

Recommendation Report Summary

SUBJECT: Bronte Creek Meadows Proposed Official Plan Amendment No.4

TO: Committee of the Whole

FROM: Development and Growth Management
Community Planning

Report Number: DGM-13-25

Wards Affected: 5

Date to Committee: March 4, 2025

Date to Council: March 18, 2025

Recommendation

Direct the Director of Community Planning to consider Council, agency, development partner, and community feedback received as part of this statutory public meeting, prior to bringing forward a staff report recommending approval of Official Plan Amendment No. 4 in the near future.

Executive Summary

Purpose of report:

- The purpose of this report is to release a draft of proposed Official Plan Amendment No. 4 (Appendix A) for community and Council consideration. This report will highlight elements of the proposed Official Plan Amendment (OPA) framework that provides direction for Bronte Creek Meadows (BCM) to be planned as a vibrant mixed-use, transit supportive, complete community inclusive of economic, social and environmental benefits. The amendment has been informed by the BCM Area Specific Planning Project and various inputs including Council direction provided through [staff report PL-81-24](#), technical studies and public feedback gathered in fall 2024.
- Through the links and appendices provided, this report contains several technical studies which were among several inputs that informed the proposed OPA.
- This report will outline public engagement events and notice to inform the public and gather feedback.
- For next steps, staff will consider all feedback received and will bring forward to Council a recommendation for approval of the proposed OPA.

Recommendation Report

Background

Project Background – Bronte Creek Meadows Area-Specific Planning Project

The Bronte Creek Meadows Area-Specific Planning Project has been underway since April 2024 through the Burlington Official Plan, 2020 Targeted Realignment Exercise.

In April 2024, staff brought forward staff report [PL-29-24 Targeted realignment future growth areas- 1200 King Road, Bronte Creek Meadows and Bridgeview](#), which presented a [target timeline](#) for the Bronte Creek Meadows area-specific planning work. Staff worked closely with the landowners team including their Land Use Planning consultant to sketch out a framework for moving forward the City's work on City-wide and area specific policies and to support alignment with the submission of future development applications. The targeted timeline represented a reasonable approach, that would support the expeditious preparation of an Area Specific Plan for Bronte Creek Meadows and will provide an opportunity to concurrently review and balance inputs from the public, landowner, other levels of government and agencies.

On July 8, 2024, Council approved staff report [PL-50-24](#) Burlington Official Plan, 2020 Targeted Realignment Exercise – workplan update 3. With this report, staff provided Committee and Council with two draft documents:

- Bronte Creek Meadows Area-Specific Planning Project Engagement Plan (Draft); and
- Planning for Burlington's Bronte Creek Meadows: Background and Draft Visioning Report (Draft), which included an overview of the changing policy context related to Bronte Creek Meadows, complete community objectives as well as a project timeline.

At the July 8, 2024, meeting, Council provided the following staff direction:

Direct the Director of Community Planning to implement the Bronte Creek Meadows Area Specific Planning Project Engagement Plan – Draft, attached as Appendix C to community planning department report PL-50-24, and continue to add detail and refinements to the planning for Burlington's Bronte Creek Meadows: Background and Draft Visioning, attached as Appendix D to community planning department report PL-50-24, as work continues with the owner and their consultants.

Following the July 2024 Council direction, in accordance with the Bronte Creek Meadows Engagement Plan, City staff gathered input from the public on the future vision for Bronte Creek Meadows using various engagement tactics throughout Fall 2024, including public open houses, community pop up events and an online survey.

Notably, during this time Bill 185, *Cutting Red Tape to Build more Homes Act, 2024*, identified July 1, 2024, as the date after which Halton Region would become an Upper-Tier Municipality without Planning Responsibility.

