



SUBJECT: Major Transit Station Areas - Area Specific Plans Planning Study update

TO: Community Planning, Regulation & Mobility Cttee.

FROM: Community Planning, Regulation and Mobility

Report Number: PL-10-22

Wards Affected: 1, 2, 6

File Numbers: 502-02-76

Date to Committee: July 5, 2022

Date to Council: July 12, 2022

Recommendation:

Direct the Director of Community Planning to use the Major Transit Station Area (MTSA) Area Specific Plan (ASP) Planning Study, prepared by Dillon Consulting Limited, dated June 28, 2022 and contained as Appendix A to community planning department report PL-10-22, to prepare area-specific plans and draft Official Plan policies to the Burlington Official Plan (2020) (new policies, modifications and/or additions); and

Direct the Director of Community Planning to explore the next steps for further technical study related to land use compatibility for the Appleby GO MTSA and complete any required study; and

Receive the technical documents completed as of June 28, 2022 (Appendices D&E) as follows:

MTSA Planning Areas Market Analysis (June 2022), as prepared by Watson & Associates Economists Ltd, and contained in Appendix D of community planning department report PL-10-22; and

Air Quality Assessment Report (November 2021), as prepared by Wood, and contained in Appendix E of community planning department report PL-10-22.

PURPOSE:

The purpose of this staff report is to:

- provide an update on the Major Transit Station Area (MTSA) Area-Specific Plan (ASP) Project and its deliverables;

- share the findings of the MTSA ASP Planning Study, prepared by Dillon Consulting;
- provide an update on associated technical studies; and,
- identify the next steps required to complete the project.

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
-

Background and Discussion:

This report builds upon report [PL-02-22, Major Transit Station Area \(MTSA\) Area-Specific Recommended Preferred Precinct Plans](#), which was considered by Council this past January. While this report discusses the MTSA ASP Planning Study as a whole through Section 1.0, the overview of the study findings and technical studies contained within Sections 2.0 and 3.0 of this report relate to the Downtown Burlington Urban Growth Centre (UGC)/Burlington GO MTSA and the Aldershot GO MTSA. The work on the Appleby GO MTSA has been temporarily placed on hold and will be addressed through a future staff report.

This staff report and its associated appendices describe the details of the project to date and provide discussion organized in the following sections.

1.0 MTSA ASP Planning Project Process

This section provides a brief description of the project and its history evolving from the Mobility Hubs Study as well as a discussion of the various project stages and project next steps.

2.0 MTSA ASP Planning Study

This section provides an overview of the MTSA ASP Planning Study, June 2022, prepared by Dillon Consulting Ltd., including the Precinct Plans as shown in the MTSA ASP Planning Study Final Report for the Downtown Burlington UGC/Burlington GO MTSA and Aldershot GO MTSA.

3.0 Supporting Technical Studies

This section provides an overview of the technical work completed, under review supporting the project as well as a status update on any studies which have either not been completed in their final form or have not been initiated.

1.0 MTSA ASP Planning Project Process

1.1 Mobility Hubs Study

The MTSA Area Specific Planning project began in 2016 as the Mobility Hubs Study. 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 Mobility Hub Study was intended 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, as well as achieve other important objectives. 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.

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 and which implemented the adjustment the boundary of the UGC from being focused on the Downtown to around the Burlington GO MTSA. A complete description of the Mobility Hubs Study and the work leading up to the re-initiation of the project as the MTSA ASP Planning Study can be found in the [Background Report](#), Planning for Burlington's Major Transit Station Areas: What you Need to Know (September 2021).

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

As a first step towards re-initiating the MTSA ASP project, a Council Workshop was held on May 17, 2021, to provide an overview of the Mobility Hub Study work and to discuss a general approach for proceeding with the Major Transit Station Area Specific Planning Project.

On June 8, 2021, building on the May workshop discussion, Council considered [PL-27-21](#) which included (as [Appendix A](#)) the [Terms of Reference](#) for the MTSA Area Specific Planning Project and a draft Engagement Plan. Following the June report and Council discussion, staff finalized the Engagement Plan. The Engagement Plan, among other things, clearly defined which aspects of the process the City and public could influence throughout the discussion.

The project officially re-launched in September 2021, following the retention of Dillon Consulting as part of the project team. As part of the re-launch, staff released a

[Background Report](#) which provided a guide to the project and included the following information:

- Background on the project;
- The objectives of the MTSA area-specific plans;
- Study process;
- Key Provincial, Regional and City policies that inform and guide growth within the MTSA's;
- A summary of the public engagement to date including during the Mobility Hubs Study and what we heard;
- Explanation of the connections to other ongoing projects;
- Outline the Engagement Plan; and
- Next steps for the project.

1.3 Project Stage 3 - Preferred Precinct Plans, Interim Report, Technical Studies

On January 11, 2022 at the Community Planning, Regulation and Mobility Committee (CPRM), Council considered report [PL-02-22, Major Transit Station Area \(MTSA\) Area-Specific Plans Recommended Preferred Precinct Plans](#), which informed the discussion by Committee and stakeholders around the recommended preferred precinct plans for each of Burlington's MTSA's.

