

Information Report Summary

SUBJECT: Burlington Lands Partnership Update – Partnership Potential for City-Owned Lands
TO: Committee of the Whole
FROM: Development and Growth Management
Burlington Land Partnerships

Report Number: DGM-08-25

Wards Affected: All

Date to Committee: February 10, 2025

Date to Council: February 18, 2025

Recommendation:

Receive for information development and growth management report DGM-08-25 providing an update on Staff Direction SD-16-24 regarding city-owned lands that have potential for partnership development.

Executive Summary

This report provides information to Council that responds to Staff Direction SD-16-24 from November 2024, which directed the preparation of an inventory and identify specific City-owned lands that have potential for partnership development given their strategic location due to development interest on adjacent or nearby parcels. A list of sites is included in Confidential Appendix A.

In order to make existing city owned sites available for partnerships, there are opportunity costs involved to define workplans to advance partnership arrangements and for the potential movement/replacement of current uses into new or other locations. In addition, if sites are to be released by the City for partnership development, these will need to be declared surplus. This report represents important initial step in mobilizing development on underutilized City-owned lands.

The assessment of city-owned sites will be integrated into the 2025 Burlington Lands Partnership (BLP) work plan and coordinated with other departments as applicable. Initial steps to continue exploring these and other opportunities will be pursued as described in this report.

Purpose of report:

- The purpose of this report is to provide an update on activities in response to SD-16-24.

Key findings:

- There are 277 City-owned properties that are part of the initial inventory
- Preliminary internal staff engagement has identified the 13 potential opportunities with partnership potential and the opportunities have been broken down by type, as follows:
 1. Land exchange opportunity to facilitate amenities and housing in Major Transit Station Areas (MTSAs) – 2 potential opportunities
 2. Redevelopment opportunity for mixed use (public uses and amenities) in Burlington Downtown – 5 potential opportunities
 3. Affordable housing opportunity – 6 potential opportunities (including 1 potential opportunity cross-listed with 1. Land exchange)

Implications:

- Financial: Initial budget for continuing pursuing these opportunities will come from BLP's operating budget. Additional resource requirements may arise as projects move toward implementation. In coordination with the Manager of Housing Strategy and staff from government relations, all potential funding opportunities will be explored.
- Engagement: As specific land related opportunities evolve, Council and staff will endeavor to make information on land opportunities available publicly at the appropriate time both for purposes of information and engagement and prior to final decisions where possible.

Information Report

Background

In November 2024, staff report PL-86-24: Burlington Lands Partnership Update #6 provided an update on activities and opportunities being pursued through the Burlington Lands Partnership.

At the November meeting, Staff Direction SD-16-24 was provided to "Direct the Commissioner of Development and Growth Management to work with the Burlington Lands Partnership to prepare an inventory and identify specific City-owned lands that have potential for partnership development given their strategic location due to development interest on adjacent or nearby parcels. An update on the inventory and work plans associated with key opportunities should be reported back to Committee of the Whole no later than February 2025."

Strategy/Process/Risk

In response to this direction, staff reviewed a total of 277 City-owned assets to identify sites suitable for reimagining, intensification, redevelopment, or new development.

Through consultation with staff from Recreation Community and Culture (RCC), Facility Assets and Sustainability, Community Planning, the Burlington Lands Partnership, and Realty Services, staff developed **Confidential Appendix A: City-Owned Sites with Strategic Partnership Potential**. The analysis considered several high-level factors, including:

- Site location and suitability for partnerships
- Proximity to transit and vacant or developable land nearby
- Existing development interest in adjacent or nearby parcels
- Site servicing and constraints
- Proximity to parkland and public amenities

The potential opportunities outlined in this report have been verified through a desktop review exercise. The feasibility of any development or redevelopment of these sites has not been assessed yet and will be completed. Some of this work has been accommodated as part of the 2025 Budget. There may be additional resource requirements identified as some of these opportunities are pursued. These will be brought forward in future updates to Council as necessary.

The list of sites in Appendix A is preliminary and will require due diligence, including feasibility studies and stakeholder engagement, to assess potential impacts, development timelines, and overall viability. Public Appendix B highlights project milestones categorized by opportunity type. Stakeholder input and further due diligence will shape partnership options for each site.

Key Considerations

The City does not have any developable vacant land that has been declared surplus. There are undefined opportunity costs associated with making city owned lands available for partnerships. The cost to move/replace current uses into new or other locations must be studied. The financial implication of utilizing and/or intensifying City lands is unknown at this time. All real estate transactions will be managed by the Realty Services department in accordance with the City's Sale of Land Policy.

Alignment with Other Projects

This work supports the following Council approved priorities:

1. Housing Accelerator Fund Initiative 6.2: Public-Private Partnerships, which focuses on acquiring or reimagining City-owned properties to deliver new housing.
2. Housing Strategy Action #10 - "Identify underused properties, including government owned and non-government owned sites that could be used for housing".

