



SUBJECT: Burlington Official Plan, 2020 Targeted Realignment Exercise – Initial Work Plan

TO: Community Planning, Regulation & Mobility Cttee.

FROM: Community Planning Department

Report Number: PL-45-23

Wards Affected: All

Date to Committee: June 27, 2023

Date to Council: July 11, 2023

Recommendation:

Direct the Director of Community Planning to initiate the work plan for the Burlington Official Plan, 2020 Targeted Realignment exercise, as generally set out in section 3.0 and visually described in Appendix C to community planning department report PL-45-23; and

Direct the Director of Community Planning to develop a detailed terms of reference based on the key points of investigation as set out in section 3.0, item A in connection with item B, and further described in Appendix D to community planning department report PL-45-23; and

Direct the Director of Community Planning to develop an engagement plan for the Targeted Realignment of the BOP, 2020; and

Authorize the Director of Community Planning to develop the technical work and the engagement plan to an upset limit of \$175,000 as set out in the Financial Matters section of the report.

PURPOSE:

The purpose of this report is to present an initial work plan to undertake the revised approach to advancing the Burlington Official Plan, 2020 (BOP, 2020) and ensuring alignment with the updated Regional and Provincial policy framework. The overall legal strategy acknowledges the role for both modifications through the Ontario Land Tribunal (OLT) and statutory official plan amendments (OPAs) to develop a local vision for

growth and development to address the range of changes to the planning framework since the 2020 Regional approval of the Burlington Official Plan. This report focuses on identifying areas for City-initiated OPAs and provides:

- best available information on the required near-term technical and planning work,
- flexibility and adaptability to respond to new information and potential disruptions, and
- a high-level tentative timeline with associated deliverables.

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:

1.0 Changes in the Planning Legislation, Regulation and Policy

Since the Regional approval of the BOP, 2020 a number of changes to the broader policy framework have been realized or proposed. The following table outlines the key elements of change. For more information, reference can be made to the reports linked in each section.

Name	Date	Broad Effect
Regional Official Plan Amendment 48 (ROPA 48)	November 2021	Revised Regional Structure; Establishment of a Regional Urban Structure and Strategic Growth Area hierarchy; Delineated boundaries of Strategic Growth Areas in accordance with A Place to Grow, including Protected Major Transit Station Areas. PL-41-22 Regional Official Plan Amendment 48 – Approach to achieve conformity PL-30-22 New Burlington Official Plan – Proposed modifications for ROPA 48 conformity PL-52-22 New Burlington Official Plan recommended modifications for ROPA 48 conformity

<p>Bill 23, More Homes Built Faster Act, 2022</p>	<p>Royal Assent November 2022</p>	<p>Introduced significant legislative changes to the <i>Planning Act, Development Charges Act, Heritage Act, Conservation Authorities Act</i>, among others</p> <p>Introduced significant changes to regulations and practices impacting housing, natural heritage, and natural hazards, among others.</p> <p>Some of the most significant impacts such as the Regional Official Plan becoming an Official Plan for the City of Burlington, will not be in place until Royal Proclamation (date unknown at this time, but not expected earlier than Winter 2024).</p> <p>PL-05-23 ROPA 48, 49 and Bill 23 – Approach to achieve conformity and compliance</p> <p>PL-82-22 City of Burlington submissions as of November 25 on Ontario’s Housing Supply Action Plan and Bill 23</p>
<p>Regional Official Plan Amendment 49 (ROPA 49)</p>	<p>November 2022</p>	<p>As proposed the amendment was to have implemented the Region’s Integrated Growth Management Strategy (IGMS). Through Ministerial approval population and employment growth distributions were set to 2051, and new urban areas and employment conversions beyond those proposed through the original Regional adoption were included. The approval also gave direction to update associated background work.</p> <p>PL-37-22 Regional Official Plan Review ROPA 49 Staff Comments</p> <p>PL-05-23 ROPA 48, 49 and Bill 23 – Approach to achieve conformity and compliance</p>
<p>Housing Pledge</p>	<p>March 2023</p>	<p>Established a Provincially assigned aspirational housing target of 29,000 new housing units in Burlington by 2031 City pledge letter and supporting materials.</p> <p>PL-24-23 Burlington Housing Pledge</p> <p>See attached as Appendix A to this report a copy of the complete housing pledge submission to the Province</p>
<p>Proposed Provincial</p>	<p>Released April 2023</p>	<p>Draft document that combines elements of the existing policies of A Place to Grow – Growth Plan for the</p>