PL-02-22 included a number of appendices that supported the Committee discussion including:

- [The Recommended Preferred Precinct Plans](#): Included as Appendix B to PL-02-22, and identifying the various unique areas with a defined vision that each MTSA is comprised of;
- Dillon Consulting Limited's [Interim Report](#) (Appendix A) which outlines the project history, context and documents the recommended preferred precinct plans as well as policy directions;
- A [summary of the Fall 2021 Engagement Period](#) (Appendix E); and
- A number of Technical Studies including the [Mobility Hubs Market Analysis](#), the Mobility Hubs [Pre-Feasibility Noise and Vibration Study](#), Cultural Heritage Resource Assessment for [Appleby GO MTSA](#) and [Aldershot GO MTSA](#) and, Stage 1 Archaeological Assessment Reports for the [Burlington GO MTSA](#), [Appleby GO MTSA](#) and the [Aldershot GO MTSA](#) (Appendices F through L).

[Dillon Consulting Limited's Interim Report](#) was one of the key deliverables of the third stage of the project and presented:

- a high-level overview of the various inputs which shaped the recommended preferred precinct plans,

- a summary of the feedback received during the Fall 2021 engagement period,
- an update on the technical studies completed to date,
- outlined next steps for the remaining technical studies, and
- finally, identified the next steps in the project and the importance of the project timeline.

The report also provided an update on the status of a number of technical studies ([Appendices F through L to PL-02-22](#)) and distinguished between those which were informative to the discussion around the recommended preferred precinct plans and those that were on-going. The report also noted that the findings of future technical work as well as the technical studies completed as of December 22, 2021, may inform future changes to the Precinct Plans as shown in the MTSA ASP Planning Study Final Report by way of precinct boundaries, development constraints or to address other issues. It was also noted that the completed technical studies would also inform policy development after Council's in-principle endorsement of the recommended preferred precinct plans through Project Stages 4 (currently underway) and 5.

At the January 11th CPRM meeting, staff provided an overview presentation, supported by Dillon Consulting and a number of written and oral delegations were received. Members of Council had a number of questions about the MTSA ASP Project broadly and specific to precincts within each of the MTSAs. A number of areas were highlighted through the discussion, primarily in the Downtown Burlington UGC/Burlington GO MTSA which required further examination by staff prior to the completion of the area-specific plans. Additionally, Council received and discussed the draft policy directions and other supporting work contained within the Interim Report on the basis that the area-specific plans and Official Plan Amendments would be developed building on its work.

The Council approved recommendations are generally as follows:

- 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).

1.4 Project Stage 4 - ASP Planning Study & ASPs (modified from Terms of Reference)

1.4.1 Project Timelines

The timeline as set out in the TOR directed the creation of three ASPs, the completion of several pieces of technical work as well as the drafting of implementing Official Plan Amendments (OPAs). The timeline set the release of draft policies for a statutory public meeting process in May and the adoption of the ASP policies by Council in June. At the re-initiation of the project, staff identified the need to complete the work on the ASPs in an expedient manner, despite its ambitious timeline and despite the potential risks to the project, which were documented in the Terms of Reference. Some of those risks have been realized and have impacted the timeline and next steps for the project, while other risks remain a concern and something which staff continue to monitor.

At present, the biggest challenge facing the project is the on-going Ontario Land Tribunal (OLT) process and status of the appeals to the Official Plan (2020). The OLT process and continuing appeals to the Official Plan (2020) presents significant challenges to bringing forward draft policies in support of the MTSA ASP Planning Study given that a significant portion of the Official Plan (2020) remains under appeal and cannot be amended outside of the OLT process.

Following Council's in-principle endorsement of the Recommended Preferred Precinct Plans and supporting policy directions in January 2022, the MTSA Project Team identified that project would advance to Stage 4. While work began on advancing Stage 4, given the challenges outlined, staff determined that an interim step was required which would allow the work to advance without the initiation a formal amendment process. The revised project stages are depicted below in Figure 1.

