



Planning and Building Department

TO: Development and Infrastructure Committee

SUBJECT: Official Plan Review: Rural Summit Update

Report Number: PB-25-13

File Number(s): 505-08-9

Report Date: February 13, 2013

Ward(s) Affected: 1 2 3 4 5 6 All

Date to Committee: March 25, 2013

Date to Council: April 8, 2013

Recommendation: For information only

Purpose:

- Address goal or action in strategic plan
- Establish new or revised policy or service standard
- Respond to legislation
- Respond to staff direction
- Address other area of responsibility

The subject staff report is part of the city's Official Plan Review project. The *Planning Act* requires that municipalities review their Official Plans at least every five years.

The purpose of the subject report is to present a summary report to Council regarding the Rural Summit that was held as part of the Official Plan Review on January 19, 2013. The summary report was prepared by the lead facilitators of the Rural Summit: PMHubbard & Associates and C. Talbot & Associates. It provides a description of the day and a compilation of the input received. Further synthesis and analysis of the input will be carried out by staff as described in this report.

Reference to Strategic Plan:

- Vibrant Neighbourhoods
- Excellence in Government
- Prosperity
- N/A

Planning for the city's neighbourhoods, including rural communities, is an alignment consideration between the Strategic Plan and the Official Plan Review.

In the "Vibrant Neighbourhoods" section, the Strategic Plan

identifies that the future we are striving for includes protecting rural communities from urban development. It refers to the protection of our natural heritage and urban-rural boundaries.

Background:

Report [PB-87-11](#), Introduction to the 2012 Official Plan Review, identified the rural community as a matter that would warrant attention in the Official Plan Review. The report suggested that investigation of rural issues and relationships could lead to a refined vision for Burlington's rural area.

Report [PB-44-12](#), Official Plan Review: Proposed Scope of Work, identified a Rural Vision Summit as being a potential engagement opportunity for the Official Plan Review. It also put forward the consideration of agricultural/rural area policies as a topic for Official Plan transformation.

[Appendix J](#) of Report PB-53-12, 2012 Official Plan Review: Comprehensive Work Plan, identified "Rural Area and Natural Heritage" as a work plan that would constitute an area of transformation for the city's Official Plan. One of the key issues discussed by the work plan was the consideration of the vision, principles and objectives for the Rural Area. A Rural Summit was one of the public engagement opportunities included in the work plan.

Following from the previous reports, the subject report presents information about the Rural Summit. It includes a summary report prepared by the lead facilitators of the Rural Summit, PMHubbard & Associates and C.Talbot & Associates. It also discusses next steps being considered by staff for the Rural Area Policy Review.

Discussion:

Overview

On January 19, the city hosted the Rural Summit at Kilbride Public School, as part of Burlington's Official Plan Review. The event was led by city planning staff and facilitated by Pamela Hubbard (PMHubbard and Associates) and Catherine Talbot (C. Talbot & Associates). Approximately 125 people attended the event.

Summary Report

A summary report titled "North Burlington Rural Summit – Facilitators' Summary Notes" has been prepared by PMHubbard & Associates and C.Talbot & Associates. A draft of the summary report was sent to members of the public via e-mail and direct mail on February 22, with a request for participants of the Rural Summit to review and confirm

the content of the report. The purpose of this request was to ensure that the summary report accurately reflected the experience of Rural Summit participants.

Comments provided by individuals on the draft summary report were considered in finalizing the document. Some comments may be incorporated at the next stage of review, which is the Rural Area Policy Directions Report.

The finalized summary report has been provided in **Appendix A**.

The summary report discusses:

- Overview of the Rural Summit
- Preparation for the Summit
- Welcome and Introductions
- Setting the Context
- Creating the Space for Community Discussion
- Visioning
- Themes
 - Community Cohesiveness
 - Sustainable Growth
 - Agriculture
 - Natural Environment
 - Transportation
 - History and Preservation
 - Education
 - Summary of Theme Discussions
- Appendix 1 – City of Burlington Rural Summit Interview Guide
- Appendix 2 – Vision Table Discussion

Rural Area Background Report

In preparation for the Rural Summit, city planning staff prepared a background report. The background report provided:

- An invitation to the Rural Summit;
- Statistical highlights about the Rural Area of Burlington;
- A summary of the city's Official Plan policies regarding the Rural Area;
- A summary of key government policies in Ontario and how they relate to the Rural Area;
- A discussion of the objectives of the Rural Summit;
- Information about previous community discussions;
- Next steps in the process and how the input will be used; and
- Contact information and additional links.

