



**TO: Development and Infrastructure Committee**  
**FROM: Planning and Building**  
**SUBJECT: Official Plan Review: 2016 Revised Project Work Plan and Schedule**

Report Number: PB-09-16

Wards Affected: All

File Numbers: 505-08

Date to Committee: January 12, 2016

Date to Council: January 25, 2016

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**Recommendation:**

Endorse the Official Plan Review work plan and schedule as identified in PB-09-16; and

Direct the Director of Planning and Building to notify the community that the City will establish a period between January 26, 2016 to February 26, 2016 in which it will receive additional employment conversion requests.

**Purpose:**

The purpose of this report is to:

1. Outline the relationship between the City's Strategic Plan and the Official Plan Review (OPR);
  2. Highlight the goals of the OPR;
  3. Recommend a revised approach to deliver the OPR and to provide an update on timing; and,
  4. Identify project management considerations and other current or emerging policy initiatives.
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## **Discussion:**

### **1.0 Relationship of the City's Strategic Plan and Official Plan Review**

Council has almost completed the City's Strategic Plan and it is timely for staff to bring forward an OPR update report to Committee and Council. The key directions identified in the draft Strategic Plan which inform the scope of the OPR include:

- Creating an employment lands vision and intensification strategy for the "Prosperity Corridors";
- Directing intensification to mixed-use nodes and employment corridors, including the prioritization of intensification areas;
- Updating policy to influence the redevelopment of aging plazas to transform them into mixed use neighbourhood hubs;
- Updating policy to support higher density, walkable, accessible and transit-oriented development in key mixed use nodes;
- Directing the prioritization and commencement of Mobility Hub planning;
- Emphasizing the role and importance of Burlington's rural area; and
- Developing Sustainable Building and Development Guidelines.

The Strategic Plan also contains several initiatives that relate to: planning for intensification at a city-wide level, as well as in the Urban Growth Centre; population and employment growth targets; servicing plans; and real estate economics and market trends. These directions will shape the scope of work as part of the current OPR and will influence the City's participation in the Region's Official Plan Review and growth allocation process. The directions also relate to separate processes such as the Transportation Master Plan. With the Strategic Plan nearing completion, the OPR should now recommence.

### **2.0 Goals of the City's Official Plan Review**

The goal of the City's OPR is to update components of the existing Official Plan (OP) to ensure that it appropriately reflects the community's urban and rural vision. The main components of the OP address:

- where people live, work, play, shop;
- how people move around;
- specific land uses such as agriculture and aggregates; and,
- how the environment is protected and enhanced.

The City is also conducting a Municipal Comprehensive Review (MCR) focusing on designated areas of employment in the Official Plan. Redesignation of employment

lands can only be considered as part of a MCR. Both reviews are related and are important in updating the City's vision for the future and in making changes to the urban structure (Note: "urban structure" can generally be defined as the way the City organizes itself through the use of an urban/rural boundary, road network, identification of intensification areas, and land uses.)

The theme of the OPR is "Growing in Place" since it is recognized that the City is approaching build-out with little remaining vacant and undeveloped "greenfield" land. The OPR is a process to update the OP to better plan for areas that are redeveloping through intensification, while doing so in a sustainable way.

Other outcomes of the Official Plan Review are to:

- develop policy that will assist Council decision making related to growth management;
- align policy with the City's Strategic Plan and economic development vision for the City;
- inform other important planning processes including the Region of Halton's forthcoming Official Plan Review;
- update local policies to conform to senior level policies; and,
- set the foundation for further studies and strategies such as mobility hub planning.

## **2.1 Objectives of Conducting an OPR Process**

An OPR process is required by the *Planning Act*. This process enables the City to refine its approach to land use and development, growth management and infrastructure planning. Technically, an OP must plan for a 20 year planning horizon, and establishes a framework that extends well beyond 20 years.

A city is not static, nor is the policy context which shapes decision making in a city. Because a city is in a constant state of evolution, its land use strategies must also continually evolve. An OPR is the opportunity to change the approach to how the Burlington grows. Below is a general summary of the purpose of conducting an OPR:

### **Official Plan Review**

- Updates the vision for the City's growth.
- Establishes a land use system for the City, including urban boundary, urban growth centre, mixed use areas, residential, employment and commercial areas, transportation network, and rural and natural heritage areas.