On December 3, 2024, [Staff Report PL-81-24](#): Bronte Creek Meadows Area-Specific Planning Project Update and Proposed Policy Directions was presented to the Burlington Committee of the Whole. Staff provided an overview of feedback received throughout Fall 2024 and brought forward proposed policy directions for Council's consideration. These directions, along with technical studies and planning analysis guide the development of the area-specific plan for a revised Bronte Creek Meadows vision to be a mixed-use, transit supportive complete community. At the December 3, 2024 meeting, staff received the following Council direction:

Direct the Director of Community Planning to continue work on the Bronte Creek Area Specific Plan in coordination with the landowner and communicate and engage with the public on the proposed policy directions and area specific plan framework.

Following Council direction in the December 2024, staff continued work on the Bronte Creek Meadows area-specific planning project including technical studies, and to work on the development of the area specific plan policies informed by a range of inputs including public feedback, council direction and key technical work.

Status of the Policies of the Burlington Official Plan, 2020

A significant portion of the Burlington Official Plan was appealed in 2020, and a number of policies are subject to broad appeal and therefore not in effect. An OLT decision was issued on January 4, 2023, confirming that some portions of the new Official Plan came into effect on December 22, 2020. This means that the Plan has legal status and can be amended in accordance with the *Planning Act*. Since January 2023, several additional policies have been brought into effect through approved settlements and a Partial Approval that was issued by the OLT in April of 2024 including the policies identified in Draft Official Plan Amendment No.3. All these policies are currently in effect and therefore may be amended in accordance with Sections 16,17 and 21 of the *Planning Act*.

At an OLT Case Management Conference (CMC) held on July 7, 2023, it was identified by the City that, since the release of ROPA 48 & 49 and Bill 23, both legal and policy changes have occurred which have conformity requirements. It was noted that these changes impact the City's new OP and have resulted in the need for the City to reexamine portions of the Plan. Since July 2023, additional changes have been made to the provincial policy framework, including the new PPS 2024 that came into effect on October 20, 2024.

Proposed Official Plan Amendment (OPA) No.4

The proposed OPA pertains to the lands south of Upper Middle Road, west of Burloak Drive, north of Mainway and east of Sheldon Creek. Official Plan Amendment No. 4 (Appendix A) adds a new set of Sub-Area policies and an associated Schedule which will implement a revised vision and area-specific policies for the Bronte Creek Meadow lands to guide future development proposals for the property, currently owned by a single landowner. The proposed amendment does not alter any existing policies or schedules of BOP, 2020. The proposed OPA will:

- Establish a Bronte Creek Meadows community structure, informed by protected Natural Heritage features, organized in districts with a new transportation network;

- Establish appropriate targets and change the authorized land uses in Bronte Creek Meadows to allow for a mix of residential and non-residential uses;
- Provide policies relating to infrastructure, transportation, public service facilities, parks, public space, housing, land use compatibility, natural heritage and hazards; and
- Outline requirements for further study, policies related to tertiary planning, phasing, etc. as well as complete application requirements.

The proposed OPA builds upon the policy directions supported by Council in December 2024 and establishes a policy framework for the Bronte Creek Meadows lands to develop into a complete community over time and accommodate residents and jobs, creating additional opportunities for increased housing options in the City.

Prior to the public release of proposed OPA 4 to the Get Involved Burlington project webpage on February 12, 2025, staff circulated an early draft of the document to Conservation Halton and the landowner group and their planning consultant team for an initial review. Staff considered feedback and made revisions as appropriate.

Proposed Districts

The Bronte Creek Meadows Community is proposed to be comprised of three districts. Each district will have its own vision and will evolve into neighbourhood areas with their own distinct attributes and character.

Meadows Neighbourhood District

- This district is envisioned to be a new neighbourhood, providing a wide range of housing types with complementary community facilities, public spaces and parks.
- This district will be composed primarily of low-rise, ground-oriented dwellings such as single detached, semi-detached, multiplexes and townhouses.
- The introduction of mid-rise, non-ground-oriented dwellings (i.e. apartments up to eleven (11) storeys) along with shops and services to support daily needs may be considered through a future Zoning By-law amendment at the intersection of Upper Middle Road and Sutton Drive as well as along Sutton Drive to Corporate Drive to contribute to a vibrant, complete community.
- This district will require connections to surrounding neighbourhoods and the existing high school nearby.

