Use Corridor – Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are located within the Mobility Hub Primary and Secondary, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcels have been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: MXE</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No</p>
<p><i>Analyses of conversion requests within Mobility Hub Areas have been included in Chapter 3.4 and detailed in Appendix B.</i></p>

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 38

PROPOSAL # 38 (Appleby- QEW to Mainway)	
ADDRESS 4495 North Service Road; 1155, 1175, 1201, 1207, 1215, 1227, 1231, 1235 & 1250 Appleby Line; 4491 & 4499 Mainway (12 properties) (Wards 4 & 5)	
OWNER Multiple owners	
PROPONENT (if different from owner) City-initiated	
LAND AREA 25.75 ha	
REQUEST DETAILS As part of the City’s Official Plan Review and MCR, staff is reviewing the current “Mixed Use Employment” designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide.	
EXISTING LAND USES West side – vacant property, metal processing manufacturing plant and storage units; East side – various employment uses, including restaurant, gas bar and pet hospital, Appleby Arena	
ADJACENT LAND USES North: Mainway, then various employment uses and vacant former farm beyond. South: QEW interchange and various employment uses. East: Various employment uses and Appleby Creek. West: Various employment uses.	

ON REGION'S EMPLOYMENT AREA OVERLAY?

A portion of Part B lands fall under the Region Employment Area overlay, while the majority of Part a and B are subject only to the City's Municipal Comprehensive Review.

EXISTING CITY OP DESIGNATION:

Mixed Use Corridor – Employment

2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:

With the exception of 4491 & 4499 Mainway, the subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.

The subject parcels are not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).

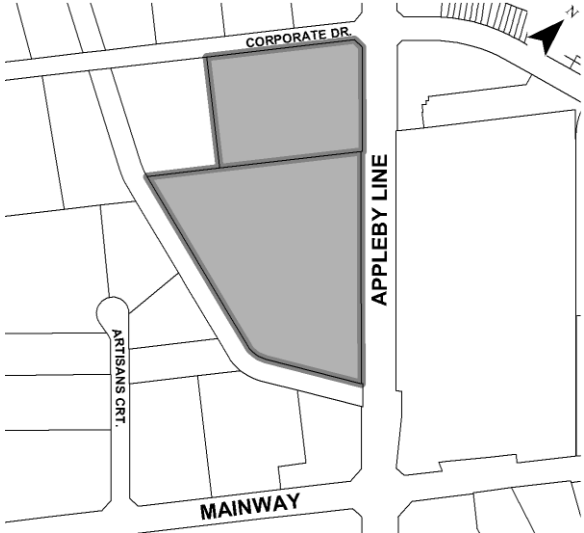
4491 & 4499 Mainway have been identified as Urban Centre, and the rest of the parcels as Mixed Use Area with a portion of the southerly section and a portion of the easterly section identified as Employment Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.

EXISTING ZONING: MXE

INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? Yes – 1227 Appleby Line (Parcel 23); other parcels: No

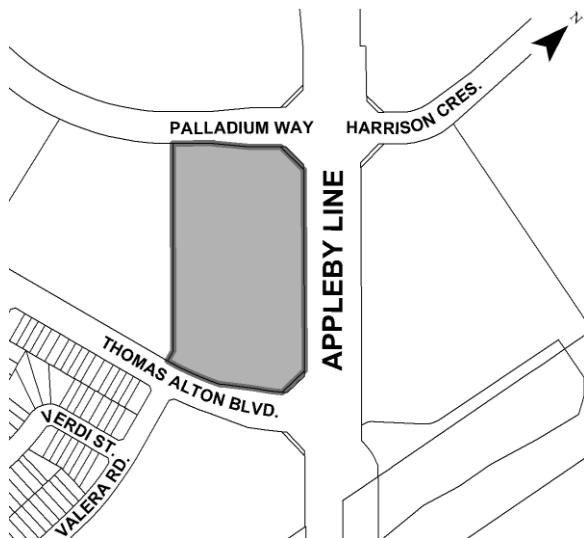
This site is not requesting an employment land conversion, therefore no additional conversion analysis is required.

