



SUBJECT: Major Transit Station Area (MTSA) Area-Specific recommended Preferred Precinct Plans

TO: Community Planning, Regulation & Mobility Cttee.

FROM: Community Planning Department

Report Number: PL-02-22

Wards Affected: All

File Numbers: 502-02-76

Date to Committee: January 11, 2022

Date to Council: January 18, 2022

Recommendation:

Endorse in principle the recommended Preferred Precinct Plans for the Downtown UGC/ Burlington GO MTSA, Appleby GO MTSA, and Aldershot GO MTSA (December 2021) as detailed in Appendix A of community planning department report PL-02-22 (Interim Report) and Appendix B of community planning department report PL-02-22; and

Receive the Background Report, Planning for Burlington's Major Transit Station Areas: What you Need to Know (September 2021), as contained in Appendix C of community planning department report PL-02-22; and

Receive the Engagement Plan, Major Transit Station Area (MTSA) Area-Specific Planning Project Engagement Plan (September 2021), as contained in Appendix D of community planning department report PL-02-22; and

Receive the MTSA Area-Specific Planning Project: Feedback Report 1 (Fall 2021) as contained in Appendix E of community planning department report PL-02-22; and

Receive the technical documents completed as of December 1, 2021 (Appendices F-L) as follows:

- GO Station Mobility Hub Market Analysis, Burlington, Ontario (August 2017) as prepared by N. Barry Lyon Consultants Limited and contained in Appendix F of community planning department report PL-02-22; and

- Pre-Feasibility Noise and Vibration Study Burlington Mobility Hubs (August 2021) as prepared by Wood and contained in Appendix G of community planning department report PL-02-22; and
- Cultural Heritage Resource Assessment: Built Heritage Resources and Cultural Heritage Landscapes Appleby Mobility Hub Study Area (October 2019) as prepared by ASI and contained in Appendix H of community planning department report PL-02-22; and
- Cultural Heritage Resource Assessment: Built Heritage Resources and Cultural Heritage Landscapes Aldershot Mobility Hub Study Area (October 2019) as prepared by ASI and contained in Appendix I of community planning department report PL-02-22; and
- Stage 1 Archaeological Assessment Mobility Hub Planning Consulting Services: Burlington PART OF LOT 18, CONCESSION 2 SDS, LOTS 17-18, CONCESSION 3 SDS AND PART OF BRANT'S BLOCK CITY OF BURLINGTON (August 2018) as prepared by ASI and contained in Appendix J of community planning department report PL-02-22; and
- Stage 1 Archaeological Assessment Mobility Hub Planning Consulting Services: Appleby LOTS 2-7, CONCESSION III SDS (FORMER TOWNSHIP OF NELSON, COUNTY OF HALTON) CITY OF BURLINGTON (August 2018) as prepared by ASI and contained in Appendix K of community planning department report PL-02-22; and
- Stage 1 Archaeological Assessment Mobility Hub Planning Consulting Services: Aldershot PART OF LOTS 4-8, CONCESSION 1 AND LOTS 5-8, BROKEN FRONT CONCESSION (FORMER TOWNSHIP OF EAST FLAMBOROUGH, COUNTY OF WENTWORTH) CITY OF BURLINGTON (August 2018) as prepared by ASI and contained in Appendix L of community planning department report PL-02-22.

PURPOSE:

The purpose of this staff report is to seek Council's endorsement, in principle, of the recommended Preferred Precinct Plans in order to proceed with the preparation of Area-Specific Plans for Burlington's MTSA's by June 2022. This report will:

- Provide an overview of the MTSA Area-Specific Planning Project as completed to date;
- Share Dillon Consulting Limited's Interim Report for the MTSA Area-Specific Plan Project;
- Present a high-level overview of the various inputs that have influenced the preparation of the Recommended Preferred Precinct Plans;
- Share a summary of the Fall 2021 Engagement Period;

- Provide an update on the Technical Studies completed to date and outline how they and the remaining technical studies have or will inform the project in its various stages; and
- Describe the next steps in the project and the importance of the project timeline.

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 Hubs Study (2017-2019)

The creation of area-specific plans (ASPs) for each of Burlington's four Mobility Hubs was identified as a key priority for City Council through the development of Burlington's [2015-2040 Strategic Plan](#). At that time, Mobility Hubs in Burlington were identified around the Aldershot GO, Burlington GO and Appleby GO Stations, as well as the Downtown.

The City's Strategic Plan contains specific guidance to direct growth and intensification to these areas, to undertake ASPs for each area, and to enable walkable, complete neighbourhoods in these areas. Further, the plan indicates that the City prioritizes the planning for each "mobility hub" which will consider and include design, jobs, housing servicing, public transportation, parks and green space.

In July 2016, Burlington City Council approved staff report [PB-48-16](#), which outlined a workplan, allocation of staff resources and required funding to simultaneously develop area-specific plans for the four Mobility Hubs, with the goal of supporting the future redevelopment and intensification of these areas. In early 2017, work was initiated on the development of 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 the request for the Region to consider a number of strategic conversions within the Regional Employment Area.

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;
- Develop a vision for complete communities that are environmentally-friendly, infrastructure-efficient, walkable, bikeable, and supports local and regional transit with a mix of uses such as employment, housing, recreation and shopping;
- Conduct a comprehensive engagement process to gather feedback from the public, stakeholders and agencies; and,
- Inform a future implementation phase focused on the establishment of tools and strategies to implement each of the area-specific plans.

City staff worked on technical studies and engaged extensively with the public, stakeholders and agencies throughout visioning, development of the draft land use concepts and draft precinct plans. Through the course of the work staff were directed to prioritize the completion of the plan for the Downtown Mobility Hub to feed into the process for the adoption of the New Official Plan in early 2018. In July 2018, staff brought forward draft precinct plans for the Aldershot GO, Burlington GO and Appleby GO areas, to Council for feedback. The work was preliminary and subject to change because of on-going technical studies and community and stakeholder feedback.

In early 2019, the Mobility Hubs Study was placed on pause to enable the City to address other planning priorities, such as the City's scoped re-examination of the adopted Official Plan project, the Interim Control By-law Land Use Study and the Region's Municipal Comprehensive Review (Regional Official Plan Review).

In July 2021, Halton Regional Council adopted Regional Official Plan Amendment (ROPA) 48, which, among other things, set the boundaries, targets and policies for each Major Transit Station Areas (MTSAs) in the Region.

In 2021, the City resumed this work as the MTSA Area-Specific Planning Project. The project will build upon and advance the work undertaken through the Mobility Hubs Study.

2.0 Area Specific Planning Process (2021-2022)

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. At the workshop, the following key themes were discussed:

- What are the distinctions among the Protected Major Transit Station Area 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 to serve the everyday needs of current and future residents and employees
- Further information regarding the implementation of green streets.

Building on the May Workshop discussion, on June 8, 2020, Council considered [PL-27-21](#) which included (as Appendix A) the [Terms of Reference](#) for the MTSA Area Specific Planning Project.

Upon Council approval of the Terms of Reference, staff began the competitive procurement process to retain a project consultant to assist with the project as was outlined in the Terms of Reference. A consortium led by Dillon Consulting Limited was the successful team retained through the formal RFP process. Dillon Consulting was retained in late August 2021 and commenced work immediately.