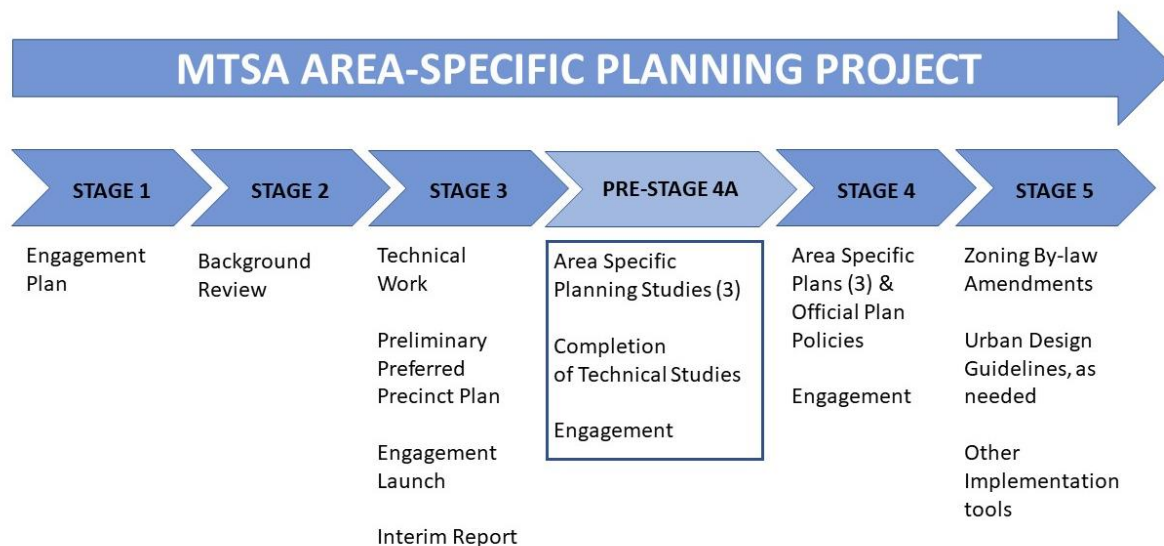


Figure 1 MTSA ASP Planning Study Stages – Revised

Staff provided a memo in the [Council Information Package](#) on June 10th, outlining the challenges associated with the on-going OLT Process with respect to the project as well as connections to the process to achieve conformity with ROPA 48 (Appendix B). At present, staff are unable to predict the timing or outcomes of the on-going OLT process or the impacts to the project's timeline. Despite these challenges and uncertainties, staff remains committed to delivering the ASPs and Official Plan policies as soon as possible and feasible.

In response to the importance of the work to Council and in advancing the work done to date, staff identified the need for an interim Pre-Stage 4A in the form of the MTSA ASP Planning Study which presents the best information available including draft technical studies. In January, through Staff Report PL-02-22 it was noted that

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.

Through this staff report, staff are sharing the modifications made to the Precinct Plans as shown in the MTSA ASP Planning Study Final Report for the purposes of continued discussion and engagement. This Stage is a critical step in the project path that had not been previously identified. This critical step allows staff to advance the findings of the

study for continued Council and stakeholder engagement with the intention that the MTSA ASP Planning study will inform the creation of the 3 ASPs by way of new/modified/amended Official Plan policies at a later date, when more certainty is available around the OLT Process and the Burlington Official Plan (2020).

The MTSA ASP Planning Study Final Report has been structured for ease of translating the policies and policy directions contained within it into future draft Official Plan policies.

1.4.2 MTSA ASP Planning Study

Despite the challenges as noted, staff have continued to advance the work for Stage 4 of the project along with Dillon Consulting. This stage of the project included:

- Continued stakeholder conversations;
- Continued work and finalization of a number of technical studies, as outlined in Section 3 below;
- Preparation of the MTSA ASP Planning Study Final Report;
- Adjustments to the Recommended Preferred Precinct Plans based on Council's discussion in January, as outlined in Section 2.1 below.

1.5 Project Next Steps

As noted in Section 1.4 above, the path forward towards the implementation of Official Plan policies in support of the MTSA ASP Planning Study cannot be determined at this time. As such, the work originally outlined in the Terms of Reference for Stage 4 remains partially incomplete.

Over the Summer and Fall, staff will prepare ASPs or Draft Official Plan policies that are reflective of the policies and policy directions contained in the MTSA ASP Planning Study Final Report, (Appendix A). Staff note that the draft Official Plan policies may ultimately differ as a result of technical studies, new information or the continued engagement around the study itself. Staff will clearly identify where policies or policy directions have changed in their general intent, been removed and/or added in a supplemental memo or report to accompany the draft policies. Staff are committed to ensuring an extended stakeholder review process by releasing the draft Official Plan policies well in advance of any statutory public meeting process under the *Planning Act*, at the appropriate time.

Additionally, through a separate memo and accompanying draft Official Plan policies, staff will bring forward policy direction for the greenhouse property that was formerly located within the Aldershot MTSA Special Planning Area.

Following the adoption of Official Plan policies for the MTSA areas, staff will move to complete the necessary public processes associated with Stage 5 of the project (Implementation) addressing zoning by-law amendments, urban design and other initiatives requiring alignment and integration or evolving out of the MTSA work. As discussed below, the path for the Appleby GO MTSA may look a little bit different. Staff are continuing to explore the next steps for further study and the timing implications and will report back to Council as soon as more clarity can be provided.

2.0 MTSA ASP Planning Study

Since Council's in-principle endorsement of the Recommended Preferred Precinct Plans for Burlington's MTSA's, staff and Dillon Consulting have worked to complete the MTSA ASP Planning Study Final Report. The MTSA ASP Planning Study includes:

- an overview of the Study process, purpose and objectives,
- a review of the policy context supporting the MTSA's,
- a summary of the various completed and draft technical studies supporting the project and their impacts to the project,
- a series of overarching policies and policy directions to apply to all MTSA's, and
- a series of MTSA-specific policies and policy directions including considerations related to implementation.