- Makes refinements to the urban structure (hierarchy of land uses, categories of land uses) to align land uses to the City's vision.
- Articulates community building priorities and areas for protection.
- Assesses land budget needs to determine the type and quantity of land needed to accommodate growth.
- Coordinates the land use system with infrastructure requirements and phasing.
- Establishes evaluation criteria for certain processes such as employment conversions, site plan applications, and development applications.
- Incorporates policies to ensure conformity to senior levels of government while considering the local context.
- Encompasses broad public, agency and stakeholder consultation.
- Establishes the basis for the zoning by-law and the policy framework for other City plans (e.g. area plans, transportation plans, etc.).
- Defines key terms for consistent interpretation of policies.

It is important to note that in addition to the City's Official Plan, there are other planning tools that can be used to implement the vision for growth in the city including: area plans such as "master plans"; block plans; corridor plans; site-specific development applications; urban design studies and guidelines; zoning by-laws, and community improvement plans and related incentives.

### **3.0 Revised Approach to the Official Plan Review**

The Strategic Plan process to date has been an important exercise in determining Council's priorities, many of which will be implemented by the City's OP. The City is well positioned to make a number of changes to its key land use policy document to better articulate its vision for future growth. In consideration of restarting the OPR while seeking opportunities to accelerate the delivery of the OP update, a new approach is required and is discussed below.

#### **3.1 Official Plan Review Delivered in Two Parts**

To date, the OPR was organized to bring forward a single comprehensive amendment for Council adoption. However, to more effectively address Council's priorities and create timing efficiencies, staff recommend bringing

forward two OP amendments (Part A and Part B), in sequence, as outlined in Table No. 1 below.

The Part A amendment will focus on making refinements to the City’s urban structure and intensification goals. The Part B amendment will focus on rural settlement, agricultural, natural heritage, sustainable development and aggregate policies.

The OPR was originally scoped to include a technical work plan which includes improving clarity of existing policies, adding new policies to address conformity to senior plans, deleting outdated policies, etc. Staff have completed considerable work to date and will bring forward draft policies as a component of the Part A amendment. Other policies are not yet complete as a result of shifting work plan priorities and will be brought forward as part of the Part B amendment.

**Table No. 1:  
Components of the Official Plan Review (Part A and Part B Amendments)**

<b>Part A Amendment to the OP</b>	
<b>1. Urban structure refinement</b>	<p><u>Objective:</u></p> <ul style="list-style-type: none"> <li>• To update the City’s vision for future growth with focus on the system of the Urban Growth Centre(UGC), mobility hub areas and their transportation connectors, urban centres, and mixed use corridors.</li> </ul> <p><u>Outcome:</u></p> <ul style="list-style-type: none"> <li>• Mapping and text to address the City’s urban structure.</li> </ul>

<p><b>a. Intensification areas</b></p>	<p><u>Objective:</u></p> <ul style="list-style-type: none"> <li>• To clearly identify the areas where the City can expect to see a high degree of redevelopment and include policies to manage the transition resulting from intensification.</li> </ul> <p><u>Outcome:</u></p> <ul style="list-style-type: none"> <li>• Mapping and text to address intensification areas including, Urban Growth Centre, mixed use corridors and urban centres, mobility hubs, and commercial/mixed use areas.</li> <li>• Policies to update the commercial land use hierarchy and enhance integration with mixed use areas. Incorporate other updates resulting from the OPR Commercial Strategy Study.</li> <li>• Minor changes to Downtown policies such as a clarification of the Residential – Medium/High density designation.</li> </ul> <p>(Note: Separate processes are required to develop area- or site-specific plans such as mobility hub master plans, corridor studies, or redevelopment plans for aging commercial plazas. The Part A Amendment will outline the general requirements and the major components for each of these processes.)</p>
<p><b>b. Strategic investment intensification areas</b></p>	<p><u>Objective:</u></p> <ul style="list-style-type: none"> <li>• To build on the “Intensification Areas” policy above, by identifying strategic areas where there is a clear public interest to facilitate intensification through: capital investment; influencing senior levels of government; initiating area-plans; removing barriers to redevelopment, etc.</li> </ul> <p><u>Outcome:</u></p> <ul style="list-style-type: none"> <li>• Policies to identify strategic areas for redevelopment and to set a foundation for future strategic planning and economic development initiatives outside of the OPR to facilitate their redevelopment.</li> </ul>