Through the same staff report staff also received the required approvals to commence Phase 2 of the Flood Hazard Study pertaining to the Downtown and Burlington GO MTSA area.

Please refer to the Background Report, [Planning for Burlington's Major Transit Station Areas: What you Need to Know](#), as contained in Appendix C for more information on the May Council Workshop, June Staff Report or the Mobility Hubs Study.

2.1 Project Stages 1 & 2 - Engagement Plan & Background Report

In order to assist with creating common understanding and a common starting point, staff prepared two further supporting documents which underpin the current MTSA area specific plan process, the [Background Report](#) (Project Stage 2)(Appendix C), and the

[Engagement Plan](#) (Project Stage 1) (Appendix D). Following the June 2021 meeting, staff finalized the engagement plan which provides a roadmap of the engagement activities for the project, identifies when in the process engagement will take place, who will be engaged and the level of engagement. The plan also clearly defines which aspects of the process the City and public can influence throughout the discussion.

Staff prepared the Background Report which:

- provides background on the project
- describes the objectives of MTSAs the area-specific plans
- describes the study process
- describes the key Provincial, Regional and City policies that inform and guide growth within the MTSAs
- summarizes the public engagement to date including during the Mobility Hubs Study and what we heard
- explains connections to other ongoing projects
- describes the purpose of the Engagement Plan
- sets out the next steps for the project.

The Background Report was made available in August 2021 to support the Fall 2021 public engagement on the Preliminary Preferred Precinct Plans (Refer to Chapter 3 of Dillon's Interim Report, as contained in Appendix A).

2.2 Project Stage 3 (August to December 2021) (We are here)

2.2.1 Project Stage 3 A - Supporting Technical Studies

The outcomes of this project will be guided by a wide range of technical studies. A complete list of the technical studies, their status and a summary of findings where possible, is provided in Chapter 5 of Dillon's Interim Report (Appendix A) and outlined by status in Section 4.5 below. The technical work has informed the development of the Recommended Preferred Precinct Plans to date and will continue to influence the development of the Area-Specific Plans and may have impacts on policy, mapping, precinct and boundary changes or development application requirements

It is important to note that any technical work completed as of December 1, 2021 has been informative to the discussion around the Recommended Preferred Precinct Plans and is attached to this staff report in Appendices F through L. The findings of future technical work as well as the technical studies completed to date may inform changes to the Recommended Preferred Precinct Plans (as outlined in Chapter 5 of the Interim Report, contained in Appendix A) by way of precinct boundaries, development constraints or to address other issues. The completed technical studies will also inform policy development and implementation after Council's in-principle endorsement of the

Recommended Preferred Precinct Plans through Project Stages 4 and 5. All available technical work is appended to this staff report (Appendices F through L) as outlined in the table contained in Section 4.5 below and has been reviewed by appropriate agencies. The remaining technical reports will be reviewed by the appropriate agencies and further refined, as needed. Completed studies will be transmitted to Council as part of the Area-Specific Plan final report in the Spring of 2022 or in December 2022 with the completion of the implementation portion of the project, as appropriate.

2.2.2 Project Stage 3 B – Develop Preliminary Preferred Precinct Plans and Policy/Zoning Directions

As noted in the Background Report, the MTSA ASP project is backed by the substantial work and engagement done through the Mobility Hubs Study. Refinements were made to the 2018 Mobility Hubs Draft Precinct Plans reflective of public input, changing planning legislation and policy and inputs from technical work and other city initiatives. Dillon's Interim Report contained in Appendix A provides a description of the work and modifications that led to the creation of the Fall 2021 Preliminary Preferred Precinct Plans as well as the modifications which resulted in the Recommended Preferred Precinct Plans and policy directions for Council's consideration, as outlined.

The Preliminary Preferred Precinct Plans were prepared by the project team including City Staff and Dillon Consulting Limited and were supported by a preliminary vision for each MTSA, and an overview of each precinct, including proposed building heights and built form elements and key highlights of the plan including high level policy directions for consultation this past fall. Each of the MTSA visions were amended to reflect a more neighbourhood-focused approach to the visions and were given names to better reflect the goal of place making within these areas Burlington Junction, Appleby Gateway and Aldershot Corners. Please refer to the Interim Report (Appendix A) for the Preliminary Preferred Precinct Plans and their supporting work.

2.2.3 Project Stage 3 C – Conduct Public, Agency and Stakeholder Engagement

In accordance with the project Terms of Reference, the City planned and conducted the Fall 2021 engagement period, with support from Dillon Consulting. All submissions received during this period were analyzed by city staff and shared with the team at Dillon to support the development of the Recommended Preferred Precinct Plans. For a detailed account of the results of the 2021 Fall engagement period please see the Engagement Matters section below or refer to Appendix E, Fall 2021 Feedback Report.

Approaches to Engagement and Communication

The fall engagement period was supported by a Communications Plan and social media campaign as well as significant contributions from the Manager of Engagement and Volunteer and Communications Staff.

Primer Documents

The Preliminary Preferred Precinct Plans were available for public input during October and November 2021. On October 12th, the Preliminary Preferred Precinct Plans were released as PDF “Primer Documents” (See Appendix E). These documents show the Preliminary Preferred Precinct Plans highlighting key changes and high-level directions for each of the precincts and the drivers of change including public input, policy and legislation changes and changes to the study.

Online Workbooks

The Preliminary Preferred Precinct Plans were also available in the form of an online workbook available through Get Involved Burlington. The workbook was used to inform participants about the study and questions were developed to ascertain feedback on each MTSA Preliminary Preferred Precinct Plan. The workbook provided a general overview of what was heard through the Mobility Hub Study engagement periods and presented a brief summary of the changes to the plans since 2018. Following an overview and orientation of the Preliminary Preferred Precinct Plans, respondents were presented with the proposed vision for input, followed by the complete community elements related to mobility connections, existing and new parks and open space, and public service facilities as identified within the plan with corresponding questions on these elements. The workbook then walked the reader through a series of questions related to each precinct followed by questions related to the overall impression of the precinct plans. Please refer to Appendix E for copies of the Workbooks.

Public Information Centres (PICs)

Both the primer documents and the online workbooks were designed to support the four Public Information Centres (PICs) held as follows:

- October 13th: Aldershot GO MTSA
- October 19th: Downtown Burlington UGC/Burlington GO MTSA
- October 26th: Appleby GO MTSA
- November 2nd: All MTSA PIC

The first three PICs were geographically focused on each MTSA with a webinar format that included a high-level presentation from staff as well as live polling questions and question and answer period. Staff sought feedback at each PIC and used that feedback

to modify approaches in subsequent sessions. The presentations were posted on the project website in advance of the meeting and recordings of the PICs were made available with closed captioning on Get Involved Burlington shortly after the events. The November 2nd PIC was structured as a panel discussion with live polling at the opening of the PIC used to help guide the conversation. Over 200 participants attended the 4 PICs collectively. Feedback was received until Friday, November 12th. Results of the Public Engagement period associated with the Preliminary Preferred Precinct Plans can be found in the Engagement Matters section below or the Fall 2021 Feedback Report found in Appendix E.