<p>Planning Statement (PPS)</p>		<p>Greater Golden Horseshoe and the Provincial Policy Statement, 2020 and introduces new concepts</p> <p>PL-39-23 City of Burlington Comments – Bill 97 and proposed Provincial Planning Statement</p>
<p>Bill 97, Helping Homebuyers, Protecting Tenants Act, 2023</p>	<p>Released April 2023</p>	<p>Proposes a number of changes to a variety of Acts, including but not limited to the <i>Municipal Act</i> and the <i>Planning Act</i>.</p> <p>Among other things, Bill 97 introduces changes to the area of employment definition and an extension of development application fee refund timing.</p> <p>PL-39-23 City of Burlington Comments – Bill 97 and proposed Provincial Planning Statement</p>

At the November 8, 2022 Community Planning, Regulation and Mobility Committee meeting a verbal update was provided in association with the report [CS-12-22 Consultations on Bill 23, More Homes Built Faster](#). The following staff direction was developed- acknowledging the need to undertake further analysis to understand impacts and develop a plan for moving forward:

Direct the Director of Legal Services and Corporation Counsel, and the Director of Community Planning to provide a detailed analysis of the effect of ROPA 49, a listing of strategic considerations, implications on specific sites, and an action plan to implement the decision informed by local vision in January with regular updates to follow; and

Direct the City Manager to work with the Executive Director of BEDC to bring back a report regarding the Alinea Group Letter of Intent in December. (SD-26-22)

In association with the release of Bill 23 in October, 2022, the Province requested that municipalities prepare a ‘Municipal Housing Pledge’ that would commit to an aspirational housing target assigned by the Province to 2031. Through PL-24-23 and subsequent discussions at Council, the City committed to the City’s role in the delivery of the aspirational housing target through the development of the Housing Pledge. Through other staff reports and motions the City began the work to identify the financial impacts of Bill 23, and set out a Council Motion encouraging the Province to move forward expeditiously with its identified work, while also conveying the principles critical

to the City. While action on many items has progressed, Council, City staff, the public, agencies and development partners still face significant uncertainty in relation to the Provincial policy framework.

Most recently, through [PL-39-23](#), the Community Planning, Regulation and Mobility Committee considered staff comments on Bill 97 and the Proposed Provincial Planning Statement released for consultation. Staff and Council comments underlined the high degree of change to the Ontario planning policy framework that would be introduced through the finalization of the new document. The Proposed Provincial Planning Statement was drafted with a focus on housing, to the extent of overwhelming other areas of Provincial interest. However, balancing all matters of provincial interest while implementing and refining the local vision in the Official Plan will be the critical next step for the City of Burlington. This work will also support the shared objective of more homes, built faster, while engaging with the community, agencies and development partners on key changes to the broader policy framework.

2.0 Overall Work Plan

On May 17, 2023 Council waived privilege on a memo which presented the structure for a general approach to addressing existing and emerging changes to the fundamentals of the land use planning framework in Ontario. In summary, the memo acknowledges that while some policy changes required to the BOP, 2020 may continue through modifications there are a number of future changes that are best addressed through statutory amendments. For further details please refer to Appendix B to this report titled “Revised Approach – Addressing required changes to the new OP”.

While this report is focused on the Targeted Realignment exercise, work continues with appellants to identify areas where no modifications, or only minor modifications to the BOP, 2020 would be required to bring policies into effect. This behind-the-scenes effort will help to clarify what might reasonably move ahead in 2023, given the dates currently held in the OLT’s calendar for the consideration of the BOP, 2020.

Given the significant changes in the broader policy framework and the City’s approach to those changes, it is likely that only Phase 1A (Agricultural) and Phase 1C (Aggregates) will proceed in accordance with the current Master Procedural Order. This however, is subject to approval by the Tribunal. Concurrent with the Targeted Realignment, work to develop a new phasing approach will be undertaken through confirmation of the modifications approach and through communication of the amendment approach. Discussions with appellants, both individually and collectively, will likely draw out new information that will inform refinements to the overall approach,

including a revised phasing plan. It is expected that a new approach to phasing will be presented in late 2023.