<p><b>c. Mobility Hubs</b></p>	<p><u>Objective:</u></p> <ul style="list-style-type: none"> <li>• To identify and incorporate Mobility Hubs, and their related transportation connectors, as integral elements of the City’s Urban Structure; and to add policies to guide future area planning of each hub.</li> </ul> <p><u>Outcome:</u></p> <ul style="list-style-type: none"> <li>• Policies to advance the city’s commitment to redevelop the mobility hub areas. These policies would set the stage for area specific master planning process.</li> </ul>
<p><b>d. Employment conversions</b></p>	<p><u>Objective:</u></p> <ul style="list-style-type: none"> <li>• To develop criteria to assess the merits of redesignating employment lands to another use.</li> </ul> <p><u>Outcome:</u></p> <ul style="list-style-type: none"> <li>• Policies to change a limited number of employment lands to residential or mixed use, where warranted, in order to achieve strategic City objectives.</li> </ul>
<p><b>e. Employment area policies</b></p>	<p><u>Objective:</u></p> <ul style="list-style-type: none"> <li>• To update employment land use policies and align with Burlington Economic Development Corporation to support the intensification and redevelopment of the City’s employment lands.</li> </ul> <p><u>Outcome:</u></p> <ul style="list-style-type: none"> <li>• Policy amendments as required.</li> </ul>
<p><b>f. Stable low density residential area policies</b></p>	<p><u>Objective:</u></p> <ul style="list-style-type: none"> <li>• To provide general updates to existing low density residential area policies within the Official Plan with an emphasis on character areas and other single-detached neighbourhoods</li> </ul> <p><u>Outcome:</u></p> <ul style="list-style-type: none"> <li>• Amendments will focus on the following: <ul style="list-style-type: none"> <li>○ Identifying stable areas</li> <li>○ Refining existing intensification and infill evaluation criteria to</li> </ul> </li> </ul>

	<p>better manage the introduction of new developments in these areas.</p> <ul style="list-style-type: none"> <li>○ Limiting the forms of intensification and addressing: accessory dwelling units; infill redevelopment; and new lot creation.</li> <li>○ Potentially adding additional policies addressing minor variance and consent criteria for residential areas city-wide, based on Character Area study recommendations.</li> <li>○ Consolidate Official Plan Amendments related to the Character Area Studies in the Official Plan.</li> </ul>
<p><b>g. Medium and high density residential area policies</b></p>	<p><u>Objective:</u></p> <ul style="list-style-type: none"> <li>● To provide limited opportunities for intensification in medium and high density residential areas.</li> </ul> <p><u>Outcome:</u></p> <ul style="list-style-type: none"> <li>● Amendments will focus on the following: <ul style="list-style-type: none"> <li>○ Refining existing intensification and infill evaluation criteria to better manage the introduction of new developments in these areas.</li> <li>○ Limiting the need for Official Plan amendments to accommodate density increases in strategic locations.</li> <li>○ Introducing criteria for the creation of limited, small scale commercial uses within some medium and high density residential areas.</li> <li>○ Potentially adding additional policies addressing minor variance and consent criteria.</li> <li>○ Technical refinements to various policies in order to address recent development trends (e.g. density ranges).</li> </ul> </li> </ul>
<p><b>Part B Amendment to the OP</b></p>	
<p><b>1. Natural and cultural heritage, agriculture, rural, aggregate and sustainability policies.</b></p>	<p><u>Objective:</u></p> <ul style="list-style-type: none"> <li>● To update and enhance the City’s policies to ensure conformity with the Halton Region Official Plan and Provincial plans and policies, and to: conserve the distinctive character of rural Burlington, with agriculture as the predominant use; protect and enhance the natural heritage system; and refine the City’s sustainability and environment policies.</li> </ul> <p><u>Outcome:</u></p> <ul style="list-style-type: none"> <li>● Amendments to update and enhance the City’s vision and policies for the Rural Area, natural resources and natural heritage: <ul style="list-style-type: none"> <li>○ Introducing new mapping to conform to and refine the</li> </ul> </li> </ul>