Talk to a Planner

In addition, 10 “Talk to a Planner” sessions were held with members of the public and other key stakeholders staff attended 10 City Advisory Committee Virtual Meetings and other virtual group meetings (ward meetings, HDLC, BIA Board meetings etc). A summary of the “Talk to a Planner” sessions associated with the Preliminary Preferred Precinct Plans can be found in the Engagement Matters section below or the Fall 2021 Feedback Report found in Appendix E

Other Tactics

The following engagement tactics were used to notify members of the community about the opportunities to engage around the Preliminary Preferred Precinct Plans:

- Email notices through Get Involved Burlington;
- City-wide post cards;
- Area-specific mailouts;
- Read-O-Graphs on City facility signs;
- Digital screen ads (City facilities);
- Media Releases;
- Burlington Post – City Update; and,
- Inside Halton advertisements
- Social media

Social Media

Between October 7 and November 12, 2021, 18 online posts were made via the city’s social media channels including Facebook, Instagram and Twitter, resulting in a total of 119, 064 post impressions and 283 post engagements.

Through the creation of Facebook events for each of the PICs, a total of 47, 358 people were reached.

Upon the completion of the Fall 2021 Engagement Period, staff and Dillon Consulting began the work on analysis of the feedback received as well as reviewing the inputs from the various completed technical studies. Signaling the end of Phase 3 of the project in January 2022, Staff is transmitting Dillon's Interim Report as Appendix A, which forms the basis of Staff's position as outlined in this report.

2.3 Project Stage 4 (January to June 2022)

Upon Council's in-principle endorsement of the Recommended Preferred Precinct Plan and policy directions, Staff and Dillon Consulting will begin the work of the draft Area-Specific Plan policies and Official Plan Amendments for public and stakeholder engagement in the Spring of 2022. After the Spring engagement period, staff will bring forward the Area-Specific Plans and associated Official Plan Amendments for consideration at the June meeting of the Community Planning, Regulation and Mobility Committee Meeting.

2.4 Project Stage 5 (June to December 2022)

Upon Council approval of the Area-Specific Plans and the Official Plan Amendments, staff will continue to work with Dillon Consulting on the implementing portion of the project, including amendments to the Zoning By-law, exploring the potential for Inclusionary Zoning as well as supporting Urban Design Guidelines.

3.0 Planning Policy Context

Land use planning in Ontario is guided by strong top-down direction from the Province, through legislation like the Planning Act and through plans such as the Provincial Policy Statement and the Growth Plan. In line with that provincial direction, regional and local Official Plans are established which support a focus on integrating land use planning and transportation planning to support public transit use of existing or planned infrastructure. This direction has informed the creation of the Preliminary Preferred Precinct Plans as well as the Recommended Preferred Precinct Plans and will continue to inform the preparation of the area-specific plans for Burlington's MTSAs.

It is important to note that while the 2018 Draft Precinct Plans from the Mobility Hubs Study were a foundational part of the work of the MTSA ASP Project, a number of plans and policy directives at the local, regional and provincial level have changed since and have been reflected in both the Preliminary Preferred Precinct Plan as well as the Recommended Preferred Precinct Plans. Please find below a brief discussion of the various legislation, plans and policies relevant to the MTSA project. For a complete discussion please refer to Chapter 2 of Dillon's Interim Report (Appendix A) and the Chapter 2 of the City's Background Report (Appendix C).

3.1 The Planning Act

The Planning Act sets out land use planning matters of Provincial interest that must be considered when making land use planning decisions. These interests are very diverse and include:

- providing a full range of housing, including affordable housing;
- providing employment opportunities;
- promoting development that is sustainable, supportive of public transit, oriented to pedestrians, and to promote well-designed built form and, that encourages the development of a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

3.2 The Provincial Policy Statement (PPS)

The Provincial Policy Statement (PPS) applies throughout the Province and supports a comprehensive, integrated and long term approach to planning, and recognizes linkages between land use and how we get around, where we live, work and play. The PPS provides policy direction on matters of provincial interest related to land use planning and development.

The PPS requires that municipalities plan for efficient development patterns that make the best use of land and public investment in infrastructure and public service facilities. These land use patterns promote a mix of housing, including affordable housing, employment, recreation, parks and open spaces, and transportation choices that increase the use of active transportation and transit before other modes of travel.

A key part of supporting the increased use of active transportation and transit is to optimize existing investments in transit, such as the investments made by the Province in GO Rail service and in the existing GO stations in the City. All land use decisions must be consistent with the PPS.

3.3 A Place to Grow: Growth Plan for the Greater Golden Horseshoe

A Place to Grow is the Province's plan for growth and development in the Greater Golden Horseshoe (GGH). The Growth Plan sets out a vision for the GGH and establishes the long-term framework for where, and how, the area will grow and supports the achievement of complete communities with access to transit networks, protected employment zones and an increase in the amount and variety of housing available. The vision includes building complete communities in a way that transit and active transportation will be practical elements of the urban transportation system.

The Growth Plan directs growth to urban area and prioritizes intensification in strategic growth areas including Urban Growth Centres and MTSAs and establishes minimum

density targets which serve as a guide for municipalities to establish more detailed land use plans. These more detailed plans must consider a wide range of issues in order to prepare policies that set out permitted uses, heights and other development standards including how new development will be guided to transition to existing adjacent developed areas. All planning decisions must conform to the Growth Plan for the Greater Golden Horseshoe.

3.4 Halton Region Official Plan

The Region of Halton's Official Plan sets out a long-term vision for the Region that guides how development throughout Halton will meet the current and future needs of businesses and residents. In addition to the vision, a set of goals and objectives are identified in the plan that establishes a Regional land use structure including broad categories such as settlement areas, an agricultural system and a natural heritage system.

The Regional land use structure ensures that growth is accommodated in a compact manner that supports the development of compact complete communities that are transit supportive and provide a range of choice in mobility options, while ensuring the protection of agricultural areas and the natural heritage system. The Regional structure accommodates growth in the urban area directing residential and employment densities to intensification areas such as UGCs and MTSAs that ensure the viability of existing and planned transit infrastructure and service, while promoting multi-modal connectivity to the surrounding neighbourhoods. The Regional Official Plan requires local municipalities to prepare detailed Official Plan Policies or Area Specific Plans for intensification areas.

3.4.1 Regional Official Plan Amendment 48 (ROPA 48)

Halton Region is currently completing its Regional Official Plan Review through theme areas including Integrated Growth Management, Climate Change, Natural Heritage, North Aldershot and Rural and Agricultural System. In July 2021, the first amendment was considered and adopted by Regional Council as part of the Integrated Growth Management Strategy called Regional Official Plan Amendment (ROPA) 48. ROPA 48 defines and provides policy direction on elements of a Regional Urban Structure in conformity with the Growth Plan including strategic growth areas such as UGCs, MTSAs, Regional Nodes and Employment Areas.

Approved by the Minister of Municipal Affairs and Housing on November 10, 2021, ROPA 48 adjusted the boundaries of Burlington's Urban Growth Centre (UGC). The adjustment of the boundary of the UGC, once centered on our downtown core, focuses the designation on the Burlington GO MTSA, allowing the City to direct future height and density near mass transit and help build more complete communities.

