



**SUBJECT: Recommendation Report – City Initiated Tremaine Dundas Secondary Plan and Implementing Official Plan Amendment No. 107**

**TO: Planning and Development Committee - Public Meeting**

**FROM: Planning and Building Department**

Report Number: PB-35-18

Wards Affected: 6

File Numbers: 520-02-08

Date to Committee: July 10, 2018

Date to Council: July 16, 2018

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**Recommendation:**

Adopt the Tremaine Dundas Secondary Plan, attached as Appendix A to department of city building report PB-35-18 on the basis that it is consistent with the Provincial Policy Statement, conforms to all applicable Provincial Plans, Region of Halton Official Plan and City of Burlington Official Plan, has regard for matters of Provincial interest and represents good planning for the reasons set out in department of city building report PB-35-18; and

Adopt Amendment No. 107 to the City Official Plan implementing the Tremaine Dundas Secondary Plan, attached as Appendix B to department of city building report PB-35-18; and

Deem that section 17(21) of the *Planning Act* has been met; and

Direct the City Clerk to prepare the necessary By-law to adopt Official Plan Amendment No. 107, attached as Appendix B to department of city building report PB-35-18; and

Direct the City Clerk to submit the required materials to Halton Region for approval of the Tremaine Dundas Secondary Plan and Official Plan Amendment No. 107 to the City of Burlington Official Plan; and

Request that, subject to Halton Region approval of OPA No. 107, the Region of Halton modify the Grow Bold: Burlington Official Plan (adopted April 2018) to implement the Tremaine Dundas Secondary Plan as adopted by City Council; and

Endorse the addition of lands designated in OPA No.107 as Business Corridor and Mixed Use Corridor – Employment to the Region of Halton Employment Area overlay, per ROP policy.

## **Purpose:**

The purpose of this report is to provide the foundation and rationale for the recommended approval of the Tremaine Dundas Secondary Plan, June 2018 and the approval of the associated Official Plan Amendment No. 107, as well as direction for the modification of the Grown Bold: Burlington Official Plan (adopted April 2018).

The secondary plan aligns with the following objectives in Burlington's Strategic Plan 2015-2040:

### **A City that Grows**

- Promoting Economic Growth
  - 1.1 d) Employment lands are connected to the community and region and through transportation links and options that are easy to access and contribute to a sustainable, walkable and bikeable community.
- Focused Population Growth
  - 1.3 a) Burlington is an inclusive and diverse city that has a growing proportion of youth, newcomers and young families and offers a price range and mix of housing choices.

### **A City that Moves**

- Increased Transportation Flows and Connectivity
  - 2.1 c) Complete Streets vision is put in place through a co-ordinated plan, which will include on-road and off-road bike lanes, sidewalks, multi-use paths and trails and a public transit system that are all well-connected throughout the city.
  - 2.1 g) Walkability has guided the development of new/transitioning neighbourhoods and the downtown so that people rely less on automobiles.

### **A Healthy and Greener City**

- Healthy Lifestyles
  - 3.1 a) Every resident of Burlington lives within a 15 to 20-minute walk from parks or green spaces
  - 3.1 b) Parks and green spaces are multi-dimensional. Residents and visitors will be able to use them in a number of ways.

- Environmental and Energy Leadership
  - 3.2 a) The city has a healthy, natural heritage system that is protected, well connected, conserved and enhanced and forms a fundamental component of the city's urban and rural areas.

For ease of reference, this report is divided into the following sections:

### **1.0 Background**

This section provides a chronology of the Secondary Plan process and overview of the site location and surrounding land uses.

### **2.0 Secondary Plan**

This section provides an overview of the Secondary Plan vision and how the Secondary Plan will be implemented into both the approved and adopted Official Plan.

### **3.0 Policy Framework and Review**

This section provides a discussion and conformity analysis of applicable provincial, regional and city policies.

### **4.0 Key Issues**

This section provides an overview and discussion on key issues identified, updated studies and summarizes how each item was addressed.

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## **Executive Summary:**

The purpose of this report is to recommend adoption of the Tremaine Dundas Secondary Plan (June 2018), attached as Appendix A to this report. The process began in 2011 with direction from Council to prepare a Secondary Plan for a mixed-use environmentally sustainable development. In November 2012, Council directed staff “to prepare a Secondary Plan for the Evergreen Community based on Concept A or Concept B or a “hybrid” of the two concepts in principle, and providing land use policies that can achieve between 816 and 980 jobs”. Both concepts A and B were mixed use in nature with varying areas and locations for employment, mixed use and residential uses.

At the statutory public meeting on July 10, 2018, Committee will receive input from the public with respect to the proposed Official Plan Amendment No. 107, attached as an Appendix to this report. Should there be minor modifications requested by Committee as a result of the Statutory Public Meeting, these changes can be incorporated prior to the final by-law being approved by Council. Given the extensive agency collaboration and the limited public feedback received to date, staff are recommending that the recommendation report be considered at the Statutory Public Meeting.

The overall vision for the Tremaine Dundas Secondary Plan is to incorporate significant energy saving and renewable energy initiatives to be a leading edge, environmentally responsible mixed-use community that promotes a healthy, sustainable, green lifestyle through an integrated approach. The Secondary Plan includes a mix of land uses providing a range of opportunities for residential and employment development in addition to parks and open space that maximize the natural environment. The purpose of the proposed Official Plan Amendment is to implement the intent of the Secondary Plan and establish land use designations and policies for this area of the City.

As detailed in this report, provincial, regional and local policies and plans set out a broad framework for planning matters that must be considered by municipalities in making land use planning decision.

Staff are of the opinion that the Secondary Plan is consistent and conforms with the policy directives of provincial policies and plans. The Secondary Plan policies emphasize a compact built form and efficient land use pattern that concentrates mixed use higher densities in proximity to future transit along Dundas Street and promote active transportation before other modes of travel. The Secondary Plan provides a balance of housing and employment through the promotion of a complete community within the City's existing urban boundary. In addition, recreational open space is provided within parkland, connecting trail and pedestrian network and through the maintenance, restoration and enhancement of Natural Heritage System. Overall, accessibility for all persons and the impacts of climate change have been considered and will be further taken into account via detailed engineering designs for stormwater management and street cross-sections, the development of pedestrian trails and via site plan control and building permit applications for future development.

Staff are of the opinion that the Secondary Plan policies are consistent with the Region's Official Plan for Urban Areas given the mix of compatible land uses, protection of the Natural Heritage System, phasing policies and contributes to the Region's overall density targets. Staff have worked extensively with the Region throughout the Secondary Plan process that meets the requirements for Area-Specific Planning established in the Region's Official Plan.

Staff are of the opinion that the Secondary Plan is consistent with the policies of the Official Plan (1994, as amended) and aligns with Grow Bold: Burlington Official Plan (adopted April 2018). The Secondary Plan policies provide for a mixed use community that builds on Official Plan policies with respect to management of growth, protection of the environment, transportation policies that meet the needs of pedestrians, cyclists and vehicular traffic and the inclusion of sustainable

development and design policies that promote green infrastructure, carbon reduction, water conservation and energy efficiency.

The Secondary Plan is the result of extensive consultation and collaboration between City staff, Halton Region, Conservation Halton, Town of Oakville and the primary landowner in addressing technical issues and challenges associated with the various land use concepts.

Staff recommend approval of the Tremaine Dundas Secondary Plan and implementing Official Plan Amendment No. 107 on the basis that it is consistent with the Provincial Policy Statement, conforms to all applicable Provincial Plans, Region of Halton Official Plan and City of Burlington Official Plan (1994, as amended), aligns with the Council adopted Grow Bold: Burlington Official Plan, has regard for matters of Provincial interest, represents good planning and is in the public interest for the reasons set out in report PB-35-18.

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## **1.0 Background**

### **1.1. Chronology**

In September 2011, a staff report titled [Tremaine Dundas Secondary Plan Study](#) (PB-36-11) as well as the [Tremaine and Dundas Secondary Plan: Background and Options Report](#) prepared by Macaulay Shiomi Howson Ltd., was provided to Council. Council received the *Tremaine Dundas Secondary Plan: Background and Options Report* (September, 2009) on September 26, 2011 and supported a mixed-use development concept for these lands given that the subject site did “not form part of the City’s current designated employment inventory”. Council directed staff to prepare a Secondary Plan and “incorporate environmentally sustainable neighbourhood development and building policies as criteria for approval of residential subdivision, site plan and employment lands” within the area.

In November 2012, a staff report titled [PB-82-12 Tremaine Road/Dundas Street \(Evergreen\) Community Planning Update](#) and its [appendices](#) was provided to Council. Council directed staff “to prepare a Secondary Plan for the Evergreen Community based on Concept A or Concept B or a hybrid of the two concepts in principle, and providing land use policies that can achieve between 816 and 980 jobs, according to the concept ultimately determined and supported by an assessment of the issues outlined in report PB-82-12, including the comments from consultation with departments, agencies and the public”.

In April, 2013, a staff report titled [PB-31-13 Tremaine Road/Dundas Street Evergreen Secondary Plan Update](#) was provided to Council. Council approved Planning report PB-31-13 recommending that the Tremaine Dundas Secondary Plan be deferred until the resolution of the OMB hearing for Regional Official Plan Amendment (ROPA) 38.

In December 2015, a staff report titled PB-83-15 [Report recommending that the Evergreen Secondary Plan be reactivated \(5421, 5453, 5463 Dundas Street and 3232 Tremaine Road\)](#) was presented to Council. City Council instructed the Director of Planning and Building to reactivate and complete the Secondary Plan for the Evergreen community with a target of Q2 2016. At this time, Evergreen Community (Burlington) Limited submitted planning applications for an Official Plan Amendment, Zoning By-law Amendment and plan of subdivision (File No.'s: 505-06/15, 520-09/15 and 510-03/15). The applications were deemed complete and were circulated to technical and external agencies and the public for comment. Although, the applications were deemed complete, staff could not bring a recommendation forward until the Tremaine Dundas Secondary Plan was approved establishing the land uses on these lands because the Secondary Plan provides the basis for review, analysis and recommendation of the applications. In November, 2017, these applications were appealed by the property owner and a prehearing conference is scheduled for February, 2019.

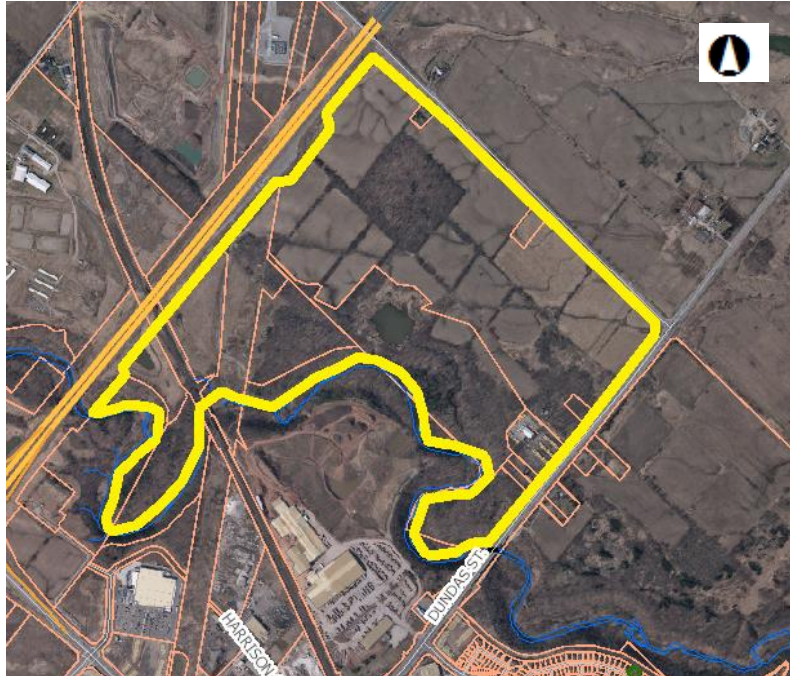
The OMB ROPA 38 decision was issued by the Ontario Municipal Board on April 6, 2016. In May 2016, with the resolution of the appeal, the Secondary Plan process resumed with meetings of the Technical Team that included City planning, engineering, parks and transportation staff as well as Halton Region, Town of Oakville and Conservation Authority staff.

In June 2017, staff presented a report [PB-52-17 Tremaine Dundas Draft Secondary Plan](#) and draft land use concept to Council with the expectation that there would be further refinements to both the mapping and the policies. Staff have continued to work with all stakeholders to finalize all of the supporting documents necessary to complete the Secondary Plan. All identified issues and concerns have now been addressed and necessary changes and refinements have been incorporated into this final Secondary Plan.

