



# The Corporation of the Town of Milton

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Report To: Council

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From: William Mann, Chief Administrative Officer

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Date: October 30, 2017

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Report No: ES-013-17

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Subject: Strategic Initiative re: Town of Milton Sustainable Halton Lands Secondary Planning Program

**Recommendation:** **THAT staff be directed to proceed with the development of a Secondary Plan program for the planning of the Phase 4 lands within the Sustainable Halton Urban Expansion Area, as identified through the Town of Milton Land Base Analysis (LBA) prepared by Malone Givens Parson; with the concurrent commencement of the Britannia Road West, Agerton Employment and Trafalgar Corridor Secondary Plan Areas.**

**AND THAT staff be directed to consult with the Phase 4 landowners, Halton Region, Conservation Halton, and the School Boards, to collaboratively develop the work program for the delivery of the secondary plan(s) in a timely and fiscally responsible manner which support the Region of Halton's 2018 allocation program and the orderly management and progression of development;**

**AND FURTHER THAT staff be directed to continue to consult with the Phase 4 landowners/developers and relevant agencies regarding the development of neighbourhood/block plans to manage the development-related fiscal impacts to the Town as outlined in Reports COR-062-17 and ES-013-17;**

**AND FURTHER THAT staff be directed to continue to use the advancement of both the Sustainable Halton Lands and MEV Secondary Plan Areas as significant justification for the advancement of a comprehensive all-day, two-way Metrolinx/GO Train service, in their ongoing discussions with the Province of Ontario, Region of Halton and GO/Metrolinx;**

**AND FURTHER THAT a copy of Report No. ES-013-17, along with its approved recommendations be forwarded to the**



**Region of Halton, Milton's adjacent municipalities, the  
Premiere of Ontario, the Ontario Ministers of MMA, MOH,  
MTO, the Provincial Growth Secretariat and the local MP's  
and M.P.P.'s.**

## **EXECUTIVE SUMMARY**

The purpose of this report is to outline an approach to the Secondary Planning program for the Sustainable Halton Urban Expansion Area which both supports the delivery of the Region's 2018 Allocation Program and provides for a continuous supply of developable land to meet the Town's strategic goals and objectives. The report further identifies an approach to effectively manage the orderly progression of development in a fiscally responsible manner through the use of neighbourhood or block plans which would be required to be approved by Council prior to the commencement of development in each identified block. Staff is of the opinion that concurrent commencement of a Secondary Planning program for the Britannia Road West, Agerton Employment and Trafalgar Corridor Secondary Plan Area(s) has merit and is justified based on the rationale provided in this report.

## **REPORT**

### **Background**

On September 25, 2017, Town Council received two reports related to future planning and growth in the Town of Milton (i.e., PD-048-17 and PD-049-17).

Staff Report PD-049-17 articulated a vision for the Town of Milton's future urban structure, which was endorsed by Town Council. Staff Report PD-049-17, as well as the accompanying table and map, highlighted the necessary attributes and dependencies required to achieve the articulated vision. The directions contained in Staff Report PD-049-17, along with the recent growth management-related studies that the Town has undertaken (e.g., Land Base Analysis, Employment Land Needs Assessment, Intensification Strategy), were intended to provide initial direction for the Town's Official Plan Review and future secondary planning exercises, as well as to inform the Town's participation in the Region of Halton's 2018 Allocation Program and the Region's Official Plan Review (ROPR) process.

Staff Report PD-048-17 provided an overview of the key findings and recommendations of the Land Base Analysis (LBA), as well as the next steps for the Town as it relates to the Secondary Plan program for the Sustainable Halton Plan Lands (SHP Lands). Town Council endorsed, in principle, the draft LBA. Among other things, the LBA provided a number of recommendations related to the delineation of Secondary Plan Areas, a high-