3.0 Targeted Realignment Work Plan

The initial Targeted Realignment work plan is focused on those areas of the BOP, 2020 which:

- require local study and interpretation to implement changes to the policies to be consistent with or conform to upper tier plans and policies and provincial policy/plans and/or legislation;
- are in effect policies that require amendment to be consistent with or conform to upper tier plans and policies and provincial policy/plans and/or legislation;
- where changes to the policy framework are substantial, result in key policy changes that require broader public engagement and/or would otherwise be difficult to address through OLT modifications to the currently appealed policies.

The categories above and the items below represent staff's current assessment of the policies. The initial components identified for inclusion in the Targeted Realignment exercise are listed below and may not be an exhaustive list of all the situations in which amendments to the BOP, 2020 will be required or recommended.

The implementing Official Plan Amendment for the Major Transit Station Area (MTSA) Area-Specific Planning project is the first element that requires such local study and interpretation to conform to the Regional Official Plan. For details on the MTSA project please refer to PL-40-23 being considered on at the June 27, Community Planning, Regulation and Mobility Committee meeting.

Beyond the MTSA ASP implementing Official Plan Amendments, the early focus of the Targeted Realignment exercise will be the delivery of updates to several inter-related elements of the Official Plan, as outlined in the following subsections. While the items below are currently identified as requiring amendment, planning staff will continue working with Legal to identify opportunities to bring revised elements forward through OLT modification, if appropriate.

The sections below outline the 6 key areas of the workplan. Appendix C: Targeted Realignment Exercise - Conceptual Work Plan June 2023 presents a high-level overview for visualization purposes which generalizes the work and includes the identification of current areas of uncertainty. This visual presents an overview of the conceptual work plan as it is understood today. More specific details on timing, clarity surrounding expectations and new information will continue to inform the work, and future iterations of the conceptual work plan.

A) Local Growth Management Update – Growth Expectations to 2051 (staff and consultant led)

The forecasted population and employment growth allocated to the City of Burlington to 2031 in the Regional Official Plan and reflected in the BOP, 2020 came into effect by virtue of the *Planning Act*, which limits appeal rights to these policies. An amendment is required to align with not only the shift to a planning horizon of 2051, but also the Regional Structure and Regional Urban Structure changes and the impact of those significant changes on the assumptions that informed the development of the BOP, 2020 and the Regional Official Plan Review (ROPR).

Several land use assumptions of the BOP, 2020 and the work prepared to support the ROPR have changed as a result of ROPA 49, i.e.:

- The Minister’s decision adjusted the Region’s planning horizon from 2041 to 2051.
- The decision introduced Regional Structure and Regional Urban Structure changes across the Region.
 - In Burlington the Minister’s decision introduced new community area by way of urban boundary expansion and through the conversion of existing areas of employment.

In addition, while there remains some uncertainty on the timing of changes related to Bill 23, Bill 97 and the Proposed Provincial Planning Statement, these documents have changed, or have the potential to further alter, how Burlington must approach planning for population and employment growth. Any local approach to this work must be adaptable and resilient to future changes or new emerging guidance from the Province. The Local Growth Management Update will include the development of Policy Directions to inform future changes to the Official Plan, guided by the following principles:

- 1. The BOP, 2020 remains representative of Council’s position, as informed by the community’s vision for growth and change in the City.**
- 2. Growth continues to be prioritized in Strategic Growth Areas and, in general, growth to 2051 will continue to be prioritized within the Built Boundary.** In alignment with the BOP, 2020 and reinforced by ROPAs 48 and 49, care should be taken to phase and prioritize growth within Strategic Growth Areas and within the City’s Growth Framework. Area-Specific planning at the local level, as well as financial and infrastructure planning at the Regional level, will be required to bring new Community Areas forward for servicing prioritization by Halton Region. Staff and Council may identify opportunities to delineate new Strategic Growth Areas, where appropriate, in addition to those currently identified within the Regional Official Plan.