## **1.2. Site Description**

Of the 133 hectares that comprise the Tremaine Dundas Secondary Plan area, approximately 67 hectares are owned by one developer, Evergreen Community (Burlington) Limited with one single detached dwelling being the Crooks/Norton Farm House located on the property. The remainder of the lands are comprised of an existing school bus terminal with frontage on Dundas Street and two single detached residences (one with frontage on Tremaine Road, one with frontage on Dundas Street), the future potential Highway 407 Transitway, a functional hydro corridor and CN Railway line in the northwesterly section, as well as the extensive Bronte Creek valleylands that provide the natural heritage background and character for the area.

The Bronte Creek valleylands and the Natural Heritage System encompass a large percentage of the secondary plan area consisting of the central and southern woodlands and associated linkages to the Bronte Creek valleylands to the southwest. The secondary plan area is rolling in nature with the highest elevations located closer to the Highway 407 corridor and the lowest elevations being located in the southeast corner of the site at the intersection of Tremaine Road and Dundas Street.



**Figure 1 – Location Map**

The majority of the developable lands have been utilized for agricultural purposes, specifically for the growing of crops.

### **1.3. Surrounding Land Uses**

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|-------|--|
| North | Highway 407 is located along the northwesterly boundary. The area north of Highway 407 is protected countryside under the provincial Greenbelt Plan and is predominantly agricultural in nature. A shale quarry operation is located on the north side of the Highway 407 and the Hydro One corridor fronting on Tremaine Road.  |
| South | Bronte Creek valleylands are located along the southwesterly boundary with Dundas Street located along the southeasterly boundary. Bronte Creek Provincial Park is located south of Dundas Street being a 682-hectare park extending from Dundas Street south to the Queen Elizabeth Way/Highway 403. Farther southwest are residential uses within Orchard community. |
| West  | Beyond the Bronte Creek valleylands is a large industrial site that supports the operations of Meridian Brick Canada (Forterra) and a car wash operation. Further west, there regional commercial uses and general employment uses located at the corner of Appleby Line and Dundas Street.  |
| East  | Tremaine Road marks the shared municipal boundary with the Town of Oakville. The lands east of Tremaine Road are located within the Town of Oakville and are designated <i>employment</i> lands in the North Oakville West   |



Secondary Plan. Currently, there is a single detached dwelling with the remainder of the lands being used for agricultural purposes.

## **1.4 Background Reports**

Background reports were circulated to technical staff and agencies for review and comments and posted on the City's website. Other background information that helped inform the basis of the Secondary Plan was information submitted as part of the Evergreen development applications which are also included below:

[Background and Options Report](#), Macaulay Shiomi Howson Ltd., September 2009

[Land Need Analysis](#), Hemson Consulting, September 2009

[Acoustic Review](#), Jade Acoustics, September 2009

[Transportation Study](#), Dillon Consulting Limited, September 2009

[Water and Wastewater Servicing Assessment](#), AECOM, September 2009

[Tremaine and Dundas Secondary Plan Subwatershed Study Update](#), Jennifer Lawrence and Associates Inc., May 2018

[Updated Tremaine Dundas Secondary Plan Transportation Considerations](#), BA Group, June 2018

### **Other Information Considered:**

[Aggregate Impact Study](#), Fothergill Planning & Development Inc., July 2015

[Agricultural Impact Assessment Report](#), AgPlan Limited, July 2015

[Air Quality Assessment](#), Novus Environmental, July 2015

[Employment and Residential Assessment](#), Malone Given Parsons Ltd, July 2015

[Environmental Noise Feasibility Report](#), Valcoustics Canada Ltd., July 2015

[Fiscal Impact Analysis](#), Altus Group, July 2015

[Heritage Impact Statement](#), Wayne Morgan, July 2015

[Traffic Impact Study](#), BA Group, July 2015

## **2.0 Tremaine Dundas Secondary Plan**

The Tremaine Dundas Secondary Plan area presents an important opportunity to create a distinct and special community in Burlington, as one of the last undeveloped Greenfield areas. The Tremaine Dundas Secondary Plan recognizes



this opportunity and provides the policy basis for an integrated and sustainable approach to community design that strikes an appropriate balance between protection, maintenance and enhancement of and access to the natural heritage system.

The overall vision for the Tremaine Dundas Secondary Plan is to incorporate significant energy saving and renewable initiatives to be a leading edge, environmentally responsible mixed-use community that promotes a healthy, sustainable, green lifestyle through an integrated approach. The Secondary Plan includes a mix of land uses providing a range of opportunities for residential and employment development in addition to parks and open space that maximize the natural environment.

The Secondary Plan identifies and outlines opportunities for incorporation of a sustainable and innovative approach to built form and infrastructure. Green infrastructure and design elements, such as renewable energy, green roofs, low impact development, are to be incorporated into the design of the Tremaine Dundas community in order to promote carbon reduction and water conservation and cleanliness. The incorporation of Green Infrastructure and design into the Tremaine Dundas Secondary Plan community will reduce overall carbon footprint and long-term energy costs, decrease environmental impacts while increasing environmental character and the public realm.

The Tremaine Dundas Secondary Plan includes medium density residential uses located centrally within the Secondary Plan area with higher density residential uses located within appropriate mixed-use locations. Employment opportunities are provided along Tremaine Road and Dundas Street and will include a mix of office, light industrial, institutional and a limited range of retail commercial, service commercial and recreational uses. The mixed-use general block situated along Dundas Street is envisioned as a vibrant gathering and focal point within the community with a mix of retail and service commercial uses and high density residential uses. The mix of retail and commercial uses will serve the day to day needs of residents and employees within the community and surrounding area.

The Natural Heritage System is an integral part of the Tremaine Dundas Secondary Plan which provides a framework for protecting, maintaining and enhancing the system. The Natural Heritage System will be complemented with the well defined open space and parkland system within the future Tremaine Dundas Secondary Plan community.

The Secondary Plan establishes a vision and role and a framework for planning that informs the development of the Official Plan Amendment and directs future development through the Subdivision process, Site Plan and Building permit stage.

## **2.1 Official Plan Amendment No. 107**

The Secondary Plan is a detailed planning document outlining the community vision as well as many planning considerations, such as land use direction, development phasing, environmental considerations, sustainable community and built form design. The Official Plan Amendment No. 107 is the technical statutory planning tool amending the Official Plan (1994, as amended) to implement the Secondary Plan. The contents of the Secondary Plan provide greater detail than the Official Plan Amendment.

## **2.2 Modifications to the Grow Bold: Burlington Official Plan (adopted April 2018)**

City staff will work with Regional staff, and other agencies as required, to expeditiously resolve any matters emerging throughout the review and approval process of OPA No. 107. Upon approval of OPA No. 107, City staff will provide the Region with any necessary modifications to Grow Bold: Burlington Official Plan (adopted April 2018). It is expected that the modification will be straightforward.

## **3.0 Policy Framework and Review**

The final Secondary Plan, the Official Plan Amendment No.107 and the modifications proposed to the Grow Bold: Burlington Official Plan (adopted April 2018) are consistent with the Provincial Policy Statement, conforms to all applicable Provincial Plans, The Region of Halton Official Plan, reflects the policy direction of the City of Burlington Official Plan, and has regard for matters of Provincial interest and represents good planning for the reasons set out in this report.

### **3.1.Conformity Analysis and Policy Framework Review**

The Secondary Plan is subject to the following policy framework: The Planning Act, Provincial Policy Statement, 2014; Growth Plan for the Greater Golden Horseshoe, 2017; Halton Region Official Plan; Burlington Official Plan (1994, as amended); and Parkway Belt West Plan.

Staff have reviewed and analyzed the planning merits of the Secondary Plan within this policy framework as described below. The Secondary Plan also has regard for the Town of Oakville's North Oakville West Secondary Plan and Conservation Halton regulations.

#### **3.1.1 Planning Act**

In Part 1, Section 2 the Planning Act identifies a set of matters of Provincial Interest. The Tremaine Dundas Secondary Plan addresses a wide range of these matters.

Below is a discussion of the most relevant matters of Provincial Interest supported by staff analysis.

Matter of Provincial Interest	Staff Analysis
The protection of ecological systems, including natural areas, features and functions.	The Secondary Plan protects the extensive natural heritage system features and functions located within the area. The features include woodlands, wetlands and river valley system and associated buffers and linkages. The majority of which will be conveyed to the City through the future draft plan of subdivision.
The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest.	The Secondary Plan provides for the protection of cultural heritage resources through a required conservation plan and designation of the Crook/Norton Farm House.
The supply, efficient use and conservation of energy and water.	The Secondary Plan provides policies that encourage the efficient use of energy and water supply, through the inclusion of sustainable design policies that encourage the use of new technology and alternative energy sources.
The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems.	The Secondary Plan plans for the logical extension of infrastructure and utilities. The Secondary Plan policies are based on a Transportation Impact Study and Servicing strategy completed in consultation with Halton Region. The Secondary Plan includes phasing policies in accordance with the Region's Best Planning Estimates.
The orderly development of safe and healthy communities.	The Secondary Plan policies provide the basis for future development of the Tremaine Dundas community and incorporate policies that encourage sustainable design features and promote active transportation.
The accessibility for persons with disabilities to all facilities, services and matters to which the Planning Act applies.	Detailed public realm design plans will ensure accessibility for all persons.
The adequate provision and distribution of educational, health, social, cultural and recreational facilities.	The Secondary Plan permits a wide variety of educational, health, social, cultural and recreational facilities. Parks, trails and public gathering spaces are proposed within the Secondary Plan, which are supported by the addition of permitted uses like farmers markets to support the residents and employees within the Secondary Plan area. Additionally, the context of the Secondary Plan takes advantage of existing investments in surrounding facilities to make more efficient use of those existing facilities.

The adequate provision of a full range of housing, including affordable housing.	The Secondary Plan includes policies that provide for a variety of housing types, permit secondary dwelling units as-of-right and also encourage the use of innovative housing designs that consider more modest amenities, materials and finishes to support the provision of affordable housing.
The adequate provision of employment opportunities.	The Secondary Plan includes both employment designations (business corridor, mixed use corridor-employment) and mixed use designations (mixed use corridor-general) that permit uses providing employment opportunities within the community.
The protection of the financial and economic well-being of the Province and its municipalities.	The development of the Secondary Plan and its phasing policies identify land uses that are in keeping with Halton Region's Best Planning Estimates for future planned infrastructure, facilities and services and supports investments made by the City and other levels of government.
The co-ordination of planning activities of public bodies.	The Secondary Plan policies were developed by the City in consultation with Halton Region, Conservation Halton and the Town of Oakville in addition to the incorporation of comments received by other circulated agencies, such as Halton School Boards, 407 ETR and Ministry of Natural Resources.
The resolution of planning conflicts involving public and private interests.	A technical team was established to work through the planning issues such as land compatibility and environmental features.
The protection of public health and safety.	The Secondary Plan incorporates policies and identifies appropriate tools to manage land use compatibility issues and opportunities to mitigate future potential impacts. The Design Guidelines provide guidance on the design of the public realm.
The appropriate location of growth and development.	The Secondary Plan area is located within the urban boundary. The area is an identified designated greenfield area bound by the Highway 407 and rural Burlington to the north and the Town of Oakville to the east. The site is designated Land Use To Be Determined on Schedule B-Comprehensive Land Use Plan – Urban Planning Area of the City Official Plan and does not form part of the City's designated employment inventory, nor is it identified in the Region of Halton's employment area overlay.
The promotion of development that is designed to be sustainable, to support	The Secondary Plan includes sustainability policies and urban design guidelines that incorporate sustainable building and complete street design

public transit and to be oriented to pedestrians.	features for people on bicycles and people walking. The Secondary Plan also includes urban design policies to enhance both the private realm and public realm. The Secondary Plan supports potential future transit improvements along Dundas Street and preserves lands for a potential future Transitway along the Highway 407.
The promotion of built form that, i) is well-designed ii) encourages a sense of place iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.	The Secondary Plan policies promote a well designed community that builds on the natural heritage system and environmental features, active transportation, community connectivity and an enhanced pedestrian realm. The Secondary Plan includes urban design guidelines to ensure the provision of high quality built form and a public realm promoting an attractive and vibrant community.