The background report was published on the Official Plan Review website during the week of January 7, 2013. Individuals who signed up for the Rural Summit received

notification about the background report via e-mail. The background report is available at: <http://cms.burlington.ca/AssetFactory.aspx?did=24042>.

Feedback

At the Rural Summit, participants were provided with a feedback survey and were encouraged to fill it out at the end of the day. The survey was also posted on the Official Plan Review website after the summit.

The feedback survey had 19 responses, which are provided in **Appendix B** of the subject report. Please note that more responses may have been received after the subject report was prepared.

One of the questions on the feedback survey asked individuals to assign points out of 100 to the meeting. The average score calculated from feedback forms was 70 points.

Key suggestions for improvement received through the feedback survey and via e-mail are summarized in **Table 1** below. Staff responses to these suggestions have also been provided.

Table 1: Key Suggestions for Improvement for Rural Summit up to March 8, 2013		
Feedback	Source	Staff Response
Facilitators would have benefited from some tips in advance.	Feedback survey	A facilitator training session was held by the lead facilitators in advance of the summit. However, smaller groups during the theme discussion may have been beneficial to assist with more focused conversation.
The discussion was artificial and misguided without more complete and accurate information on the forces that are driving the broader planning process. These include demographics, financial constraints/realities and other factors that make moratoriums on development practically impossible over the long term.	Feedback survey	An effort was made to design the Rural Summit to allow for maximum time for community discussions. Information referred to in this comment was intended to be made available in the background report. However, this comment is noted for future public meetings.
Too much bureaucracy up front.	Feedback survey	This comment may be in reference to the speakers at the beginning of the summit. While the speakers provided necessary support and context for the Rural Summit, it is possible that less time allotted to speakers at the beginning could be more effective. Staff will consider this comment for future public meetings.

Table 1: Key Suggestions for Improvement for Rural Summit up to March 8, 2013		
Feedback	Source	Staff Response
There was inadequate time for people to articulate their views or have questions for clarification.	Feedback survey	Staff will work to ensure that sufficient time and opportunities to ask questions are provided in the future.
Do not use a format that requires everyone to move around. It is a waste of time and disruptive to the flow.	Feedback survey	Staff based this approach on the principle that useful conversations occur when diverse perspectives are heard. Ideas often emerge from listening and working toward a common solution. Therefore, the meeting format was designed so that people would have the ability to move around and discuss with a variety of individuals. In future public meetings, it is possible that more time allotted to the summit would alleviate the concern about inefficient use of time. Staff will consider this moving forward.
PA system was ineffective.	Feedback survey	The audiovisual system was tested ahead of time and functioned effectively. However, efforts will be made in future public meetings to ensure that sound is heard clearly throughout the room.
It should have been stated clearly at the beginning that NIMBY was to be avoided.	Feedback survey	The consultation exercises at the Rural Summit were designed to focus on a Vision for the Rural Area as opposed to site-specific issues. However, in future public meetings staff will take this comment into consideration.
Background report should have been available much earlier.	Feedback survey	The background report was made available during the week of January 7 via e-mail and the Official Plan Review website. However, staff acknowledge this concern and will take it into account for future public meetings.
Some ideas not recorded during meeting.	Feedback survey	Staff understand this to suggest that there should have been a process to ensure that all ideas were incorporated into the meeting notes. While there were opportunities for small and large group discussions, some ideas may have been missed in the recording of the discussions. This comment is noted for future public meetings.
This meeting was held on a date where local farmers could not attend so the participation was not a true representation. Input should occur via e-mail to major farm owners living in Burlington.	Feedback survey	The date for the Rural Summit was determined in September 2012. Staff learned of the conflicting event in late December 2012, at which point staff were unable to change the date of the Rural Summit. However, staff acknowledge this concern and will consider further