In addition, ROPA 48 sets the boundaries for the MTSAs as well as provides minimum intensification targets that the City's MTSA area-specific plans must plan to achieve. ROPA 48 also provides direction to the local municipalities to complete area-specific plans for UGCs and MTSAs that not only identifies a minimum density target, but also identifies land uses to support complete communities while leveraging infrastructure investment and achieving transit supportive densities.

ROPA 48 set the following minimum density targets for Burlington's MTSAs:

- Downtown Burlington UGC / Burlington GO MTSA: 200 people and jobs combined per hectare planned to be achieved by 2031
- Appleby GO MTSA: 120 people and jobs combined per hectare planned to be achieved beyond the 2051 planning horizon
- Aldershot GO MTSA: 150 people and jobs combined per hectare planned to be achieved beyond the 2051 planning horizon

In addition, ROPA 48 identifies the City's MTSA Areas as Protected MTSAs (PMTSA). This designation means that the MTSA boundaries and targets cannot be appealed. These minimum density targets must be planned for and implemented through the MTSA ASP Project to conform with Provincial and Regional policy.

3.5 City of Burlington Official Plan

The City in the new Official Plan updated its previous vision for growth and intensification by establishing an Urban Structure and a Growth Framework and by refining existing land use policies. The Urban Structure sets out the community vision for the Urban area by identifying distinct areas (including, for example, Mixed Use Intensification Areas, Residential Neighbourhood Areas, Natural Heritage System, Major Parks and Open Space). Each part of the Urban Structure has a role to play. Some elements ensure long term protection, while others support growth, intensification and appropriate transition over time.

The Growth Framework relies on both the Urban Structure and the more detailed land use policies of the Official Plan. The Growth Framework introduces a growth management strategy that sets out where the City will and will not be planning to direct growth and intensification.

The Downtown, Uptown and areas around the Major Transit Stations are all identified as Primary Growth Areas and together will experience the greatest degree of change.

The Primary Growth Areas:

- Are identified as priority locations for City-initiated area-specific planning and for investments in transit as well as other types of infrastructure and public service facilities, including parks to support population and employment growth.

- Are the most appropriate and predominant location for new tall buildings in accordance with the underlying land use designations, or the land use policies of an area-specific plan.

The MTSA ASP Project will provide that next level of detail to set out development standards like height and built form, and to build complete communities to guide development over the long term within the Major Transit Station Areas.

4.0 Discussion

4.1 Recommended Preferred Precinct Plans – Changes from the Preliminary Preferred Precinct Plans

As was noted, the Preliminary Preferred Precinct Plans were created in consultation with Dillon Consulting based on the 2018 Draft Precinct Plans and taking into account the relevant policy drivers and changes. The plans were refined as a result of the feedback obtained through the Fall 2021 Engagement Process through some site-specific refinements as noted in Chapter 6 of Dillon's Interim Report (Appendix A). Chapter 6 provides an overview of the changes proposed to the Preliminary Preferred Precinct Plans as reflected in the Recommended Preferred Precinct Plans for each of the MTSAs as shown in Appendix B.

Burlington Junction (Downtown Burlington UGC/Burlington GO MTSA)

- Creation of a new Low to Mid-Rise Residential Precinct in place of portions of the Mid-Rise Residential to acknowledge the existing low and mid-rise built character at the western end of Glenwood School Drive;
- Creation of a new Legion Node Precinct at the corner of Brant Street and Fairview Street and including the area located around Legion Road and Graham's Lane. The Legion Node Precinct is identified as community hub to support a concentration of community facilities and potential location affordable housing;
- Changed the designation from Mid Rise Residential to Burlington GO Central Precinct in the central portion of MTSA adjacent to the GO Station lands where the impact of height is lessened on existing neighbourhoods;
- New Active Transportation connections within the Burlington GO Central Precinct north of the GO Station and to Brant Street;
- Location of linear parks on the North and East sides of streets where possible; and
- Notation parks or public service facilities being permitted throughout the plan, not solely as indicated symbolically to ensure flexibility.

Appleby Gateway (Appleby GO MTSA)

- Creation of a new Low to Mid-Rise Residential Precinct in place of portions of the Mid-Rise Residential Precinct south of Fairview Street to acknowledge the existing low and mid-rise built character;
- New (and adjusted) active transportation connections throughout;
- Location of linear parks on the North and East sides of streets where possible; and
- Notation parks or public service facilities being permitted throughout the plan, not solely as indicated symbolically to ensure flexibility.

Aldershot Corners MTSA:

- Re-aligned active transportation connections in the Aldershot GO Central Precinct and inclusion of a piece of Mid-Rise Residential Precinct into Aldershot GO Central Precinct adjacent to Hidden Valley Park;
- Policy directions to support transitions from the Aldershot GO Central Precinct to Aldershot Main Street Precinct and Parks and Open Space;
- Emery Commons Precinct enlarged slightly at the north east corner of Emery Avenue and Plains Road and identified as community hub for concentration of community facilities and affordable housing;
- Policy direction has been provided to guide any future redevelopment on the Aldershot Greenhouse property and will be refined through the work on the area-specific plans (refer to Dillon's Interim Report, Appendix A);
- Location of linear parks on the North and East sides of streets where possible; and
- Notation parks or public service facilities being permitted throughout the plan, not solely as indicated symbolically to ensure flexibility.

4.2 Staff Position on the recommended Preferred Precinct Plans

Staff are supportive of the Recommended Preferred Precinct Plans as shown in Dillon's Interim Report, contained in Appendix A and shown in Appendix B. The Recommended Preferred Precinct Plans establish a framework to support the achievement of the key objectives of the MTSA area specific planning project to a full build out scenario. The policy directions, also contained within the Interim Report underpin the framework established by the Recommended Preferred Precinct Plans and lay the groundwork for the detailed policies that will be provided through the area specific plans and re-evaluated periodically.

The recommended Preferred Precinct plans presented in Appendix A and shown in Appendix B:

- Place an emphasis on the public realm and establish a network of enhanced public spaces to enable the development of public spaces such as parks and open spaces and linear parks.
- Establish the framework and direction to permit the inclusion of public service facilities throughout the plans and identify key areas where concentrations of public service facilities are encouraged.
- Provide the framework to support and attract much needed community services such as retail and commercial services by encouraging and enabling them in priority locations with densification and high pedestrian traffic.
- Begin to establish the framework to ensure that employment is maintained within the existing MTSA areas.
- Provide an enhanced mobility network with a focus on active transportation connections and improve connectivity within and beyond the area.
- Provide a framework for heights within intensification areas that is appropriate given Burlington's context as a mid-size city with a largely one to two storey low rise character, broadly speaking.
- Identify cultural heritage resources at a high-level and set up a framework to enable their retention or conservation.
- Identify the presence of key industrial facilities and begin to lay the framework to ensure their protection and continued operation.
- Provide for a variety of housing forms in an urban context while focusing efforts for affordable housing.
- Begin to establish a climate change approach and policy framework to support sustainable building design and construction and renewable energy options for the future.
- Provide flexibility and responsiveness to achieve complete community elements like parks and open spaces, community facilities and mobility connections to achieve the objectives of these areas in partnership with the development community.

