



Regular Council

Agenda published September 24,2026

Addendum published September 25,2026

Revised addendum published September 28,2026

Revised agenda published September 28,2026

Date: September 29, 2026
Time: 9:30 am
Location: Council Chambers, City Hall, second floor

Pages

11. Delegations

11.1 *Jim Thomson will speak regarding Motion memorandum regarding Electric Kick Scooters & Powered Personal Transportation Devices – Public Awareness, Injury Prevention, Point of Sale Education, Enforcement and Legislative Action (ADM-09-26)*

20. Motion to Receive and File Information Items

20.5 *Supplemental staff memo regarding Millcroft Minister Zoning Order Request Update regarding DGM-55-26, (CS-07-26)* 1 - 6

This item provides supplemental information regarding item 13.1 I

22. Motion to Approve By-Laws

22.6 *55-2026: A by-law to amend By-law 86-2007, as amended, being a by-law for the regulation of traffic.* 7 - 9

Delegated Authority



Staff Memo

SUBJECT: Millcroft Minister Zoning Order Request Update

TO: Regular Council

FROM: Community Services

Government Relations

Report Number: CS-07-26

Wards Affected: Ward 6

Date to Committee: N/A

Date to Council: September 29, 2026

CIP Date: N/A

This staff supplemental memo provides an update on the status of the City of Burlington's Minister's Zoning Order (MZO) request to preserve open space uses in the Millcroft community.

The Ministry of Municipal Affairs and Housing (MMAH) received a request from the City of Burlington on April 13, 2026, to make a MZO to maintain the current recreational and open space uses and prohibit development on lands at 2155 Country Club Drive, in the City of Burlington, that are currently zoned (O1) Open Space in the City of Burlington Zoning By-law, 2020, as amended.

MMAH hosted a 30-day public consultation through the Environmental Registry of Ontario (ERO) from June 22, 2026, to July 22, 2026, seeking input on whether this request should be considered and any additional information that may help inform the Minister's decision-making.

Concurrently, MMAH also received a request from Millcroft Greens Corporation to make a Minister's Zoning Order for lands at 2155 Country Club Drive and 4274 Dundas Street, in the City of Burlington. This request had written support from the Minister of Seniors and Accessibility and the Minister of Environment, Conservation and Parks, and MMAH hosted a 30-day public consultation through the ERO from June 5, 2026, to July 5, 2026.

The City of Burlington's comments to ERO #: 026-0551 – Request for a Minister's Zoning Order for Residential Uses in the City of Burlington – can be found appended to this Memo.

Government Relations staff maintain frequent contact and professional relationships with all local Members of Parliament (MPs) and Members of Provincial Parliament (MPPs) and their staff teams. City of Burlington staff meet monthly with each of the local MP and MPP Offices to discuss local priorities and advance advocacy objectives. To this end, Millcroft remains a standing item of discussion and both city staff and provincial officials maintain frequent points of contact to ensure timely information exchange, as needed.

Through these conversations, Government Relations has sought updates on the Minister's decision to the two respective MZO requests. To date, the City of Burlington and local MPP Offices have not received a decision from the Minister of Municipal Affairs and Housing on Burlington's MZO request to preserve open space uses, or Millcroft Greens' MZO request for residential uses.

Government Relations will continue to monitor and seek updates on the Minister's final decision and provide timely updates to Council accordingly.

Memo Details

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Attachments:

- A. Environmental Registry of Ontario (ERO) #026-0550: [Request for a Minister's Zoning Order to Preserve Open Space Uses in the City of Burlington](#).
- B. Environmental Registry of Ontario (ERO) #026-0551: [Request for a Minister's Zoning Order for Residential Uses in the City of Burlington](#).
- C. ERO #026-0551: City of Burlington Submission (attached)

Memo Approval:

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

**Re: ERO #026-0551 - Request for a Minister's Zoning Order for Residential Uses
in the City of Burlington**

Thank you for the opportunity to provide comments on ERO #026-0551.

