



SUBJECT: Major Transit Station Area (MTSA) Area-Specific Planning Terms of Reference

TO: Community Planning, Regulation & Mobility Cttee.

FROM: Community Planning Department

Report Number: PL-27-21

Wards Affected: all

File Numbers: 502-02-76

Date to Committee: June 8, 2021

Date to Council: June 8, 2021

Recommendation:

Endorse the proposed Terms of Reference for the MTSA Area-Specific Planning Project attached as Appendix A to community planning department report PL-27-21; and

Authorize the Director of Community Planning to engage consultants through a Request for Proposal process to carry out the work, in accordance with the above noted proposed Terms of Reference; and

Direct the Director of Community Planning to finalize the Engagement and Communication Plan for the Major Transit Station Area area-specific planning project based on the Draft Engagement and Communication Plan attached as Appendix B to community planning department report PL-27-21; and

Approve the single source procurement for “Downtown Urban Centre and Burlington GO Major Transit Station Area Flood Hazard and Scoped SWM Assessment Phase 2 Study” to Wood Environment & Infrastructure Solutions, who completed Phase 1 of this project and have the background information and hydrologic and hydraulic models to complete Phase 2 within the March 31, 2022 deadline, at an upset budget limit of \$170,000, exclusive of tax.

PURPOSE:

This report provides details on the scope of work proposed to be completed by December, 2022 in relation to the Major Transit Station Area area-specific planning project based on extensive earlier work completed by the City in accordance with the Mobility Hubs Study.

Vision to Focus Alignment:

- Increase economic prosperity and community responsive city growth
 - Improve integrated city mobility
 - Support sustainable infrastructure and a resilient environment
 - Building more citizen engagement, community health and culture
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Background and Discussion:

1.0 Mobility Hub Study (2016 – 2019)

As part of the Official Plan Review in 2012, the Mobility Hubs Opportunities and Constraints Study was identified as one of the major components of the review. The Mobility Hubs Opportunities and Constraints Study prepared by Brook McIlroy / ARUP in 2014 was foundational to the development of the Mobility Hubs work plan and study boundaries.

In July 2016, staff brought forward a report [PB-84-16](#) which recommended that due to a number of key factors including the expanding scope of the City's Official Plan Review the development of a New Official Plan was appropriate.

In the same month, staff brought forward a report [PB-48-16](#) to Council called the Mobility Hubs Workplan which mapped out the delivery of the 4 Area-specific plans over a 3 year timeframe which was unanimously supported by Council.

In early 2017, work was initiated on the development of area-specific plans (ASPs) for the Aldershot, Burlington and Appleby GO Station areas and the Downtown which included visioning, public engagement and technical studies. The Mobility Hubs work was informed by the ongoing new Official Plan process such as the Employment lands review which made recommendations to re-designate city-designated employment lands in Mobility Hub areas as well as recommendations to the Region regarding conversion of some Regional employment lands.

The purpose of the Mobility Hub Study was to:

- Develop four area-specific plans supported by technical studies and Urban design to guide future growth and investment in the City's Mobility Hubs

- Conduct a comprehensive engagement process to gather feedback from the public, stakeholders and agencies
- Inform a future implementation phase focused on the establishment of tools and strategies to implement each of the area-specific plans

Downtown Mobility Hub

Through the course of the work staff were directed to prioritize the completion of the Downtown Mobility Hub plan to feed into the adoption of the New Official Plan process in early 2018. The high-level policy work was completed and included in the Downtown Urban Centre policies the adopted Official Plan (2018). Subsequently, in February 2019 Council provided a staff direction to re-examine the policies of the adopted Official Plan:

Direct the Director of City Building to immediately commence a process to reexamine the policies of the Official Plan adopted April 26, 2018 in their entirety related to matters of height and intensity and conformity with provincial density targets.

The scoped re-examination of the adopted Official Plan focused on the policies of the Downtown Urban Centre, was completed in the Fall of 2020. Although not an area-specific plan, a set of proposed policy modifications address a level of detail similar to a set of area-specific plan policies to guide change in the Downtown to 2031. These policy recommendations were further modified and approved by Council, for more details on the modifications reference can be made to a [memo](#) prepared by staff dated October 6, 2020. The modifications were forwarded to the Region for consideration for inclusion in the draft (and final decision) on the adopted Official Plan. For more detailed information on the scoped re-examination of the Downtown reference should be made to the following staff reports and their attachments:

[PB-89-19 Taking a Closer Look at the Downtown – Concepts Discussion](#)

[PL-02-20 Taking a Closer Look at the Downtown: Preliminary Preferred Concept](#)

[PL-16-20 Taking a Closer Look at the Downtown: Recommended Modifications to the adopted Official Plan](#)

The Downtown Urban Centre policies as a whole are not further considered through this work.