The recommended Preferred Precinct Plan for the Burlington Junction MTSA responds strongly to the feedback received about the need for place making and the introduction of amenities: public and community services, parks, recreational and cultural amenities as well as retail and commercial services, through the creation of a framework that enables such amenities throughout the plan. The Recommended Preferred Precinct Plan establishes a more fine-grained network for mobility and improves connectivity with adjacent neighbourhoods.

In the Appleby Gateway neighbourhood, the Recommended Preferred Precinct Plan establishes a framework of mobility connections and parks and open spaces as well as

enables additional retail and service amenities to better serve the employment focused area to the north of the rail. The recommended Preferred Precinct Plan sets out the structure to establish a more mixed use village south of the rail line with better connectivity across the rail line to the Gateway North area and to the surrounding area. In addition, the employment designations identify the role of a wide range of employment uses to support a diverse and vibrant employment area in the MTSA.

Within the context of the Aldershot Corners MTSA, the recommended Preferred Precinct Plan responds to the feedback received by establishing a framework to encourage the presence of commercial or service commercial uses at the main floor of mixed-use buildings that are highly coveted. The recommended Preferred Precinct Plan also confirms the strongly established mid-rise, main street function of Plains Road, building upon the momentum of the Plains Road Village Vision and Aldershot Village BIA through the creation of the Aldershot Main Street Precinct.)

Please refer to Dillon's Interim Report (Appendix A) for the analysis related to the Recommended Preferred Precinct Plans, the results of Stage 3 of the MTSA ASP Project.

4.3 Employment Conversations through the MCR/New OP Process

The MTSA areas have historically contained a significant amount of lands designated exclusively for employment uses both by the City of Burlington and Halton Region.

As part of the New Official Plan process, the City studied its employment lands through the "Burlington Employment Lands Policy Recommendations and Conversion Analysis Report" prepared by Dillon Consulting. Through this work, both City and privately initiated employment conversions were considered, including a detailed analysis of employment lands within the areas around the present MTSA areas. As part of the adopted Official Plan recommendations for the redesignation of City designated employment lands were proposed. In addition the City as part of the adoption of the new Official Plan presented Appendix D to [PB-04-18](#) that included the range of employment conversions recommended by the City to be considered through the Region's municipal comprehensive review (MCR).

A significant number of these requests impact the MTSA areas.

It is critical to note that a recommendation for conversion through the MCR process or through the City's New Official Plan process did not suggest that the lands are no longer intended to serve an employment function. Rather, recommendations to convert lands from a pure employment land use were understood to mean that the City intended to achieve a mix of uses in conjunction with employment, including commercial and residential uses and the use of the lands towards the goal of creating complete communities over time due to their strategic locations.

As part of the Region's Official Plan Review, the Region assessed a wide range of employment conversions. Relevant to this discussion, the conversion of Regional Employment Area proposed by the City were considered, supported and has been approved by the Minister of Municipal Affairs and Housing in Regional Official Plan Amendment 48.

The recommended Preferred Precinct Plans identify a range of uses and heights which are envisioned to be included within each of the precincts to achieve the vision and complete communities. Appropriate policies and mechanisms will be developed through the area specific plans to require the development of sufficient employment, affordable housing, public service facilities and community amenities (grocery stores, services, retail) in exchange for considering permissions for residential uses. Such residential permissions shall only be made available where individual sites have demonstrated how a proposed development will incrementally contribute to the achievement of those broader objectives, and those permissions will be commensurate with the proposed employment, affordable housing, public service facilities and community amenities on the individual site. As a result, additional heights may be considered through the area specific plans where it is determined that such heights will enable the provision of elements that will contribute to the creation of complete communities within these areas and beyond. Similarly, heights noted within the Recommended Preferred Precinct Plans are not to be read as "as of right" permissions for standalone residential development.

The recommended Preferred Precinct Plan framework that supports the ASPs recognizes that significant development potential has been unlocked through the conversion of single-use employment lands. However, with that unlocked development potential comes greater expectations, both of the development community and of the city to deliver complete communities in exchange for that increased potential.

4.4 Further Changes to the recommended Preferred Precinct Plans

Staff are recommending that council endorse, in principle, the recommended Preferred Precinct Plans as shown in Dillon's Interim Report but note that changes to the plan with respect to precinct boundaries, heights, and uses that may be permitted may be required as a result of on-going technical work and the development of the area specific plans. Staff will document any future changes to Recommended Preferred Precinct Plans through a future report to Council and highlight them for public engagement where appropriate.

4.5 Technical Studies

A summary of the technical work underpinning the project is provided in Dillon's Interim Report, as contained in Appendix A. The technical work has informed the development

of the recommended Preferred Precinct Plans to date and will continue to influence the development of the Area-Specific Plans and may have impacts on policy, mapping, precinct and boundary changes or development application requirements. All technical work completed to date are included as Appendices (F-Y) to this report as noted in the table below:

Study Name & Appendix Reference	Status	Potential Impact
Market Analysis (Appendix F)	Completed for the Mobility Hubs Study. Update underway as set out in Terms of Reference .	ASP Policies
Land Use Compatibility Study	Study underway as set out in Terms of Reference .	ASP Policies, Implementation
Pre-Feasibility Noise and Vibration Study (Appendix G)	Initiated as part of the Mobility Hubs Study; document finalized and posted in Fall 2021 .	ASP Policies
Air Quality Assessment Report	Initiated as part of the Mobility Hubs Study; document being finalized with input from appropriate agencies.	ASP Policies
Cultural Heritage Resource Assessments (Appendices H & I)	Completed for the Mobility Hubs Study and posted in Fall 2021: Appleby Gateway Aldershot Corners	ASP Policies
Stage 1 Archaeological Assessments (Appendices J, K & L)	Completed for the Mobility Hubs Study and posted in Fall 2021: Burlington Junction Appleby Gateway Aldershot Corners	ASP Policies
Functional Servicing Study	Initiated as part of the Mobility Hubs Study; update underway with input from appropriate agencies.	ASP Policies, Implementation

Study Name & Appendix Reference	Status	Potential Impact
Scoped Environmental Impact Studies	Completed for the Mobility Hubs Study; document being finalized with input from appropriate agencies.	ASP Policies, Precinct Boundaries, Mapping
Flood Hazard Assessment and Scoped Stormwater Management Assessments	Initiated as part of the Mobility Hubs Study. <ul style="list-style-type: none"> • For Aldershot GO and Appleby GO - documentation is being finalized with input from appropriate agencies. • For Burlington GO - Phase 1 Flood Study was completed as part of the Scoped Re-examination of the Adopted Official Plan in 2020. Phase 2 work for Burlington GO is currently underway. 	ASP Policies, Precinct Boundaries, Mapping
Transportation Assessment	Study underway, as set out in Terms of Reference .	ASP Transportation Policies and Mapping
Fiscal Impact Assessment	To be completed after the endorsement of the Recommended Preferred Precinct Plans and informed by other technical studies.	Informative

5.0 Next Steps

Upon Council endorsement of the recommended Preferred Precinct Plans, consultants and staff will commence the work to complete three Area Specific Plans and the implementing Official Plan Amendments (OPAs) for Council's approval/adoption by June 2022. The staff team will work closely with the consultant and position the City to work towards the completion of the implementation components of the project including the implementing Zoning By-law amendments (and Zoning By-law regulations specific to the MTSAs) as well supporting urban design guidelines and Inclusionary Zoning regulations by December 2022.