Based on the information available within the Environmental Registry of Ontario Posting #026-0551, municipal staff have the following general comments that form the basis of this submission on behalf of the Community Planning Department at the City of Burlington.

Conflicting Ministerial Zoning Order Requests

On April 13, 2026, a Ministerial Zoning Order (MZO) Framework Request was submitted by the City to the Minister of Municipal Affairs and Housing. The requested MZO would apply to all remaining lands in the Millcroft Golf Course outside of the 2025 Ontario Land Tribunal (OLT) decision. Specifically, the City's request would prohibit every use of land and every erection, location or use of any building or structure except those specifically permitted by the current O1 Open Space Zone in Zoning By-law 2020. This would align with the City's land use vision for these lands, as identified in the City of Burlington Official Plan, for open space uses.

To date, no decision has been issued on the City's April 2026 MZO request, however, ERO #026-0550 – Request for a Minister's Zoning Order to Preserve Open Space Uses in the City of Burlington, has been posted and is open for public comment until July 22, 2026. This request seeks to maintain the open space uses on the lands and is fundamentally incompatible with the current requests made by Millcroft Greens Corporation (the applicant), which are premature until a decision has been made on the City's MZO application.

At the same time, the City must make a decision on the new applications within its legislated development processing timelines. It is staff's view that separately processing the Planning Act applications and the MZO request by Millcroft Greens Corporation, especially while the City's MZO request remains open, creates confusion and contradictions in the land use planning process for these lands.

The City's vision for these lands, as articulated in the Official Plan, is for open space. It is the City's position that the MZO request by Millcroft Greens Corporation should be refused, the Official Plan Amendment (OPA) and draft plan applications withdrawn, and the City's MZO application approved.

In the absence of clarity regarding the City's MZO application, staff offer the following supplementary comments on the MZO request made by Millcroft Greens Corporation.

2155 Country Club Drive

Burlington municipal staff recommend a refusal of the MZO request made by Millcroft Greens Corporation for lands at 2155 Country Club Drive.

The majority of the proposed development is within or adjacent to Conservation Halton Regulated Areas. Other than a location map, the MZO has no supporting materials to understand the developable area or to demonstrate that the proposed residential development will not be located in a hazard area in accordance with the Provincial Planning Statement (PPS).

It is understood that an MZO is exempt from compliance with provincial policy including the PPS. However, given the potential health, safety, financial, and environmental risk for residential development within flood hazard areas, along with any downstream flooding impacts, it would not be in the public interest to ignore provincial policy including the PPS.

Housing Unit Potential

The City of Burlington is a built out municipality and is expected to grow significantly through infill within the current Urban boundary. The City has examined residential intensification potential throughout the City as part of a recent population and employment forecasting exercise based on the Official Plan framework.

The City's Official Plan establishes a Growth Framework within the Urban Area. The growth framework, along with the Urban Structure and land use policies, together describe where significant change and growth is expected as well as where long term protection is key. Areas like the City's Natural Heritage System, natural hazards and major parks and open spaces are identified to be protected over the long term. Alternatively, the areas that are identified for change and growth are well aligned with provincial and other levels of government investments in transit and existing community infrastructure like schools and hospitals.

Analysis on residential intensification potential considered the Established Neighbourhood Area, Primary and Secondary Growth Areas and new Designated Growth Areas. When taken together these areas were identified to have a potential housing unit supply estimated at approximately 106,000 units. This potential far exceeds the anticipated housing growth of 35,400 units forecast from 2021 to 2051. Please refer to this link for more details on the City's Growth Analysis Review. The significant housing unit supply potential in those areas identified for change will support housing unit growth beyond 2050.