### 3.1.2 Provincial Policy Statement (PPS) 2014

The Provincial Policy Statement (PPS) came in to force and effect on April 30, 2014 and applies to decisions concerning planning matters occurring after this date. The PPS provides broad policy direction on matters of provincial interest related to land use planning and development with respect to building healthy, liveable and safe communities. The PPS speaks to sustaining healthy, liveable and safe communities by managing and directing land use to achieve efficient and resilient development and land use patterns (PPS, 1.1.1). The PPS recognizes that Official Plans are the most important vehicle for implementation of the PPS; however, all Council decisions affecting planning matters “shall be consistent with” the PPS.

The PPS directs growth to settlement areas and emphasizes densities and a mix of residential, employment, recreational and open space land uses that optimize use of land, infrastructure and public service facilities; promote energy efficiency and minimize negative impacts to air quality and climate change; and support transit and active transportation (PPS, 1.1.3.2). The PPS policies support compact, mixed use development that incorporates compatible employment uses that result in livable and resilient communities and ensure efficient use of existing and planned infrastructure to support current and projected needs (PPS, 1.1.3.6) for a time horizon of up to 20 years (PPS, 1.1.2). The Secondary Plan establishes the community structure with an appropriate mix of residential, commercial/retail, employment, natural heritage, recreational and open space land uses that provide for efficient use of land and infrastructure to meet current and long term needs of the City. The PPS also speaks to improving accessibility for persons with disabilities and the elderly by removing barriers that restrict full participation in society (PPS, 1.1.1). The Secondary Plan includes

policies that support the design of publicly accessible spaces to accommodate the needs of all ages and abilities.

A coordinated, integrated and comprehensive approach for planning matters that cross municipal boundaries and with other agencies and boards is promoted by the PPS in managing growth, population, natural heritage, cultural heritage, infrastructure, watersheds, emergency management, housing and employment projections (PPS, 1.2.1). The PPS policies direct upper-tier municipalities to identify, coordinate and allocate population, housing and employment projections in consultation with lower tier municipalities as well as provide policy direction on matters that cross municipal boundaries. The Secondary Plan policies are the result of a coordinated approach that included the Region of Halton, Conservation Halton, Town of Oakville, Ministry of Natural Resources and Forestry, City department staff and an extensive Consulting Team and with respect to multi-jurisdictional features such as natural heritage system, watersheds, sensitive land uses in proximity to planned employment uses and population and employment projections.

Municipalities are to promote economic development and competitiveness by providing an appropriate mix and range of employment and institutional uses and encourage compact, mixed-use development that incorporates compatible employment uses (PPS, 1.3). Major facilities and sensitive land uses should be planned to ensure they are appropriately designed, buffered and/or separated from each other in order to prevent or mitigate adverse effects from odour, noise and other contaminants thus minimizing risk to public health and safety and ensuring the long term viability of major facilities (PPS, 1.2.6.1). The Secondary Plan provides for a mix of employment uses located along the westerly side of Tremaine Road that also provide separation and buffering to ensure the viability of future employment land uses in the Town of Oakville. Additional policies in the Secondary Plan policies require a land use compatibility study for any sensitive land uses within 70 m of an employment use and require the built form to be appropriately oriented and designed in order to mitigate potential adverse effects between the residential and employment uses.

Municipalities are to provide a suitable range and mix of housing densities, types and tenures including affordable housing to meet the needs of current and future residents of the regional market area based on the upper-tier's allocation of population and units. This is to be accommodated by promoting appropriate densities for new housing that efficiently uses land, resources, infrastructure and public service facilities and supports the use of active transportation and transit in areas where it exists or is to be developed (PPS, 1.4). The Secondary Plan provides for a mix of housing densities and types within both the Residential-Medium Density and Mixed Use Corridor-General designations that allow for single detached, townhouse and apartment units. The Secondary Plan promotes and encourages affordable housing through secondary dwelling units and the

use of innovative housing and residential development that considers such matters as more modest amenities, materials and finishes. The Secondary Plan, consistent with the Official Plan, permits assisted and special needs housing and retirement homes in addition to long-term care facilities subject to the policies of the Official Plan.

Healthy, active communities should facilitate a safe public realm that meet the needs of pedestrians, fosters social interaction and facilitates transit and active transportation and community connectivity. This also includes the provision of a full range and distribution of publicly-accessible environments for recreation, including facilities, parklands, public spaces, open space areas and trails and linkages (PPS, 1.5). Density and a mix of land uses should minimize the length and number of vehicle trips and support current and future use of transit and active transportation and improve connectivity within and among transportation systems and modes and between cross jurisdictional boundaries (PPS, 1.6.7). New development adjacent to existing or planned corridors and transportation facilities should be compatible with and supportive of the long-term purpose of the corridor (PPS, 1.6.8). The Secondary Plan identifies a well-connected grid-like street network that provides a streetscape that accommodates pedestrians and other active transportation and optimizes efficient and safe pedestrian and cycling connections to all parts of the community and surrounding networks ensuring all members of community have transportation options. The Secondary Plan also identifies a system of parks and trails that will be developed to contribute to community interaction. The Secondary Plan contemplates future potential transit along the Dundas Street frontage and includes provision of land to accommodate waiting facilities.

Infrastructure and facilities are to be coordinated and integrated with land use planning so that they are financially viable over their life cycle and encourage the use of complementary green infrastructure and support effective and efficient delivery of emergency management services (PPS, 1.6). Stormwater management infrastructure is to utilize best practices, including stormwater attenuation and re-use and low impact development (PPS, 1.6.6.7). The Secondary Plan includes phasing policies to ensure the logical and coordinated extension of infrastructure. Stormwater management policies within the Secondary Plan were informed by the *Tremaine Dundas Secondary Plan Subwatershed Study Update, May 2018* and promote the use of attenuation, re-use and low impact development.

Energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions and climate change adaptation is to be supported through compact form, use of active transportation and transit in and between residential and employment (including commercial and industrial). The design and orientation of a mix of employment and residential uses should maximize energy efficiency and conservation, shorten commute journeys and consider the mitigating effects of maximizing vegetation



(PPS, 1.8). The Secondary Plan encourages increased energy efficiency of buildings, reduced stormwater run-off, use of green roofs and/or low albedo roofing materials and strategically placed trees to provide shade for buildings, improve air quality and minimize the urban heat island effect. The Secondary Plan provides for a mix of employment and residential uses that encourages closer live work proximity reducing dependence on the automobile and promoting active transportation and transit.

The PPS sets out how the long term ecological function and biodiversity of natural heritage systems should be protected, maintained, restored and enhanced and, where possible, requires improved recognized linkages between and among natural heritage features, surface water features and ground water features (PPS, 2.1). The policies identify that a watershed approach should be utilized to protect, improve and restore the quality and quantity of water by identifying water resource systems necessary for the ecological and hydrological integrity of the watershed, maintaining linkages and related functions among ground water features, hydrologic functions, natural heritage features and areas and surface water features and planning for efficient and sustainable use of water resources through practices for water conservation and sustaining water quality (PPS, 2.2). The Secondary Plan policies protect the extensive natural heritage system and hydrologic functions located within the Secondary Plan area as identified and recommended in the *Tremaine Dundas Secondary Plan Subwatershed Study Update, May 2018*. The Secondary Plan contains policies that promote sustainable development and design elements such as the natural environment, carbon reduction, water conservation, energy efficiency, and use of new “green” technologies.

Significant built heritage resources and significant cultural heritage landscapes are to be conserved and the PPS does not permit development or site alteration on lands containing archaeological resources unless significant resources have been conserved (PPS, 2.6). The Secondary Plan also includes policies that speak to the protection of cultural heritage resources within the Secondary Plan area. The Secondary Plan policies identify that the Crooks/Norton Farm House is a heritage resource that requires completion of a Conservation Plan and designation of the farm house under Part IV of the Ontario Heritage Act. An archaeological assessment was undertaken for the site which met the requirements of the Ontario Ministry of Tourism, Culture and Sport.

Staff are of the opinion that the Secondary Plan is consistent with the policy directives of the PPS. The Secondary Plan policies emphasize a compact built form and efficient land use pattern that concentrates higher densities in proximity to future transit along Dundas Street and promotes active transportation before other modes of travel. The Secondary Plan provides a balance of housing and employment through the promotion of a complete community within the City’s existing urban boundary.

### **3.1.3 Places to Grow – Growth Plan for the Greater Golden Horseshoe (2017)**

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) came into effect on July 1, 2017 and provides a growth management policy direction for the defined growth plan area. The Growth Plan provides a framework for implementing the Province's vision for building stronger, prosperous complete communities by better managing growth. The guiding principles of the plan include prioritizing intensification and higher densities to ensure efficient use of land, infrastructure and encourage a range and mix of housing options that support transit viability. The policies support the achievement of complete communities that are compact, transit-supportive, make effective use of investments in infrastructure and public service facilities and accommodate people at all stages of life. This includes providing a mix of housing, a good range of jobs and easy access to stores and services to meet daily needs of residents (GP, 2.1). The Tremaine Dundas Secondary Plan will provide for efficient use of land and infrastructure with a mix of residential types (single detached, townhouse, apartment) and employment uses (business corridor, mixed-use employment, mixed-use commercial) at appropriate densities to ensure the development of a complete community in close proximity to key developed areas.

The Growth Plan contains population and employment forecasts to plan for and manage growth to the horizon of the Growth Plan (2041). The policies direct the vast majority of growth to settlement areas and more specifically within delineated built-up areas. New development within designated greenfield areas is to be planned to support the achievement of a complete community, support active transportation and encourage integration and sustained viability of transit services (GP, 2.2.7).

While the Growth Plan establishes the planning framework to 2041 the policies acknowledge that many of the elements of the Growth Plan are formally implemented through the municipal comprehensive review, which may only be undertaken by the upper-tier or single-tier municipality. One such identified element is the minimum density targets established for designated greenfield areas. The policies articulate that where an approved upper-tier official plan includes a minimum density target, that target will continue to apply across the same area until the next municipal comprehensive review (GP, 2.2.7.4).

The Region through its Official Plan allocates designated greenfield density targets to each of the lower-tier municipalities. The City of Burlington's minimum greenfield density target is 45 residents and jobs per hectare. Through the next municipal comprehensive review the density target across the entire Region of Halton will not be less than 60 residents and jobs combined per hectare.

The Growth Plan supports the achievement of minimum allocated density targets through the consideration of a range and mix of housing options and densities and by planning to diversify the overall housing stock across the municipality (GP, 2.2.6). Municipalities are to consider the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a wide range of household sizes and incomes at transit supportive densities. The Growth Plan notes that density targets are minimum standards and municipalities can go beyond these minimum targets, where appropriate. The Tremaine Dundas Secondary Plan provides for densities that will meet or exceed the minimum greenfield density targets established through the Growth Plan by means of a range of medium and higher density residential typologies that include single detached, townhouse, apartment units, assisted and special needs housing; senior's housing and long-term care facilities and a range of employment uses within the Secondary Plan area.

The Growth Plan promotes the development of complete communities based on compact built form and a diverse range and mix of residential, retail, commercial and employment land use options. Although major office and major institutional development are to be directed to urban growth centres and major transit station areas, other retail, commercial and employment land uses are to be directed to locations that support and improve transit and active transportation networks (GP, 2.2.5). The Secondary Plan focuses the highest density retail, commercial and employment uses on the lands adjacent to the intersection of Tremaine Road and Dundas Street in order to support future planned transit along the Dundas Street corridor. The Secondary Plan also provides the opportunity to accommodate small scale neighbourhood supportive retail uses in the neighbourhood to support walkability.

The Growth Plan identifies that municipalities are to develop and implement urban design policies within their Official Plan and other supporting documents to direct the development of high quality public realm and compact built form in planning to achieve the minimum intensification and density targets of the Plan. The Secondary Plan includes design guidelines to encourage high quality design that enhances the public and private realm and creates compact built form, attractive and functional spaces and establishes a distinct neighbourhood identity.

The Growth Plan emphasizes the importance of a coordinated and integrated approach to infrastructure planning, land use planning and infrastructure investment that involves leveraging infrastructure investment to direct growth and achievement of minimum density targets, ensure sufficient infrastructure capacity, long term costs and the impacts of changing climate (GP, 3.2.1). As previously stated, the Secondary Plan is the result of a coordinated approach that included the Region of Halton, Conservation Halton, Town of Oakville, Ministry of Natural Resources and Forestry, City department

staff and a Consulting Team (Urban Strategies Inc., Beacon Environmental, Jennifer Lawrence and Associates Inc.).