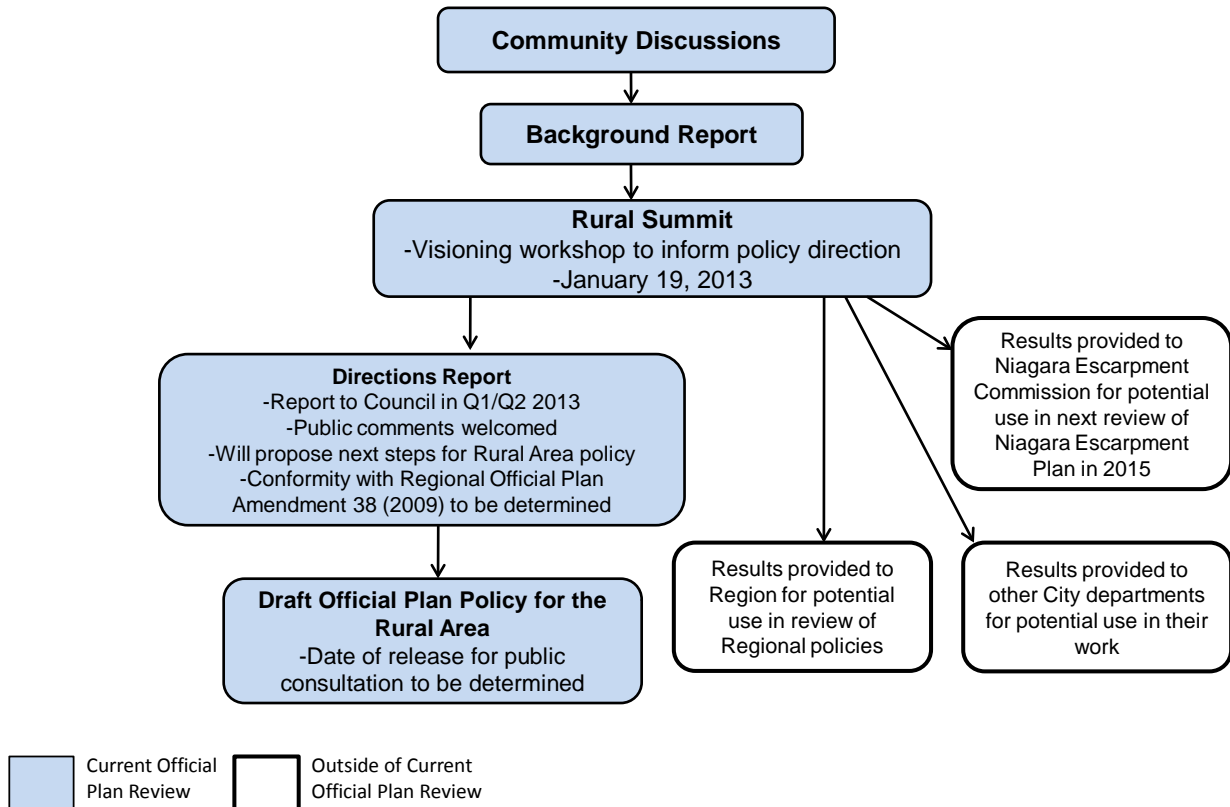
Table 1: Key Suggestions for Improvement for Rural Summit up to March 8, 2013		
Feedback	Source	Staff Response
		opportunities for input for the agricultural community.
I would have appreciated to have the agricultural community discuss our livelihoods with the city and not have rural residents decide how they would like us to farm.	Feedback survey	Please see above.
A non-Burlington resident added information regarding livestock. He is the only one who brought this up and he said he lived next to horse business which is in Milton and was not happy living next to this business. Why did he come to a Burlington meeting and why was information added into a Burlington draft regarding livestock. This leads me to believe that it was intentional that his comment be added into future plans and is a political comment with an agenda.	Feedback survey	Advertising for the Rural Summit invited residents from all over the city and anyone who lives, works and plays in the rural area to the event. Therefore, there were several people in attendance who were not residents of Burlington. It is important for city staff to obtain a diversity of opinions so that they can consider different alternatives. Members of the public will have an opportunity to review policy directions when they are presented to Council.
Issues such as opposition to the highway in north Burlington and the Enbridge line reversal were not given enough display in this draft.	Feedback survey	Comments such as these have been included in the summary report; see pages 23 and 39-41. However, staff will consider this comment in finalizing the summary report. Staff are also reporting on these two topics separately to City Council.
It concerned me that the City of Burlington is taking recommendations from a list that was written on the board. Issues could be written down for planners to interpret differently.	Feedback survey	<p>Regarding the group discussions about themes that support the Vision, staff facilitators asked each group to define the theme from their perspective. This was done to ensure clear communication and also limits the range of interpretation by staff.</p> <p>To ensure that the summary report reflected the discussions, staff have asked participants of the Rural Summit to review the report and let us know if any information should be included or modified. This should also limit the range of interpretation by staff.</p> <p>In addition, this process is not yet at a directions or recommendations stage. Staff will analyze the input received over the next</p>