- 3. The City will exhaust its Employment Land supply between 2031 and 2044**
Staff analysis confirmed that the City's vacant employment supply will be exhausted between 2031 and 2044. With the removal of approximately 126 ha (gross) of land from the Regional Employment Area, the City's ability to meet the employment forecasts assigned through ROPA 49 (distributed as directed by the Growth Plan) is likely to be compromised. Compounding the effect, with new population growth more population-related employment will be expected, likely meaning a higher employment expectation to 2051. Therefore, any opportunity to designate new, protected employment area should be considered high priority. Other approaches to achieving employment growth, including but not limited to encouraging more innovative employment forms compatible with uses within key mixed-use areas like the MTSAs, will be emphasized.
- 4. The updated local vision for growth will align with the Strategic Plan, Vision to Focus, and the Burlington Official Plan, 2020, and will set out the requirements of building healthy, complete and sustainable communities.**
- 5. The updated local vision for growth will deliver on the shared Provincial mandate and the City's vision for housing, including the Housing Strategy- which will support the creation of new housing for a wide range of household sizes and incomes.**
- 6. Key changes to the local vision for growth and policy framework will be supported by detailed technical work, planning study and community engagement.**

This work will also include consultant support for the preparation of a detailed growth analysis, using best practices and building on existing technical efforts as set out in the Appendix D: Population and Employment Growth Analysis Proposed Terms of Inquiry.

B) Urban Structure and Growth Framework Update (Staff led)

The Urban Structure and Growth Framework policies and schedules of the BOP, 2020 have not come into effect, and remain broadly under appeal. As noted previously, the significant Provincial modifications to the Regional Urban Structure (i.e. employment conversions and new Community Areas) have introduced challenges with the foundational work of the Region's Integrated Growth Management Strategy.

Due to interconnections with growth expectations to 2051 and beyond, the City's Urban Structure and Growth Framework policies require updating to address ROPA 49 and to describe local objectives for the areas of change within the Urban Structure and the Growth Framework.

The City's work must therefore address new Regional Urban Structure elements and establish a distinct local vision for the long-term role and function of these new areas within the local Urban Structure and to establish priority through updates to the Growth Framework. This work will also include the consideration of key opportunities to establish new Strategic Growth Areas, where appropriate.

This work set out in A and B will need to be driven by a comprehensive engagement plan and consider, at a minimum:

- BOP, 2020 and Regional Official Plan policies – connection to planning for new communities, infrastructure
- Planning for and Accommodating Employment to 2051, and beyond;
- Planning for and Accommodating Population to 2051, and beyond;
- The City of Burlington's aspirational 2031 Housing Pledge; and
- The role and function of several new community areas, including new Urban Areas;

C) Policy Analysis and Recommendations: Bill 23, Proposed PPS; Regional Official Plan (Staff led)

While portions of Bill 23 have yet to receive Royal Proclamation, it is clear that the role of the upper tier municipality will evolve to no longer having a planning responsibility. Ultimately, the Regional Official Plan will become a plan of the City, which the City will be responsible for implementing until such time that it is revoked and/or amended. This change, coupled with the evolving Provincial planning framework, will result in the need for further study and recommendations to the new Official Plan. Additional time is needed to determine the complete scope of work but this is meant to capture any areas of the Official Plan that are impacted. The final elements of this work will likely be impacted by other work plan elements set out here and could potentially be dealt with through modification as a result of dealing with appeals. Impacts to Heritage, Natural Heritage, and Agricultural policies, among many others, must be considered.

Halton Region and its partner municipalities have been proactive and have developed and presented to Regional Council a transition plan as part of [LPS 34-23 Regional Planning in a Post-Bill 23 Environment](#). While uncertainty remains, this is an important opportunity for the City to be proactive in determining how it will comprehensively address these interconnected matters. While the nature of the changes are significant, this work still fits within the normal course of work and responsibilities of the Policy and Community team.