	<p>mapping in Region of Halton Official Plan Amendment No. 38.</p> <ul style="list-style-type: none"> <li>○ Updating the City’s policies to set out and implement the City’s vision and to conform to the Halton Region Official Plan and Provincial plans and policies.</li> <li>• Technical refinements to the existing sustainability and the environment policies.</li> <li>• Proposed Sustainable Building and Development Guidelines to promote sustainable urban design and related Official Plan policies enabling the adoption of the Sustainable Building and Development Guidelines.</li> </ul> <p><u>Note:</u> Separate processes outside of the OPR are required to develop a broader rural strategy encompassing other initiatives in addition to land use planning potentially in partnership with the Region of Halton’s Rural Agricultural Strategy.</p>
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Staff recommend that Council endorse the approach identified in Table No. 1 above so that the OPR will consist of two separate amendments, delivered in sequence to conclude the Official Plan Review process. Timing of the amendments is discussed below.

### 3.2 Work Plan Process for Part A Amendment

Attached is Appendix A (*Official Plan Review Work Plan Process for Part A Amendment*) which illustrates Council decision points, staff reports and timing, in relation to the remaining phases of the OPR. Upcoming staff reports as part of Part A amendment include:

1. Intensification/urban structure direction report	Q2 2016
2. Employment lands / conversion assessment report	Q2 2016
3. Omnibus directions report (consolidation of all policy directions and draft Official Plan Amendment) for public consultation	Q4 2016
4. Final Official Plan Amendment (Part A) at Statutory Public Meeting	Q2 2017

Following Council’s adoption of Part A, the amendment would be submitted to the Region for approval. The timing of the Region’s review and approval is unknown as there are variables including potential revisions to Council-adopted policies that may be required.

It is important to note that any potential employment conversions for lands designated as employment in the Region's Official Plan must also be considered as part of the Region's Official Plan Review and Municipal Comprehensive Review process. The Region anticipates delivery of their Official Plan amendment in Q2 2018. Potential employment conversions for lands designated for employment only in the City's OP and not identified in the Region's OP will not be subject to the Region's OPR and MCR. Appendix C -*City and Agency Work Plan and Timelines*, illustrates the relationship and timing of multiple City, Regional and Provincial processes and will be discussed later in this report.

Burlington staff anticipate that Regional approval of the OPR process will be a collaborative process which may include refinement of the proposed amendments, if warranted, to obtain approval. There is also a potential that components of the Official Plan will be appealed to the Ontario Municipal Board with the implication that there could be a delay in policies coming in to force and effect.

Staff are recommending that Council endorse the work plan process as identified in Appendix A.

Regarding Part B Official Plan amendment, staff are still developing the detailed work plan process and will provide Council with an update in the future. The endorsement of the Part A OPR work plan is necessary to establish the Part B work plan.

### **3.3 Scope of Intensification Review as part of Part A OP Amendment**

The Part A OP Amendment will focus on the introduction of a refined City-wide vision for intensification within the Official Plan to prioritize growth within key areas and prepare the City for the Region's future 2031-2041 growth allocation process. This vision will build upon the existing City's intensification study from 2008 as outlined in staff report P-01/08, and the intensification review undertaken as part of Council's Strategic Plan by focusing on the following four objectives:

1. Updating the 2008 Intensification Study Areas map by adding new intensification areas such as Mobility Hubs, Uptown and other mixed use areas;
2. Differentiating intensification areas to assist with the development of a phasing strategy and to determine priority areas for public investment.
3. Incorporating the new intensification map as a schedule within the Official Plan along with new policies to guide the evaluation of intensification proposals in primary and secondary intensification areas so as to ensure the City's vision is implemented; and,

4. Conducting a servicing analysis to identify potential barriers to the city's intensification vision so that strategies can be developed to address the constraints.

The Official Plan Review will advance the City's readiness for intensification by refining the City's policies to establish a clear vision for growth. In Q2 of 2016, staff will bring forward a report on urban structure and intensification. Appendix B – *Intensification Work Plan Process*, outlines the major tasks to be conducted as part of the Official Plan Review, and also identifies work required to support the Region's Official Plan Review and related population and employment growth allocation process.