A major focus of the Growth Plan is the planning and management of transportation systems that include the movement of people and goods. Transportation systems are to offer multimodal choices to destinations that reduce automobile dependence and promote use of public transit and active transportation (GP, 3.2.2). Public transit is to be a priority in transportation planning and land use planning will be planned to achieve transit supportive densities and provide a mix of residential, office, institutional, and commercial development (GP, 3.2.3). In addition, municipalities are to ensure that active transportation networks provide for safe, comfortable travel for pedestrians, bicyclists and other users. The policies support the development and implementation of transportation demand management policies in Official Plan and other planning documents that reduce trip distance and time, increase alternatives to the automobile, prioritize active transportation, transit and movement of goods. The Secondary Plan land uses support a transportation network which connects residents and businesses of the future community using complete streets that are designed to safely accommodate a range of users including pedestrians, cyclists, transit users and vehicles. The policies also encourage implementation of transportation demand management policies such as electric vehicle charging stations, car pooling and other forms of ride sharing, priority parking and end of trip facilities for cyclists. With respect to connections to the broader area the Dundas Street Class EA study, which is currently underway, incorporates a multi-use pathway and bike lanes in support of making connections to Burlington and Oakville.

Secondary Plans will be supported by stormwater management plans that are informed by a subwatershed plan, incorporate an integrated treatment approach to minimize stormwater flows and reliance on stormwater ponds that include appropriate low impact development and green infrastructure and minimize vegetation removal, grading and soil compaction, sediment erosion and impervious surfaces (GP, 3.2.7). Water resource systems will be identified and informed by watershed planning in co-ordination with conservation authorities in order to protect, enhance and restore the quality and quantity of water within a watershed and direct growth. The Growth Plan also provides for the identification Natural Heritage Systems within Official Plans and the development of policies that will maintain, restore or enhance the diversity and connectivity of the system and its long term ecological or hydrologic functions (GP, 4.2.2). The Secondary Plan land uses and stormwater management and natural heritage system policies were informed by the *Tremaine Dundas Secondary Plan Subwatershed Study Update, May 2018*. The Secondary Plan incorporates both conventional stormwater management ponds with some supplementary Low Impact Development measure policies which encourage minimizing site grading and preserving existing drainage paths, avoiding changes in topography, reducing impervious surfaces, connecting green spaces and

using green roofs, permeable pavements and bio-retention areas as well as rainwater capture for re-use. The policies also provide a framework for protecting, maintaining and enhancing the extensive natural heritage system and hydrologic functions located within the Secondary Plan area.

Municipalities are also encouraged to develop a system of publicly accessible parkland, open space and trails that includes opportunities for urban agriculture, rooftop gardens, communal courtyards and public parks (GP, 4.2.5). The Secondary Plan includes a centrally located public park and open space that will be designed to support the natural heritage system and provide a connection to trails and the pedestrian network. Urban agriculture is encouraged throughout the Secondary Plan area as part of the community's character and open space system.

Staff are of the opinion that the draft Tremaine Dundas Secondary Plan conforms with the Growth Plan. The Tremaine Dundas Secondary Plan provides for efficient use of land and infrastructure with a mix of residential types (single detached, townhouse, apartment) and employment uses (business corridor, mixed-use employment, mixed-use commercial) to ensure the development of a complete community. In addition, recreational open space is provided within parkland, connecting trail and pedestrian network and through the protection, maintenance and enhancement of natural heritage system. Overall, accessibility for all persons and impacts of climate change have been considered and will be further taken into account via engineering designs for stormwater management, detailed street cross-sections, development of pedestrian trails and via site plan control applications for the future development as well as at building permit application.

### **3.1.4 The Greenbelt Plan (2017)**

The Greenbelt Plan provides protection to the ecological and agricultural features and functions across the Greater Golden Horseshoe and restricts where urbanization can occur. The Greenbelt Plan designates the Bronte Creek valleylands within the Tremaine Dundas Secondary Plan as part of the Greenbelt Natural Heritage System.

The Greenbelt Natural Heritage System policies protect natural heritage, hydrologic and landform features which are often functionally inter-related and collectively provide essential ecosystem services conserving the biodiversity and maintaining ecological integrity of the Greenbelt. The Tremaine Dundas Secondary Plan is informed by the Tremaine Dundas Subwatershed Study Update, May 2018 that identified the boundaries of the Natural Heritage System located within the Secondary Plan area. The Secondary Plan establishes policies that protect and enhance Key Natural Features and the connectivity and linkages

between these Key Natural Features. Key Natural Features in the Secondary Plan area include significant habitat of endangered species and threatened species, fish habitat, wetlands, significant valleylands, significant woodlands and significant wildlife habitat. Key hydrologic features include permanent and intermittent streams and wetlands.

Staff are of the opinion that the intent of the Greenbelt Natural Heritage System policies are maintained within the Secondary Plan policies. The Tremaine Dundas Secondary Plan identifies, supports and protects the Greenbelt Natural Heritage System by maintaining a 30 metre vegetation protection zone. The Secondary Plan mapping and policies are based on the findings and recommendations of the *Tremaine Dundas Secondary Plan Subwatershed Study Update, May 2018* that speaks to protection and potential enhancement of the vegetation protection zone, protections of hydrologic features and mitigation of stormwater quality and quantity impacts.

### **3.1.5 The Parkway Belt West Plan**

The Parkway Belt West Plan was implemented in 1978 for the purposes of creating a multi-purpose utility corridor, urban separator and linked open space system and deemed a development plan under the Ontario Planning and Development Act, 1994. The Parkway Belt West Plan seeks to link urban areas by providing space for the movement of people, goods, energy and information via future linear facilities (such as highways, electric power transmission corridors, and pipelines) in addition to providing a system of open space and recreational facilities linked with other communities.

The Public Use area includes the Bronte Creek valleylands identified as Public Open Space and Buffer Area, the hydro corridor identified as Electric Power Facility and Inter-urban Transit and railway corridor identified as Inter-urban Transit. The property located at 5371 Dundas Street is identified as a General Complementary Use area. The property owner of this property have applied to the Province to have this lot removed from the Parkway Belt West Plan as the Secondary Plan will now provide a land use designation.

Staff are of the opinion that the Secondary Plan is consistent with the Parkway Belt West Plan as the Secondary Plan preserves Bronte Creek valleylands, hydro corridor and the lands along the Highway 407 for a potential future Inter-Urban Transitway to implement the recommendations of the MTO's 407 West Corridor Protection Study.

### **3.1.6 Halton Region Official Plan**

The Region's Official Plan (ROP) designates that Tremaine Dundas Secondary Plan area as "Urban Area" and it is also identified as *Designated Greenfield*, Natural Heritage

System (Greenbelt Plan) and Parkway Belt West Plan. A full range of residential, commercial and industrial uses are generally permitted within the Urban Areas to support vibrant neighbourhoods, high quality public spaces with urban design guidelines and easy access to local stores and services via integrated transit and active transportation, subject to the availability of adequate municipal services and infrastructure. The Regional Official Plan promotes higher density development in Urban Areas and supports growth that contributes to the overall goal of providing a sufficient supply of housing that is affordable, accessible, and adequate and suited to the needs of a variety of households and income groups in Halton, and employment opportunities.

The ROP population forecast for residential growth within the City of Burlington is from 171,000 in 2006 to 193,000 in 2031. For employment growth, the City is forecast to have 88,000 jobs in 2006 and 106,000 in 2031. To support the achievement of population growth, the Region's Plan sets out a target of 8,300 residential units between 2015 and 2031 within the built up area of the City of Burlington and to achieve a minimum density target in Designated Greenfield Areas for the City of Burlington of 45 people and jobs per hectare. Given recent updates to Provincial policies and plans, the Region will be undertaking a municipal comprehensive review to bring the Regional Official Plan into conformity with the new policies and plans and it is anticipated that through this conformity exercise the City will be allocated increased population and job distributions to 2041.

The Region's Official Plan requires that Area-Specific Plans (Section 77 (5)) and policies be incorporated by amendment into the Local Official Plan and shall demonstrate the protection of Regional Natural Heritage system and public health and safety within hazard lands, population, housing and employment targets, land use patterns, consideration of land use compatibility, how the density will contribute to achieving minimum greenfield density targets, phasing, stormwater management, provision of infrastructure and utilities. The following list identifies the requirements for consideration through an Area-Specific Plan and includes a brief discussion of the key elements of the Secondary Plan which address the requirement. Reference should be made to the Secondary Plan for specific details:

ROP policy	Staff Comment
A general statement of the intended character of the area or community,	The Tremaine Dundas Secondary Plan is to incorporate significant energy saving and renewable initiatives to be a leading edge, environmentally responsible mixed-



	<p>use community that promotes a healthy, sustainable, green lifestyle through an integrated approach. The Secondary Plan includes a mix of land uses providing a range of opportunities for residential and employment development in addition to parks and open space that maximize the natural environment.</p>
Boundaries of the area or community,	See Secondary Plan, OPA No. 107.
Policies for the protection of the Regional Natural Heritage System and for the protection of public health and safety within hazard lands,	See Secondary Plan, OPA No. 107.
Capacity targets of population, housing units and employment, including targets for <i>affordable housing</i> .	<p>Population, housing unit and employment targets were established within the best planning estimates which represent the distribution of units and jobs to 2031.</p> <p>Working closely with the Region, through the requirement for the submission of a housing impact statement, residential development within the Secondary Plan must demonstrate how it contributes to the achievement of the Region's affordable housing target. Affordable housing can be met through the purchase of units by the Region to be maintained affordably for the long term, through the purchase of units by a charitable not for profit organization, or alternatively, through the market sale of units. It is anticipated that the makeup of the housing permissions will result in significant numbers of units that constitute <i>affordable housing</i>.</p>

	<p>The Secondary Plan has been planned to contribute to meeting the Region of Halton's Affordable Housing target. The Secondary Plan proposes a variety of dwelling unit types that provide for varying levels of affordability and a range of household types and sizes. The policies of the Secondary Plan encourage innovative housing designs and the incorporation of design elements that support the development of secondary dwelling units within single detached and townhouse dwellings.</p>
<p>Land use patterns that promote mixed-use, compact, transit-supportive, walkable communities, including the location of local facilities for social, cultural, recreational and educational and religious purposes,</p>	<p>The Secondary Plan as shown on the associated schedules promotes mixed use, compact and walkable community. The development along the future transit corridor along Dundas is planned to be transit-supportive.</p> <p>Similar to the requirement for a community infrastructure plan this plan is supported by parks and trail connections and the extensive investments in the surrounding area including schools and parks. Existing community centres, library branches, religious institutions are offered in areas in close proximity to the Secondary Plan Area. The school boards indicated that no new schools were required, sufficient greenspace, including parks is included in the Secondary Plan to support the residents and to connect to other areas of the City and to Bronte Creek Provincial Park.</p>
<p>Location, types and density of residential and employment lands that contribute to</p>	<p>Urban Design Guidelines were developed to reflect the City's commitment to design excellence and to provide guidance for the public and private realm with respect to energy saving and renewable initiatives</p>