GO Station Mobility Hubs

The Mobility Hubs Study was structured in a number of phases in order to develop draft precinct plans for the areas around the Aldershot, Burlington and Appleby GO Stations.

For more details please refer to the following staff reports:

[PB-76-17](#) GO Station Mobility Hubs Preferred Concepts: Aldershot GO, Burlington GO and Appleby GO

[PB-65-18](#) Aldershot GO, Burlington GO and Appleby GO Mobility Hub draft precinct plans and policy framework

For a summary of the engagement findings and how those findings contributed to the development of the Draft Precinct Plans reference can be made to the Council Workshop presented on May 17th, 2021, which is discussed in further detail below.

With input from technical work completed to date and feedback from the engagement process, including visioning, draft concepts and preferred concepts, draft precinct plans for the GO Station Mobility Hubs were made available for public feedback in May 2018.

These draft precinct plans were also presented for Council feedback at a [July 12, 2018 Council Workshop](#) through [PB-65-18](#). The draft precinct plans were not endorsed or approved by City Council.

The Mobility Hubs Study was placed on hold in early 2019 for various reasons including the ongoing Regional Municipal Comprehensive Review, and Council's focus on other initiatives including the re-examination of the adopted Official Plan and the Interim Control Bylaw Land Use Study.

2.0 Major Transit Station Area – Council Workshop

On May 17, 2021 a Council Workshop was held to provide an overview of the Mobility Hub Study Work and to discuss a general approach for proceeding with the Major Transit Station Area Project.

In preparation for the Council Workshop staff met with the project Steering Committee and scheduled one-on-one with members of Council and the Mayor. Given that the Mobility Hubs work had been paused for a significant period of time and the new Major Transit Station Area work was coming forward it was considered important to check in prior to this Council workshop.

The goals of the workshop were:

- To orient Council to the work and engagement undertaken through the Mobility Hub Study related to Appleby GO, Burlington GO and Aldershot GO.
- To obtain further Council feedback on the scope and timing to inform the work plan, proposed terms of reference and the engagement approach for the work.

The objectives of the workshop were:

- To build appreciation and confidence in the planning and engagement work completed to date as part of the Mobility Hub Study with respect to the GO Station Area-Specific Plans.

- To share what has remained the same and what has changed since the pause of the Mobility Hubs Study work.
- To build an appreciation of the opportunities and challenges related to the urgent and important work of completing the area-specific plans.
- To inform the work plan report, terms of reference and engagement approach for Council consideration in June.

The Council Workshop was [recorded](#) and [a copy of the presentation](#) can be found here.

Although no decisions were being made a number of key comments were raised at the Workshop or in one-on-one discussions with members of Council with respect to the work completed and the work ahead. Some of these comments were possible to consider in the development of this report and its attachments while others were raised to be considerations as the project moves forward:

- What are the distinctions among the Protected Major Transit Station tool in the Planning Act and the Community Planning Permit System (formerly Development Permit System);
- Recognizing the importance of public spaces and public service facilities;
- Importance of a complete communities and finding ways of supporting the availability of a full range of uses;
- Importance of connecting the various projects underway at the City level to ensure each is informed by the other;
- Concerns about over-estimating the feasibility, effectiveness or results of any potential Inclusionary Zoning tool;
- The need to communicate clearly and often with residents, stakeholders and others. The Major Transit Station Area work needs to be guided by an Engagement and Communication Plan;
- Appreciation of the extensive detailed work and engagement undertaken through the Mobility Hubs Study;
- General comfort that the May 2018 draft precinct plans developed through the Mobility Hubs Study represent the appropriate starting point for the Major Transit Station Area work;
- Recognizing the important of office, retail and other amenities in the MTSA's to serve the everyday needs of current and future residents and employees
- Further information regarding the implementation of green streets

4.0 Proposed Scope of Work

As discussed, the previous Mobility Hub work advanced draft precinct plans for the GO Station Mobility Hubs. The MTSA Area-Specific Planning Project will build on the work started through the Mobility Hubs Study. There are a number of key differences that resulted in significant changes to the scope and considerations of the work including:

- The identification of the Protected Major Transit Station Area tool in the Planning Act which have resulted in a scope of work that includes the development of implementation methods which were considered elements to be developed during the subsequent implementation phase of the Mobility Hubs work;
- The advancement of the proposed scoped Regional Official Plan Amendment (ROPA 48), including changes to the extent of the delineated Major Transit Station Areas and the adjusted Urban Growth Centre boundary and Major Transit Station Area;
- Significant changes since the initiation of the Mobility Hubs Study in the area of legislation, plans, policies and guidelines, including but not limited to several changes to the Provincial policy framework:
 - o on July 1, 2017 an updated Growth Plan for the Greater Golden Horseshoe came into force and effect;
 - o on December 12, 2017 Bill 139 (Building Better Communities and Conserving Watersheds Act) received Royal Assent;
 - o June 6, 2019 Bill 108 (More Homes, More Choice Act, 2019) received Royal Assent, resulting in changes to the *Planning Act*;
 - o on May 1, 2020 a new Provincial Policy Statement was enacted;
 - o on May 16, 2019 a new Growth Plan was enacted;
 - o on July 21, 2020 Bill 197 (COVID-19 Economic Recovery Act, 2020) received Royal Assent, resulting in changes to the *Planning Act*; and
 - o on August 28, 2020, Amendment 1 to the 2019 Growth Plan came into effect.
 - o Most recently, in May of 2021 new draft Land Use Compatibility Guidelines have been released for consultation.

The MTSA Area-Specific Planning (ASP) project will have five main deliverables:

1. Detailed Area-Specific Plans (3);
2. Technical support work;
3. Implementing Official Plan Amendments (3);
4. Implementing Zoning By-law Amendments; and,
5. Urban Design Guidelines.

While an integral component of the work, several of the technical studies are not captured within the MTSA ASP project proposed terms of reference found in Appendix A, as discussed below.

Technical Studies

A wide range of technical studies were initiated, and some were completed through the Mobility Hub Study. As part of the Mobility Hubs Study preliminary technical information memos were delivered in Appendices A1, B1 and C1 of [staff report PB-76-17](#) GO Station Mobility Hubs Preferred Concepts: Aldershot GO, Burlington GO and Appleby GO. Each technical study has been assessed and details about status and any pertinent updates have been included below.

Table 1: Technical Studies

Study Name	Status	Update
Cultural Heritage Resource Assessments	Complete	No further changes required.
Stage 1 Archaeological Assessments	Complete	No further changes required.
Pre-Feasibility Noise and Vibration Study	Complete	No further changes required.
Market Analysis	Complete	Updates may be required to ensure that the market analysis details remain the same. Further work will be included in the MTSA ASP Project proposed terms of reference.
Functional Servicing Study	Draft circulated to agencies, comments received.	Existing consultant will review agency comments and complete this technical study. It is expected that significant updates, will be required to address agency comments.
Scoped Environmental Impact Studies	Draft circulated to agencies, comments received.	Existing consultants are reviewing. Updates to the study may be required to address agency comments.
Flood Hazard Assessment and Scoped Stormwater Management Assessments	Draft circulated to agencies, comments received.	Existing consultants will review agency comments and complete this technical study. Updates to the study will be required to address agency comments

		for the Aldershot GO and Appleby GO study areas.
Air Quality Study	Draft circulated to agencies, comments received	Existing consultants will review agency comments and complete this technical study. Updates to the study will be required to address agency comments
Transportation Assessment	Not completed.	Will be included in the MTSA ASP Project proposed terms of reference (Appendix A). See note below.
Fiscal Impact Analysis	Not completed.	Will be included in the MTSA ASP Project proposed terms of reference (Appendix A).

The background technical work prepared in draft to date will be finalized as part of the work to prepare the area-specific plans.

The existing Mobility Hubs Study consultant and subconsultants along with the City will continue to investigate the best way to finalize the critical technical work. At this time, all studies are identified in the MTSA ASP Project proposed terms of reference as it will be incumbent upon the successful proponent to consider all of the existing visioning, planning and technical work in support of their broader work on the area-specific plans, however, only those studies that are clearly no longer within the scope of the Mobility Hubs workplan have been included to form part of the MTSA ASP Project work.

Studies identified as complete in Table 1 above, will be released alongside a background information memo in August 2021, as identified in the proposed terms of reference. Other technical studies will be released as soon as possible, once complete.

The Transportation Analysis and the Fiscal Impact Analysis were studies not initiated or substantially completed given the point at which the Mobility Hubs Study work was paused. The Fiscal Impact Analysis is a study that can only occur once the recommended draft precincts are in place. The Transportation Analysis will build on existing work and is also identified as a component of the MTSA ASP project proposed terms of reference found in Appendix A.

A Land Use Compatibility Study is a new component of technical work that had been identified as a component of the MTSA ASP project proposed terms of reference found in Appendix A.