Status

- Initial inventory of 277 City-owned properties has been developed
 - Preliminary staff engagement has identified 13 potential opportunities with partnership potential and the opportunities have been broken down by type of opportunity:
 1. Land exchange opportunity to facilitate amenities and housing in Major Transit Station Areas (MTSAs) – 2 potential opportunities
 2. Redevelopment opportunity for mixed use (public uses and amenities) in Burlington Downtown – 5 potential opportunities
 3. Affordable housing opportunity – 6 potential opportunities (including 1 opportunity cross-listed with 1. Land exchange opportunity)
 - At present, this work has not included any significant engagement with current interests/leases in the identified sites.
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Key Dates & Milestones

Council updates on the opportunities are planned as follows:

- Q3 2025 - Due diligence/recommendation to investigate a limited number of opportunities
- Staff will seek council direction/endorsement prior to any potential land partnership opportunity becoming an active land partnership.

Pending Council endorsement on this report, the sites listed in Confidential Appendix A will be categorized into priority groups A, B, and C, as presented in PL-86-24: Burlington Lands Partnership Update #6. Staff will continue to work to achieve the project milestones that are outlined in Public Appendix B: Project milestones by type of opportunity. Please note that this is the general project milestone arranged by type of opportunity and due to resource constraints, only a limited number of projects can be pursued.

Implications

- **Financial:** Budget for continuing to work on the staff direction will come from BLP's 2025 operating budget. To advance land partnership due diligence, BLP with the oversight of the Steering Committee will need ongoing support from other departments/areas, including Realty Services, the Strategic Real Estate Acquisition Team, city staff including Finance, Legal and Recreation, Community, and Culture, Planning, and other partners. BLP is resourced to pursue a limited number of land partnership opportunities and will pursue opportunities that are most aligned with city priorities. Additional resource requirements may arise as projects move toward implementation. Any affordable rental housing or housing opportunities that may support achievement of the Housing Accelerator Targets and/or Housing Strategy will be reviewed in consultation with the Manager of Housing Strategy and additional funding opportunities will be explored.
- **Engagement:** As specific land related opportunities evolve, Council and staff will endeavor to make information on land opportunities available publicly at the appropriate time both for purposes of information and engagement and prior to final decisions where possible
- **Climate:** Where there is consideration to use City of Burlington owned lands for the purpose of creating new amenities or new rental housing units, efforts will be made to ensure that the structure is built to meet or exceed current Ontario Building Code energy efficiency standards.

References

- [Staff report PL-86-24: Burlington Lands Partnership Update #6](#)
 - [Staff report CM-01-21: Implementation of Burlington lands partnership](#)
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Strategic Alignment

- ☒ Designing and delivering complete communities
 - ☒ Providing the best services and experiences
 - ☒ Protecting and improving the natural environment and taking action on climate change
 - ☒ Driving organizational performance
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Appendices:

A. Confidential Appendix - City-owned sites with Strategic Partnership Potential

Pursuant to Section 239(2)(c) a proposed or pending acquisition or disposition of land by the municipality or local board; and

Pursuant to Section 239(2)(k) a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the municipality or local board. 2001, c. 25, s. 239 (2); 2016, c. 10, Sched. 1, s. 26.

B. Public Appendix – Project milestones by type of opportunity

Notifications:

None

Report Approval:

Council Information Reports are reviewed and approved by the Commissioner and Head of Corporate Affairs

Appendix B - Public Appendix – Project milestones by type of opportunity

Type of Opportunity		2025			
		Q1	Q2	Q3	Q4
All sites					
1.0	Update Council on opportunity (e.g. Appendix A of this report)				
2.0	Internal engagement/confirmation of interest in opportunity				
3.0	Conduct market and financial due diligence to assess the viability of the opportunity				
4.0	Council Update on due diligence/recommendation to investigate a limited number of opportunities				
5.0	Communications Plan				

Based on due diligence and council direction, staff may proceed to advance key land partnership opportunities based on type of opportunity as follows:

Type of Opportunity	Potential Work Plan
6.0 Land exchange opportunity to facilitate amenities and housing in Major Transit Station Area (MTSAs)	6.1 Business case 6.2 Council update on business case 6.3 Public engagement (external) 6.4 Council request for support/budget/declaration to partner
7.0 Redevelopment opportunity for mixed use (public uses and amenities) in Burlington Downtown	7.1 Request for public interest for partner 7.2 Partner recruitment, due diligence, and selection 7.3 Council Update on public interest/selected process 7.4 Development of a joint business case with the city and partner 7.5 Council update on business case with selected partner 7.6 Public engagement (external) 7.7 Council request for support/budget/declaration to partner
8.0 Affordable housing opportunity	8.1 Request for public interest for partner 8.2 Partner recruitment, due diligence, and selection 8.3 Council update on public interest/selection process 8.4 Development of a joint business case with the city and partner 8.5 Council update on business case with selected partner 8.6 Public engagement (external) 8.7 Council request for support/budget/declaration to partner