D) Local Directions: Draft ROPA 50 package Transition to Local Municipalities (Staff led)

As outlined in the post-Bill 23 transition plan for Halton, the Region has not completed its current Official Plan Review. Prior to the introduction of Bill 23, the Region had planned to proceed with ROPA 50 to address the remaining matters associated with its Municipal Comprehensive Review. These include matters identified in the Region's 2022 Policy Directions Report that have not already been addressed through ROPAs 48 & 49. These policy areas include, but are not limited to:

- Rural and Agricultural
- Natural Heritage
- North Aldershot

The Region will not advance ROPA 50 on the basis that the local municipalities have agreed this work can be fulfilled once they have assumed the Regional Official Plan following Royal Proclamation of Bill 23. The Region is targeting to package and deliver the draft ROPA 50 background information to local municipalities in 2023 and will offer support for up to 6 months following Proclamation. The City will need to review and refine these background materials and then move forward with developing local directions to inform future updates to the Burlington Official Plan, 2020.

This work will also need to consider the revised Provincial policy framework, including the new Provincial Planning Statement once it has been finalized and brought into effect. Given its recent release, the Proposed Provincial Planning Statement has not been considered in the background materials developed for ROPA 50 to date. As of the writing of this report, the consultation window on the Proposed Provincial Planning Statement has been extended to enable further discussion, particularly regarding policies impacting the agricultural system. Coupled with the unknown nature of the forthcoming changes to natural heritage policies, there remains uncertainty around the extent of work that will be required to bring the Burlington Official Plan, 2020 into alignment with updated Provincial policies in relation to certain policy objectives. Based on the draft materials released to date, the new Provincial Planning Statement may have significant implications for growth in both urban and rural areas.

Given the scheduled hearing dates for Phases 1A (Agriculture) and 1C (Aggregates) in 2023, it is likely that a significant portion of the City's rural and agricultural policies will be in effect later this year. Once brought into effect by the OLT, these policies may require future updating by way of statutory amendment to ensure consistency with policies introduced through the forthcoming Provincial Planning Statement. In other instances where policies remain subject to appeal, depending on the final version of the Provincial Planning Statement, the extent of Provincial changes may be so substantial that it would be inappropriate to proceed by way of modification through the OLT process. Staff will continue to monitor policy changes initiated by the Province to assess

potential impacts on the Targeted Realignment Exercise and refine the work plan accordingly, including the identification of any additional technical studies that may be required.

E) Other: Additional Residential Units (Staff led)

The Additional Residential Units policies came into effect with the Regional approval of the BOP, 2020 by virtue of the *Planning Act*, which limits appeal rights to these policies. These policies will need to be amended to comply with recent changes to the *Planning Act* resulting from Bill 23. Staff propose a statutory amendment to the BOP, 2020 and a concurrent amendment to the Zoning By-law to ensure compliance with updated Provincial legislation.

F) Future: 1200 King Road; Bronte Creek Meadows; Bridgeview

The Ministers decision on ROPA 49 has identified lands to be brought into the urban area through the ROP. As noted above, the City's new OP growth framework continues to prioritize strategic growth areas for development and infrastructure servicing. As such, future plans for these areas will be subject to comprehensive study through Area Specific Planning to establish a vision for delivering elements of complete communities that can be adequately serviced.

The policies of the Regional Official Plan and the City's Official Plan require that area-specific plans are to be prepared by the municipality for settlement areas such as new communities or Strategic Growth Areas and are to be incorporated as amendments to the Local Official Plan.

The Regional Official Plan also includes policies giving guidance to Local Municipalities in the preparation of Area-Specific Plans or policies for major growth areas:

77(5) Require the Local Municipalities to prepare Area-Specific Plans or policies for major growth areas, including the development or redevelopment of communities. The area may contain solely employment lands without residential uses or solely a Strategic Growth Area. Such plans or policies shall be incorporated by amendment into the Local Official Plan and shall demonstrate how the goals and objectives of this Plan are being attained and shall include, among other things:

- a) a general statement of the intended character of the area or community,
- b) boundaries of the area or community,
- c) policies for the protection of the Regional Natural Heritage System and for the protection of public health and safety within hazard lands,