Upon Council's endorsement of the vision, staff will undertake a technical review of the primary and secondary intensification areas to identify their capacity for potential population and jobs growth in the future. The scope of the City's review will be based on the Region's forthcoming framework for the 2031-2041 growth allocation process. The review will include the following factors: influencing intensification area growth capacity including, but not limited to, future market trends, site specific redevelopment potential, development permissions and/or future infrastructure capacity. The outcome of the City's review will inform the Region's growth allocation process and identify future City and Regional capital investments required to support potential growth in these areas.

### **3.4 Employment Conversions**

Following the intensification/urban structure report, the next significant report in the OPR work plan is the assessment of employment conversions. This report is an integral component of the City's Municipal Comprehensive Review. The report will assess the property requests submitted by individual properties, as well as assess properties and designations under consideration by the City. The report will also potentially recommend changes to employment land use designations.

With respect to the assessment of employment conversions, staff are recommending that an additional window be inserted in the Official Plan Review to accept new employment conversion requests for a period of one month until February 25, 2016. This is because the delay of the Official Plan Review has provided the additional opportunity to confirm any remaining interest in the community to request a conversion. Staff will notify the community of the

opportunity to submit employment conversion requests and will provide guidance on information requirements to support the requests.

#### **4.0 Consideration of Other City, Regional and Provincial Processes**

Appendix C outlines various City, Regional and Provincial processes currently underway, or in the near future, and their potential timing in relation to the City's OPR.

The proposed timing ensures that the City's updated intensification vision can be developed and approved by City Council in time to inform the Region's 2018 Growth Allocation Program (including the Regional Development Charge Study and infrastructure staging and financing plans) which are anticipated to be completed by Q2 2018.

Below are references to other significant City initiatives and their relationship to the OPR:

- **Mobility Hub Area Planning**

The phased approach to the OPR delivery would provide an opportunity to dedicate resources to the development of a Mobility Hub Area Plan. This area planning process could be initiated as early as Q2 2016 and allow for the initial Mobility Hub plan to be developed in concert with the Official Plan Review. There would also be a relationship between the Mobility Hub Plan with the Region's OPR. This relationship is important given local and regional interest in employment lands located within mobility hubs and the potential for conversions.

- **Transportation Master Plan (TMP)**

The TMP is currently anticipated to be completed by Q3 2016. The timing of Part A of the Official Plan Review would allow for any potential OP amendments resulting from the TMP to be incorporated.

- **Comprehensive Zoning By-law Review (ZBR)**

Under the two part OPR process, the ZBR would begin in Q1 2017 and would then be on-going until after Part B of the OP amendment is approved.

In terms of the current Co-ordinated Provincial Plan Review, it is anticipated that the release of draft amendments to various Provincial plans and a second round of consultation will occur beginning in Winter 2016. Timing beyond Winter 2016 and any potential impacts to the OPR are unknown at this time. While not within the

scope of the OPR, Council may direct staff to prepare a number of area plans such as a corridor plan, or site-specific plan (e.g. redevelopment plan for an aging plaza). These other types of planning initiatives also facilitate refining and implementing the city's vision for growth.

## **5.0 Project Management Considerations and Other Policy Initiatives**

While the OPR is a clear priority in the Planning and Building Department, there are a number of other existing or emerging initiatives that compete for staffing resources and need to be managed. These other initiatives include:

- Region of Halton Official Plan Review and growth allocation process
- Mobility Hub Plans
- Halton Region's Rural Agricultural Strategy
- The Co-ordinated Provincial Plan Review and related conformity exercises
- Response to various provincial initiatives (e.g. policy and legislation reviews such as the *Aggregate Resource Act*, *Conservation Authority Act*, *Planning Act* Reform, Provincial wetlands policy, etc)
- Support to emerging corporate projects
- Support to the Development Section of Planning and Building
- Zoning By-law Review

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### **Financial Matters:**

There is currently \$300,000 remaining for the Official Plan Review which is sufficient in staff's assessment to fund delivery of Part A and Part B of the OPR. Any remaining funds will be used to supplement funding the Zoning By-law Review.