# The Corporation of the Town of Milton

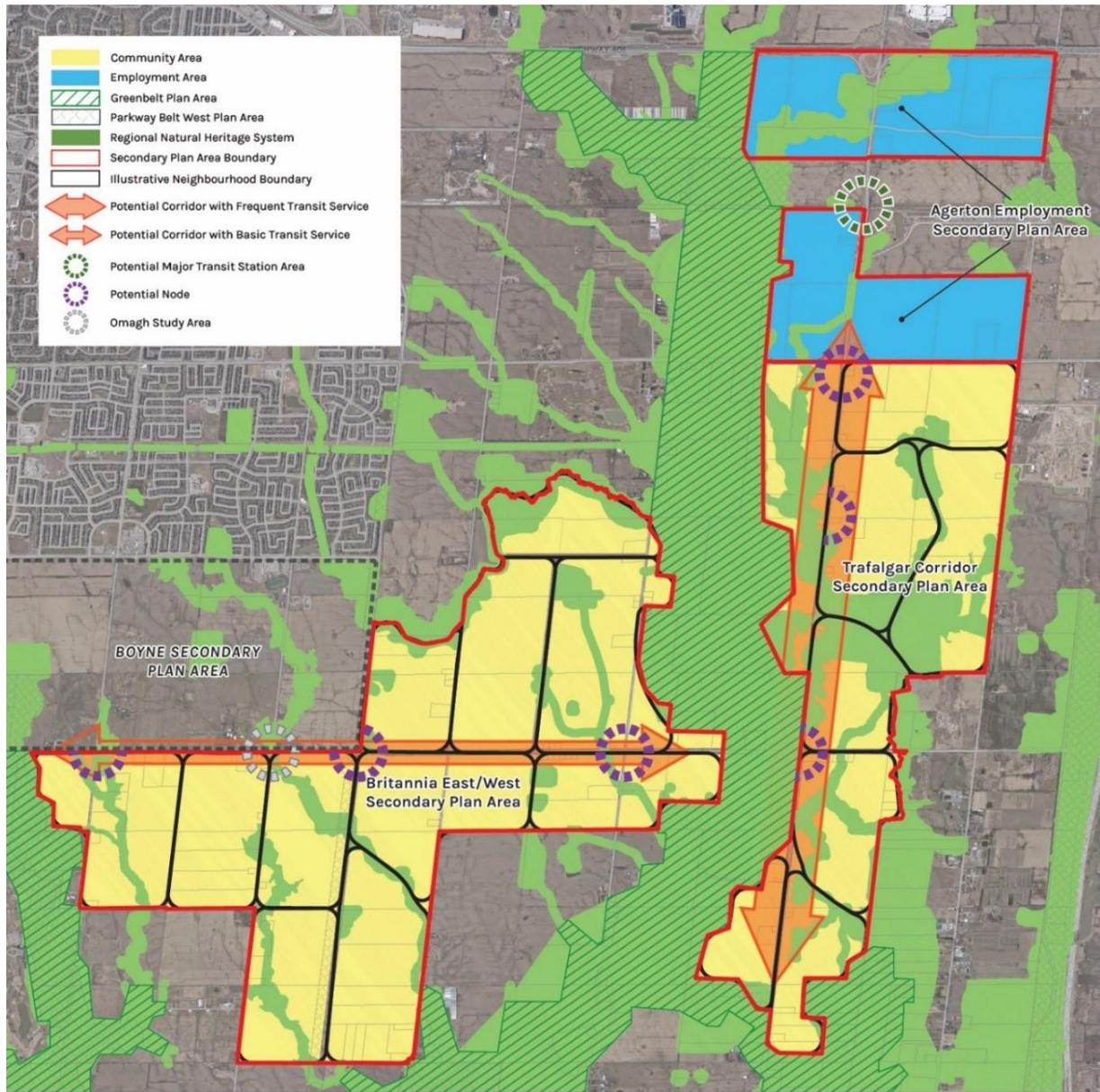
Report #  
ES-013-17  
Report Number  
Page 3 of 10

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level community/neighborhood area structure plan, as well as criteria for prioritizing the sequencing of each Secondary Plan Area.

Figure 1 depicts the three Secondary Plan Areas presented in the LBA, which includes the 'Agerton Employment Secondary Plan Area', the 'Trafalgar Corridor Secondary Plan Area', and the 'Britannia Road West Secondary Plan Area'. It also shows conceptually how each Community Secondary Plan Area could be divided into "neighbourhoods", as well as a high-level structure plan, comprised of potential corridors with transit terminating at a GO station and community nodes. A summary of the anticipated characteristics, structure, and targets for each of these areas is discussed further in Staff Report PD-048-17. Staff Report PD-049-17 also sets out the vision for and attributes of these areas.

