

# The Corporation of the TOWN OF MILTON

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Report to: Mayor G. A. Krantz and Members of Council

From: E. Iovio, M.C.I.P., R.P.P., Director of Planning & Development

Date: June 22, 2009

Report No. PD-061-09

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Subject: Sustainable Halton – Recommended Preferred Growth Option  
for the Town of Milton

**RECOMMENDATION:** THAT Council endorse the revised Sustainable Halton Option 2c Schedule for the area within the Town of Milton, which is attached as Appendix E to Report PD-061-09, subject to those areas identified as Future Strategic Employment lands and their related policies being adopted within Regional Official Plan Amendment No. 38;

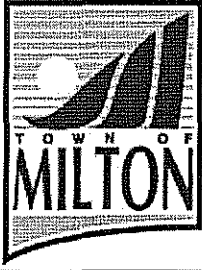
AND FURTHER THAT Council direct the Town Clerk to forward a copy of Report PD-061-09 to the Ministry of Energy and Infrastructure, the Ministry of Municipal Affairs and Housing, the Region of Halton, and the local municipalities of the City of Burlington, Town of Oakville and Town of Halton Hills, as well as Conservation Halton, the two local school boards, and the local M.P.P.'s and M.P.'s for information.

## REPORT

### Executive Summary

As discussed in Milton staff reports PD-070-08, PD-076-08, PD-034-09 and PD-052-09, the Region of Halton is continuing with their Growth Plan conformity exercise known as the Sustainable Halton Plan. The Sustainable Halton Plan was initiated in June 2006 to address future growth in Halton Region to the year 2031 and to bring the Regional Official Plan document into conformity with a myriad of Provincial land use policies and documents that have been implemented over the last number of years.

As Council will recall, staff Report PD-052-09 received unanimous support with regard to the staff recommendations supporting Regional Growth Concept #2 (Milton Centred



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plus 20,000 population to Georgetown); supporting the adoption of Regional Official Plan Amendment (ROPA) No. 37, subject to the modifications provided by local staff; and the endorsement of the Evaluation Principles upon which the identification of Concept #2 became the Preferred Concept.

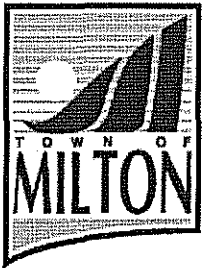
Council will also recall that Report PD-052-09 noted the 'next steps' in the Sustainable Halton process, whereby Regional Council has requested that each of the four municipalities within the Region recommend a 'Preferred Growth Option', under the now fully supported Growth Concept #2. Report PD-061-09 provides the rationale and the justification to the recommendations found within and how those conclusions have led to the development of the recommended Preferred Growth Option for the Town of Milton in accordance with Milton's First Principles of Growth. Schedule E, as attached to Report PD-061-09, demonstrates the preferred land use option that Milton staff are recommending that the Town of Milton Council endorses, subject to those lands identified as future strategic employment lands and their related policies being adopted through ROPA 38.

## **Background**

### Regional Report LPS69-09

On June 5, 2009, Halton Region's Legislative and Planning Services Department circulated Report LPS69-09, which speaks primarily to the development of the Sustainable Halton Preferred Growth Option, along with other items such as Public and Agency Consultation; Directions requested by Regional Council; and, the endorsement of the Official Plan Review Directions Report. The Report requests Regional Council endorsement of the Preferred Growth Option within each Greenfield growth municipality, namely Milton and Halton Hills; and, it provides the direction for the supporting policy framework that will be used to implement the objectives and policies of the Provincial Growth Plan at the Regional level. The directions gained from this Regional Report will act as the basis upon which ROPA No. 38 (the comprehensive amendment that is part of the five-year review of the Regional Official Plan) will be prepared.

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As noted above, Report LPS69-09 provides an update to the public process undertaken within Phase 3 of the Sustainable Halton process. Numerous public open houses and workshops were held by the Region throughout the months of April and May 2009, to provide information, answer questions, and discuss the issues surrounding the Sustainable Halton Plan and its Processes. Numerous comments regarding topics such as the cost comparison between each of the proposed Concepts; unrealistic timelines for the process; human health concerns; etc., were each discussed in these public forums. One of the primary areas of public concern involves the proposed Natural Heritage System (NHS) and what impact it will have on the lands on which it is imposed. At the time of writing of this staff report, both Milton and Regional Planning staff continue to receive comments of concern with respect to the proposed NHS. Milton staff are continuing the discussions with the four local municipalities and the Region with respect to the extent of the anticipated or proposed NHS, in that staff is concerned with the suggestion that there will be limitations on existing agricultural uses and/or existing lots of record that fall within this now extended boundary of the NHS. Local staff have been advised by Regional Planning staff that these concerns will be addressed within the parameters of ROPA 38.