<p>creating healthy communities through:</p> <ul style="list-style-type: none"> <li>• urban design</li> <li>• diversity of land uses</li> <li>• appropriate mix and densities of housing</li> <li>• provision of local parks and open space</li> <li>• strengthening live-work relationship through a proper balance of residential and employment land uses, and</li> <li>• promoting active transportation and public transit use.</li> </ul>	<p>that encourage a leading edge, environmentally responsible mixed-use community that promotes a healthy, sustainable, green lifestyle through an integrated approach.</p> <p>The Secondary Plan contemplates the addition of new employment lands alongside new residential and mixed use development that can contribute to the development of new housing units and new employment opportunities.</p> <p>The Secondary Plan permits a range of medium density residential development within the core area, while the areas along the Dundas Street corridor include opportunities for residential development in the form of apartment units.</p> <p>The Secondary Plan provides for a large centrally located park that complements the extensive Natural Heritage System and open space located within the Secondary Plan area.</p> <p>As noted the Secondary Plan includes designated employment lands, mixed use lands permitting a broad range of uses including retail and service commercial uses as well as residential uses, and lands designated for residential purposes. The Secondary Plan incorporates both housing units and jobs and is in close proximity to existing retail nodes and existing or planned employment uses.</p> <p>The Secondary Plan promotes an internal grid-like street network that supports a high degree of connectivity and allows for accessible and convenient movement of people, cyclist and vehicles within the</p>
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	<p>community as well as integrating them into the community's surrounding context. The Secondary Plan promotes high degree of connectivity through use of complete street principles, trails and urban design guidelines to enhance the public realm creating an enjoyable experience for people living and working within the community. The community network will connect to the surrounding area through the incorporation of a multi-purpose trail and cycling lanes identified on the Region EA for Dundas Street.</p>
<p>Consideration for land use compatibility in accordance with Regional and Ministry of the Environment guidelines.</p>	<p>There are detailed policies dealing with land use compatibility including tools for mitigating adverse effects.</p>
<p>Overall development density for the area or community and, if it is located within the Designated Greenfield Area, how this density will contribute towards achieving the minimum overall development density for Designated Greenfield Areas in the Local Municipality as set out in Table 2 and the Regional phasing as set out in Table 2A,</p>	<p>The Secondary Plan contributes to achieving the minimum overall development density for Designated Greenfield Areas target of 45 people and jobs per hectare.</p> <p>The Secondary Plan stipulates that development will follow the Region's Water and Wastewater Master Plan and have regard for neighbouring Area Servicing Plans that have been approved for development. Servicing, infrastructure and phasing policies will be in accordance with the Region's Best Planning Estimates (BPE) which could see further allocation through the Region's Official Plan / municipal comprehensive review.</p> <p>In accordance with the Region's BPE, Phase 1 is comprised of the employment, mixed use and a portion of the residential</p>

	lands. Phase 1 is limited to a maximum of 400 residential units.
A transportation network that promotes public transit and active transportation, including a strategy for early introduction of transit services,	The Secondary Plan supports potential future planned transit improvements along Dundas Street through the Region's Dundas Street EA. The proposed detailed design incorporates bus bays and passenger platforms identified for a future Tremaine Street Station. Additionally, the Ontario Ministry of Transportation (MTO) is undertaking the Planning Phase, the Environmental Assessment (EA) and the Preliminary Design for the 407 Transitway from west of Brant Street to west of Hurontario Street. The Secondary Plan preserves lands along the Highway 407 for this future Transitway.
Development phasing	<p>In accordance with the Region's BPE, Phase 1 is comprised of the employment, mixed use and a portion of the residential lands. Phase 1 is limited to a maximum of 400 residential units. Development of the employment areas are encouraged to occur concurrently with the development of nearby residential lands.</p> <p>The progression of development is contingent on the availability of public infrastructure and services and plans of subdivision will not be registered prior to the availability of sanitary sewage and water system capacity as determined by Region of Halton.</p>
Storm water management or, if the scale of development justifies, a Sub-watershed Study as per Section 145(9),	The Tremaine Dundas Secondary Plan Sub-watershed Study (TDSPSS) was originally undertaken in 2009. Since that time, there have been changes to applicable environmental legislation,

	<p>policies and guidelines. As such, the study was updated to reflect these changes. The Subwatershed Update provides background, existing conditions, impact analysis, management recommendations in addition to an implementation strategy.</p> <p>The subwatershed study also provides the basis for determining the amount of developable area within the Secondary Plan.</p>
Environmental Impact Assessments, if any part of the Regional Natural Heritage System is affected in an area not covered by a Sub-watershed Study,	<p>The Tremaine Dundas Secondary Plan Subwatershed Study Update includes all areas of the Regional Natural Heritage System and also includes a terms of reference for an EIR/FSS to be undertaken for submission of a draft plan of subdivision application.</p>

<p>An Air Quality Impact Assessment based on guidelines under Section 143(2.1)</p>	<p>An Environmental Noise Feasibility Report, Air Quality Assessment and Human Health Risk Assessment were completed in July 2015 and October 2016. These reports were to evaluate noise and air quality impacts and evaluate appropriate mitigation measures required with respect to the effect of transportation noise sources, existing stationary sources as well as future stationary sources within the Town of Oakville, such as setback distances, building orientation, requirements for submission of a detailed noise study as a condition of site plan control, etc. The recommendations of the reports have been considered and reflected in the Secondary Plan which includes policies requiring detailed noise feasibility studies with future planning applications and development conditions that require additional air quality assessments.</p>
<p>Water and wastewater servicing plans</p>	<p>A Water and Wastewater servicing assessment was prepared by AECOM in September 2009.</p> <p>Further, a Servicing Memo was prepared by Urbantech (September, 2017) which served as an update to the September, 2009 AECOM report titled Tremaine Road Secondary Plan Water and Wastewater Servicing Assessment. The update noted that significant improvements in infrastructure have provided servicing outlets and treatment capacity for the Tremaine Dundas Secondary Plan.</p>



Provision of Utilities	There were no issues with the provision of utilities identified for the Secondary Plan area.
A fiscal impact analysis	The lands within the Secondary Plan are within the Urban Area. The lands are found within the Designated Greenfield Area and are subject to the allocation program at the Region of Halton. No change to the planned population or employment is contemplated by the Area Specific Plan, therefore a fiscal impact analysis was not required.
A Community Infrastructure Plan, based on Regional guidelines, describing where, how and when public services for health, recreation, socio-cultural activities, safety and security and <i>Affordable Housing</i> will be provided to serve the community.	A broad range of public uses are permitted within all mixed use and residential permissions within the Official Plan and Secondary Plan. Consistent with the Official Plan some other opportunities for public facilities and institutional uses may be considered through a Zoning By-law Amendment. Comments received indicate that existing facilities have sufficient capacity to support the development of this area.
An Agricultural Impact Assessment on existing agricultural operations, including the requirement for compliance with the <i>Minimum Distance Separation formulae</i> where an agricultural operation is outside the Urban Area.	The Secondary Plan is located within an Urban Area and there are no lands adjacent to the Secondary Plan area that are intended for agricultural use. There are no farms designated for agricultural use operating within a 1 kilometer radius of the Secondary Plan area. The Secondary Plan Area is separated from rural lands by the Highway 407 Corridor which presents a distinguishable boundary between the Urban and Rural areas. North of the Highway 407 Corridor, there is an operating quarry. It is not expected that development within the

	Secondary Plan would impact uses in the Rural Area.
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Local Municipalities and the building and development industry are encouraged to develop innovative housing designs that stress flexibility, mix of compatible land uses, good environmental practices, universally accessible design, public safety, cost efficiency, affordability and energy and natural resource conservation while maintaining sound engineering and planning principles (Section 85(5)).

The Secondary Plan has been designed to support the achievement of the Region's housing targets set out in 86(6). Namely:

- a) that at least 50 per cent of new housing units produced annually in Halton be in the form of townhouses or multi-storey buildings; and
- b) that at least 30 per cent of new housing units produced annually in Halton be *Affordable or Assisted Housing*.

By establishing a minimum density target of 26 units per net ha the Secondary Plan encourages higher density low rise built forms. Although the distribution of dwelling units will be established in the Subdivision Plan it is expected that 48 percent of the units within the Secondary Plan will be townhouse units and residential units within multi-storey buildings that will contribute to the Region's housing targets.

The Secondary Plan contributes to the Region's Affordable or Assisted Housing Target by planning for and permitting a range of unit types and sizes including units with more modest finishes to accommodate both ownership and some limited rental housing in the form of secondary dwelling units. The Secondary Plan encourages the Region and other charitable not-for profit organizations to purchase units to ensure long term affordability.

The Plan outlines the objectives of the Natural Heritage System (Section 114.1) which includes to protect and enhance the diversity of fauna and flora, *ecosystems*, plant communities and significant landforms in Halton, to contribute to a continuous natural open space system, provide continuous corridors and inter-connections between Key Natural Features and their ecological functions, preserve the aesthetic character of natural features and to provide opportunities, where appropriate, for passive outdoor recreational activities. Further, the Region's Official Plan (Section 116.1) stipulates that the boundaries of the Regional Natural Heritage System may be refined with additions, deletions and/or boundary adjustments through a

subwatershed study undertaken in context of Area Specific Plan and/or an individual Environmental Impact Assessment or similar study all of which must be accepted by the Region.

The Region's Official Plan sets out the minimum density requirement for lands located within identified designated greenfield areas for all municipalities within Halton Region. The City of Burlington was allocated a minimum of 45 residents and jobs combined per gross hectare excluding the Regional Natural Heritage Systems. The Secondary Plan land use plan and policies provide for approximately 55 to 60 residents and jobs per hectare which meets the minimum density target and as such will assist the Region in meeting their designated greenfield density targets.

Staff are of the opinion that the Secondary Plan policies are consistent with the Region's Official Plan for Urban Areas given the mix of compatible land uses, protection of the Natural Heritage System, phasing policies and that the density will contribute to the Region's overall density targets. Staff are also of the opinion that the Secondary Plan process has met the requirements for Area-Specific Planning established in the Region's Official Plan. It is also noted that staff have worked extensively with the Region throughout the Secondary Plan process.

### **3.1.7 City of Burlington Official Plan (1994, as amended)**

The City of Burlington Official Plan contains overarching principles, objectives and policies that guide and promote sustainable development in the City, such as the protection and enhancement of Natural Heritage Systems and greenspace, land uses based upon an ecosystem approach and support for Healthy Communities that are efficient, safe, accessible, affordable and energy efficient.

The City's Official Plan identifies the Tremaine Dundas Secondary Plan area as employment lands on Schedule A: Settlement Pattern that was appealed (Official Plan Amendment No. 55) and subsequently deferred. Schedule A is provided for general reference only and directs the reader to the designations on Schedules B through J. Schedule B: Comprehensive Land Use Plan – Urban Planning Area designates the Tremaine Dundas Secondary Plan area as “Land Use Designation to be Determined” with the inclusion of specific policies for this area under Part VI, Section 8.4. The policies stipulate that an overall development concept shall be established as part of a planning study to be completed by the City of Burlington, Town of Oakville and the Region of Halton. The Secondary Planning process undertaken by the City included the Town of Oakville, Region and Conservation Halton formed the basis for the final land use concept and Secondary Plan policies.

Secondary Plan studies are to be undertaken to allow the orderly and planned development of areas. The Official Plan provides guidance for the development of Secondary Plans under Part VI, Section 5.2 which stipulates that issues shall be addressed at a level of detail sufficient to guide development such as a statement of objectives for the physical development including environmental, social and economic matters; policies for the provision of housing, employment, institutional and commercial land uses; transportation network as it relates to the study area, the community's needs and transportation objectives; local leisure needs; unique environmental area and natural features; direction on heritage conservation and urban design; in addition to strategies for implementation and monitoring and assessment of phasing.

Numerous studies and reports have been completed over the past several years that provide the basis for the Secondary Plan. These include a background and options report, subwatershed study, transportation study, water and wastewater servicing assessment, land needs analysis. In addition, other studies have been undertaken on a City wide basis and with respect to development applications that also provide guidance to the Secondary Plan. See Section 1.4 above for a full list of all studies.

#### *Sustainability and the Environment*

The Official Plan contains principles and objections with the intent of continuing to improve the quality of life for current residents without compromising the needs of future residents. To achieve these principles, the City will use an ecosystem approach to land use decisions so that natural heritage systems are protected and enhanced.

The Official Plan requires that subwatershed studies be prepared as the basis for identification and protection of the natural heritage system, water management and prevention of natural hazards. The City worked extensively with Halton Region and Conservation Halton on the subwatershed study and associated updates to determine the area of developable land within the Secondary Plan area while maintaining the benefits of natural heritage features including wildlife habitat, significant wetlands and woodlands and fish habitat. The Tremaine Dundas Secondary Plan Subwatershed Study Update (TDSPSSU), May 2018 updated the original subwatershed study completed in 2009 with respect to new provincial policies and directions. The TDSPSSU identifies all environmental features and provides management strategies for the continued protection and maintenance of these natural features. The Secondary Plan policies reflect the updated mapping of environmental features and management strategies, updated feature mapping, in addition to policies for the securement of natural heritage features to ensure their long time protection. The TDSPSSU identifies a precautionary 30 metre buffer around natural features with the exception of a 15 metre buffer around the wetland located in the northeast corner adjacent to Highway 407 and Tremaine Road. The TDSPSSU states that the precautionary buffers can be further refined through the future detailed site specific Environmental Implementation Reports.

Stormwater management policies are incorporated into the Secondary Plan in keeping with the TDSPSSU and Official Plan policies. Stormwater management policies allow both conventional and innovative stormwater management techniques, including Low Impact Development and best management practices and strategies such as on-site storage facilities to retain stormwater on-site via above and below ground techniques (ie. Parking lot storage, roof-top storage, cisterns and small storage ponds) and facilities that promote groundwater recharge such as permeable pavements, bio-retention areas and grassed swales.