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### **Public Engagement Matters:**

Public and stakeholder engagement continues to be an integral component of the OPR. Staff will liaise with the Sustainable Development Committee and relevant agencies to deliver the remaining policy directions reports, and will conduct an open house and statutory public meeting in the later phase of the OPR. Also, staff will communicate to the community and Council via email updates, memos, staff reports. A public and stakeholder phase of three months has been factored into the project work plan between the draft and final OP amendment.

**Conclusion:**

A revised approach is recommended for completing the OPR. This approach will present two amendments to Council for adoption (Part A and B), and will better align the project to other key plans and processes including the City’s Strategic Plan and the Region’s Official Plan Review.

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Respectfully submitted,

Andrea Smith, Manager of Policy and Research

335 7600 ext. 7385

**Appendices:**

Appendix A: (Official Plan Review Work Plan Process for Part A Amendment)

Appendix B: (Intensification Work Plan Process)

Appendix C: (City and Agency Work Plan and Timelines)

**Notifications:** (after Council decision)

Name:	Mailing or E-mail Address:
BEDC	Frank McKeown – Executive Director
Region of Halton	Ron Glenn – Director of Planning, Chief Planning Official

**Approved by:**

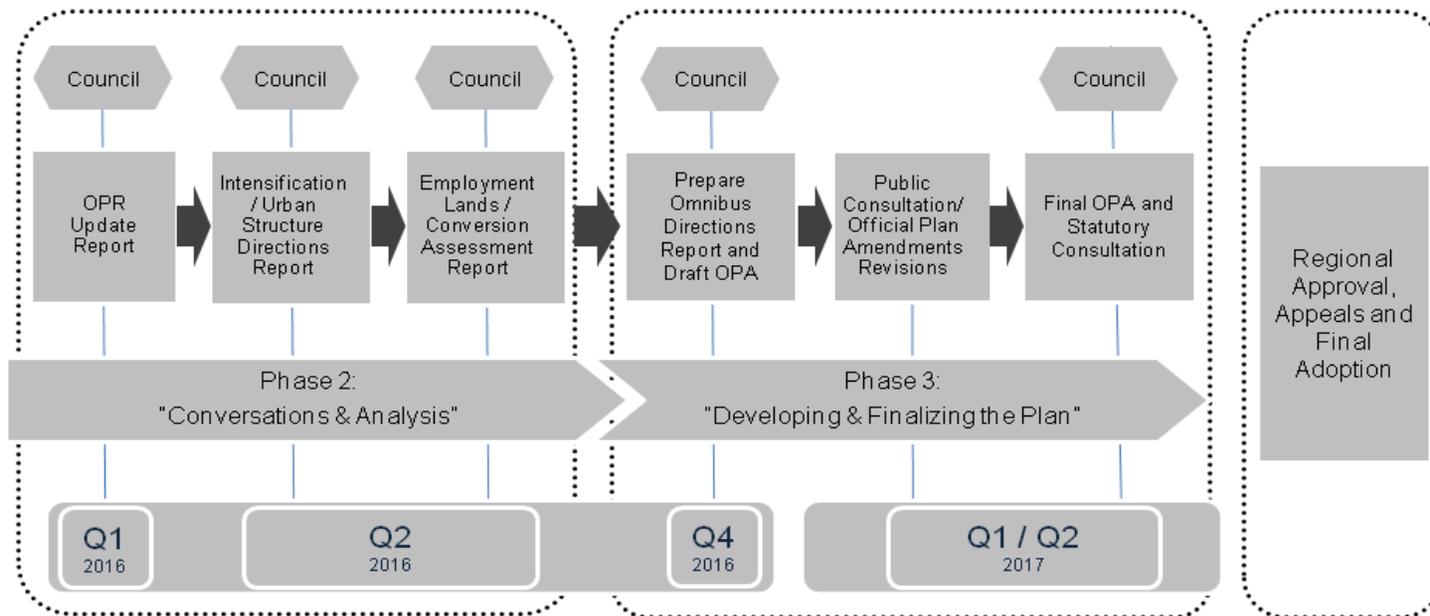
Mary Lou Tanner, Director of Planning and Building