- d) capacity targets of population, housing units and employment, including targets for Affordable Housing,
- e) land use patterns that promote mixed-use, compact, transit-supportive, walkable communities, including the locations of local facilities for social, cultural, recreational, educational and religious purposes,
- f) location, types and density of residential and employment lands that contribute to creating healthy communities through:
 - [i] urban design,
 - [ii] diversity of land uses,
 - [iii] appropriate mix and densities of housing,
 - [iv] provision of local parks and open space,
 - [v] strengthening live-work relationship through a proper balance of residential and employment land uses, and
 - [vi] promoting active transportation and public transit use.
- f.1) consideration for land use compatibility in accordance with Regional and Ministry of the Environment guidelines,
- g) overall development density for the area or community and, if it is located within the Designated Greenfield Area, how this density will contribute towards achieving the minimum overall development density for Designated Greenfield Areas in the Local Municipality as set out in Table 2 and the Regional phasing as set out in Table 2a,
- h) a transportation network that promotes public transit and active transportation, including a strategy for early introduction of transit services,
- i) development phasing,
- j) storm water management or, if the scale of development justifies, a Sub-watershed Study as per Section 145(9),
- k) Environmental Impact Assessments, if any part of the Regional Natural Heritage System is affected in an area not covered by a Sub-watershed Study,
- l) an Air Quality Impact Assessment based on guidelines under Section 143(2.1),
- m) water and wastewater servicing plans,
- n) provision of utilities,
 - o) a fiscal impact analysis,
- p) a community infrastructure plan, based on Regional guidelines, describing where, how and when public services for health, education, recreation, socio-cultural activities, safety and security and Affordable Housing will be provided to serve the community, and

q) an Agricultural Impact Assessment on potential impact of urban development on existing agricultural operations, including the requirement for compliance with the Minimum Distance Separation formulae where an agricultural operation is outside the Urban Area.

Related to the Region's continued role in the provision of infrastructure to support growth, this work is necessary to demonstrate conformity to the Regional Official Plan including but not limited to policy 77(17). This policy requires that a number of conditions must be met prior to approving development, including but not limited to:

a) approval by Regional Council of a financial and implementation plan, including financial commitment by the private development sector to absorb its share of the cost of the provision of the necessary infrastructure and human services as permitted by applicable legislation. The financial and implementation plan shall be based on:

[i] Area-Specific Plans or a generalized land use map in the Local Official Plan that meets the requirements of Section 77(5) showing land use designations and community structure approved by the Local Municipality, and

[ii] the municipal portion of the Joint Infrastructure Staging Plan as described in Section 77(12);

b) approval of applicable development charge by-laws;

c) determination by Regional Council that the intensification targets in Table 2, and the Regional phasing in Table 2a as monitored through Sections 77(2.2) and 77(2.3), can be reasonably achieved;

d) Regional phasing, as outlined in Table 2a, shall be used as a guiding principle for the movement between phases of development and shall apply to Sections 77(5), 77(12) and 77(15);

e) unused Regional phasing from Table 2a will be carried forward to following years to achieve the Regional phasing outlined in Table 2a.

The preparation of these area specific plans (or an equivalent approach that meets the policy intent of the Regional Official Plan) in partnership with land owners will support meeting these requirements and others, while ensuring that Burlington's priorities for these new Community Areas, or potentially new Strategic Growth Areas, are clearly communicated and highlighted in Regional infrastructure planning, financing and phasing plans.

While Eagle Heights in the North Aldershot Planning Area was also established as a new Community Area through ROPA 49, it has been omitted from the Targeted Realignment exercise due to the ongoing proceedings at the OLT.

4.0 Connections

Vision to Focus Update

The emerging work on defining Vision to Focus has identified a clear connection to the complete communities theme and this work plan. As both move forward, the work plan for the Targeted Realignment exercise will emphasize opportunities to connect to the Vision to Focus update, and embed such connections in both the engagement plan and future reports.

New Zoning By-law Project

The New Zoning By-law (NZBL) Project is focused on comprehensively updating the City's Zoning By-law to implement the policies of the BOP, 2020. As discussed in [staff report PL-39-23](#), the original project schedule is delayed due to significant uncertainty as a result of the wide range of changes occurring, or set to occur, to Provincial policy and regulation that will require changes to the BOP, 2020, as well as the ongoing appeals. The Targeted Realignment exercise for the BOP, 2020 as well as modifications through the OLT process, will advance the BOP in a timely manner, which will also allow the NZBL Project to move forward. The Policy and Community team will continue working closely with the NZBL Team to communicate any proposed changes to the NZBL project work plan and schedule, including the exploration of opportunities to advance certain aspects of the project, such as established neighbourhood and/or residential neighbourhood areas and additional residential units. Upcoming staff reports will address any proposed changes to the NZBL work plan and schedule.