As part of Staff Reports PD-048-17 and PD-049-17, Town Council directed staff to assess and make recommendations to Council on the direction and progression of growth in the SHP Lands. As such, this report presents Town staff's recommendations about how future growth should be managed and planned in the SHLs.



Note:  
1) Concept for discussion purposes only.  
2) Neighbourhood boundaries are conceptual only. They will be determined through the Secondary Plan process.

Figure 1: Secondary Plan Areas and Conceptual Structure Plan for the Sustainable Halton Plan Lands

Source: MGP, 2017

It should be noted that although the Milton Education Village (MEV) lands are considered to be part of the Sustainable Halton Lands, it was not included as part of this evaluation. A separate Secondary Planning program has already been initiated for the MEV lands via Staff Report PD-030-17.

## Discussion

It is critical that the Town articulate its intentions about how growth is to be managed, planned, and sequenced in the SHLs. This will enable the Town to focus its efforts and resources, help agency partners and the development community to better understand Milton's priorities and to plan accordingly, and provide local residents with a more predictable timeframe for planning and development. Neither the LBA nor the Fiscal Impact Study recommended allowing development within the entire Phase 4 lands to proceed at once. A structured and orderly progression of growth within the lands is recommended which coincides with the delivery of infrastructure, programs and services and the completion of neighbourhoods.

The Region, however, has recently undertaken a survey to determine interest in the 2018 allocation program. Total interest in the program is greater than the 10,480 single detached equivalent units that have been allocated to Milton. However, that interest is spread over the balance of the HUSP lands, as well as the Phase 4 lands.

In order to support the growth targets required by the Province and the Region while managing the inherent financial impacts, it is important for growth to proceed seamlessly from one allocation program to the next and from one secondary planning area to the next. As such, staff are recommending that the Town initiates the secondary planning program for the Phase 4 lands in their entirety. Despite this, it must be noted that due to the expansive geographic area involved, it will be necessary to utilize strict phasing policies to effectively manage the orderly progression of development.

The secondary planning process for these lands will proceed using a different framework than previous plans. Phasing of the lands will proceed using a block planning methodology rather than traditional phasing approaches. A block planning methodology promotes the orderly progression of growth, and can be used as a tool to facilitate a comprehensive planning approach for sub-areas within the overall Secondary Plan(s). Block plans would implement Secondary Plans and the recommendations of the Sub-watershed Study on a sub-area basis by coordinating the completion of detailed environmental, servicing, transportation, urban design and growth management/fiscal impact analysis and approvals. More specifically, the objective of Block Planning is to co-ordinate:

- The overall delivery of services and infrastructure;
- The layout of arterial, collector and strategic local roads;
- The location, configuration, size and form of parks, institutional, commercial and employment lands;
- The layout/function of open space corridors, valley lands, woodlands and other natural features and functions; and

- Stormwater management.

It is important that Community Block Plans be incorporated into the Secondary Plan by a Council-adopted amendment. Phasing and staging policies to ensure alignment with core infrastructure requirements should also be considered as part of these amendments.

This approach respects the need to move on the broader higher-level planning that will be accommodated through the overall secondary planning process, and provides opportunity for the landowners to continue to work with the Region of Halton on the 2018 allocation program. Staff will consult with the Phase 4 landowners with respect to the determination of the timing, location and sequencing of growth within the Phase 4 lands and the associated financial implications. Staff propose that those discussions would be initiated before this year end.

Staff also recognize that other stakeholders' business decisions and work programs are critically impacted by the timing and location of growth, and therefore propose that the Region, Conservation Halton and the school boards be included in the discussions.

When evaluating and developing recommendations about the progression of growth in the Phase 4 lands, staff will assess a range of factors, including fiscal, community needs, and planning policy considerations. Milton's First Principles of Growth, as well as the key findings and recommendations of the LBA, the Fiscal Impact Study, the Employment Land Needs Assessment, and the Milton Intensification Strategy, are fundamental to staff's evaluation and recommendations of each of the potential options.