Table 1: Key Suggestions for Improvement for Rural Summit up to March 8, 2013		
Feedback	Source	Staff Response
		<p>few months and make recommendations to Council regarding policy directions. Members of the public will have an opportunity to review the recommendations and make delegations to Council.</p> <p>Staff will ensure that the participants of the summit are kept informed at every key step of the process. Staff will consider further opportunities to check interpretations with the public.</p>
There needs to be a better process to allow for divergent opinions to be developed with a range of options and then a way to objectively permit all participants to have their vote counted.	Feedback survey	<p>This process is not yet at a directions or recommendations stage. Staff will analyze the input received over the next few months and make recommendations to Council regarding policy directions. Members of the public will have an opportunity to review the recommendations and make delegations to Council.</p> <p>However, this comment will be considered for future public meetings.</p>
A bias was reflected in the set-up of the room. Either all perspectives need to be given the opportunity to have a table or booth, or none should be allowed.	Feedback survey	<p>Interviews with community leaders prior to the Rural Summit indicated that the summit should be community driven, with members of the community talking to each other. To allow for such opportunities, staff invited community groups and public agencies to set up displays at the Rural Summit.</p> <p>However, this comment is noted for future public meetings.</p>
There was a good deal of diversity in opinions about the rural area. There will need to be opportunity for productive dialogue of these differing viewpoints to reach some agreement.	E-mail	Staff will be analyzing the input received at the summit and preparing potential policy directions based on the analysis. The potential policy directions will be presented to Council and will consider opportunities for further productive dialogue.
Concern that conflicts between farmers and non farm residents should be avoided.	E-mail	This comment will be taken into consideration during staff analysis of Rural Summit input for the purposes of the Policy Directions Report.

Next Steps

Figure 1: Rural Summit Process Map provides an overview of the proposed steps to take before and after the Rural Summit.

Figure 1: Rural Summit Process Map



Following **Figure 1** above, it can be seen that community discussions, a background report and the Rural Summit have already been completed. The next step is the preparation of a Rural Area Policy Directions Report. The Directions Report will present the findings of research and consultation and will recommend directions for Rural Area policy. It will also address conformity with the Regional Official Plan Amendment 38.

The following steps are proposed for the preparation of the Directions Report:

- Input from the morning visioning discussions and the afternoon theme-based discussions at the Rural Summit will be assessed and condensed into a list of possible policy considerations.
- Input which was informally provided (via e-mail or written notes) by members of the public for the Rural Area policy review will be assessed for inclusion into the list of possible policy considerations.

- Staff will undertake a sorting exercise to consider which policy considerations are relevant to the Official Plan Review.

For the policy considerations which can be addressed by the Official Plan Review:

- A gap analysis of the current Official Plan will be carried out. This gap analysis will determine which policy considerations are already addressed and which have not been addressed.
- For policy considerations that have not been adequately addressed in the current Official Plan, city staff will consult with Council members, internal staff and partner agency staff to determine whether actions should be taken through the Official Plan Review. This determination will result in policy directions provided through the Directions Report.

For the policy considerations which are outside of the Official Plan Review:

- Staff will consider potential avenues to address these considerations through other city policies, programs or initiatives. Where it appears that considerations cannot be addressed through the existing city framework, there may be an opportunity to recommend new approaches.
 - Where policy considerations are outside of city functions and responsibilities, city staff will pass on information or make recommendations regarding possible next steps to the respective organizations.
- The Rural Area Policy Directions Report will be presented to Council in Q2/Q3 2013.

Financial Matters:

Funds for outsourcing and engagement/communications related to the Rural Summit were drawn from the 2012 and 2013 Capital Budgets for the Official Plan Review. These expenditures were approved by Council through the staff report PB-53-12.

The following approximate amounts as part of this funding were spent for the Rural Summit:

- \$12,000 for Outsourcing requirements;
- \$5,000 for Engagement and Communications requirements.