Strategy/process/risk

Changing Parameters

The initial work plan proposed for the BOP, 2020 Targeted Realignment exercise has been developed with special attention to the variables and inputs that are changing and uncertain at this time. This first iteration of the work plan is conceptually depicted in Appendix C which envisions some work extending into 2025. Planning staff will continue to work with Legal to try to obtain approval of as much of BOP, 2020 as possible. The work plan will be a living document revisited where required and may be informed by future changes that are not yet known (e.g. final version of Proposed Provincial Planning Statement or the introduction of additional legislative changes).

Revisions and opportunities for reprioritization will be identified by staff and communicated to Council in a timely manner.

Resources and Capacity

As it evolves and develops, this work plan will occupy a significant amount of the Policy and Community team's time over the coming period. While all efforts will be made to meet the tentative timelines, staff will pay close attention to new information and projects and will report regularly on priorities. As previously noted, resources will continue to be challenged to deliver on the work plan in the context of the broader work required to continuously review and respond to ongoing significant changes to the planning policy framework. Staff will monitor impacts and will identify any concerns about carrying out those elements of the work plan that are staff led or require significant staff support.

In the near-term, the Community Initiatives team will be focused on the delivery of the MTSA OPAs and the preparation (subject to Council approval) of a Community Planning Permit System (CPPS) and implementing CPPS By-law. This work is expected to continue through significant public engagement and Council discussion to the end of 2023. At this time, it appears that by early 2024 this team will be available to pivot to develop the area-specific plans (or equivalent) for the identified new Community Areas. As part of the resources requested below, staff are requesting that Council approve a three-year contract for a Planner II in Community Initiatives. See the details in the Financial section below.

New policy studies that would require Policy Planning team resources would need to be postponed or provided other resources. As it stands, Policy Planning will have a key focus on advancing the Official Plan through the OLT process. This is a critical investment as it will have a direct impact on supporting progress on the New Zoning By-law project. In addition, staff will continue to play an important role in supporting the Housing Strategy Implementation.

In general, it is possible that the workload as set out in the tentative timeline may limit the ability of the team to participate in other city initiatives and will likely have the effect of delaying other important projects that have been identified, for example the proposed Biodiversity Strategy, the Agricultural Action Plan and future Community Improvement Plans.

Multiple population and employment data/forecasts

Halton Region is currently undertaking their Joint Best Planning Estimates (JBPE) work. The work commenced in early 2023. As previously noted, the lower-tier municipalities in Halton will inherit the Region's Official Plan and its planning authority upon Royal Proclamation of Bill 23. However, Halton Region will continue to implement infrastructure master planning and allocation. While growth management will soon be undertaken by the individual local municipalities, Halton Region will continue to be tasked with the master planning and delivery of infrastructure to facilitate growth and development across the Region.

In response to these changing responsibilities, Halton Region has developed a process to work closely with the local municipalities to develop Joint Best Planning Estimates. The purpose of the JBPEs is to inform Regional infrastructure master planning that supports local municipal visions for growth. This work is informed primarily by the findings of the [Land Needs Assessment](#) completed as part of the [Integrated Growth Management Strategy](#). The work will also be informed by ROPA 49 as modified (which, among other things, introduced new community area to Halton Region), the findings of the 2021 Census and the Housing Pledge. It is the intent of the JBPEs that they be flexible and responsive to change as Halton moves through this time of transition and as understanding of the impacts of Bill 23, Bill 97 and the Housing Pledge and future policy changes evolve. Staff have provided detailed comments to the Region and continues to discuss the importance of clarity on the purpose and use of the JBPEs, and that they be flexible and responsive to change.

The JBPEs are being prepared for the express purpose of infrastructure master planning- this work is also being undertaken in advance of Burlington's Growth Analysis to fully understand the amount of growth the city should anticipate to 2051. The findings of the identified Growth Analysis will inform future iterations of the JBPEs.