2.1 Modifications to the Precinct Plans as shown in the MTSA ASP Planning Study Final Report

As a result of the delegations and discussions with Council at the Community Planning, Regulation and Mobility Committee on January 11 and continued agency and stakeholder engagement since, a number of changes were made to the Recommended Preferred Precincts Plans. The modifications are reflected in the Precinct Plans as shown in the MTSA ASP Planning Study Final Report contained in Appendix C and summarized below. Figure 2 below shows the evolution of the Precinct Plans.



Figure 2 Evolution of the Precinct Plans as shown in the MTSA ASP Planning Study Final Report

It is important to note that the heights as discussed in the MTSA ASP Planning Study Final Report through schedules and policies are not final. This MTSA ASP Planning Study Final Report does not establish height or land use permissions.

Generally, the Precinct Plans for the Downtown Burlington UGC / Burlington GO MTSA and Aldershot GO MTSA were modified to provide height maximums as opposed to maximum height ranges, with the specific requirements to achieve the maximum heights outlined in policy and policy directions within the Study.

Also, potential public and community service facility locations are no longer identified on the Precinct Plans with the Symbol “PS” to reflect the intent that such facilities are permitted and encouraged in all precincts and will be supported through draft Official Plan policies identifying specific needs and requirements. This change was informed by policies and policy direction within the Study that speak to the achievement of community services and facilities across the MTSAs, in all precincts, and aligns with the opportunity to implement the findings of a number of other city initiatives including the Parks Provisioning Master Plan work and the Community Benefit Charge work, both of which are currently under way at a later date.

In support of vibrant and active streetscapes and uses at grade, a retail streets schedule and supporting policies were created to provide greater clarity about where continuous at-grade retail, service commercial, or office uses are required or permitted.

Additionally, across both of the MTSAs noted above, where large blocks of land are anticipated to be broken up by potential new complete streets or active transportation connections or where a comprehensive approach may be required to achieve the vision of the plan or precinct, supporting policy and policy direction was provided in the form of comprehensive block planning requirements or considerations.

2.1.1 Precinct Plan Modifications – Downtown Burlington UGC/Burlington GO MTSA

The following modifications pertain generally to the physical extent of the precincts and associated heights and are supported by a significant amount of policy and policy directions that will inform the creation of draft Official Plan policies at a later date.

Precinct	Change	Notes
Burlington GO Central	Increased Height Maximum to 45 Storeys (from 30)	This increase in height serves as the maximum height for the MTSA as well as the MTSA’s height peak. The increased maximum reflects the status of the Burlington GO MTSA as the City’s Urban Growth Centre and is reflective of the precinct’s central location around the

		Burlington GO Station and within the City's combined Urban Growth Centre and MTSA. 2207 Fairview Street (Leggat Chevrolet) was also moved into the Burlington GO Central Precinct from the Drury Node Precinct in recognition of its distinction from the adjacent CLV development.
Legion Node	Increased Heights and Height Clarity	The Legion Node Precinct was modified to provide direction with respect to the vision for where tall and mid-rise buildings are permitted. A height peak was identified at 30 storeys at the south west corner of Brant Street and Fairview Street, adjacent to the Frequent Transit Corridor. Descending from that peak, maximum heights were established that reduce south and west to a mid-rise height and form along Brant Street, Graham's Lane and adjacent to the Hydro Corridor with a mid-block height maximum of 20 storeys focused around the northern portion of Legion Road.
Drury Node	Height Maximum Established	In the Drury Node Precinct, at the time of Council's in-principle endorsement of the Recommended Preferred Precinct Plans, the Drury Node height had mistakenly been identified as 19 storeys. Since our January Council report, the height has been updated to reflect the nature of the settlement reached between the City and CLV Group with respect to their application impacting the north west corner of Drury Lane and Fairview Street to a maximum of 39 storeys.
All	Additional refinement and clarity for transitions to established residential areas	Staff re-examined transitions from mid and tall buildings to existing, low-rise residential neighbourhoods. This is reflected through more detailed policy guidance with respect to built form transitions and a new required, lower maximum height of 4 storeys within 40 m of low-rise residential areas within the Mid-Rise Residential Precinct. Lastly, the Low to Mid Rise Residential Precinct has been expanded to reach from north of the rail line to Queensway Drive

2.1.1 Precinct Plan Modifications – Aldershot GO MTSA

The following modifications pertain generally to the physical extent of the precincts and associated heights and are supported by a significant amount of policy and policy directions that will inform the creation of draft Official Plan policies at a later date.