Each of the above noted milestones are to be supported with additional periods of public engagement as well as the inputs of engagement conducted to date.

Strategy/process

Connections to Other Initiatives

Regional Official Plan Review and the Integrated Growth Management Strategy

The MTSA ASP Project is being completed in parallel with the Region's Municipal Comprehensive Review Process (MCR) and the Integrated Growth Management Strategy (IGMS) process. For the purposes of the growth assumptions which have informed the recommended Preferred Precinct Plans, proxy assumptions have been used in absence of a Preferred Growth Concept. The growth assumptions identified in Chapter 3.3 of Dillon's Interim Report (Appendix A) will require sensitivity testing as necessary.

Staff report PL-06-22 provides a detailed response to the Preferred Growth Concept.

It is important to note that the growth assumptions provided by Dillon Consulting through their Interim Report apply different methodologies and proxies and should be viewed simply another perspective. The assumptions will be amended as the Region's IGMS process unfolds.

Integrated Mobility Plan

The City of Burlington is creating its first Integrated Mobility Plan (IMP) that will guide how people and goods move in and through our community up to the year 2051. The IMP process is currently underway and will recommend future networks for each mode/type of travel as well as policies and programs that will help Burlington progress towards our vision for transportation in the future.

The IMP is closely aligned with the MTSA ASP Planning Project and is a critical input to the determination of future mobility networks within areas of future intensification. To-date, the future vision for mobility has been established and endorsed. Technical work has led to the development of a preferred network solution which, when endorsed, will be the basis of the future infrastructure plan. There have been numerous engagement points with the community as well as the release of a series of "Lived Experience" papers that told the story about the mobility challenges and opportunities of our residents. In December 2021, staff presented the finalized Preferred Network Solutions through [staff report TS-16-21](#) for Council-endorsement which will inform the creation of mobility networks within the MTSA's and guide enabling policy.

The IMP and MTSA projects are supported by a shared staff resource and are closely connected to ensure project alignment.

Parks Provisioning Master Plan (PPMP)

The City-wide Park Provisioning Master Plan (PPMP) will commence in early 2022. The purpose of this project is to develop a modernized framework to examine the parkland need in the City based on current growth estimates, demographics, target provisioning levels and distribution. The overall goal of the PPMP is to identify how much parkland the City should be providing, where it should ideally be located and to create tools to build the park system over the next 30 years which will ensure sufficient and equitable supply of parkland, reflective the values of public, stakeholders, staff and Council.

The work of the PPMP is critically important to the planning work underway in the MTSA areas which contemplate the creation of new urban parks in a variety of formats. Staff from both projects will continue to meet regularly and work closely to ensure the alignment of these projects. The scope of work for the PPMP includes building a framework for decision making related to securing parkland through intensification and development applications and strategic land acquisitions.

Housing Strategy & Inclusionary Zoning

In January 2021, City Council endorsed the [Housing Strategy Proposed Terms of Reference](#) and staff received direction to initiate the Housing Strategy Project. The objective of the Housing Strategy project is to develop an innovative Housing Strategy that redefines the City's role in housing and sets out recommendations for policies, tools and actions to provide creative and innovative solutions to address local housing needs through the consideration of a variety of planning policy and financial tools, partnerships, collaboration and advocacy opportunities, strategies and initiatives in order to increase options for housing in Burlington that meet the needs of all current and future residents and that are attainable at all income levels. Most recently, Staff presented the findings of the [Housing Needs and Opportunities Report](#) to [Community Planning, Regulation and Mobility Committee on December 7, 2021](#).

On January 11, 2022 Staff will present staff report PL-03-22: City of Burlington Housing Strategy, Inclusionary Zoning Initial Report. The Inclusionary Zoning Initial Report provides a detailed overview of the Inclusionary Zoning policy tool as well as examples of how the tool has been applied in other Canadian and American jurisdictions. The report also provides an overview the Inclusionary Zoning tool as prescribed in Ontario's *Planning Act* and Ontario Regulation 232/18 and an overview of Inclusionary Zoning within the Burlington context.

Preparation of the Municipal Assessment Report is key deliverable of the Housing Strategy project and is currently underway as a part of the work set out in the Housing Strategy Project's Terms of Reference. This Municipal Assessment Report will examine the financial viability of applying Inclusionary Zoning in the PMTSAs. In April 2022, the

Housing Strategy Project will deliver a peer reviewed Municipal Assessment Report that will contain recommendations related to the feasibility of Inclusionary Zoning in each of the PMTSAs. It is these recommendations that will inform the work of the MTSA project in determining if Inclusionary Zoning is appropriate in any of the Burlington's PMTSAs and to deliver Official Plan and Zoning By-law Amendments that set out the approach to authorize Inclusionary Zoning within the PMTSAs.

Interim Control Bylaw (ICBL)

On Jan. 30, 2020, Council approved the revised recommendations from the findings of the Interim Control Bylaw (ICBL) Land Use Study, including the approval of the proposed Official Plan and Zoning Bylaw Amendments resulting from the ICBL Land Use Study.

The City received 31 appeals to Local Planning Appeal Tribunal (LPAT) (now, Ontario Lands Tribunal (OLT)) for both the Official Plan Amendment 119 and Zoning By-law Amendment 2020.418. Because of these appeals under the Planning Act, the ICBL remained in effect. Since that time, considered and granted a number of motions to find that the Zoning Bylaw Amendment does not apply to those sites and lifted the ICBL "freeze".

On Oct. 15, 2021, the OLT granted a motion brought by the City regarding the Interim Control Bylaw's continued application to the City's downtown and lands around the Burlington GO station. The motion sought to lift the freeze on all lands subject to the Interim Control Bylaw with the exception of lands impacted by Zoning By-law Amendment 2020.418, which are located around the Burlington GO station.

This will allow development in compliance with zoning that was in effect before the ICBL and the City will be able to issue building permits in this area and Community Planning staff will also be able to bring forward recommendations for Council decisions with respect to Planning Act applications.

The Project Team continues to monitor advancements with the ICBL as it relates to the lands impacted by Zoning By-law Amendment 2020.418 around the Burlington GO Station.

New Official Plan

The new Burlington Official Plan was approved, with modifications, by Halton Region on Nov. 30, 2020. Following the last date for filing a notice of appeal (December 22, 2020), Halton Region advised that 48 appeals had been received. While four of the appeals have since been withdrawn, the majority of the Burlington Official Plan, 2020 remains subject to appeal and therefore not in full effect.

Staff continue to work with the Ontario Land Tribunal to gain clarity as to the validity and effect of the appeals, and to determine any potential impacts with respect to the preparation of the implementing official plan amendments for the MTSA area specific plans.

Development Applications within the MTSAs

Within the MTSA areas, there are a number of applications in various stages of the planning approvals process. It should be noted that where an application has been approved, it has informed the creation of the recommended Preferred Precinct Plans however pre-applications and development applications in the early stages of review have not impacted the recommended Preferred Precinct Plans. The Project Team continues to work with Development Review team and provide support with respect to development applications and the MTSA ASP process.

Please refer to Chapter 3.2 of Dillon's Interim Report which identifies development applications within the MTSA areas and identifies when or how a development application may inform the Recommended Preferred Precinct Plans.