Communication Matters:

The communication strategy for the Rural Summit was informed by a community scan which is described in **Appendix A**. Resulting from the community scan, a wide variety of advertising methods were used for the Rural Summit. These methods include:

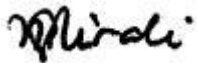
- Articles in the Fall and Winter 2012 editions of City Talk.
- Newspaper articles in the Burlington Post and Milton Champion.
- A postcard mail drop-in to households in the Rural Area.

- Posters and postcards placed in locations such as the Lowville Park, Kilbride General Store, Kilbride Public School and Nelson Variety Store.
- A media release published on Jan 10, 2013.
- Advertising through the city's website www.burlington.ca and the Official Plan Review website www.burlington.ca/opreview.
- Advertising through Facebook (City of Burlington, Ontario) and Twitter (cityburlington).
- E-mail updates through the Official Plan Review contact list.
- Where specific individuals or organizations were suggested to be invited through discussions or the community scan, they were contacted and invited to the Rural Summit.

Conclusion:

The Rural Summit has served as an important engagement event as part of the Official Plan Review. The facilitators' Rural Summit summary report provides the basis for preparation of a Rural Area Policy Directions Report and for continued consultation with public, stakeholders and agencies as part of the Official Plan Review.

Respectfully submitted,



Nisha Shirali, M.Pl., MCIP, RPP
Environmental Planner – Policy Section
905-335-7600 ext. 7536

Appendices:

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| <ul style="list-style-type: none">A. North Burlington Rural Summit – Facilitators' Summary Notes – March 12, 2013B. Rural Summit Feedback Survey Responses up to March 8, 2013C. "Parking Lot" Questions and Answers |
|--|

Notifications:
(after Council decision)

Name	Mailing or E-mail Address

Approvals:

*required

*Department

City Treasurer

General Manager

City Manager

To be completed by the Clerks Department	
Committee Disposition & Comments	
	01-Approved 02-Not Approved 03-Amended 04-Referred 06-Received & Filed 07-Withdrawn
Council Disposition & Comments	
	01-Approved 02-Not Approved 03-Amended 04-Referred 06-Received & Filed 07-Withdrawn

APPENDIX A:

North Burlington Rural Summit Facilitators' Summary Notes

March 12, 2013

**Prepared by:
PMHubbard & Associates
C. Talbot & Associates**

APPENDIX B:

Rural Summit
Feedback Survey Responses
up to March 8, 2013

Appendix B: Rural Summit Feedback Survey Responses up to March 8, 2013		
Question #	Question	Responses (out of 19)
1	Did you feel welcome and acknowledged?	<ul style="list-style-type: none"> • Yes – 17 • Partially – 1 • No – 0
2a	What were your reasons for attending the meeting or event? Check all that apply	<ul style="list-style-type: none"> • I came to influence the outcome or decision (including pro or con) – 10 • I came to find out what others think – 14 • I was curious – 5 • I came to contribute – 15 • I came with a friend – 3
2b	I came to learn more, such as	<ul style="list-style-type: none"> • Find out what changes are being considered - 15 • Learn how it might affect me – 9 • My property interests – 6 • Business interests – 3 • My neighbourhood – 13 • City – 7 • Organization – 5 • Other – 1 <ul style="list-style-type: none"> ○ I came to voice concern over urban overtake of the agricultural community and to meet neighbours and foster community
3	I am representing	<ul style="list-style-type: none"> • Myself – 16 • Institution – 0 • Non-governmental organization – 3 • Government – 0 • Agency, board, commission or committee – 1 • Business or other commercial interest – 2 • Other – 1 <ul style="list-style-type: none"> ○ My farm
4	Were your reasons for coming to the meeting or event met?	<ul style="list-style-type: none"> • Yes – 9 • Partially – 7 • No – 2
5	The purpose of the meeting or event was clear.	<ul style="list-style-type: none"> • Yes – 13 • Partially – 6 • No – 0
6	I was given useful information.	<ul style="list-style-type: none"> • Yes – 12 • Partially – 2 • No – 5
7	Information was in clear language.	<ul style="list-style-type: none"> • Yes – 14 • Partially – 2 • No – 2
8	I have some new understanding or	<ul style="list-style-type: none"> • Yes – 11 • Partially – 5