The Official Plan also includes policy direction with respect to sustainable design and compatibility to ensure new development is efficient, safe, accessible, affordable and energy efficient. The Secondary Plan policies build on these policies, promoting a range and mix of residential units, retail/commercial uses and employment uses. The Secondary Plan contains policies and design guidelines that encourage energy efficiencies through renewable energy technologies, innovative building designs, water conservation measures and prioritize people walking and on bicycles. The Secondary Plan utilizes Business Corridor land uses as an opportunity to include employment opportunities within the Secondary Plan and to buffer the adjacent residential area in order to limit exposure of residential uses to noise, vibration, dust, odours and other effects from employment uses located on the east side of Tremaine Road within the Town of Oakville.

The sustainability and environment policies, although deferred, help provide guidance to staff and were considered in conjunction with the Grow Bold: Burlington Official Plan (adopted April 2018).

### *Residential*

The Official Plan encourages development within the urban area in accordance with Provincial growth objectives while balancing with other planning considerations such as infrastructure capacity, compatibility and integration with the natural environment, active transportation and housing opportunities in proximity to employment areas.

The policies provide for residential densities ranging from 26 to 50 units per net hectare for medium density residential and between 51 and 185 units per net hectare for high density with both designations providing a mix of housing types including single detached, townhouse and apartment uses. For the purpose of clarity the Mixed Use Corridor - General designation relies upon the High Density Residential designation policies. The residential uses are phased with 400 units included within the first phase of development. In addition the policies align with more recent Planning Act changes that expand the

authorization of a second residential unit in single detached, semi-detached and townhouse dwellings.

The Secondary Plan incorporates policies that protect and buffer the natural environmental features on site, encourage active transportation and a mix of uses. Density within the residential and mixed use areas are in keeping with the Official Plan direction.

### *Employment*

The City's Official Plan identifies the Tremaine Dundas Secondary Plan area as employment lands on Schedule A that was appealed (OPA 55) and subsequently deferred. Schedule A is provided for general reference only and directs the reader to the designations on Schedules B through J. Schedule B: Comprehensive Land Use Plan – Urban Planning Area designates the Tremaine Dundas Secondary Plan area as “Land Use Designation to be Determined” and was not included in the Burlington Employment Lands Study, Draft Final Report, June 2011 that identified the City had sufficient land designated for employment uses. Additionally, the Secondary Plan area is not identified as part of the Region of Halton Employment Area overlay.

The Secondary Plan provides for the location of employment uses within the Business Corridor, Mixed Use Corridor-Employment and the Mixed Use Corridor-General designations that will increase job opportunities in close proximity to residential uses. The Secondary Plan is located within close proximity to existing and planned employment opportunities.

Staff are of the opinion that the Secondary Plan is consistent with the policies and principles of the Official Plan. The draft Secondary Plan policies provide for a mixed use community that builds on the Official Plan with respect to management of growth, transportation policies that meet the needs of pedestrians, cyclists and vehicular traffic and the inclusion of sustainable development and design policies that promote green infrastructure, carbon reduction, water conservation and energy efficiency.

### **3.1.8 Grow Bold: Burlington Official Plan (adopted April 2018)**

On April 26, 2018, Council adopted Grow Bold: Burlington Official Plan. The Secondary Plan policies were drafted to be consistent with the policies and direction of this new Official Plan. The new Official Plan contains a section that allows for the seamless incorporation of the Secondary Plan into the new Official Plan.

Staff are of the opinion that the Secondary Plan is consistent with the overall guiding principles of the Sustainable Development Guidelines and the new Adopted Official Plan and the, including the chapters on Sustainable Growth, Complete Communities, Environment and Sustainability, and Implementation and Interpretation, amongst others.

After adoption of the Secondary Plan and OPA 107, City staff will continue to work with Halton Region staff to incorporate the Secondary Plan into the new Official Plan through a modification.

### **3.1.9 North Oakville West Secondary Plan**

The easterly boundary of the Tremaine Dundas Secondary Plan is the Town of Oakville. The North Oakville West Secondary Plan (NOWSP) designates the lands east of the Secondary Plan area as an Employment District which envisions prestige industrial uses. The Employment District is meant to protect and establish employment generating opportunities that include a full range of industrial, office and service commercial uses. Service commercial and retail uses serving the employment area are to be clustered at intersections with arterial roads.

The NOWSP policies stipulate that light industrial uses east of Tremaine Road will provide a range and scale of uses designed to reflect a visible location on and exposure to highway corridors and major roads. As such, it is anticipated that these light industrial type employment uses will provide a minimum buffer of at least 80 to 120 metres between Tremaine Road and any potential heavier industrial uses located in Oakville. The range of permitted uses permitted on the east side of Tremaine Road includes:

- light industrial operations, warehousing, distribution;
- business and professional offices;
- service establishments such as restaurants, hotels, banquet halls and financial institutions;
- public uses, institutional uses including places of worship, vocational schools, recreational and sport facilities;
- amusement uses; automobile related uses including gas stations and ancillary retail sales of products produced, assembled and/or repaired on the premises;
- research and development; information processing, call centers and similar uses; and computer based services including design studios.

Heavier type employment uses are permitted within the central area of the NOWSP area not fronting on the Highway 407 or arterial roads. These uses may include: general industrial operations within enclosed buildings including manufacturing, assembling, processing, fabricating, repairing, warehousing,



distribution, and wholesaling; outside storage, and outside operations incidental to industrial operations; transportation terminal, works yard and outside storage yard or a waste processing or transfer station subject to a zoning by-law amendment.

General industrial uses, transportation terminal and waster processing and transfer stations are permitted interior to the *employment* district and are not permitted in areas abutting major arterial roads or Highway 407 and would require a site specific zoning by-law amendment and would have to meet the Town's By-law 2010-035 with respect to major emissions and air quality.

Staff are of the opinion that the Secondary Plan addresses compatibility concerns raised by the Town of Oakville with respect to designated employment lands east of Tremaine Road. The Secondary Plan incorporates employment land uses that reflect the permitted uses for the lands adjacent to Tremaine Road within the Town of Oakville. As such, the employment uses will create a buffer and separation distances from heavier industrial uses permitted within the Town of Oakville which generally conform with Guideline D6 - Compatibility between Industrial Facilities and Sensitive Land Uses.

### **3.1.10 Conservation Halton**

Conservation Halton regulates *wetlands*, *watercourses* and hazard lands and activities within and adjacent to these features. Ontario Regulation 162/06 specifies that permission is required from Conservation Halton to develop in *valleylands*, *wetlands*, hazardous lands and the required setbacks to these features. Permission is also required to alter a river, creek, stream or *watercourse* or interfere with a wetland. In addition to its regulatory responsibilities under the Conservation Authorities Act, Conservation Halton provides an advisory role to municipalities through the planning process. Conservation Halton also has a Memorandum of Understanding with the Region of Halton to provide technical input on a range natural heritage and water resource-related matters that may be affected by planning and development proposals.

Staff have worked with Conservation Halton throughout the Secondary Plan process and in particular with respect to the Tremaine Dundas Secondary Plan Subwatershed Study in order to determine the developable area as well as protect and enhance environmental features located within the site. Staff are satisfied that the updated subwatershed study has adequately addressed concerns raised by Conservation Halton with respect to the natural heritage system, species at risk and wetlands within and adjacent to the site. Conservation Halton staff have provided comments that they have no concerns with City staff bringing the Secondary Plan forward to Council for adoption.

### **3.2 Additional Planning Considerations**

Staff have considered a wide range of technical, policy and regulatory considerations in the recommendation to Council to approve the Tremaine/Dundas Secondary Plan and to adopt the related Official Plan Amendment No. 107.

In addition, there are a number of other factors that have also been considered by staff, and which serve as a basis for staff's recommendations to Council. These factors are outlined below:

#### **3.2.1 Council Motion dated September, 26, 2011**

The foundational principle of preparing a mixed used community plan containing a number of environmental and sustainable development objectives for the subject lands was based on Burlington Council resolution passed on September 26, 2011.

##### **APPROVAL FOR TREMAINE AND DUNDAS SECONDARY PLAN STUDY**

"Whereas the subject site has designated land use to be determined and does not form part of the City's current designated employment inventory;

Receive the report entitled "Tremaine and Dundas Secondary Plan: Background and Options Report", prepared by Macaulay Shiomi Howson Ltd., dated September 2009, (provided under separate cover) along with the Addendum letter, dated January 11, 2010; and

Support a mixed use development substantially in compliance with the attached generalized and conceptualized sketch. The sketch is not to scale and reflects the organization and general configuration of uses on the site, not the quantity or exact location of the uses depicted; and

Direct the Director of Planning and Building to prepare a Secondary Plan for the area based on the selected option, incorporating the "Options Report" and the background data collected as part of the Options Report; and

Direct the Director of Planning and Building to incorporate environmentally sustainable neighborhood development and building policies into the Secondary Plan as criteria for the approval of residential subdivision, site plan and employment lands development within the area; and

Direct the Director of Planning and Building to provide an update report in the first quarter of 2012, following consultation with the Town of Oakville, Region of Halton and Town of Milton. (PB-36-11)

Note: that the staff recommendation to support Option 2 is based on the preference for this option in light of all public interest considerations."

### 3.2.2 Chronology of the Subject Lands

Since 1994, the only designation applicable to the subject lands has been “Land use to be Determined” as per *Schedule B – Land Use* of the in force and effect Official Plan 1994 (as amended).

While Official Plan Amendment No. 55 revised *Schedule A – Urban Structure* from “Land Use to Be Determined” to “Employment” as it pertained to the subject lands, the notation on the schedule stated that its role was “For general reference only”. Rather, *Schedule B – Land Use* continued to identify the lands as “Land Use to be Determined” and served as providing statutory land use designation.

Furthermore, the subject lands are not included in the Regional Employment Area overlay in the Halton Region Official Plan and as such, are not designated for employment. In this regard, the recommended Secondary Plan has considered cross-jurisdictional matters.

Given the status of applicable schedules and the designations therein, there was latitude in determining the land use mix on the subject lands.

### 3.2.3 Land Budget Studies

#### Employment Land Budget

Although employment land use budget studies conducted prior to the most recent study completed in 2011 contained assumptions that the subject lands were to contain employment uses, the studies did not result in amendments to the Official Plan to designate the lands as employment (for more details please refer to [Tremaine and Dundas Secondary Plan Study](#) (PB-36/11)). As stated above, the lands have historically, and currently remain, designated as “Land Use to be Determined”.

Further, recent employment land budget studies prepared by the City as part of the Grow Bold: Burlington Official Plan (adopted April 2018) do not include the Tremaine/Dundas area as part of the employment inventory, while demonstrating that the City has a sufficient supply of vacant employment lands to 2031 (please refer to [Official Plan Review: Transmittal of Final Phase 2 Employment Lands Study \(PB-17-14\)](#), see Appendix A: [Employment Lands Study Phase 2 Final Report, dated February 28, 2014](#)).

#### Residential Land Budget

The City has not prepared a recent residential land budget study that would be relevant to the subject lands. This is because no additional population has been allocated to the City since Regional approval of OPA No. 55 which was the amendment resulting from the official plan review to the 1994 Official Plan. The

population allocation to Burlington is contained as approved numbers within the Halton Region Official Plan.

Given the above noted land budget considerations as well as the chronology discussed above, there was latitude in determining the mix on the subject lands.

#### **3.2.4 Role of Best Planning Estimates (BPEs)**

The BPEs are a planning tool used to identify where and when development is expected to take place across the Region in order to provide a consistent set of land use data and forecasts and to provide direction in determining the timely provision of infrastructure. The estimates are called Best Planning Estimates because they were prepared on a best effort basis by Regional and Local Municipal staff based on their collective knowledge and understanding of demographic and economic trends in Halton. The application of these estimates should be guided by the nature, purpose and scope of the project. The BPEs are not to be the determinant of land use. As such, the BPE's were a consideration as part of the phasing strategy for the subject lands, however, they did not serve as a foundational principle in establishing the planning mix or targets for community.

#### **3.2.5 Grow Bold: Burlington Official Plan (adopted April 2018)**

The adopted new Official Plan (April 2018) is an intensification focused plan, directing the majority of growth the Primary and Secondary Growth areas as identified within the document. It also identifies remaining greenfield lands, such as Tremaine/Dundas area, as outside of the Built-Up Area but within the Urban Boundary.