Understanding the City's Pipeline

The City has spent considerable time monitoring its development pipeline. Based on the Pipeline to Permit dashboard as of June, 26, 2026 the City currently has:

- 23,471 residential units in pre-application stage
- 13,088 residential units under review
- 2,321 residential units appealed to OLT
- 9,067 residential units waiting to submit for site plan application

The above confirms that there is strong interest from industry for residential development in the City and it has a healthy balance of residential units across the development approval spectrum. Equally important, the above noted residential units are located in areas where the City expects development to occur so that investments in community infrastructure and mobility are optimized.

Development Charges and the City's Housing-related Community Improvement Plan

Burlington has already taken meaningful, Council-approved action to support housing supply, affordability and complete communities. This includes a 28 per cent reduction to residential development charges already in effect. The City of Burlington Housing Community Improvement Plan (CIP) has also been amended to establish a suite of temporary programs with a focus on incentivizing development during a challenging time for the development industry and to support the creation of new housing units aligned with Burlington's housing needs and objectives. The programs include Development Charge grants, fee waivers, tax increment equivalent grants, and other housing-related incentives.

The City received applications for an OPA and Draft Plan of Subdivision (DPS) on June 5, 2026 and has 120 days to meet its legislated timelines and issue a decision. As the closing date for the Millcroft Greens Corporation MZO is July 5, 2026, a minimum of 30 of the 120 days to process the OPA and DPS will have passed without zoning clarity for staff to process the OPA and DPS.

The City's primary position is that Burlington's 2026 MZO request should be approved and the applicant's MZO request refused. The following comments apply only in the event of the refusal of the City's 2026 MZO application.

To ensure the orderly processing of the development applications, a Zoning By-law Amendment (ZBA), including all technical supporting materials, should also be submitted to the City for review. The ZBA will ensure a complete, transparent, and public development review process at the local level and can be considered in an integrated manner with the OPA and DPS.

There is already a provincial appeal mechanism through the OLT for municipal decisions on development applications. An MZO request is not required for the Province to have oversight on the decision-making process for this development.

The legislative processing timelines for the OPA and DPS should restart so that the OPA, ZBA and DPS are reviewed holistically and within the same legislated processing timelines.

4274 Dundas Street

Burlington municipal staff also recommend a refusal of the MZO request by Millcroft Greens Corporation regarding 4274 Dundas Street.

The City does not object to the merits of the proposed changes for 4274 Dundas Street; it does object to the process to implement through an MZO request and recommends refusal.

The request to add a long-term care and retirement home as a permitted use while applying the OLT-approved regulations for an apartment building is appropriate as the built form and intensity of use would not increase.

The MZO request does not, however, provide a parking utilization study or technical materials to support the requested parking rate for the proposed land uses. As a wedge shaped property that is bound by a major arterial road to the north, a major utility corridor to the south, and an established condominium development to the west, it is isolated from the surrounding community. There are no nearby on-street parking options available for this property, so it is critical to ensure that an appropriate parking rate is applied to the development. The proposed parking rate would be best considered as part of the suggested ZBA application identified above, with the appropriate parking utilization and technical materials to support the request. It is not the City's objective to frustrate long-term care and retirement home developments with excessive parking rates, rather it is to ensure that these important housing projects are carefully considered and set up to function successfully.

Conclusion

Based on the details shared within this submission, the City's vision for the 2155 Country Club Drive lands, as articulated in the Official Plan, is for open space. The proposed additional uses and parking rate for 4274 Dundas Street are best established through a local planning process and supported with appropriate studies and technical materials.

It is the City's position that the MZO request by Millcroft Greens Corporation should be refused, the OPA and draft plan applications withdrawn, and the City's MZO request approved.

The City of Burlington welcomes any opportunities to discuss the future uses of these lands in further detail, regardless of the outcome, to ensure that all parties are working together to advance the collective interests of local residents and businesses.