Below is a brief overview of the key criteria to be considered in identifying the preferred progression of development in the Phase 4 Secondary Plan Area(s).

- Vision

Align with *Milton's First Principles of Growth*.

Encourage fully integrated, transit-supportive, mixed-use development in the form of a complete employment community and innovation district, as well as separate and distinct, yet comprehensive, residential areas structured utilizing the neighbourhood/block plan concept set out in the LBA.

- Geography

Recognizing the opportunity afforded by the Sixteen Mile Creek valley to allow the two urban areas to each be developed with distinct but complementary characters which support the recently endorsed urban structure.

- Policy Planning

Support the Town in its efforts to achieve Provincial and Regional growth requirements.

Enable Town staff and Council to have informed participation in the Region's Official Plan Review.

- **Employment**

Facilitate expedited servicing delivery to the employment areas and facilitates achievement of employment forecasts.

- **Water and Wastewater Servicing**

Align with planned water and wastewater servicing for the area and supports the timing and delivery of critical Regional infrastructure within the time horizon.

- **Transportation and Transit**

Support the delivery of key transportation links and higher-order transit service along existing and planned transit corridors (inter and intra-regional).

Enable the Town to continue to promote the need for a new GO station in the Trafalgar corridor.

- **Population-Related Job Opportunities**

Provide significant opportunities for population-related employment (particularly in mixed-use formats) which contribute to satisfying the municipality's overall employment objectives.

- **Mix of Land Uses**

Allow for a full range and mix of land uses and built form, including higher density forms of residential housing in taller buildings, to ensure achievement of the required greenfield density.

- **Community Infrastructure**

Support the delivery of key community infrastructure (lands for public health, education, recreation, socio-cultural activities, security and safety, and affordable housing) early in the development process.

- **Build-out of HUSP Lands**

Facilitate the continuous availability of sufficient land to accommodate future employment and growth once the HUSP lands, including the Boyne Survey and Derry Green Secondary Plan Areas, are built out.

- **Financial**

Allow for non-residential development to balance residential growth and residential growth to be planned to manage costs to Town.

As noted in an earlier section of this report, the LBA provided recommendations about how each Community Secondary Plan Area could be divided into "neighbourhoods" and it also recommended that a combination of four or five neighbourhoods would

provide sufficient population to support a secondary school, place of worship, and a neighborhood commercial centre. These all serve as good metrics for creating complete communities and are factors that will need to be considered when determining how the area could be phased. Further, the timing for the initiation of services in the growth areas, as well as cost and cash flow requirements of growth related infrastructure will also need to be considered when developing phasing policies as part of a future Secondary Plan process and are critical for ensuring that future growth and development in the Town is managed responsibly and sustainably.

Notwithstanding the above-referenced advantages, there are a number of factors upon which development is dependent including: 1) the Regional allocation program proceeding as anticipated with sufficient subscription to the program; 2) revisions are made to the Region's Official Plan through the Municipal Comprehensive Review to allow for the integration of employment uses with residential and retail uses; 3) the Major Transit Station Area and Employment policies in the Region's Official Plan are resolved; 4) Provincial support is garnered for a new GO Station at Derry and Trafalgar Roads; 5) there is market demand for the higher density built form; 6) Main Street is extended across the Sixteen Mile Creek/Natural Heritage System; 7) sufficiency of staffing resources and 8) achievement of matching levels of residential development annually, on a Region-wide basis within the delineated built up area in accordance with the requirements of the Growth Plan.

### ***Conclusion / Next Steps***

As stated above, it is critical that the Town articulate its intentions for a secondary plan planning program for the Phase 4 Lands, including block planning, as it will enable the Town to focus its efforts and resources, as well as help external agencies, landowners, and local residents better understand Milton's priorities for growth and development. A range of factors and sources were considered as part of staff's evaluation of each option for the progression of growth, including Milton's First Principles of Growth, the LBA, the Fiscal Impact Study, the Employment Land Needs Assessment, and the Milton Intensification Strategy.

