



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

TO: Committee of the Whole

FROM: Planning and Building Department

Report Number: PB-48-16

Wards Affected: All

File Numbers: 502-02-68

Date to Committee: July 7, 2016

Date to Council: July 18, 2016

Recommendation:

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

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

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



Purpose:

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

The report discusses the following matters:

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

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



Background and Discussion:

Background: Planning Context

City's Strategic Plan

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

Provincial and Regional Policy

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

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

City of Burlington Official Plan

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

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



City's Official Plan Review: Mobility Hub Work Plan

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

Stage 1

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

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

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

Stage 2

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

City of Burlington 2009 Minutes of Settlement

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



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

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

Discussion:

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

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



Outcomes of a the Mobility Hubs Area Specific Planning Process

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

a) Build on the work of the OPR

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

b) Provide local vision to the Region

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

c) Develop comprehensive plans and facilitate the development application process

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

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



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

d) Manage current development momentum occurring in the mobility hubs

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

e) Support Regional Express Rail

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

f) Capitalize on recent public investments

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

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



g) Address employment lands

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

h) Achieve cost and time savings

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

i) Obtain a head start in planning for capital investments

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

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



Mobility Hub Work Plan and Phasing

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

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

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



- Environmental evaluation
- Market and land economics analysis

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

d) Select Scenario for each Mobility Hub

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

Phase 2 Preparation of Four Area-Specific Plans

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

Phase 3 Implementation

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

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

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



Timing

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

Table No. 1 – Timing of Project Phasing

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



Other Project Management Considerations

Key Agencies, Service Providers and Community Partners

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

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

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

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

Region of Halton

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

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



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

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

Metrolinx

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

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

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



Community Partners

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

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

Procurement

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

Human Resources

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

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

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



Next Steps

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

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

Strategy/process

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

Options considered

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

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

Financial Matters:

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



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

Total Financial Impact

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

Source of Funding

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

Other Resource Impacts

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

Connections:

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



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

Public Engagement Matters:

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

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

Conclusion:

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

Respectfully submitted,

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Appendices:

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

Notifications:

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

Frank McKeown – Executive Director Burlington Economic Development Corporation

Elana Horowitz – Metrolinx

Report Approval:

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



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