Given that the lands are within the urban area, the land use vision contained within the Tremaine Dundas Secondary Plan area is a completion of a greenfield community that incorporates employment and residential uses in a way that is supportive of environmental objectives and manages and mitigates potential land use compatibility challenges with adjacent lands, while remaining in alignment with the density objectives of the Grow Bold: Burlington Official Plan (adopted April 2018).

Collectively, the considerations outlined above, as well as technical, policy and regulatory considerations, and agency and public feedback outlined within PB-35-18, serve as the basis for staff's rationale in recommending the approval for the Tremaine Dundas Secondary Plan and adoption of OPA No. 107 modifications to the Grow Bold: Burlington Official Plan (adopted April 2018).

### **4.0 KEY MATTERS**

The key matters needing to be addressed and finalized through the Secondary Plan process are discussed below. Actions on key matters resulted in the revised land use concept, proposed policies and urban design guidelines.

#### **4.1. Revised Land Use Concept Plan**

The conceptual land use plan evolved through consultation with the various outside agencies to ensure that the final plan was in line with provincial, regional and city policies. The Tremaine Dundas Secondary Plan Subwatershed Study Update, May 2018 identified the limits of all environmental features and associated precautionary and required buffers that ultimately determined the developable area within the Secondary Plan area. The proposed land uses were then further refined as a result of consultation with the Town of Oakville and to address their concerns with respect to land use compatibility with future employment lands within their boundaries.

This consultation resulted in the area along Tremaine Road being re-evaluated with respect to land use compatibility with the future employment uses identified in the North Oakville West Secondary Plan in the Town of Oakville. As a result, the land use designations on the west side of Tremaine Road were changed to employment lands. The Business Corridor designation provides for permitted uses consistent with the employment uses permitted along Tremaine Road in Oakville. The lands located at the corner of the intersection of Tremaine Road and Dundas Street have been designated as Mixed Use Corridor-Employment uses that permits a mix of commercial and retail uses including a broad range of office uses, limited retail and service commercial use but does not permit residential uses. This maintains an adequate buffer between residential uses in the Tremaine Dundas community and potential industrial uses in the Town of Oakville.

#### **4.2. Tremaine Dundas Secondary Plan Subwatershed Study (TDSPSS) Update**

In April 2016, an Ontario Municipal Board decision outlined that there was agreement between Evergreen Community (Burlington) Limited and the Region of Halton that Key Feature boundaries for the Natural Heritage System could be confirmed in the field through feature limit confirmation (staking). It was also agreed that it was appropriate to map linkages and enhancements to the Key Features with the provision that the extent and limits of the linkages could be refined through planning process at a later stage.

The only item where agreement could not be reached was with respect to buffers and enhancements. The Board decision outlined that buffers are integral to the systems based approach of assessing and mapping the Natural Heritage System, which had been achieved through ROPA 38. The decision stated that the precautionary 30 metre buffer for significant woodlands and 15 metre buffer for wetlands and watercourses reflected the flexibility provided for in Section 116.1 of ROPA 38 which has been applied consistently by the Region. Section 116.1 reads:

*“The boundaries of the Regional Natural Heritage System may be refined, with additions, deletions and/or boundary adjustments, through:*

- a) a Sub-watershed Study accepted by the Region and undertaken in the context of an Area-Specific Plan;*
- b) an individual Environmental Impact Assessment accepted by the Region, as required by this Plan; or*
- c) similar studies based on terms of reference accepted by the Region.*

*Once approved through an approval process under the Planning Act, these refinements are in effect on the date of such approval. The Region will maintain mapping showing such refinements and incorporate them as part of the Region’s statutory review of its Official Plan.”*

Since the release of the 2009 TDSPSS, there have been changes to legislation, policies and guidelines as well as a site-specific Ontario Municipal Board decision that relates to the TDSPSS Area. As a result, the Subwatershed Study was updated to reflect these changes and to support an updated Secondary Plan.

The Secondary Plan mapping replicates the boundaries of the Natural Heritage System features including buffers and linkages established by the Tremaine Dundas Secondary Plan Subwatershed Study Update, May 2018 (TDSPSSU). The Secondary Plan mapping identifies all key feature limits and reflects a precautionary 30 metre buffer around the central and southern significant woodland features and the 15 metre buffer around the wetland located in the north east corner adjacent to Highway 407 and Tremaine Road in accordance with the TDSPSSU. The TDSPSSU reiterates the OMB decision that there is further opportunity to refine the precautionary 30 metre buffers at the Environmental Impact Assessment stage.

The TDSPSSU also includes characterization of Headwater Drainage Features (HDFs) which are features that do not meet the definition of ‘watercourse’ in the *Conservation Authorities Act* but merit consideration to determine whether the functions that these drainage features provide, such as flow, sediment transport, etc, should be maintained or replicated through the development process. A total of 25 HDFs were identified within the TDSPSSU Study Area with varying levels of classification ranging from protection to no management required.

Given the list of endangered and threatened species is continuously updated by the Province, it was also necessary to update the 2009 Subwatershed Study to determine whether any endangered or threatened species still exist within the Study Area and/or whether any newly listed species are identified within the Study Area. The watercourse in the northeast corner adjacent to Tremaine Road and Highway 407 was previously identified as contributing habitat for Redside Dace (an endangered fish species) and continues to be identified as such in the TDSPSSU. The Ministry of Natural Resources

and Forestry (MNRF) subsequently added the watercourse in the southeast corner adjacent to Tremaine Road and Dundas Street and two HDFs that flow out of the Central Woodland toward Tremaine Road, as contributing Redside Dace habitat. All Key Features that contain endangered or threatened species have been protected within the Natural Heritage System with the exception of one hedgerow located in the northeast quadrant that the MNRF has agreed can be reviewed at the Environmental Impact Assessment stage. This hedgerow has been identified on Schedule B of the Secondary Plan land use map as an 'area for future study'.

The TDSPSSU also includes revisions to the Terms of Reference for the Environmental Impact Assessment, also referred to as an EIR/FSS, to reflect new information and changes made in the TDSPSSU and to add specific evaluation requirements in-keeping with the recommendations in the TDSPSSU to be consistent with Regional, City, Provincial and Conservation Authority legislation and policy.

Staff anticipate that further refinements may occur to the Natural Heritage System buffers once a more detailed analysis is undertaken through an EIR/FSS required as part of updated development applications for draft plan of subdivision and zoning by-law amendment. These refinements may include additions, deletion and/or buffer adjustments and it is not anticipated that these refinements will affect the land uses designated through the Secondary Plan. The future EIR/FSS will require both the review and approval of the City, Region and Conservation Halton.

The Secondary Plan policies and mapping ensure the protection and enhancement of the significant Natural Heritage System features located within the Secondary Plan area.

#### **4.3. Land Use Compatibility**

The Tremaine Dundas Secondary Plan designates the area along Tremaine Road as Business Corridor and Mixed Use Corridor-Employment and the area along Dundas Street as Mixed Use Corridor-General. Residential–Medium density uses and Parks and Open Space are proposed for the internal area of the overall developable lands. The use of employment uses to provide separation and a buffer to future industrial uses in the Town of Oakville. This approach addresses concerns raised by the Region and Town of Oakville as outlined in report PB-82-12 with respect to land use compatibility.

The Ministry of the Environment and Climate Change (MOECC) has established a series of guidelines to aid in evaluation of proposals for land use changes with respect to compatibility between potentially incompatible land uses. The Ministry's D-6 Guideline deal with compatibility between industrial facilities and sensitive land uses primarily regarding noise, vibration, dust and odour and apply to existing development and lands designated for certain land uses, such as the employment district within the

North Oakville West Community Secondary Plan (NOWSP). As a result, separation distances from the designated land on the Oakville side of Tremaine Road would apply.

The Ministry's D-6 Guidelines identify three classes of industrial facilities that range from a Class I to Class III, with Class III being a heavy industrial use with the greatest potential for noise, vibration, odours and/or dust emissions. The MOECC minimum separation distances and areas of influence are identified in the chart below.

<b>MOECC D-6 Guidelines</b>		
Industrial Class	Separation Distance (metres)	Area of Influence (metres)
Class I	20	70
Class II	70	300
Class III	300	1000

The lands to the east of the Tremaine Dundas Secondary Plan area are designated for Employment uses in both the Region's and the Town's of Oakville Official Plans which are meant to protect and establish employment generating uses. The North Oakville West of Sixteen Mile Creek Secondary Plan (NOWSP) provides for a full range of prestige employment opportunities and service-related employment uses, such as industrial, office and service commercial employment. These uses are to be zoned in a separate zone in the implementing Zoning By-law.

The NOWSP policies stipulate that light industrial uses east of Tremaine Road will provide a range and scale of uses designed to reflect a visible location on and exposure to highway corridors and major roads. As such, it is anticipated that these Class I employment uses will provide a minimum buffer of at least 80 to 120 metres between Tremaine Road and any potential Class II industrial uses located in Oakville. These Class I uses may include lighter industrial uses within enclosed buildings, business and professional offices and medical clinics, research and development, call centers, public uses including schools, sports and recreational uses, service establishments and commercial uses. Class II uses are permitted within the central area of the NOWSP area not fronting on the Highway 407 or arterial roads which may include: general industrial operations within enclosed buildings including manufacturing, assembling, processing, fabricating, repairing, warehousing, distribution, and wholesaling; outside storage, and outside operations incidental to industrial operations; transportation terminal, works yard and outside storage yard or a waste processing or transfer station subject to a zoning by-law amendment. Any proposed Class III use is not anticipated as the use would require a site specific zoning by-law amendment and would have to meet Town of Oakville's By-law 2010-035 with respect to major emissions and air quality.



The separation between the second tier of employment uses in the Town of Oakville and the designated residential uses in the Tremaine Dundas Secondary Plan results in a total separation distance of 207 to 267 metres. As such, the Tremaine Dundas Secondary Plan meets the MOECC minimum separation distance of 70 metres between Class II and residential uses; however, “sensitive” land uses are located within the 300 metre area of influence. Typically, within an area of influence negative impacts can be mitigated but there is a possibility that potential industrial uses within Oakville may need to provide additional noise, air quality and odour mitigation at source. It is noted that currently there are existing residential uses located on the east and west side of Tremaine Road that will require any future industrial use within the Secondary Plan Business Corridor or employment use located in Oakville to consider these sensitive land uses as part of their approval process. Further, the Secondary Plan policies incorporate the requirement of a Land Use Compatibility Assessment for any sensitive land use within 70 metres of an employment designation including updated air quality, noise and vibration studies for proposed development applications that will in effect establish a 277 metre to 337 metre area of influence from future potential industrial uses in Oakville. These studies will identify any potential issues and prescribe appropriate mitigation measures, such as building setbacks, orientation, landscaping, etc. to ensure there will not be negative impacts.

The Burlington Official Plan also speaks to the use of the Ministry’s guidelines and separation distances as a means for ensuring land use compatibility. Section 2.7.3 n) states:

*“Exposure of residential and other land uses sensitive to vibration, noise, dust, odours or other effects caused by transportation or industrial facilities, and likewise, the encroachment of sensitive land uses on these facilities, shall be minimized through the use of separation distances, the placement of non-sensitive land uses as buffers, and/or other means. Provincial guidelines should be referred to for direction in land use planning decisions.”*

The Secondary Plan establishes land use designations, utilizes separation distances, utilizes non-sensitive land uses as buffers and includes reference to mitigation measures that may be recommended in required air quality, noise and vibration studies to minimize potential negative impacts between land uses at sensitive receptor and at the source where possible.

#### **4.4. Distribution of Population and Employment (Best Planning Estimates)**

The Region’s Best Planning Estimates (BPE) were approved by Regional Council in July 2011 to provide population, household and employment projections to 2031 which then form the basis for Water, Wastewater and Transportation Master Plan updates and reviews, as well as the preparation of the Development Charge By-law. The BPE are a planning tool used to identify where and when development is expected to take place

across the Region. This was done using specific “traffic zones” within each municipality to determine the approximate population and jobs in each zone. The Tremaine Dundas Secondary Plan area is identified as Zone 399 which was assigned 374 residential units and 814 jobs by 2031.

Phase One also includes the Employment uses within the Tremaine Dundas Secondary Plan that envision a broad range of office or light industrial uses compatible with the uses permitted in the North Oakville West Secondary Plan. Commercial and retail uses are also included within Phase One to provide amenities and services to both the residential and employment uses within the Secondary Plan area.