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 39

PROPOSAL # 39 (Appleby-Mainway to Corporate)	
ADDRESS 1450, 1550 & 1770 Appleby Line (2 properties) (Ward 4)	
OWNER Multiple owners	
PROPONENT (if different from owner) City-initiated	
LAND AREA 6.00 ha	
REQUEST DETAILS As part of the City’s Official Plan Review and MCR, staff is reviewing the current “Uptown Mixed Use Employment” designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide.	
EXISTING LAND USES Various employment uses: self-storage facility, gas bar, car wash, vacuum cleaner manufacturing; process control instrumentation and systems manufacturing	
ADJACENT LAND USES North: Corporate Drive, then employment and commercial uses beyond. South: Mainway, then metal manufacturing facility beyond. East: Appleby Line, then vacant former farm beyond. West: Appleby Creek; various employment uses.	

ON REGION'S EMPLOYMENT AREA OVERLAY?	No—subject to the City's Municipal Comprehensive Review only.
EXISTING CITY OP DESIGNATION:	Mixed Use Corridor – Employment
2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:	<p>The subject parcels are located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Urban Centre in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
EXISTING ZONING:	MXE
INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY?	No
<i>This site is not requesting an employment land conversion, therefore no additional conversion analysis is required.</i>	

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 40

PROPOSAL # 40 (Appleby/Palladium)	
ADDRESS 4880 & 4900 Palladium Way; 4883 & 4903 Thomas Alton Boulevard (Ward 6)	
OWNER 1621158 Ontario Limited Trustee	
PROPONENT (if different from owner) City-initiated	
LAND AREA 2.12 ha	
REQUEST DETAILS As part of the City’s Official Plan Review and MCR, staff is reviewing the current “Mixed Use Employment” designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide. These parcels are being considered for conversion to non-employment uses.	
EXISTING LAND USES Two vacant buildings, one containing a dental office in one unit.	
ADJACENT LAND USES North: Palladium Way, then vacant lands beyond. South: Thomas Alton Boulevard, then vacant lands beyond. East: Appleby Line, then major commercial beyond (home improvement, auto servicing.) West: Vacant.	
ON REGION’S EMPLOYMENT AREA OVERLAY? No—subject to the City’s Municipal Comprehensive Review only.	
EXISTING CITY OP DESIGNATION:	

Mixed Use Corridor – Employment
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcel is not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
EXISTING ZONING: MXE-322
INCLUDED IN CITY’S VACANT EMPLOYMENT LAND INVENTORY? 4903 Thomas Alton Boulevard – Yes (Parcel 72); Other properties – No.

CONVERSION ASSESSMENT – REQUEST 40


(Appleby/Palladium)

ANALYSIS AND RECOMMENDATION

It is recommended that the subject sites be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. Support for the conversion is based on the following rationale:

- 1) Although the subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy, nor a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014), it has been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. Conversion of these areas would allow for the types of mixed use development and intensification intended by this emerging policy.
- 2) The property is 2 hectares in size and is isolated from other employment lands by Palladium Way. It therefore may have limited capability for employment uses and its conversion will not have a significant detrimental effect on the overall employment land inventory.
- 3) Although the lands to the north of the subject site are part of a large employment area that stretches between Highway 407 and Palladium Way from Appleby Line to Dundas Street, these lands are zoned BC1, which permits a limited range of employment uses that are compatible with residential. In addition, residential uses exist to the southwest and west of the subject parcel, in proximity to the employment lands. Therefore, the proposed non-employment uses may be considered to be at least as compatible in relation to employment uses as those uses currently found in proximity to the subject parcel.
- 4) The property physically forms part of the overall retail area extending along Appleby Line between Palladium Way/Harrison Crescent to south of Dundas Street.