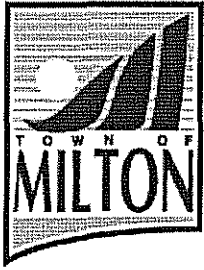
The report also speaks to the Regional Official Plan Review Directions Report, which was released in April 2009. The Directions Report acts as the basis for the development of policies in the preparation of ROPA No. 38. As such, Regional Planning staff are also requesting support from Regional Council through the endorsement of Report LPS69-09.

Finally, Regional Report LPS69-09 provides the reassurance that, *"Opportunities continue to exist throughout the fall of 2009 for members of the public and landowners to provide input on ROPA 38, including the urban boundaries in the context of the policy framework advanced by ROPA 38."*

## Milton's First Principles of Growth

In early Fall, 2008, Milton Planning staff brought forward and received unanimous Council support of Report PD-070-08 which is referred to as Milton's First Principles of Growth report. That report served as the foundation for which Milton's acceptance of continued growth beyond 2021 would continue, subject to the Town's need to balance

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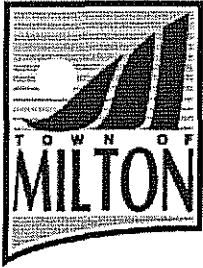
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growth; physically administer the required infrastructure; and financially manage the growth.

Milton's First Principles of Growth were approved by Milton Council on September 22, 2008, and include:

- a) Balanced residential/employment growth based upon a minimum 0.5 employee to resident ratio;
- b) Broadest range of employment opportunities beyond 2031;
- c) Justification and potential refinement of Natural Heritage System (NHS);
- d) Extended areas for intensification beyond Built Boundary including to-be-identified nodes and corridors;
- e) Increased financial support from Region relating to regional capital projects;
- f) On-going encouragement of increased financial assistance from the Province;
- g) Continued and respected input into Region of Halton's assessment/evaluation of refined land use concepts;
- h) Identification and designation of Milton Education Village Area as a Special Policy Area;
- i) Cost of providing lake-based servicing to Halton Hills must be borne by Halton Hills landowners/developers and that Halton Hills development does not impede Milton's ability to manage its growth; and,
- j) That a comprehensive financial impact analysis be completed and presented to Town of Milton Council that incorporates all capital and operating budget impacts at both the regional and the local municipality level and includes options for mitigation of the impacts of growth on the taxpayer; with the full expectation that the identified First Principles will be applied throughout the Sustainable Halton process.

It has remained Milton's hope and desire that these principles will be respected and applied throughout the entire Sustainable Halton Plan (SHP) Process, specifically in the development of the policies of ROPA 38 as they relate to the allocation of population and employment targets, ensuring that Milton's allocation meets the Town's First Principle of Growth requiring a minimum 0.5 employee to resident ratio. Milton staff has had numerous conversations with Regional Planning staff and continues to emphasize the importance of these Principles of Growth being upheld, if Milton is to continue its support of the Region's SHP Process. On September 22, Milton Council adopted its



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preferred urban growth strategy through the Schedule attached as Appendix A to Report PD-061-09.

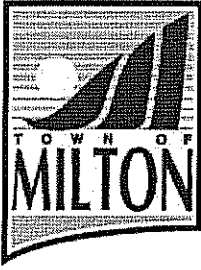
## Staff Report PD-052-09

As Council will also recall, Milton Planning staff prepared Report PD-052-09, which was brought forward to Administration and Planning Committee on May 19, 2009. The purpose of that staff report was four-fold:

- To inform Council of the general principles outlined in ROPA 37 and to ask that the proposed "place-holder" Regional Official Plan Amendment be endorsed by Milton Council, subject to the proposed modifications which were attached as Appendix A;
- To advise Council that SHP Concept #2, (whereby an additional 20,000 greenfield population and approx. 5000 intensification units is directed to Halton Hills (Georgetown)), is the Regionally Preferred Alternative and to ask that Council endorse that Concept, subject to Milton's First Principles of Growth, specifically as the first principles relate to the issue of a regional/local financial analysis;
- To advise Council of the Evaluation Method that had led to Concept #2 being chosen as the Preferred Alternative; and,
- To provide an update as to the next steps that were required of Halton's local Councils as the Sustainable Halton Plan process continued to move forward.