Precinct	Change	Notes
Aldershot Main Street	Boundary reduction to Plains Road E/W generally	The extent of the Aldershot Main Street Precinct was reduced to reflect parcels generally fronting onto Plains Road East/West in recognition of the wider right-of-way and function of Waterdown Road and the role of Waterdown Road as a transition between the Aldershot Main Street Precinct and its established mid-rise character and the tallest buildings as envisioned in the Aldershot GO Central Precinct
Cooke Commons	Boundary extension to Waterdown Road	The Cooke Commons Precinct was extended west to Waterdown Road with a maximum height of 19 storeys.
Emery Commons	Boundary extension to Waterdown Road	The Emery Commons Precinct was extended east to Waterdown Road and a new linear park connection was added along Emery Avenue to create pedestrian focused north-south connections from Plains Road West to the Masonry Court extension.
All	Additional clarity around height maximum where ranges existed previously	Additional clarity was provided in a few areas within the Aldershot GO MTSA where ranges were unclear as to the maximum heights, specifically adjacent to Hidden Valley Park (from a range of 15-20 to 20 storeys) in the Aldershot GO Central Precinct, as well as a confirmation of the maximum height of 11 storeys within the Aldershot Main Street Precinct (originally 9-11). In the Cooke Commons Precinct, further clarity was provided around the location of the maximum height of 19 storeys along the west side of Cooke

		Boulevard and not just adjacent to Masonry Court.
All	Additional refinement and clarity for transitions to established residential areas	Staff reviewed, clarified and confirmed the direction with respect to transitions from mid and tall buildings to existing, low-rise residential neighbourhoods, reflected through more detailed policy guidance with respect to transitions

2.2 MTSA ASP Planning Study Final Report

The Precinct Plans as shown in the MTSA ASP Planning Study Final Report as shown in Appendix A are supported by general MTSA and MTSA-specific policy directions and policies which have been developed with Dillon Consulting since January's CPRM meeting. The Interim Report provided high-level policy directions which were used as the basis of the policies and policy directions which are contained within the MTSA ASP Planning Study Report and are intended to inform the creation of ASPs/Official Plan policies in the future.

The Study was done within the broader context of the Burlington Official Plan (2020) and uses the new Official Plan and all of its important supporting policies as the basis from which to begin setting out the more detailed vision for the MTSA areas.

The MTSA ASP Planning Study Final Report outlines the process undertaken through the Study, presents the findings from the technical work and outlines the vision, objectives and policies for the MTSA's generally and specifically. The following outlines the general structure and contents of the MTSA ASP Planning Study:

1.0 Introduction

Background, Purpose, Organization, What is an ASP, ASP Process, Study Objectives, Study Process, A note on Appleby GO MTSA, Time Horizon, OPAs, OP (2020) Appeals, MTSA Visions, Engagement

2.0 Technical Studies & Findings

List & Summary of Technical Studies, Technical Study Findings

3.0 Policy Framework and Overarching Policy Directions

Overview of Existing Policy Context including Provincial, Regional and Local Guidance, Objectives & Overarching Policy Directions for all MTSA's:

Climate Change & Sustainability
Transportation & Infrastructure
Urban Design

Complete Communities
Employment Uses & Conversions
Land Use Compatibility

Comprehensive Block Plans

4.0 Burlington Junction: Downtown UGC / Burlington GO Major Transit Station Area-Specific Plan Study

Background, Area Description, Existing Area Context, Vision, Objectives,
General Land Use Policies, Precinct Specific Land Use Policies:

Burlington GO Central

Queensway Main Street

Fairview Frequent Transit Corridor

Urban Employment

Drury Node

Legion Node

Leighland Node

Upper Brant

Mid-Rise Residential

Low to Mid Rise Residential

Burlington Junction Specific policies related to Community Services and
Facilities, Public Real, Streetscape, Transportation and Infrastructure

5.0 Appleby Gateway: Appleby GO MTSA Area-Specific Plan Study

Background, Area Description, Existing Area Context, Vision & Objectives

6.0 Aldershot Corners: Aldershot GO Area-Specific Plan

Background, Area Description, Existing Area Context, Vision & Objectives,
General Land Use Policies, Precinct Specific Land Use Policies:

Aldershot GO Central

Aldershot Main Street

Cooke Commons

Emery Commons

Mid-Rise Residential

Aldershot Corners specific policies related to Community Services and Facilities, Public Real, Streetscape, Transportation and Infrastructure

7.0 Implementation

General Policies, General Directions for Zoning, Phasing and Financial Tools, Monitoring Tools, Interpretation

The MTSA ASP Planning Study Report provides the building block upon which the ASPs and future Official Plan policies will be created. The Study provides recommendations based on technical studies (completed and completed in draft), planning analysis and best practices that will eventually inform the creation of Official Plan schedules, policies and policy directions. As has been noted within the Study Report, the findings and recommendations represent the best available information available at the time the study was finalized on June 28, 2022. As outlined below in Section 3.0, the study findings have, in some instances been informed by draft technical studies which require significant consultation and discussion with agencies, including the Region and Conservation Halton as well as peer reviews of selected studies. Staff is committed to ensuring the intent of the final findings of the Study, are captured to the greatest extent possible in the Official Plan policies to be developed at a later date. Staff note that because of these continued discussions and consultations, as well as possible planning and legislative changes, some of the findings of the Study may be modified through the creation of draft Official Plan policies at a future date. These future Official Plan policies will be subject to a future statutory public meeting and engagement process as outlined under the *Planning Act*.

It is also important to recognize the integration of the MTSA ASP Planning Study with Burlington's Economic Development's GO Investment Corridor Economic Vision. As outlined in [ECDEV-01-22](#), implementation will be a critical factor in the success of the MTSAs. The recommendation and actions outlined in Economic Development's GO Investment Corridor Vision are aligned with the policies and policy directions within the Study. Continued work with Economic Development as the project moves into the next stages of the project, in particular through Stage 5, Implementation in particular will help Burlington to achieve truly complete mixed use communities.