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 41

PROPOSAL # 41 (Walker's/Palladium)	
ADDRESS 4040 & 4050 Palladium Way (Ward 6)	
OWNER 2375976 Ontario Inc. & Mattamy Richardson Ltd.	
PROPONENT (if different from owner) City-initiated	
LAND AREA 0.90 ha	
REQUEST DETAILS As part of the City's Official Plan Review and MCR, staff is reviewing the current "Mixed Use Employment" designation in the Official Plan, which contains a hybrid of Mixed Use Corridor and Employment policies. This designation has not been effective in achieving the vision originally intended for areas so designated, has been problematic for development and is being considered for replacement city-wide. This parcel is being considered for conversion to non-employment uses.	
EXISTING LAND USE Retail/service commercial plaza containing day care centre, medical offices, restaurant and fitness centre.	
ADJACENT LAND USES North: Palladium Way, with vacant land beyond. South: Detached residential East: Detached residential West: Walker's Line, with vacant land beyond.	
ON REGION'S EMPLOYMENT AREA OVERLAY? No—subject to the City's Municipal Comprehensive Review only.	

<p>EXISTING CITY OP DESIGNATION:</p> <p>Mixed Use Corridor – Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: MXE-396</p>
<p>INCLUDED IN CITY’S VACANT EMPLOYMENT LAND INVENTORY? No</p>

CONVERSION ASSESSMENT – REQUEST 41

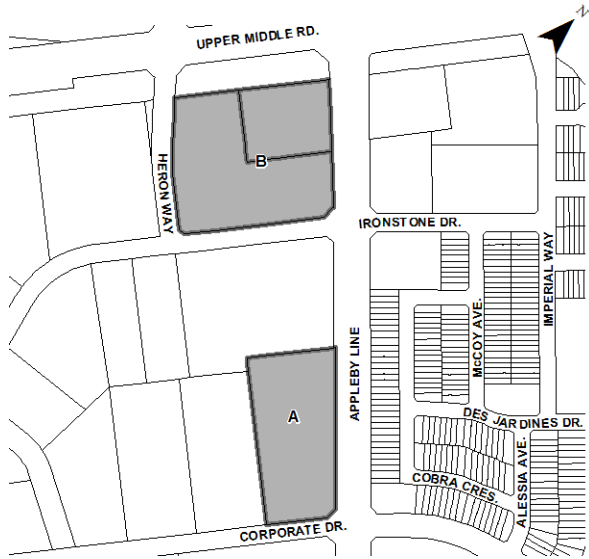
(Walker's/Palladium)

ANALYSIS AND RECOMMENDATION

It is recommended that the subject sites be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. Support for the conversion is based on the following rationale:

1. Although the subject parcel is not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy, nor a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014), it has been identified as Mixed Use Area in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16. Conversion of these areas would allow for the types of mixed use development and intensification intended by this emerging policy.
2. The property is less than 1 hectare in size, and is isolated from other employment lands by Palladium Way. It therefore has limited capability for employment uses and its conversion will not have a detrimental effect on the overall employment land inventory.
3. The site already contains retail and service commercial uses and functions almost completely as a commercial site. There is not a compatibility issue with respect to residential uses in proximity to the existing or future residential lands to the south, east and west, or the future institutional use (Court House) to the north.
4. Although the lands to the north of the subject site are part of a large employment area that stretches between Highway 407 and Palladium Way from Appleby Line to Dundas Street, these lands are zoned BC1, which permits a limited range of employment uses that are compatible with residential. In addition, residential uses exist to the southwest and west of the subject parcel, in proximity to the employment lands. Therefore, the proposed non-employment uses may be considered to be at least as compatible in relation to employment uses as those uses currently found in proximity to the subject parcel.