The Corporation of the City of Burlington

City of Burlington By-law 55-2026

A by-law to amend By-law 86-2007, as amended, being a by-law for the
regulation of traffic.
Delegated Authority

Whereas pursuant to subsection 27 (1) of the Municipal Act, 2001, S.O. 2001, c. 25, a municipality may pass by-laws in respect of a highway only if it has jurisdiction over the highway;

Now therefore the Council of the Corporation of the City of Burlington hereby enacts as follows;

1. Schedule 1 of By-law 86-2007, as amended, (Section 12 (1) – Through Highways – Stop) is amended by deleting the following line items in alphabetical order:

Fairwood Place West	West limit of LaSalle Park Road	South limit of Hendrie Avenue
Fairwood Place West	West limit of LaSalle Park Road	North limit of Northshore Boulevard
Northshore Boulevard West	West limit of LaSalle Park Drive	South limit of Hendrie Avenue
Northshore Boulevard East	East limit of Edgewater Crescent	West limit of King Road
Northshore Boulevard East	East limit of LaSalle Park Road	West limit of Edgewater Crescent
Northshore Boulevard East	East limit of King Road	Lakeshore Road

2. Schedule 1 of By-law 86-2007, as amended, (Section 12 (1) – Through Highways – Stop) is amended by adding the following line items in alphabetical order:

Fairwood Place West	West limit of LaSalle Park Road	North limit of North Shore Boulevard West
Malvern Road	South limit of Spruce Avenue	Southern terminus

North Shore Boulevard East	East limit of Eagle Drive	West limit of Edgewater Crescent
North Shore Boulevard East	East limit of Edgewater Crescent	West limit of King Road
North Shore Boulevard East	East limit of Glenwood Avenue	West limit of Eagle Drive
North Shore Boulevard East	East limit of LaSalle Park Road	West limit of Glenwood Avenue
North Shore Boulevard East	King Road	East limit of Indian Road
North Shore Boulevard West	West limit of LaSalle Park Road	South limit of Hendrie Avenue
Penn Drive	South limit of Spruce Avenue	Western terminus
Walden Drive	East limit of Malvern Drive	North limit of Penn Drive

3. Schedule 2 of By-law 86-2007, as amended, (Section 12 (2) – Intersections – Stop Signs) is amended by deleting the following line items in alphabetical order:

Fairwood Place West and North Shore Boulevard	Southbound	Fairwood Place West
North Shore Boulevard East and Edgewater Crescent	Northbound	Edgewater Crescent

4. Schedule 2 of By-law 86-2007, as amended, (Section 12 (2) – Intersections – Stop Signs) is amended by adding the following line items in alphabetical order:

Eagle Drive and North Shore Boulevard East	Southbound	Eagle Drive
Edgewater Crescent and North Shore Boulevard East	Northbound	Edgewater Crescent
Glenwood Avenue and North Shore Boulevard East	Southbound	Glenwood Avenue

Lemonville Road and Hidden Valley Road	Eastbound and Westbound	Lemonville Road
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5. Schedule 3 of By-law 86-2007, as amended, (Section 13 (1) – Through Highways – Yield) is amended by deleting the following line items in alphabetical order:

Fairwood Place West	South limit of Hendrie Avenue	North limit of North Shore Boulevard West
Penn Drive	South limit of Spruce Avenue	Westerly terminus

6. Schedule 4 of By-law 86-2007, as amended, (Section 13 (2) – Intersections – Yield Signs) is amended by deleting the following line items in alphabetical order:

Walden Drive and Malvern Road	Westbound	Walden Drive
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7. Schedule 7 of By-law 86-2007, as amended, (Section 14 (1) (c) – Prohibited Turns – Signs on Display) is amended by adding the following line items in alphabetical order:

Regency Court	Northbound and Southbound	Right on red signal	Regency Court at Prospect Street	All Day
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8. That in all other respects By-law 86-2007, as amended, be and is hereby confirmed.

9. That this by-law comes into force the day it is passed.

Passed this 29th day of September, 2026.

Mayor Marianne Meed Ward _____

City Clerk Mike de Rond _____