This will enable the Town to commence the necessary background work and a planning program which will help facilitate the Town's vision for the Sustainable Halton Lands. The Secondary Plan Area(s), including the block planning, will support the Town's objectives related to building complete communities and the delivery of well-balanced and managed growth. The development of multiple secondary plan areas at this time provides flexibility to the Town for mitigating the cost of growth to ensure financial stability, the delivery of more balanced residential/employment ratios, provisions for a variety of housing forms that are transit supportive, and the delivery of a steady flow of infrastructure investments. Finally, the parallel processing of multiple secondary plan areas for the SHLs puts the Town in a better position to advocate for coordinated Provincial investment in transit and community infrastructure and to participate in the Region's Official Plan Review/Municipal Comprehensive Review process.

It is important to recognize that the Secondary Planning process is a multi-year process and that staff's recommendation will not result in immediate development of the various Phase 4 areas, as the lands are not intended to accommodate growth until post-2021. Development cannot occur anywhere in the Phase 4 area until such time as Secondary Plans are completed and approved (including supporting background studies and a detailed Fiscal Impact Study), planning applications (e.g., plans of subdivision) and the associated studies have been submitted and approved, and building permits have been issued.

Should Council endorse the recommendations presented in this report, staff will finalize the Secondary Plan Terms of Reference and will commence a Secondary Plan program for the identified Britannia Road West, Agerton Employment, and Trafalgar Corridor Areas. Staff will also continue to work with external agencies and the Milton Phase 4 Landowners Group to address comments received on the draft LBA and to finalize the LBA before the Secondary Planning process formally launches.

## **Financial Impact**

The Town is dependent upon the Region for the timely supply of water and wastewater servicing to allow for the continuation of growth within the Town. This provision of these services is handled by the Region through an allocation program, which provides the funding at the Regional level for water, wastewater and road construction thru the distribution of units (SDE's) to the developers. The 2018 program has been initiated with 10,480 SDE's available for development in Milton. These units are needed to complete the development already planned and initiated within the HUSP Urban Expansion Area most notably within the Boyne Survey Secondary Plan and Milton Heights as well as to allow for the seamless continuation of growth in the Phase 4 lands. This smooth and continuous flow of development activity is necessary for the delivery of infrastructure, including roads, parks and recreational facilities in Boyne.

The fiscal impact study undertaken by the Town analyzed a range of scenarios for the transition of growth from the already approved HUSP lands to the identified Phase 4 lands. The most expensive alternative was the development of both the Trafalgar and the Britannia lands simultaneously. The analysis also assumed the unimpeded development of the complementary MEV lands, as well as the MEV lands. A number of recommendations were included within the fiscal study to mitigate the impact of the growth on the existing community, including:

- Focus on employment growth
- Slow residential growth and associated capital spending
- Consider transit service moving to the Region of Halton
- Review and reduce levels of service provided to the community
- Modify the form of development in the Agerton employment area to include a significant component of mixed use



# The Corporation of the Town of Milton

Report #  
ES-013-17  
Report Number  
Page 10 of 10

- Continue to develop partnerships in the delivery of infrastructure with the private sector and other levels of government.

It will be required that further detailed fiscal impact studies be undertaken prior to development proceeding in any part of the Phase 4 lands and that the phasing and timing of development of land within each Secondary Plan area will be informed by that study.

It is anticipated that the timing for development to proceed in the Phase 4 lands will be dependent upon a number of factors, including but not necessarily limited to the:

- rate of build out of the Boyne Survey Secondary Plan
- completion of the environmental studies associated with the Phase 4 lands
- Identification and completion of the secondary plan(s) for the Phase 4 lands including the first block plan for the area.

It is important to note that the timing of actual development may not occur immediately upon units becoming available under the Region's allocation program and will be further impacted by the financial analysis undertaken by the Town.

Respectfully submitted,

William Mann, MCIP, RPP, OALA, CSLA, MCIF, RPF  
Chief Administrative Officer

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## Attachments

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CAO Approval  
William Mann, MCIP, RPP, OALA, CSLA, MCIF, RPF  
Chief Administrative Officer