PROPOSAL TO CONVERT EMPLOYMENT LANDS: Proposal 42

PROPOSAL # 42 A & B (Uptown Mixed Use Centre)	
ADDRESS A -1800 Appleby Line B- 1950 & 1960 Appleby Line (Ward 6) (3 properties)	
OWNER Various	
PROPONENT (if different from owner) City-initiated	
LAND AREA 4.10 ha A (1800 -1.57 ha); B – (1950-1.78 ha; 1960-0.75 ha)	
REQUEST DETAILS <p>As part of the City’s Official Plan Review and MCR, staff is reviewing the current “Uptown” employment designations and zoning as part of the City’s Five Year Official Plan and Zoning By-law Reviews. Specifically, the “Uptown Employment” designation is being considered for conversion to support the evolution of the Uptown Mixed Use Centre from a predominantly Greenfield area of the City to one of a truly mixed use centre with a focus on the central core (intersection of Appleby Line and Upper Middle Road). These parcels are being considered for conversion to non-employment uses.</p>	
EXISTING LAND USES <div>A- Multi-unit industrial/commercial plaza, including Habitat for Humanity Restore, offices and dance studio.</div> <div>B- Multi-unit industrial/commercial plaza, restaurants and medical office building.</div>	
ADJACENT LAND USES	

<p>North: A - mixed use commercial plaza with restaurants, retail & offices; B- hydro corridor and Upper Middle Road.</p> <p>South: A – various employment uses; B- mixed use commercial plaza with restaurants, retail & offices</p> <p>East: A- Appleby Line and townhouses beyond; B- service station and high density residential (apartments.)</p> <p>West: A- various employment uses; B- retail home improvement centre (RONA).</p>
<p>ON REGION'S EMPLOYMENT AREA OVERLAY? No—subject to the City's Municipal Comprehensive Review only.</p>
<p>EXISTING CITY OP DESIGNATION:</p> <p>Uptown Employment</p>
<p>2008 INTENSIFICATION STRATEGY AND EMERGING POLICY DIRECTIONS:</p> <p>The subject parcels are not located within the Urban Growth Corridor, Urban Growth Centre or Arterial Cores/Regional Malls identified in the 2008 Intensification Strategy.</p> <p>The subject parcels are not located within a Mobility Hub Zone, generally described in the Mobility Hubs Opportunities and Constraints Study (May 2014).</p> <p>The subject parcel has been identified as Urban Centre in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16.</p>
<p>EXISTING ZONING: A: UE; B: UE-384 (site-specific setback and floor area regulations)</p>
<p>INCLUDED IN CITY'S VACANT EMPLOYMENT LAND INVENTORY? No</p>

CONVERSION ASSESSMENT – REQUEST 42

(Uptown Mixed Use Centre)

ANALYSIS AND RECOMMENDATION

It is recommended that Part A and B be converted to a non-employment land use and be removed from the City of Burlington Employment Lands inventory. Support for the request is based on the following rationale:

1. The subject sites have been identified as Urban Centre in the July 2016 draft Urban Structure outlined in Staff Report PB-29-16 and is part of the Uptown Mixed Use Centre. The MCR process includes a review of the Uptown policies in order to provide additional opportunities for development and intensification. The intersection of Appleby Line and Upper Middle Road, as well as the Appleby Line corridor, have been identified as a priority for redevelopment. The subject sites are in close proximity to the Appleby Line and Upper Middle Block intersection and have frontage on the Appleby Line corridor. Removal of the subject lands could allow for mixed use redevelopment that would support a number of the City's objectives for this priority area.
2. The subject sites are relatively marginal in size on their own and are currently occupied by predominantly service commercial uses. In addition, Part B is isolated from the employment area by Heron Way. Removal of the subject sites to accommodate a wider range of non-employment uses is not expected to have any impact on the amount of employment in the corridor. However, land use compatibility will need to be managed and introduction of any sensitive uses will need to consider implications to the broader employment area.

Figure 4-1
Employment Land
Conversion Recommendations