Burloak Commons District

- This district is envisioned to be a key area for intensification to accommodate residential and employment growth.
- This district will focus on a diversity of housing types and the creation of mixed-use buildings with residential units, shops, offices and daily/weekly needs.
- This district will serve as a community hub with a concentration of community services, amenities and public facilities, transit, public spaces and parks.
- This district is also envisioned to include a large, central public park and community centre with indoor recreation needs that will be confirmed by the City through a community needs study.

- This district will be comprised of low-rise (2-4 storeys), mid-rise (5-11 storeys) and tall buildings (12+ storeys). Future urban design studies will establish a maximum height to be implemented in the Zoning By-law.
- Taller buildings will be focused on the intersection of Corporate Drive and Burloak Drive, transitioning down toward the district edges.

Mainway Institutional District

- This district is envisioned to be a focus for employment, offices, institutional and healthcare uses to support the creation of jobs, with shops and services.
- This district will include new streets and active transportation connections to other employment areas south of Mainway, to the rest of the Bronte Creek Meadows Community and adjacent neighborhoods.

Technical Studies

As discussed in [staff report PL-29-24](#), the Area Specific Planning work was to be undertaken as a coordinated approach between the City of Burlington and the Bronte Creek Meadows landowner, with technical input provided by the landowner's consultant team to inform the policy framework and guide future development proposals for the site. Required technical studies prepared by landowner team and submitted to City for review were also to be subject to peer review, if necessary, at the expense of the landowner.

The following studies have been completed and informed the proposed OPA:

Study Name	Status	Impact to the Proposed OP policies	Appendix Location
Development Limits Report	Completed by Colucent Environmental (January 2, 2025)	The Development Limits Report integrates findings from various technical, planning, and design studies conducted by experts in fields such as hydrogeology, ecology, and geomorphology. It supports the City's Area Specific Planning by providing an analysis of biophysical data and policy guidelines to balance urban development with the conservation and enhancement of natural areas.	Appendix B to DGM-13-25
Existing Conditions Report	Completed by Terrastory Environmental Consulting Inc. (January 15, 2025)	The Existing Conditions Report identifies existing natural features and their functions using available data and field studies. It	Appendix C to DGM-13-25

		provides a general assessment of the importance of these natural features and determines initial natural and hazard-related constraints for development. This report informed the extent of the Natural Heritage System as shown on proposed Schedule S: Bronte Creek Meadows Community.	
Planning Brief	Completed by Bousfields Inc. (January 27, 2025)	The Planning Brief informed the development of proposed policies, including approximate number of new residents, units, jobs and affordable units.	Appendix D to DGM-13-25

The proposed OPA includes policies that will require future studies to assist in shaping the next steps of the planning approvals continuum. A tertiary plan, which is a non-statutory document to be approved by staff and subsequently considered by Council, will be required prior to or at the same time as Council approval of a development application. Tertiary Plans consider the entire district to inform future development applications and ensure critical elements identified in policy have been translated into the plan. Tertiary plans will be required for all districts. In addition, other elements of policy, including complete application requirements set out requirements for a variety of additional technical studies to be reviewed and approved by staff, in consultation with various agencies.

Community Engagement

Community engagement has been a central element to the development of proposed OPA 4. The engagement was informed by the Burlington Official Plan, 2020 Targeted Realignment Future Growth Areas: Bronte Creek Meadows Area-Specific Planning Project [Engagement Plan](#). Through staff report PL-81-24, a detailed [Feedback Report](#) was prepared that provided detailed information about the engagement that took place in Fall 2024 on the vision for BCM. Feedback received through the Fall 2024 engagement period was an important input to the preparation of proposed OPA 4 for the Bronte Creek Meadows Community.