3.0 Supporting Technical Studies

As identified in the terms of reference of the project, there are a number of technical studies required to support the development of area-specific plans. In accordance with

the terms of reference, staff and Dillon Consulting have been working to update any supporting studies completed during the Mobility Hubs Study as well as working on conducting and completing the technical work identified in the terms of reference. For details about the scope, findings and recommendations of each of the studies, please refer to Chapter 2 of Dillon's MTSA ASP Planning Study Final Report (Appendix A).

The table below provides a status of each of the required technical studies for reference as of June 28, 2022, as well as their corresponding Appendix location. As noted, some of the studies are completed in draft and are subject to discussion and approval by the Region. Staff are committed to publishing technical studies as they move from Draft to Final status, upon the completion of the necessary discussions and approvals with the Region through the project website, Get Involved Burlington. Further, through the presentation of the draft Official Plan policies at a future date, staff append a completed set of finalized versions of the technical studies.

Study Name & Status	Status	Potential Impact to future ASP	Appendix Location (to PL-10-22)
Market Analysis Watson	Completed for the Mobility Hubs Study (2017). Updated March 2022.	Informed by the Precinct Plans as shown in the MTSA ASP Planning Study Final Report, the Market Analysis served as supporting background information informing the ASP Planning Study and to establish a context and understanding of the residential and non-residential market prospects and potential within the MTSA's.	2017 Report: Appendix F to PL-02-22 Update: Appendix D to PL-10-22 (MTSA ASP Planning Study Update)
Land Use Compatibility Study Dillon Consulting	Completed in Draft (April 2022) – Under Regional and Peer Review	Informed by the Noise and Vibration Study and the Air Quality Assessment, both prepared for the Mobility Hubs Study, the Land Use Compatibility Study was intended to inform the area-specific plan policies, schedules and mapping and will further inform Stage 5 of the project which	To be provided at a later date.

		addresses implementation.	
Pre-Feasibility Noise and Vibration Study Wood	Initiated as part of the Mobility Hubs Study; document finalized and posted in Fall 2021	Used to inform the Land Use compatibility Assessment, the Pre-Feasibility Noise and Vibration Study was intended to inform the development of the policies of the area-specific plan.	Appendix G to PL-02-22
Air Quality Assessment Report Wood	Initiated as part of the Mobility Hubs Study; finalized through the MTSA ASP Project; Complete	Used to inform the Land Use compatibility Assessment, the Air Quality Assessment Report was intended to inform the development of the policies of the area-specific plan.	Appendix E to PL-10-22 (MTSA ASP Planning Study Update)
Cultural Heritage Resource Assessments A.S.I.	Completed for the Mobility Hubs Study and posted in Fall 2021: Appleby Gateway Aldershot Corners	The Cultural Heritage Resource Assessments for the MTSA's were intended to support the development of area-specific plan policy.	Appendices H & I to PL-02-22
Stage 1 Archaeological Assessments A.S.I.	Completed for the Mobility Hubs Study and posted in Fall 2021: Burlington Junction Appleby Gateway Aldershot Corners	The Cultural Heritage Resource Assessments for the MTSA's were intended to support the development of area-specific plan policy.	Appendices J, K & L to PL-02-22
Functional Servicing Study Wood	Initiated as part of the Mobility Hubs Study; finalized through the MTSA ASP Project; Completed in Draft	The Functional Servicing Study was intended to inform the creation of area-specific plan policies and will further inform Stage 5 of the project which addresses	To be provided at a later date.

	– Under Review by the Region	implementation including Zoning regulations and urban design guidelines.	
Scoped Environmental Impact Studies Dillon Consulting	Completed for the Mobility Hubs Study; Finalized through the MTSA ASP Process; Final reports completed in draft and under review by CH/Region	The Scoped Environmental Impact Studies were intended to inform the creation of area-specific plan policies and mapping/schedules including Precinct Boundaries and the NHS.	To be provided at a later date.
Flood Hazard Assessment and Scoped Stormwater Management Assessments Wood	Initiated as part of the Mobility Hubs Study; finalized through the MTSA ASP Project; Aldershot GO and Appleby GO MTSAS: Complete Burlington GO MTSA - Phase 1 Flood Study was completed as part of the Scoped Reexamination of the Adopted Official Plan in 2020. Phase 2 work for Burlington GO is completed in draft and under review by City and CH	The Flood Hazard Assessment and Scoped Stormwater Management Assessments were intended to inform the development of area-specific plan policies as well as the supporting mapping/schedules including precinct boundaries.	To be provided at a later date.
Transportation Assessment Dillon Consulting	Undertaken through MTSA ASP Project; Completed in Draft – Under Review by the Region	The Transportation Assessment informed the development of the ASP Planning Study.	To be provided at a later date.