In addition to the Region's JBPE work, the City is in the process of undertaking a number of projects that employ growth assumptions, including updates to the Development Charges By-law, the Community Benefit Charge By-law and the Park Land Dedication By-law. For this work, a shared approach was used related to growth assumptions that consider recent changes to the planning framework. Staff will continue to work together as the growth analysis work moves forward to inform these projects and evolve our strategy to ensure the most accurate and up to date information is used.

The Population and Employment Growth Analysis work described in this report will provide a single, reliable, up-to-date source of population and employment growth information for the City of Burlington to 2051 and beyond.

Options Considered

As discussed at length in the planning memo accompanying legal report L-23-23 and attached to this report as Appendix B, a wide range of issues were considered in the

development of the initial work plan for the Targeted Realignment of the BOP, 2020. The proposed scope relies upon the identification of key local priorities – consistent with City of Burlington principles.

Staff note that a significant amount of uncertainty remains in relation to the timing and nature of future planning framework modifications already initiated by the Province, or that may be initiated in future.

Financial Matters:

As noted above as part of item A of the Targeted Realignment exercise, staff have identified a required technical study. As with all elements of the work plan, significant uncertainty exists in understanding the full extent of the work required at this time. Staff have provided details in Appendix D to this report to present the ‘knowns’ of the technical work and highlight the elements that are currently unknown. Staff request the opportunity to take additional time to refine our understanding and develop a resilient and effective terms of reference to guide this critical work. Through this report, staff request Council approval to prepare the detailed terms of reference for this exercise.

In addition, staff will also prepare a detailed engagement plan to deliver on the objectives of the Targeted Realignment exercise.

Together staff request approval, to an upset limit of \$175,000, to procure the detailed technical analysis generally outlined in item A (and associated item B) above and discussed in Appendix D, and to prepare and deliver the engagement plan for the overall targeted realignment exercise.

Total Financial Impact

N/A

Source of Funding

The Policy Reserve Fund has been identified as the source of funding for the technical work identified above and the engagement plan. The uncommitted balance in this reserve fund is currently \$175,126.

Other Resource Impacts

Community Initiatives- Additional Planner

The approval of ROPA 49 with modifications to include several new Community Areas has set the next priorities for the Community Initiatives team. This team will be responsible for setting a vision and delivering the City-led or partnership model area-specific planning work for 1200 King Road, Bronte Creek Meadows and Bridgeview. This work is urgent and related to Council's direction to define a local vision to address Regional and Provincial policy and direction changes.

In 2020, Community Planning set out a vision for a future state Department structure. Through this work, which was presented to Council in 2020, the Community Initiatives section was created. The Community Initiatives section as set out in DEOO included the following:

- Coordinator of Community Initiatives
- 1 Senior Planner, and
- 2 Planner II positions.

To date, all positions have been implemented with the exception of one Planner II position. In order to ensure the delivery of the work plan, particularly the future area-specific planning work set out for the newly identified Community Areas, SRT has approved the hiring of a Planner II on a contract basis at this time. The impact of this over complement position for 2023 will be minor given the timing for recruitment. As part of the 2024 budget process, staff will prepare supporting information for SRT to reflect the priority of this position as a permanent full-time role, which will complete the structure presented in 2020.

This resource and the existing resources of the Policy and Community section will be dedicated to these efforts.

Climate Implications:

Not applicable.

Engagement Matters:

A comprehensive engagement plan will be developed over the course of the summer.

Conclusion:

This initial work plan presents an overview of the key amendments and supporting technical and policy analysis required to deliver them. The work plan will change in response to inputs from a variety of sources including the BOP, 2020 OLT process and policy changes from the Province, among other inputs.

Respectfully submitted,

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With significant contributions from the Special Projects & Urban Design Section of Development and Design and the Planning Policy and Community Initiatives sections of Policy and Community.

Appendices:

- A. City of Burlington Housing Pledge Submission
- B. Revised Approach – Addressing required changes to the new OP (Appendix C to L-23-23)
- C. Targeted Realignment Exercise- Conceptual Work Plan, June 2023
- D. Population and Employment Growth Analysis Proposed Terms of Inquiry

Notifications:

Curt Benson, Region of Halton

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.