To inform the public on proposed OPA 4 and gather feedback, staff held the following public open houses:

- In-person Public Open House – Wednesday, February 19th, 7 to 9 p.m. Tansley Woods Community Centre, Community Room 1

- In-person Public Open House – Monday, February 24th, 7 to 9 p.m. Corpus Christi Catholic Secondary School, Auditorium
- Virtual Public Open House – Tuesday, February 25th, 7 to 9 p.m. on Zoom

To support the public open houses staff prepared a proposed OPA overview booklet (see Appendix E of this report) and poster boards summarizing public feedback received in Fall 2024 and how the proposed OPA responds to each theme of feedback (see Appendix F of this report).

Staff have requested that the public provide feedback on the proposed OPA by March 18, 2025, to inform a future recommendation to Council. Staff have also circulated the proposed OPA to internal and external agencies with request deadline for comments of March 18, 2025.

Analysis

Policy Framework

The proposed Official Plan Amendment is subject to review in accordance with the *Planning Act*; Provincial Planning Statement, 2024; the Official Plans for the City of Burlington (Region of Halton Official Plan 1995 as amended; City of Burlington Official Plan, 1997 as amended; and City of Burlington Official Plan, 2020 as amended).

Staff will consider all feedback received from Council, the public, and internal and external agencies through the Statutory process, to inform a recommended OPA to be presented to Council later this year for approval.

Additional Technical Work

As noted above, the Area Specific Plan was to be undertaken as a coordinated approach between the City of Burlington and the Bronte Creek Meadows landowner, with technical input provided by the landowner's consultant team to inform the policy framework and guide future development proposals for the site. Requirements of Regional Official Plan policies in Section 77(5) have been addressed by the City through the area-specific planning process, and through proposed policies that require future study and technical work to be complete by the landowner through subsequent development applications. Required technical work will be completed to the satisfaction of the City, in consultation with partner agencies and the Region when necessary.

Future study and technical work outlined in proposed OPA 4, includes the following:

- Tertiary Planning will be required for each district to establish how development will further articulate and demonstrate the achievement of the objectives and policies,

guidance and any other direction required in order to support development and growth at a level of detail that may not be appropriate at the policy level.

Tertiary Plans are a non-statutory document which are proposed to be approved by staff and subsequently considered by Council, prior to or at the same time of Council approval of a development application.

- In advance of or as part of the required Tertiary Planning, an overall Urban Design and Built Form Strategy will be prepared for the entirety of the Bronte Creek Meadows Community.
- Prior to submission of an application for Plan of Subdivision, the following will be required for the entire BCM Community:
 - A Sub-watershed Study approved by Conservation Halton and the City;
 - A Master Environmental Servicing Plan approved by the City in consultation with Halton Region and Conservation Halton;
 - The Urban Design and Built Form Strategy approved by the City; and,
 - A financial impact study approved by the City.

The proposed OPA also includes policies that the City could accept an application for Plan of subdivision for a portion of the lands prior to the approval of the listed studies above, subject to specific criteria.

- Studies, plans and strategies listed in complete application requirements for an application for Plan of Subdivision and/or an application for Zoning By-law Amendment that facilitates a Plan of Subdivision.

Proposed Modifications to BOP 2020 Policies and Schedules Appealed to the OLT

There are a small number of policies and schedules currently subject to appeal that will be identified for future modification or withdrawal through the Ontario Land Tribunal (OLT), as they cannot be implemented through an Official Plan Amendment. Staff will return with recommendations on any additional policies changes to be advanced through the OLT. For example, existing policies no longer required to guide development in this area (i.e. Section 5.4.2) or schedules that do not reflect the revised vision for Bronte Creek Meadows (i.e. schedules related to transit and employment).

Recommendation Details

Staff recommend that Council direct staff to consider Council, agency, development partner and community feedback received as part of this statutory public meeting, the public open houses, as well as written submissions to inform the finalization of OPA 4 to be provided to Council for approval in the near future.