Joan Ford, Director of Finance

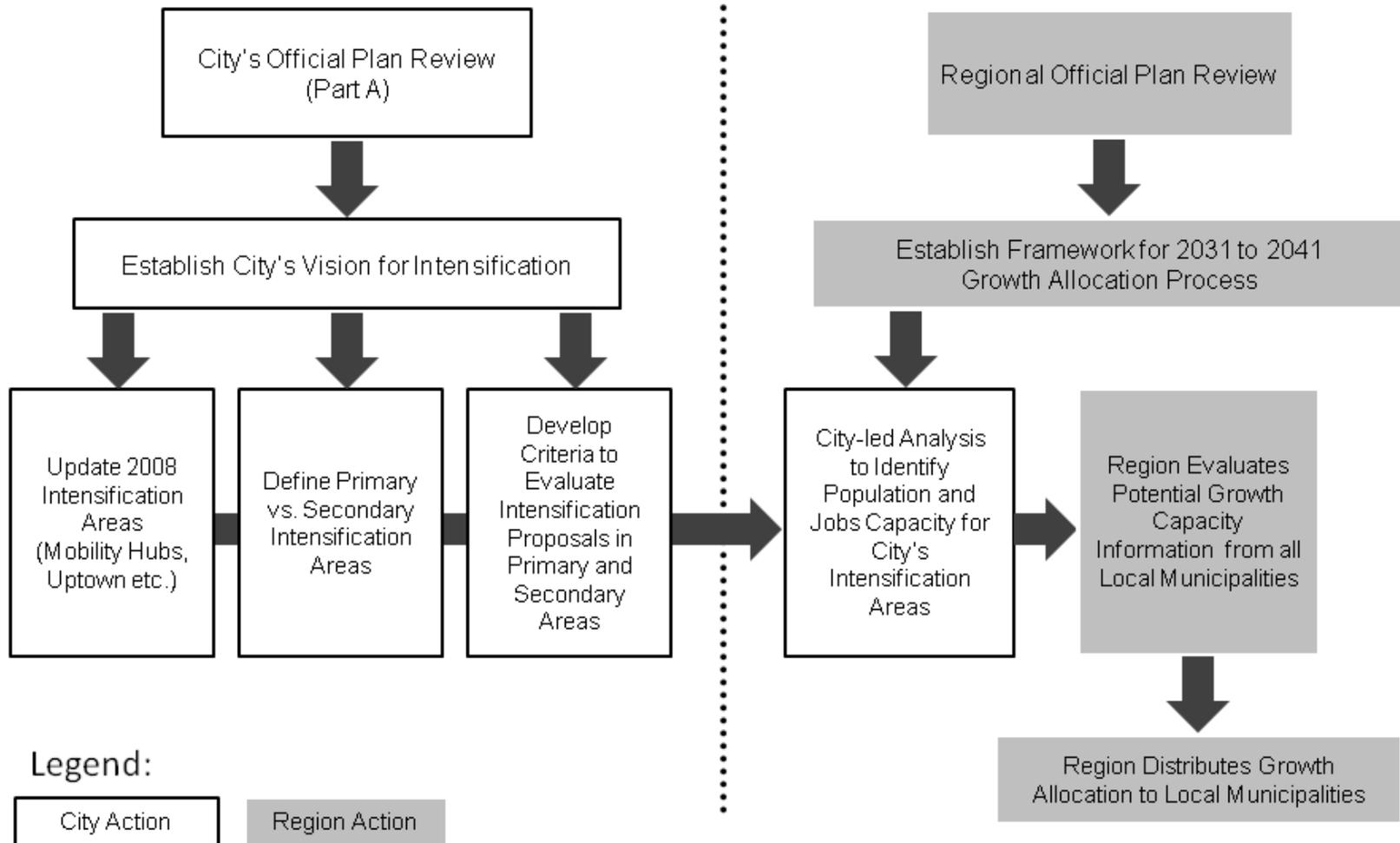
Nancy Shea-Nicol, Director of Legal Services & City Solicitor

James Ridge, City Manager

### Appendix A: Official Plan Review Work Plan Process for Part A Amendment



### Appendix B – Intensification Work Plan Process



### Appendix C – City and Agency Work Plans and Timeline