Fiscal Impact Assessment Watson	To be completed after Council adoption of Official Plan Policies.	The Fiscal Impact Assessment is intended to be an informative study, completed following Council's adoption of Official Plan policies and informed by the other technical studies	N/A
------------------------------------	---	---	-----

3.1 Appleby GO MTSA

As part of the project terms of reference, Dillon Consulting was retained to review land use compatibility from an air quality (dust, odour and other contaminants) and environmental noise and vibration for all of the City's MTSA's. The Land Use Compatibility Study, which built upon the Pre-Feasibility Noise and Vibration Study and the Air Quality Assessment has been completed in draft and undergoing internal and Regional review. The technical study provides an overview of potential land use compatibility issues from industry and transportation infrastructure (road and rail) based on an identification of facilities or industrial uses within each of the MTSA's and is intended to inform the development of the area-specific plans for the MTSA's.

Staff have reviewed a preliminary draft of the Land Use Compatibility Study received to date. As noted in Section 3.0 above, the preliminary draft of the Land Use Compatibility Study is currently under review by the Region. Based on the initial results from the study, Staff have significant concerns with the impacts of the study on the Appleby GO MTSA.

In the context of the Appleby GO MTSA, the preliminary draft Land Use Compatibility Study identifies a high number of industrial facilities classified as Class 3 in accordance with the D-6 Guidelines which have a potential area of influence (PIA) of 1000m and minimum separation distance of 300m. The preliminary draft Land Use Compatibility Study also has identified the need for further study involving more detailed modelling of existing industrial facilities and industrial processes as well as modelling of potential the types of anticipated development, including the introduction of new sensitive land uses and how those new sensitive land uses could impact the existing and planned employment uses within the Appleby GO MTSA.

While further details must be determined, staff have sufficient information to understand that we cannot proceed with the process to adopt policies for the Appleby GO MTSA in the absence of this information. Staff will continue to work with the Region to determine the implications of the draft land use compatibility study for the Appleby GO MTSA. As such, staff have paused the work on the area-specific plans for the Appleby GO MTSA in the short term to investigate the next steps with respect to land use compatibility.

Staff will report back to Council with additional information on next steps before the commencement of any scope of work.

Staff have begun to explore the extent, cost and process to achieving the necessary information to complete the study for the Appleby GO MTSA as well as the City's role in the process.

To inform the development of the ASP and to reduce the amount of planning approval effort required at the development application stage, Dillon recommends that a comprehensive land use compatibility study be completed for the Appleby GO MTSA. The recommended study would include assessments of air quality (odour, dust, and air contaminants), noise and vibration impacts from existing and permitted industrial lands within the Appleby GO MTSA on proposed sensitive land uses (e.g., residential or prestige office developments). To provide a useful and effective land use compatibility assessment, air and noise emissions data (e.g., air dispersion and noise propagation model inputs) from existing industries is required and conceptual development plans with approximate building massing locations and heights, will be needed to understand the characteristics of a development that would be compatible with existing industries.

There are two main options for the City's role in addressing land use compatibility at the ASP level, through a comprehensive study, both of which break down traditional barriers between these stakeholders and provides them with an opportunity to generate solutions collaboratively:

- Option 1: City acts as lead for technical analysis
In Option 1, the City's role would be to lead the comprehensive study, and coordinate land owners and industries to obtain the necessary technical information. The City would also retain a qualified consultant to complete the technical assessments of impacts at proposed sensitive land uses, including air quality dispersion modelling, noise propagation modelling, and vibration assessment and deliver the completed study.
- Option 2: City acts as lead for convening stakeholders
In Option 2, the City's role would be one mainly of coordination. The detailed technical assessments would be the responsibility of the development land owners. As the Convenor of stakeholders, the City would facilitate communication and data sharing between stakeholders, communicate needs for the study, provide the Terms of Reference for the study and, review the technical assessments to ensure they align with the Terms of Reference.

There are advantages and disadvantages to both options and staff continue to explore and understand the options and their implications. Regardless of the path chosen, the outcome of the comprehensive study should be used to identify specific mitigation requirements (at-source and/or receptor-based) to promote compatibility. This would

allow for appropriate intensification within the Appleby GO MTSA, with respect to land use compatibility, and improvement of nuisance impacts for those currently living within and beyond the MTSA. In most cases, compatibility can be achieved through a combination of detailed technical studies, proper site plan design, mitigation measures, and cooperation between existing major facilities, landowners and developers. Staff will report back at a later date with additional details about the next steps for the comprehensive land use compatibility study for the Appleby GO MTSA including a Terms of Reference, timing and costing information.

Staff note that until further clarity addressing land use compatibility can be achieved in the context of the Appleby GO MTSA, staff are not able to finalize the precinct plan and associated land use policies and policy directions. Further study represents the required release valve for determining the policies to guide growth and change within the Appleby GO MTSA. Until such time as the study can be completed to inform the creation of the precinct plan and associated Official Plan policies, significant areas of the Appleby GO MTSA will continue to be employment designated only.

3.2 MTSA Transportation Assessments

At the outset of the project through the Terms of Reference, staff made their best effort to identify required project components, timing and deliverables based on the intended progression of work and project schedule but that the details and timing of specific components may be subject to change through discussion with the Region. The Transportation Scope of Work identified a quantitative approach to assessing the existing and future conditions within the MTSA.