The recommendations made in Report PD-052-09 relating specifically to ROPA 37, the SHP Concept #2, and Milton's requirement for meeting the deadlines of the Growth Plan conformity exercise are summarized below:

- the Town Clerk was directed to inform the Region of Halton that Milton Council endorsed Halton Region's proposed ROPA No. 37, subject to the modifications provided by local staff, specifically noting that the additional policies are designed to accommodate the Milton Education Village and



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additional employment lands without further amendment to the Region of Halton Official Plan;

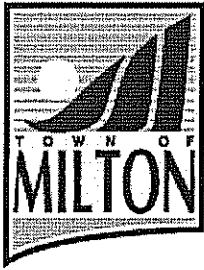
- the Town Clerk was directed to inform the Region of Halton that Milton Council endorses Sustainable Halton Concept #2 as the Preferred Concept, subject to:
  - i) the proposed modifications to ROPA No. 37, as recommended through Report No. PD-052-09, being accepted by the Region;
  - ii) Concept #2 meeting Milton's First Principles of Growth
- the Town Clerk was directed to inform the Region of Halton that Milton Council generally endorsed the Evaluation Principles upon which the identification of Concept #2 as the Preferred Concept was based, but that the Town of Milton reserves final comment on the 13 Region of Halton Directions papers, including the outstanding issue as to whether the proposed Regional Natural Heritage System (NHS) would apply within Milton's currently designated Urban Area and the extent of the NHS outside of Milton's current urban boundary;
- Council directed the Town Clerk to formally request from the Ministers of Energy and Infrastructure and the Minister of Municipal Affairs and Housing, a one year extension to the June 19, 2009 deadline as required by the *Places to Grow Act* for completion of the Town of Milton five-year Official Plan Review and Growth Plan conformity exercise.

## Sustainable Halton Phase III Report 3.10 – Options Under the Preferred Concept

As discussed in local staff Report PD-052-09, a series of 13 Technical Reports were prepared within Phase III of the Sustainable Halton process, and used to provide the background information necessary in evaluating the Growth Concepts, and further, the proposed Growth Options.

Sustainable Halton Report 3.10 is the third in a series of reports that explores approaches for locating new urban lands within Halton Region. The purpose of report

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3.10 is to present the options being considered as potential locations for new mixed-use/residential areas that is to be developed within a medium to high density context and new employment lands outside the Region's current urban boundaries. Given that Concept #2 is the preferred concept (both at the Regional and now Local levels), two Growth Options (Options 2a and 2b) were proposed. Report 3.10 describes these two Growth Options and provides illustrations identifying potential configurations for new mixed-use/residential lands in both Milton and Halton Hills (Option 2a is attached as Appendix B to Report PD-061-09; while Option 2b is attached as Appendix C).

Since April 2009, numerous renditions of the two Options were produced and released by Regional staff, requesting that all public comments with respect to the Phase III SHP Reports and the Growth Options be received by the Region by May 22, 2009.

Also included within Report 3.10 is a summary table (Table 3.1), which identifies a general break down of the total New Employment Land and New Mixed-use/Residential Land required in each of the proposed Options (see below).

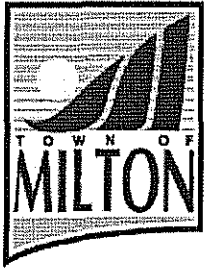
**Table 3.1: Summary Statistics Options 2a and 2b**

	<b>Additional Popula- tion at Full Build Out</b>	<b>Total New Urban Land (gross ha)</b>	<b>New Employment Land (gross ha)</b>	<b>New Mixed-use/ Res. Land (gross ha)</b>
<b>Halton Hills</b>	20,000	2a - 730 2b - 710	340	2a - 390 2b - 370
<b>Milton</b>	77,600	2a - 2,050 2b - 2,070	760	2a - 1,290 2b - 1,310

Source Data: Urban Strategies Inc, April 2 2009. Totals may not add due to rounding

As is demonstrated in the above table, for lands within the Town of Milton, both Options 2a and 2b have the same land budget with respect to the proposed new employment lands, with a total of 760 gross hectares, while the mixed-use/residential lands equate to 1,290 hectares under Option 2a and 1,310 hectares under Option 2b.

Milton Planning staff, as approved via report PD-052-09, held a Public Information Centre/Open House on June 3, 2009 which provided local residents and



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landowner/developers with an opportunity to review materials and offer opinions on where the growth should occur within Milton, and which of the two proposed Growth Options (Option 2a or 2b) is the preferred; or if it is a combination of the two; or if a new alternative is desirable.

The PIC facilitated by local staff drew approximately 60 members of the public. Staff prepared a presentation which highlighted the Sustainable Halton process; provided an overview of Concept #2 (the Preferred Concept); what that Concept means in terms of the two Growth Options (Options 2a & 2b); spoke to the need for identifying future strategic employment lands; and identified the necessity for reviewing the GTA West Corridor Consolidated Land Use Plan (attached as Appendix D), specifically Areas of Interest 7 & 8 with respect to the potential for a new 400 series Highway being constructed by the Ministry of Transportation, and the possibility for it having an interchange within the Town of Milton.