Flood Study: Burlington GO and Downtown Urban Centre areas

Through the scoped re-examination of the Official Plan a Phase 1 Flood Study was completed. The study area included the Burlington GO MTSA as well as the Downtown Urban Centre given the interconnected nature of the two areas. One of the recommendations from the Phase 1 Flood Study was to prepare a Phase 2 Study, to provide a more resolute level of detail to support future applications and incorporate LIDAR topographic data and land use information.

This work will be led by Engineering Services staff and is funded separately from the MTSA ASP Project work however, the scope of the Downtown Urban Centre and Burlington GO Major Transit Station Area Flood Hazard and Scoped SWM Assessment Phase 2 Terms of Reference and Scope of Work (Draft) is attached as Appendix C and is a critical component required to be completed to support the development of the area-specific plan for the area around Burlington GO.

The scope of work set out in Appendix C may be further refined or adjusted to reflect any evolving requirements that could impact the study. The final terms of reference will be determined by City Staff in consultation with Conservation Halton staff.

It is important to note that the floodplain limits to be established as a result of this study within the study area may be refined at some point in the future when Conservation Halton undertakes floodplain mapping studies for the entire Hager-Rambo and Roseland Creek watersheds.

To support the completion of the work staff have recommended the approval of single source procurement for “Downtown Urban Centre and Burlington GO Major Transit Station Area Flood Hazard and Scoped SWM Assessment Phase 2 Study” to Wood Environment & Infrastructure Solutions, who completed Phase 1 of this project and have the background information and hydrologic and hydraulic models to complete Phase 2 within the March 31, 2022 deadline specific to this technical study.

As noted above the overall MTSA ASP Project does not contemplate modifications to the Downtown Urban Centre policies as a whole it is possible that further changes will be required to the policies and appendices of the Official Plan as they relate to the Downtown Urban Centre policies in accordance with any findings from this study.

3.0 The Proposed Terms of Reference

In support of completing the MTSA ASP Project work, staff has developed Appendix A, titled proposed Major Transit Station Area Area-Specific Planning Project Terms of

Reference. The proposed Major Transit Station Area Area-Specific Planning Project Terms of Reference will proceed through a formal request for proposal process to select a consultant to carry out the work.

The proposed terms of reference identifies the key tasks and deliverables related to the project to guide the staff team and the selected consultant team in completing the project by December 2022. This timeline will ensure the delivery of detailed policies and zoning for the MTSA areas prior to the second anniversary of the approval of the new Official Plan (under appeal) after which amendments to the new Official Plan are permitted without requiring Council resolution.

Strategy/process

The scope of work proposed for the MTSA ASP Project work has been proposed and is anticipated to be completed by December 2022. Should Council wish to change the scope of work, or the nature of engagement related to this project there is a risk that the project will not be completed as proposed.

In addition, it is noted that this work plan is provided with an assumption of minimal changes to the approach and context for the work. Staff acknowledge that there are a wide range factors outside of the control of the City. Staff note that if there are new, significant changes during the course of this project (i.e Planning Act, Provincial Policy or significant changes to ROPA 48) the timing established in the attached terms of reference may not be feasible. Should a significant shift or concern become evident staff will provide an update to Council to seek direction.

Phase 2 Flood Study

As noted above, although funded separately, the Phase 2 Flood Study is a critical element required to be completed to support the MTSA ASP Project. Given the projected study length and the need to proceed expeditiously with the work staff recommend single source procurement, as discussed above.

Options Considered

With respect to the Phase 2 Flood Study, the standard procurement process timelines would impact the ability to complete the scope of the work to support the broader project timelines of the MTSA area-specific planning project. This is a critical study that must be completed to support the development of final area-specific planning recommendations, Official Plan policies and Zoning regulations.

Financial Matters:

Funding of \$500,000 from the Policy Initiatives Reserve fund was approved as part of the 2021 budget for the Major Transit Station Areas area-specific planning project. This funding will:

- deliver the Terms of Reference attached as Appendix A,
- support the completion of any outstanding technical analyses, if required
- support a transportation staff resource with a focus on matters of transportation, transit and strategic connections to significant ongoing studies such as the QEW Prosperity Corridor Study and the Integrated Mobility Plan; and
- deliver the Final Engagement Plan.

Funding of \$200,000 from the Capital Purposes Reserve fund will:

- deliver the Flood Study Phase 2 Terms of Reference attached as Appendix C;
- include contingencies; and,
- staffing and project related administration costs.