Options Considered

The team has considered a wide range of considerations in developing first, the Preliminary Preferred Precinct Plans and now the recommended Preferred Precinct Plans. A wide range of approaches and options were considered in developing the Recommended Preferred Precinct Plans.

Outstanding Staff Directions Related to MTSAs

Through the discussion related to Council's adoption of the New Official Plan, a staff direction was approved with respect to retaining the employment function and addressing land use compatibility on a development site within the Appleby GO MTSA as follows:

Direct the Director of City Building to ensure through the area-specific planning process, in particular the following properties (747 Appleby Line, 711 Appleby Line, 5041 Fairview and 5091 Fairview) will:

- Retain employment function on the site; and
- Through the area-specific plan process should sensitive or residential uses be contemplated they may only be permitted upon demonstration of Land Use Compatibility (D6 Guidelines), including appropriate mitigation and setbacks, protection from overlook, and in partnership with the adjacent employment

use. The aim of the work of the area-specific plan is to ensure the continued operation of the existing employment use is not impacted by land use policy decisions on these sites.

This staff direction remains part of the consideration of the project and through the creation of the detailed area specific plan policies and associated staff report, staff will address this outstanding direction.

Financial Matters:

In June, it was identified that 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. The funding was anticipated to cover the delivery of the [Terms of Reference](#) to support the completion of any outstanding technical analyses, to 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 as well as to deliver the tactics identified and approved in the Engagement Plan.

Additionally, funding of \$200,000 from the Capital Purposes Reserve fund was anticipated to deliver the Flood Study Phase 2 including contingencies and staffing and project related administration costs.

Staff will monitor progress and identify any further requirements to support the completion of this project within expected timelines.

Climate Implications

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 a land use vision and policy directions which will shape the physical environment of the MTSA's their full build out potential.

The recommended Preferred Precinct Plans propose a more sustainable form of development including:

- Higher densities that make more efficient use of land and resources including infrastructure and community services;

- Transportation network improvements that will support transit usage and active transportation (including walking and cycling) as alternative modes of travel to reduce reliance on private motor vehicles and reduce greenhouse gas emissions;
- A mix of land uses that will provide increased opportunities for people to live, work, shop, and play within the MTSA areas and beyond, reducing residents' need to travel long distances on a daily basis;
- Opportunities for increased and enhanced green spaces and parks will help to mitigate the urban heat island effect and improve climate resiliency;
- Intensification within the Primary Growth areas protects rural and Greenbelt lands from urban sprawl by directing growth to existing built-up areas of the City.

In addition to the transit and active transportation focus of the MTSA areas, consideration will be given to other ways that future development of this MTSA could address climate change including encouraging building energy efficient, urban design policies to address heat and tree cover, and opportunities to consider district energy. Please refer to Chapter 6.1.2 of Dillon's Interim Report which outlines how climate change and sustainability will be the over-arching focus of the ASPs.

Engagement Matters:

Between October 13th and November 12th Staff conducted a public consultation program, in accordance with the Project Engagement Plan. The Feedback Report, contained in Appendix E to this report provides a detailed account of the Fall 2021 public engagement program.

The month-long engagement program included 4 Public Information Centres, online workbooks, talk to a planner sessions and presentations at more than 20 committee, ward and group meetings, supported by significant communications and social media outreach.

PICs

The PICs were planned for a 2-hour window which included an overview presentation from staff, virtual polling via Zoom and an Open question and answer period. Collectively, more than 200 people attended the 4 PICs held from October 13th to November 2nd.

With respect to the Aldershot GO MTSA, the poll responses generally indicated mixed feelings in terms of support for the overall precinct plan and the vision. Participants were most supportive of the Aldershot Main Street and Emery Commons precincts and least supportive of the Aldershot GO Central precinct.

With respect to the Appleby GO MTSA, the poll responses generally indicated mixed feelings in terms of support for the overall precinct plan and the vision. Participants were most supportive of the Urban Employment and General Employment precincts and least supportive of the Mid-Rise Residential Precinct.

Finally, with respect to the Downtown Burlington UGC / Burlington GO MTSA, the poll responses generally indicated mixed feelings in terms of support for the overall precinct plan, but stronger support for the vision. Participants were most supportive of the Queensway Main Street Precinct and least supportive of the Upper Brant Precinct.

For each of the PICs, it is important to clarify that “prefer not to comment” and “unsure” were response options for most of the poll questions, which often contributed to very mixed responses. Further, not all attendees participated in all polls, and the number of attendees fluctuated as people arrived and left throughout the PIC.

Broadly speaking, the following themes emerged through the public information centres (PICs):

- **Population and Employment Numbers**
 - What is the existing and projected growth over the planning horizon and beyond in each area?
 - Why is growth being directed to the MTSAAs?
- **Heights and transitions**
 - How are the heights and transitions determined and what is the rationale?
 - How are transitions achieved to protect established residential neighborhoods?
 - Why do we need such tall buildings?
- **Community Services and Facilities**
 - How is the location, need and size determined of facilities including parks, schools, community centres?
 - What are linear parks and how will they be achieved?
 - Comments reinforced the importance of including well-planned parks that are inclusive.
- **Transportation**
 - How will congestion and parking be managed to accommodate the new growth?
 - Concerns over the location of new roads, multi-modal connections and active transportation opportunities.
 - What is the relationship of the Area Specific Plans to the City’s Integrated Mobility Plan?

- **Housing**
 - Comments and questions on the mix and type of units to support family friendly and an aging population.
 - Frequent concerns about how these areas will be able to support the introduction of affordable housing.
- **Climate Change & Sustainability**
 - Comments related to the importance of planning these areas with climate change/sustainability lens.

Online Workbook

40 responses to the online workbook were received as follows:

- Aldershot GO MTSA: 13 responses
- Burlington GO MTSA: 13 responses
- Appleby GO MTSA: 14 responses.

In addition to the online workbook, 1 workbook was completed in PDF format and submitted via email to the project team.

While having the option to respond to the survey questions with a simple yes or no, the participants also had the opportunity to elaborate and provide additional commentary on each precinct. The questions were organized and framed around the key themes heard through the engagement on the 2018 Mobility Hub work. The comments received were diverse and wide ranging. Appendix D of the Feedback Report (Appendix E) contains the collective written responses to each MTSA workbook, however, a high-level analysis of the results for each MTSA is as follows.

Burlington GO MTSA

More than half of the respondents who answered felt that the vision for the Burlington GO MTSA was complete. When asked specifically about each precinct, of those who answered, the responses were mixed half positive and half negative except for the Drury Node, the Fairview Frequent Transit Corridor, and Burlington GO Central precincts where the majority of the respondents felt the details of those precincts did not sound right. When asked about the plan overall relative to the key Mobility Hub Engagement themes the responses ranged from neutral, somewhat well to not very well or not at all well. When asked to reflect on the plan overall, there was a range of responses from neutral, to dislike and strongly dislike.

Aldershot GO MTSA

Most respondents who answered the question about vision felt it was not complete. While some precincts had more positive responses most precincts saw equal negative

and positive responses. Interestingly, when asked to think about how well the Preliminary Preferred Precinct Plan responded to the key Mobility Hub engagement themes, with only a few exceptions, respondents felt that the Preliminary Preferred Precinct Plan was skewed to performing as neutral to very well over not very well or not at all when measured against those engagement themes from the Mobility Hubs work.