As a result of on-going discussions with staff at the Region, the scope of the transportation work as outlined in Appendix G of the Terms of Reference for the project has evolved. Staff are continuing to work through draft Transportation Assessments in collaboration with Dillon Consulting and the Region towards a qualitative assessment that focuses on high level issues and identifies future actions and study requirements to support the objectives of the Integrated Mobility Plan (IMP) and of the Region. The Transportation Assessments do not include detailed modelling of the existing and future conditions of the MTSA Areas but contain considerations for the planned transportation and future local MTSA Mobility Networks for the MTSA. The transportation assessments will provide discussion around supporting programs, services and policies as well as outlining future requirements for both the City and the development industry including phasing of development and additional study requirements for the City, and development industry in the interim.

Strategy/process

As noted in section 1 above, a number of things have impacted the timeline and deliverables as outlined in the Terms of Reference as it was approved for the project in June 2021. As a result of those changes, the path towards the completion of the project has evolved and will continue to do so into the near future. At this time, staff are not able to predict with certainty the estimated completion of the project. However, in moving toward the creation of ASPs it is important that the conclusion of the MTSA ASP Planning Study be discussed with Council, the community and stakeholders and that discussion can be used to inform the creation of draft Official Plan policies in the project's next steps. This staff and the appendices attached, are intended to facilitate continued engagement around the MTSA ASP Planning Study to inform the next steps in the project.

Financial Matters:

In June of 2021, 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.

There have been several minor shifts in scope that to date have been accommodated within the overall budget. As discussed Staff will continue to 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 transmits a planning study that contains a land use vision depicted through precinct plans as well as the initial stages of policies and policy directions which inform the creation of Official Plan policies that will shape the physical environment of the MTSA as their full build out potential.

The MTSA ASP Planning Study builds upon the policy directions presented in the interim report by continuing to plan for higher densities that make more efficient use of land and resources including infrastructure and community services and 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. The MTSA Planning Study includes directions that support 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. The Study also plans for and provides opportunities for increased and enhanced green spaces, parks and linear parks that will help to mitigate the urban heat island effect and improve climate resiliency and overall, shifts focuses 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.

Chapter 3 of the MTSA ASP Planning Study (Appendix A) contains overarching policies and policy directions that provide direction across all of Burlington’s MTSA and speaks to the city’s commitment to bring environmentally sustainable and climate resilient community. The policies and policy directions include guidance related to encouraging low/zero carbon energy for public and private development, ensuring vehicle and transportation electrification readiness and the exploration of incentives and tools that support the implementation of the City’s Sustainable Building and Design Guidelines, among other directions.

Engagement Matters:

Given the changes to the project and the inclusion of an interim step in the project (Pre-Stage 4A), this stage of the project was not formally considered a period of engagement. Staff indicated in January through PL-02-22 that refinements would continue to be made to the plan in response to a number of things, including stakeholder engagement. Since January, staff have regularly consulted with stakeholders around the Precinct Plans as shown in the MTSA ASP Planning Study Final Report. In particular, staff held a number of recurring “Talk to a Planner” sessions with members of the development industry which have informed a number of the

modifications to the plan noted in Appendix C. Staff also spoke with a small number of members of the public.

As we move toward the creation of Official Plan policies for the MTSAs, it is important that the conclusion of the MTSA ASP Planning Study be discussed with Council, the community and stakeholders and that discussion can be used to inform the creation of draft Official Plan policies in the project's next steps.

As the project advances, staff will prepare a Feedback Summary containing all of the feedback received since January 2022 to support the future engagement initiatives as outlined in the Engagement Plan.

Conclusion:

The creation of ASPs or Official Plan policies for Burlington's MTSAs is an important Council and corporate priority. Despite the uncertainty and challenges facing the project, staff are pleased to share the results of the MTSA ASP Planning Study and look forward to receiving feedback on the study from Council and the public in the coming months. The MTSA ASP Planning Study finalized technical studies and further public and stakeholder engagement will inform the creation of Area-Specific Plans for Burlington's MTSAs through Official Plan policies, which staff are committed to providing for public feedback as soon as possible.

Respectfully submitted,

Jenna Puletto, MCIP RPP, Coordinator of Community Initiatives

Karyn Poad, MCIP RPP, Senior Planner, Policy Planning

Samantha Romlewski, Senior Planner, Community Initiatives

Rebecca Lau, MCIP RPP, Planner, Community Initiatives

Alison Enns, MCIP RPP, Manager of Policy & Community

Appendices:

- A. MTSA ASP Planning Study Final Report, Prepared by Dillon Consulting, June 2022
- B. Council Information Package Memo from Community Planning Department June 10, 2022
- C. Modifications from Recommended Preferred Precinct Plans to Precinct Plans as shown in the MTSA ASP Planning Study Final Report

- D. MTSA Planning Areas Market Analysis (June 2022), as prepared by Watson & Associates Economists Ltd
- E. Air Quality Assessment Report (November 2021), as prepared by Wood

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.