Total Financial Impact

n/a

Source of Funding

n/a

Other Resource Impacts

Given the varied nature of the considerations related to area-specific planning staff note that a significant amount of staff time from Community Planning, Transportation and Engineering Services, and potentially other Departments will be required to support the MTSA ASP Project.

Climate Implications

Burlington City Council declared a climate emergency in April 2019 in response to the concerns about the impact that a changing climate is having on the City and communities around the globe.

On April 20, 2020, Council approved a Climate Action Plan which provides a framework to reduce the use of fossil fuels in the community, the main contributor to greenhouse gas emissions, which are causes of climate change. The Climate Action Plan acknowledges that many factors that contribute to climate change are not controlled by the City. Accordingly, the Climate Action Plan focuses on the following key areas: low-carbon new buildings, deep energy retrofits for existing buildings, renewable energy,

electric mobility and equipment, integrated mobility, waste reduction, and industry innovation.

The Official Plan has a role to play in ensuring that planning activities contribute to achieving the City's climate change mitigation and adaptation objectives. In accordance with the Growth Plan for the Greater Golden Horseshoe (2019), planning in Burlington must have as a guiding principle the need to "integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure – that are adaptive to the impacts of a changing climate – and moving towards environmentally sustainable communities by incorporating approaches to reduce greenhouse gas emissions" (Growth Plan 2019, s.1.2.1).

This report recommends the development of detailed area specific plans and implementation measures that will shape the physical environment of the areas surrounding the City's Major Transit Station Areas along the Lakeshore West GO Line. By locating development in close proximity to existing higher order transit corridors protects rural and Greenbelt lands from urban sprawl by directing growth to key areas within the existing built up area of the City.

Engagement Matters:

An Engagement Plan is a key deliverable to support the development of the Major Transit Station Area (MTSA) Area-Specific Plans (ASPs) and the associated implementing mechanisms (i.e. Official Plan Amendments and zoning/urban design directions). The Engagement Plan is a strategic public document that will be developed and led by City staff and informed by feedback from Council, the project Steering Committee, and other key stakeholders.

A draft Engagement Plan, included as Appendix B to this report, has been prepared to provide a roadmap of the engagement activities that will take place through the MTSA area-specific planning process. This Engagement Plan highlights the points in the process where engagement will take place, who will be engaged and level of engagement to be undertaken. The draft Engagement Plan includes a decision statement, a summary of stakeholders as well as engagement objectives. It also outlines the engagement milestones for each project stage, policies and factors that cannot be influenced, and proposed forms of engagement and communication with the public.

The proposed Terms of Reference identifies the establishment of a Steering Committee to support the delivery of the MTSA ASP project. The Steering Committee is an internal committee comprised of city staff that will provide strategic direction and advice on matters related to the project. It is important to note that the finalization of the Engagement

Plan will be undertaken by the project team based on input received from CPRM Committee and Council, the public and stakeholders and the project Steering Committee, as well as the project consultant. The Steering Committee will ultimately approve the final Engagement Plan for public release on the Get Involved project page in August 2021.

To support early engagement efforts, a Get Involved project page has been launched for the MTSA ASP project. It provides project details including key dates, a document library and the option to subscribe for project updates. It also contains a link to the May 17th, 2021 Council Workshop presentation and recording, and a project email address to contact staff for more information. Details on future engagement opportunities such as surveys and virtual sessions will be posted on the Get Involved project page.

Conclusion:

Extensive planning and engagement work was completed with respect to the City's Mobility Hub Study which resulted in the development of draft precinct plans for Aldershot, Appleby and Burlington GO. The proposed work is planned to be delivered by December 2022. The scope of the Major Transit Station Area area-specific planning project captures and builds upon the work completed through the Mobility Hubs Study and presents an ambitious work plan to develop, for three key areas of the City:

- Detailed Area-Specific Plans;
- Technical support work;
- Implementing Official Plan Amendments;
- Implementing Zoning By-law Amendments; and,
- Urban Design Guidelines.

This report and its attachments will guide the work to be undertaken by the staff team and the consultant team.

Respectfully submitted,

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Appendices:

- A. Proposed Major Transit Station Area Area-Specific Planning Project Terms of Reference
- B. Draft Engagement Plan
- C. Downtown Urban Centre and Burlington GO Major Transit Station Area Flood Hazard and Scoped SWM Assessment Phase 2 Terms of Reference and Scope of Work (Draft)

Notifications:

Curt Benson, Region of Halton
Barb Veale, Conservation Halton
Metrolinx
Ministry of Transportation
Canadian National Railway
Mobility Hubs Project Contact List

Report Approval:

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer and the Executive Director of Legal Services & Corporation Counsel.