Appleby GO MTSA

Of the respondents who answered, the majority did not think the vision for Appleby sounded complete. However, the responses to the individual precincts was varied with most of the precinct components sounding right, with the exception of the Appleby GO precinct where the respondents felt that the details of that precinct did not sound right. When asked to respond to how well the Preliminary Preferred Precinct Plan aligned with the key Mobility Hub engagement themes, the high responses ranged from neutral to not very well and not at all well. When asked how respondents felt overall about the plan, most respondents indicated a somewhat dislike and a strong dislike for the plan.

Talk to A Planner Sessions

Agency Circulations

Emailed circulations were provided to the City's Agency circulation list on two occasions during the fall engagement period and again in December to inform them of the availability of the Interim Report. A total of 4 agency responses were received as a result of the circulations.

Stakeholder Engagement

Staff also connected with numerous stakeholders throughout the Fall 2021 engagement period including advisory and citizen interest committees, members of the public, land owners, development proponents and consultants as well as members of the development industry. 44 submissions were received by the City from various stakeholders. Results of those meetings and circulations are outlined in the Fall 2021 Feedback Report found in Appendix E.

The detailed submissions highlighted a variety of comments and frequently referenced themes in the written submissions were:

- **Technical Studies and supporting information**
 - Additional information on servicing, costing and funding of new infrastructure to support growth is needed.

- Requests for the updated supporting technical studies for roads, parks, trails, public service facilities, market trend analysis, and land use compatibility is needed to inform future input on the project.
- **Heights and Densities**
 - Highlighted the need for the completion of the Region's Municipal Comprehensive Review to understand the future growth projections, as well as a more fulsome analysis of the impact of the Covid-19 pandemic on the market (for residential, commercial, retail and employment uses).
 - Requests for increased heights in various precincts across the MTSA's coupled with appropriate performance standards to protect stable residential areas.
 - Commentary that to achieve a high standard of urban design and a housing supply increase the building heights should not be restricted.
 - Specific commentary related to the need to understand the height expectations for the Drury Node (Downtown Burlington UGC/Burlington GO MTSA).
 - Requests to reconsider the podium height maximum along Fairview Street citing that it could reduce visual interest, streetscape design and reduced affordability.
 - Requests to reconsider the mid-rise precinct west of Burlington GO Central and suggesting that it is well suited for higher densities and heights and would enable a new pedestrian connection to Brant Street.
 - Suggestions that the policy directions and framework should enable flexibility to respond to ongoing evolution of communities and encouraging gentle density through missing middle housing.
- **Transportation**
 - Location of proposed active transportation routes should be supported by technical analysis.
 - Need to consider multi-modal connections to areas outside of the MTSA and the rest of the City.
 - Reconsider opportunities in the Appleby GO for active transportation connections from the GO station parking lot to Fairview Street.
 - Design of new street connections would have implications to sites and needs further transportation study.
- **Engagement**
 - Requests for continued engagement with landowners as key stakeholders in the MTSA lands.

- **Urban Design**
 - Recommended that the urban design standards be limited to City's design guidelines regarding built form rather than incorporating standards in the implementing Official Plan.
 - Reconsider the use of angular planes for transitions citing that it creates a barrier to achieving housing supply, diversity and affordability objectives and climate change mitigation.

- **Employment Precincts**
 - Concerns that the introduction of a new urban employment precinct would result in restrictions on currently permitted employment uses in the area and compromise the long-term viability of existing or planned industrial and manufacturing.
 - Introduction of sensitive uses close to established industrial employment areas and introduction of urban employment uses would introduce another layer of incompatibility.
 - Land Use Compatibility needs to be addressed in the recommended Preferred Precinct Plan.

- **Complete Communities and Community Amenities**
 - Concerns with how community amenities will be funded and developed.
 - Investment is needed in all MTSAs to create complete communities and should consider partnership opportunities through public and private investments.

These written submissions have been considered alongside the other sources of input in the development of the Recommended Preferred Precinct Plans and policy directions and will continue to inform the creation of the Area-Specific Plans and the implementation elements of the project going forward.

Conclusion:

Staff recommends Council's endorsement in principle of the three recommended preferred precinct plans and their associated policy directions, as outlined in Dillon Consulting Limited's Interim Report including the refinements to the Preliminary Preferred Precinct Plan resulting in the recommended Preferred Precinct Plans. Council's in principle endorsement will support moving the project forward to the detailed policy writing and plan development stage as well as the completion of outstanding technical studies and additional public engagement initiatives to be held in the Spring of 2022 and beyond as identified in the [Terms of Reference](#) for the project.

Respectfully submitted,

Jenna Puletto, Coordinator of Community Initiatives

Karyn Poad, Senior Planner, Policy & Community

Kelly Cook, Senior Planner, Policy & Community

Alison Enns, Manager of Policy and Community

Appendices:

- A. City of Burlington Major Transit Station Area, Area Specific Plan Project Interim Report (December 2021) prepared by Dillon Consulting Limited
- B. Recommended Preferred Precinct Plans as prepared by Dillon Consulting (December 2021)
- C. Planning for Burlington's Major Transit Station Areas: What you Need to Know (September 2021)
- D. Engagement Plan, Major Transit Station Area (MTSA) Area-Specific Planning Project Engagement Plan (September 2021)
- E. MTSA Area Specific Planning Project: Feedback Report 1 (Fall 2021)
- F. GO Station Mobility Hub Market Analysis, Burlington, Ontario (August 2017) as prepared by N. Barry Lyon Consultants Limited
- G. Pre-Feasibility Noise and Vibration Study Burlington Mobility Hubs (August 2021) as prepared by Wood
- H. Cultural Heritage Resource Assessment: Built Heritage Resources and Cultural Heritage Landscapes Appleby Mobility Hub Study Area (October 2019) as prepared by ASI
- I. Cultural Heritage Resource Assessment: Built Heritage Resources and Cultural Heritage Landscapes Aldershot Mobility Hub Study Area (October 2019) as prepared by ASI
- J. Stage 1 Archaeological Assessment Mobility Hub Planning Consulting Services: Burlington PART OF LOT 18, CONCESSION 2 SDS, LOTS 17-18, CONCESSION 3 SDS AND PART OF BRANT'S BLOCK CITY OF BURLINGTON (August 2018) prepared by ASI
- K. Stage 1 Archaeological Assessment Mobility Hub Planning Consulting Services: Appleby LOTS 2-7, CONCESSION III SDS (FORMER TOWNSHIP OF NELSON, COUNTY OF HALTON) CITY OF BURLINGTON (August 2018) prepared by ASI

- L. Stage 1 Archaeological Assessment Mobility Hub Planning Consulting Services: Aldershot PART OF LOTS 4-8, CONCESSION 1 AND LOTS 5-8, BROKEN FRONT CONCESSION (FORMER TOWNSHIP OF EAST FLAMBOROUGH, COUNTY OF WENTWORTH) CITY OF BURLINGTON (August 2018), prepared by ASI

Notifications:

Community Planning to provide to Clerks staff

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.