Appendix B: Rural Summit Feedback Survey Responses up to March 8, 2013		
Question #	Question	Responses (out of 19)
	knowledge.	<ul style="list-style-type: none"> • No – 3
9	There were good opportunities to discuss and participate.	<ul style="list-style-type: none"> • Yes – 14 • Partially – 4 • No – 1
10	I know what needs to be considered and done to move forward.	<ul style="list-style-type: none"> • Yes – 9 • Partially – 5 • No – 5
11	I learned how my input will be considered in decision-making.	<ul style="list-style-type: none"> • Yes – 9 • Partially – 4 • No – 6
12	I know how I will receive feedback.	<ul style="list-style-type: none"> • Yes – 14 • Partially – 3 • No – 2
13	City Council's decision-making role and the public delegation process was explained.	<ul style="list-style-type: none"> • Yes – 9 • Partially – 6 • No – 4
14	If you could not have attended this meeting or event would you have participated online?	<ul style="list-style-type: none"> • Yes – 5 • Not sure – 6 • No – 8
15	How did you find out about this meeting or event?	<ul style="list-style-type: none"> • Burlington Post – 4 • City of Burlington Website – 0 • E-mail – 7 • Other – 3 • Word of Mouth – 2 • Facebook/Twitter – 3 • Letter from the City – 7
16	Have you ever attended a city meeting or event before?	<ul style="list-style-type: none"> • Yes – 16 • No – 3
17	Out of 100, how many points would you give to this meeting?	Average: 70
18	Do you have suggestions that would have improved this meeting or event?	Please see Table 1 in the subject report for the key suggestions for improvement and staff responses to the suggestions.
19	Additional comments	<ul style="list-style-type: none"> • Good Session, felt everyone was listened to • Keep us informed • Thank you. • Need strong policies to support agriculture • Great job! Thank-you. • I was expecting to hear about future suggestions. There were not too many posted.

Appendix B: Rural Summit Feedback Survey Responses up to March 8, 2013		
Question #	Question	Responses (out of 19)
		<ul style="list-style-type: none"> • Great exercise. Need to have comments from the rest of the Burlington citizens with respect to the results of this meeting. • a) Ex of an unrecorded idea in C of question 18. Rural citizens "dream" of public transit. Transit as we know it will not happen. Unsound environmentally AND economically. However, city could take leadership to sponsor a "carpooling app" not only for rural. • Please look above as the above also should go into this section. • An effective consultation process is not only welcome but critical. However, without better information and a better process, you are sowing seeds for conflict within the community rather than building bridges among neighbours and communities. A cynic may think that that is precisely what the City staff want so that they can come in and do what they want to do rather than truly enable the citizens to have effective conversations among themselves and come to some form of consensus on a way forward. I was extremely disappointed! Please share all of these comments with the mayor and councilors.

APPENDIX C: “Parking Lot” Questions and Answers

At the Rural Summit, any comments made that did not directly relate to the purpose of the day and that required additional follow-up were written on a flip chart titled “Parking Lot”. These comments, and the responses to them, are provided below.

1. *What is the City thinking/involved with relating to the St. Mary’s Cement Application (adjacent to Milborough Line)?*

The city is not involved with the application for judicial review commenced by the St. Mary’s Cement Group. Updates regarding this application are available on the Region of Halton’s website at <http://www.halton.ca/cms/one.aspx?portalId=8310&pageId=10296>.

2. *What’s happening with the pier?*

Regular updates regarding the Brant Street Pier are presented to the city’s Development and Infrastructure Committee. These updates are available online at: <http://cms.burlington.ca/Page2367.aspx>.

For more information, please contact 905-335-7841 or The Waterfront at Burlington Downtown at 905-335-7766.

3. *If contractors don’t finish jobs are they allowed to bid on other jobs?*

The following is an excerpt from the bid template used by the city’s purchasing department for all contracts:

“Contractor performance will be evaluated as per attached *Contractor Performance Evaluation* form. Any negative evaluation of a Contractor can and will be used to ascertain the suitability and acceptability of any Contractor for any future work for the City of Burlington. In addition, the Contractor by submission of their Proposal accepts and acknowledges the use of this form and the impact that it may have on any future Bid opportunities for the Contractor. In addition, this form may be provided to other agencies / owners that have reference inquiries.

The client department and the Manager of Purchasing may suspend the Proponent from any future bid opportunities with the City of Burlington as a consequence of a negative performance review.

As per the Procurement By-law, consequences can include exclusion from City bidding opportunities for up to 3 years.”