Key Dates & Milestones

- **May 10, 2022:** Initial Regional Official Plan Amendment (ROPA) 49 Employment Area land needs assumptions did not reflect the conversion of BCM lands
- **September 28, 2022:** [Letter request](#) (ERO Number 019-5684) from property owner sent to the Minister of Municipal Affairs and Housing by representatives of the property owner, for the Bronte Creek Meadows lands to be converted from employment area designation, to permit a mixed-use development.
- **June 27, 2023:** Staff report [PL-45-23](#) outlined the changes in planning legislation, regulations and policy since the Regional approval of Burlington Official Plan, 2020 and the Targeted Realignment work program to address the changes.
- **December 7, 2023:** [Draft letter](#) from Mayor Meed Ward to the Minister of Municipal Affairs and Housing regarding support for ROPA 49 changes
- **March 24, 2024:** Staff report [PL-27-24](#) explains that Bill 162 reinstates modifications made by the Minister to the Region's Official Plan through the Minister's decision on ROPA 49. This includes modifications to remove the Employment Area overlay from BCM, among other changes.
- **April 8, 2024:** Staff report [PL-29-24](#) addresses issues to be considered with newly converted employment areas and new urban areas resulting from Bill 162 and presented a [targeted timeline](#) to develop an Area Specific Plan for Bronte Creek Meadows
- **July 1, 2024:** As a result of Bill 185, Cutting Red Tape to Build more Homes Act, 2024, Halton Region would become an Upper- Tier Municipality without Planning Responsibility.
- **July 8, 2024:** Staff report [PL-50-24](#) provided Committee and Council with two draft documents: the [Bronte Creek Meadows Area-Specific Planning Project Engagement Plan \(Draft\)](#) and the [Planning for Burlington's Bronte Creek Meadows: Background and Draft Visioning Report](#). At this meeting, Council provided the following direction:
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- **Fall 2024:** Public Engagement period which utilized a variety of tactics such as public open houses and an online survey to gather feedback on the future vision for Bronte Creek Meadows.

- **December 3, 2024:** Staff Report [PL-81-24](#) provided an [overview of feedback](#) received throughout Fall 2024 and brought forward proposed policy directions for Council's consideration. At this meeting, Council provided the following direction:
Direct the Director of Community Planning to continue work on the Bronte Creek Area Specific Plan in coordination with the landowner and communicate and engage with the public on the proposed policy directions and area specific plan framework.
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Implications

- To date, staff have spent \$6941.00 for items such as printing, mailing, and other resources to support engagement events and fulfill requirements for statutory notice per the *Planning Act*.
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References

- [Burlington's Official Plans Webpage](#)
 - [Get Involved Burlington – Official Plan](#)
 - [PL-29-24 Targeted realignment future growth areas – 1200 King Road, Bronte Creek Meadows and Bridgeview](#)
 - [PL-50-24 Burlington Official Plan, 2020 Targeted Realignment Exercise – workplan update 3](#)
 - [Bronte Creek Meadows Area-Specific Planning Project Engagement Plan \(Draft\):](#)
 - [Planning for Burlington's Bronte Creek Meadows: Background and Draft Visioning Report](#)
 - [PL-81-24 Bronte Creek Meadows Area-Specific Planning Project Update and Proposed Policy Directions](#)
 - [Appendix B to PL-81-24 Bronte Creek Meadows Area-Specific Planning Project: Preliminary Feedback Report 1 \(Fall 2024\)](#)
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Strategic Alignment

(Select all that apply)

- ☒ 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. Proposed Official Plan Amendment No.4
- B. Development Limits Report (January 2, 2025) prepared by Colucent Environmental
- C. Existing Conditions Report (January 15, 2025) prepared by Terrastory Environmental Consulting Inc.
- D. Planning Brief (January 27, 2025) prepared by Bousfields Inc.
- E. Proposed Official Plan Amendment No.4 Overview Booklet
- F. Feedback Themes and Proposed Official Plan Amendment No.4 Response Poster Boards

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Report Approval:

All reports are reviewed and approved by the Commissioner, Head of Corporate Affairs, Chief Financial Officer, and Commissioner of Legal and Legislative Services/City Solicitor.