The Tremaine Dundas Secondary Plan will provide for a total residential population of between 1945 and 2030 persons based on the 2016 Statistics Canada data and the 2014 Watson & Associates Development Charge Study. The Secondary Plan will provide for a range of between 816 and 900 jobs based on the people per unit and jobs per square metre per employee assumptions utilized in the 2014 Watson & Associates Development Charge Study shown below. It is noted that the low density category residential population decreased from 3.29 people per unit in the 2014 Watson Study to 3 people per unit in the 2016 Statistics Canada data. Utilizing the 2016 Statistics Canada residential data, the projected population within the Secondary Plan area continues to exceed the Region’s minimum allocated designated greenfield target.

<b>Residential Persons per Unit (PPU)*</b>	<b>Employment**</b>
Low Density = 3.0	Commercial=1 employee/52sqm
Medium Density = 2.4	Office= 1 employee/33sqm
High Density = 1.6	Institutional= 1 employee/37sqm
	Hotel=1 employee/hotel room
*Based on Statistics Canada 2016 Census data **Yield (area per employee) based on City of Burlington 2014 Development Charges Background Study	

The Secondary Plan contains phasing policies that are consistent with the Region BPE’s which allow for the development of 400 dwelling units and the Business Corridor and Mixed Use lands as part of Phase 1. The remainder of the residential lands will be

developed during Phase 2 which incorporates the residential lands to the west and north of the central woodlands.

The upcoming Regional Official Plan and Municipal Comprehensive Review will be the opportunity for the Region of Halton to distribute population and employment across the Region to 2041, which will also have to accommodate the recent revisions to the Places to Grow – Growth Plan for the Greater Golden Horseshoe that increased population projections and minimum density targets for designated greenfield lands from 50 to 60 people and jobs per hectare. The Secondary Plan provides for phasing policies that align with the Regional Official Plan and the Best Planning Estimates.

#### **4.5. Transportation Impact Study Update**

In 2009, the Region undertook a Transportation Study for the Tremaine Road Area. As part of the Secondary Plan process the Transportation Study was updated to reflect current conditions. The Tremaine Dundas Secondary Plan area is to be accessed via 5 streets (four along Tremaine Road and one along Dundas Street) with the two main accesses off of Tremaine Road are aligned with the street locations identified in the NOWSP in the Town of Oakville. The study also reviewed signalized intersection capacities which noted that under existing traffic conditions all major intersections along Dundas Street are at or approaching capacity during the afternoon peak hour. The study notes that recommended additional turning lanes at Tremaine Road and Bronte Road are not directly related to the development of the Secondary Plan but are required to service overall future traffic volumes. The study also notes that improvements in traffic operations will require greater transit, active transportation and shifting of demand from peak hours.

The Tremaine Dundas Secondary Plan Transportation Study Update (2018) concluded that projected traffic generated by the Secondary Plan area can be accommodated by the proposed street accesses. The study notes that traffic on Dundas Street will exceed capacity between 2021 and 2031 regardless of development in the Secondary Plan area which is consistent with the Dundas Street Improvements Class Environmental Assessment (EA) Study currently underway by the Region. The study concludes that future conditions could be mitigated through increased transit use, active transportation, transportation demand management and peak hour spreading.

Details of the Dundas Street Class EA indicate that a 3 m mixed use path and bike lanes have been proposed to be incorporated in both directions along the frontage of the Secondary Plan and extending between Appleby Line and Bronte Road. These improvements will assist in supporting active transportation connections to both Oakville and within Burlington.

The study recommends a comprehensive transportation demand management program be developed as part of future development applications to help relieve future

congestion that is anticipated on Dundas Street as a result of future development outside of the Secondary Plan area.

The Secondary Plan policies include a clause that stipulates that minor modifications to the locations and alignment of the conceptual streets are permitted without amendment to the Secondary Plan. The Secondary Plan policies also identify the Region's requested road widenings and daylighting triangles that include a future transit station/stop as identified in the Dundas Street Class EA.

#### **4.6. Sustainable Development**

The Sustainable Development Committee's (SDC) comments have been included in Appendix C to this report. The additional comments from the SDC with respect to the sustainable development and design policies have been incorporated to reflect their comments and the Sustainable Building and Development Guidelines.

The Tremaine Dundas Secondary Plan provides policy direction that encourages sustainable development through the protection of the extensive natural heritage system located and the inclusion of built form design requirements to create a green community. The Secondary Plan policies provide for a variety and range of opportunities for the incorporation of sustainable design features and encourage built forms to be designed to promote energy efficiency and water conservation that include use of low impact development (LID) stormwater management methods within both the private and public realm.

The Secondary Plan area has clay soils and a high water table which is not conducive to infiltration and will not allow for the sole use of LID in replacing conventional stormwater management facilities. As such, policies have been incorporated into the Secondary Plan that provide for use of other LID features such as reduced lot grades, increased topsoil depths, roof drainage control or storage, infiltration galleries, porous pavements, rain gardens and grassed swales, infiltration measures to improve groundwater recharge including infiltration basins and trenches and rain barrels located on private property.

The Secondary Plan policies require that 50 percent of all development must incorporate sustainable design features that are over and above those required within the City's Sustainable Building and Development Guidelines, approved by Council on April 26, 2018. It is noted that these features can be implemented through Site Plan Control for multi-unit development and properties located within the Business Corridor and Mixed-Use designations; however, there is no mechanism to maintain these features on single detached properties. Alternatively, there may be opportunities to incorporate features within the public realm in areas such as City right-of-ways or parkland where they can be maintained.

City staff are open to consideration of an approach where the conventional stormwater management approach may be augmented with an LID strategy within the public realm for quality controls. This approach would be subject to approval of a stormwater management plan by Conservation Halton and City at the time the draft plan of subdivision is under review.

The Secondary Plan ensures that environmental features and interrelationships between them are protected and that the extensive Natural Heritage System in the Secondary Plan area will be maintained and enhanced. The Secondary Plan is based on a watershed planning approach undertaken co-operatively with Conservation Halton and the Region of Halton. The Secondary Plan policies and mapping reflect the recommendations of the Tremaine Dundas Secondary Plan Subwatershed Study Update, May 2018, which identifies the developable area and protects the ecological integrity and function of the Natural Heritage System.

The Secondary Plan transportation policies are based on complete street principles and provide local collector rights-of-way that incorporate separated bicycle lanes and 1.8 m sidewalks on both sides of the street to provide safe means of transportation for people biking and walking. The local collector provides access throughout the Secondary Plan area in addition to access to Tremaine Road and Dundas Street, which are both Regional roads. The Dundas Street Improvements Class Environmental Assessment (EA) Study reflects a 3.0 m multi-purpose pathway and separated bicycle lanes in addition to a transit bus stop and separated bus bay at the intersection of Dundas Street with Tremaine Road.

“Green design” elements have been incorporated into the built form policies and the design guidelines of the Tremaine Dundas Secondary Plan area in order to reduce long-term energy costs, decrease environmental impacts, increase the environmental character and public realm. Certain green elements are more appropriate in specific uses and building forms and are outlined in the Secondary Plan policies. Some of these features include but are not limited to green or “cool” (high albedo) roofs, high albedo hardscaping, permeable paving, on-site storage facilities to retain stormwater on-site via underground cisterns and/or storage ponds for irrigation and process water purposes, bio-retention areas and grassed swales to maintain pre-development hydrology and enhance stormwater quality, LEED or other Green Building Standards such as Energy Star and R-2000 Certification for residential uses.

#### **4.7. Urban Design Guidelines**

The Tremaine Dundas Urban Design Guidelines were prepared in accordance with policies in Part II, Section 6 of the Burlington Official Plan and satisfy the requirements for design guidelines set out in Part II, Subsection 6.6 c) and Part VI, Subsection 5.3

b) of the Official Plan. The Design Guidelines contain sustainable design direction for both the public and private realm in the Secondary Plan area.

The public realm guidelines include creating a strong sense of place through landscaping, enhanced streetscaping, public art, lighting and signage at gateway locations and ensuring accessibility. The public realm guidelines also include typical cross sections based on principles for complete streets and describe the character of open spaces in the Community including parks, open spaces and pedestrian linkages. The street cross-sections illustrate how the built form, public realm and transportation corridors relate to each other and create safe, pedestrian-friendly streetscapes.

The private realm guidelines speak to the built form, architectural treatment and landscaping of sites including preferred types of building materials, building height, mass and scale and site orientation including lighting and sustainable building and community design.

The sustainable design guidelines incorporate sustainable design features within both the public and private realm. The guidelines encourage the use of carbon reducing and water conservation technologies such as renewable energy, green roofs and community gardens.

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### **Financial Matters:**

Development Charges will be collected at time of building permit, subject to the Development Charge By-laws applicable at that time.

Infrastructure assets, such as roads, sidewalks, servicing, etc. will be conveyed to the City at the time of the subdivision assumption.

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### **Public Engagement Matters:**

The Secondary Plan process provided notification to owners and tenants within 300 metres of the Secondary Plan areas subject lands. The project webpage was updated on the project including the draft Secondary Plan considered by Council in June 2017. The City conducted a Public Workshop in 2007 and Public Information Centre September 2009. In April 2017, notification was sent to owners and tenants within 300 metres requesting input on the draft Secondary Plan concept and policies. The June 2017 meeting was open to the public and there were two delegations that spoke to the report.

A notice was distributed on May 10, 2018 advising individuals of the Statutory Public Meeting date and that Committee will be considering this recommendation report. As a result of a change in the meeting date, a further notice was sent on May 28, 2018 advising of the revised date for the Statutory Public Meeting date and Council's consideration of the recommendation report

### Public Comments

Since the Secondary Plan process began in 2007, staff has received correspondence from members of the public regarding the proposed Secondary Plan. The public comments received to date are included in Appendix D.

	Comment	Staff Response
1	Need for more residential development. Parcel is ideally located near the new hospital and highway access	The Secondary Plan provides for residential uses
2	More single detached dwellings as that is the market demand. Then semi-detached and townhouses.	The Secondary Plan provides for a variety of housing typologies including single detached dwelling, townhouse units and apartments
3	More single detached dwellings	The Secondary Plan provides for a variety of housing typologies including single detached dwelling
4	Lands have always been included in employment lands inventory  Objects to any initiative to designate any portion of the Evergreen lands for residential uses unless it is done in the context of a wider review which includes BCM.	Refer to PB-35-18, Section 3.2.2 and 3.2.3
5	Site specific request to allow for residential permissions instead of employment for 5371 Dundas	Refer to staff response below

With respect to the request for consideration of 5371 Dundas Street for residential or mixed use residential permissions instead of employment permissions permitted in the business corridor designation, staff have had discussions with the property owner explaining the rationale behind the proposed business corridor designation. The

property has approximately 30 metres of frontage on Dundas Street and is approximately 3901 square metres in area.

Staff considered the request and provide the following:

- The property is isolated from the remainder of the future Tremaine Dundas Community by the southerly woodlands with the exception of along Dundas Street.
- Given the isolated location from the future community and location on Dundas Street, staff do not feel that retail/commercial uses would be viable within a mixed use development.
- There is no ability to provide a local street connection between the property and the proposed future community to provide an internal connection with the community. Access to the property would need to be directly from Dundas Street. This would create an isolated residential development.
- Given the size of the property frontage along Dundas Street and that the Regional EA for improvements to Dundas Street is currently underway proposing six lanes of vehicular traffic, multiple driveway accesses onto Dundas Street would not be preferred and these lands should be consolidated with the lands to the east (Laidlaw) to allow for a comprehensive redevelopment that reduces the number of accesses onto Dundas Street.
- The Business Corridor designation is consistent with the existing land use for the larger adjacent property (Laidlaw).
- The employment use helps support the overall employment projections for the Secondary Plan area.
- The property is located approximately 300 m from the operations of Meridian Brick Canada (Forterra) which may create future compatibility issues.

Given the above, staff do not support residential uses within this area of the Secondary Plan.

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## **Conclusion:**

Staff recommend adoption of the Tremaine Dundas Secondary Plan and implementing Official Plan Amendment No. 107 on the basis that it is consistent with the Provincial Policy Statement, conforms to all applicable Provincial Plans, Region of Halton Official Plan and City of Burlington Official Plan (1994, as amended), has regard for matters of Provincial interest, aligns to Grow Bold: Burlington Official Plan (adopted April 2018) and represents good planning for the reasons set out in this report.

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Respectfully submitted,

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Senior Planner – Development

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**Appendices:**

- A. Tremaine Dundas Secondary Plan and Schedules
- B. Official Plan Amendment No. 107 and Schedules
- C. Sustainable Development Committee Comments
- D. Public correspondence received

**Notifications:**

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**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.