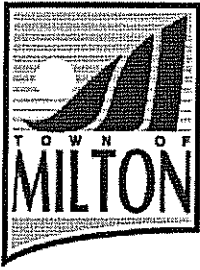
At the PIC, a handout was provided to those in attendance requesting their comment on three specific questions related to the presentation and the two Growth Options provided by the Region. Those questions were as follows:

- 1) Are you in agreement with the direction of Regional Council that the Milton Centred plus 20,000 Population in Georgetown (Concept #2) is the Preferred Concept?
- 2) As per the attached Options (2a and 2b), do you prefer Option 2a or 2b, a combination of both, or an alternative? If an alternative is preferred, please indicate your comments by marking up one of the attached Options maps and submit them back to Town staff with your comment sheet.
- 3) If you have identified a preferred alternative, please list the reasons why and rationalization for how it represents 'good planning'.

Staff provided a one-week turnaround time for comments to be submitted (deadline date of June 10, 2009), and received a total of 9 written comments. The comments addressed items such as existing traffic congestion and how particular growth along certain corridors (such as James Snow Parkway) could help in alleviating some of this congestion; how development along particular roadways could lend itself to future intensification corridors; the feasibility of extending the growth along already developed

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transportation corridors; particular areas of growth lending themselves to maximizing the use of existing community infrastructures, etc. Included within one series of comments was a petition signed by numerous residents of Fifth Line, offering support of Option 2a, in that it would facilitate the extension of water and wastewater services into the area and alleviate major concerns with well contamination. The other major concern was provided by Wellings Planning Consultants Inc. on behalf of the Willis Family Fruit Farm, for property which is located at 5520 Sixth Line. The primary planning argument put forth was that the "Sixth Line properties south of Britannia Road represent an excellent opportunity for executive, lower density housing in keeping with the character of this area." Unfortunately, the Growth Plan principles do not contemplate low density development of this nature and, staff are therefore recommending that the Sixth Line property is not included in the recommended land use option.

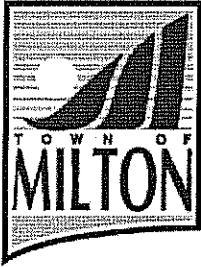
As such, the information gathered from the Public Open House; those written comments received; combined with staff's internal review has lead to the creation of the attached, recommended preferred Growth Option (Appendix E), which staff are recommending for endorsement.

## Discussion

### Identification of the Recommended Preferred Growth Option

As noted above, local staff have spent the last number of weeks reviewing the Phase III Sustainable Halton reports in greater detail; meeting with Regional and local staff; and discussing the proposed Options with the public, both in person at the PIC/Open House, via e-mail, and over the phone. All of the information gathered from these numerous methods of review has led staff to the identification of the following reasons/principles for how the Recommended Preferred Option has been selected.

- 1) **Transportation:** The recommended Option 2c highlights potential development fronting onto the existing major arterial road network. This includes Trafalgar Road, Derry Road, Britannia Road, James Snow Parkway and Tremaine Road.



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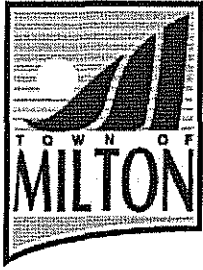
Option 2c also suggests the natural southerly extension of James Snow Parkway, implying the potential for a connection with Neyagawa Boulevard in the Town of Oakville. This would create the potential for an additional north-south major arterial roadway between the Town's of Milton and Oakville, potentially alleviating some of the congestion currently found on roads such as Fourth and Fifth Line in Milton. The Region's Master Transportation/Transit Plan has determined that the James Snow Parkway bridge and alignment is required within the 2031 timeframe in order to accommodate the identified growth, even if the growth was not centred on James Snow Parkway.

- 2) Mixed-use/residential development: The recommended Option 2c demonstrates a natural extension eastward of the existing residential/mixed-use development, to take advantage of the potential GO Station location at the intersection of Trafalgar Road and Derry Road. This extension will create the opportunity for a major mixed-use/transit oriented development node.

Again from the mixed-use/residential development perspective, the extension of the residential lands south of Britannia Road represents good planning in a manner that it facilitates the extreme drainage issues where they relate to the easterly portion of the Boyne Survey Secondary Plan Study Area.

- 3) Employment lands: In accordance with the Ministry of Energy and Infrastructure's comments on June 4, 2009 (as quoted on page GT4; Toronto Star; Friday, June 5, 2009), "*We are setting aside lands for very significant provincial infrastructure along the 400 series highway that are very important for our trade with the U.S.*"; the recommended Option 2c continues to promote Milton's approach for the identification of additional future strategic employment lands/opportunities to 2031, without the necessity for further amendment to the Region of Halton or Town of Milton Official Plan.

In addition, in a meeting with Regional staff on June 9, 2009, Town staff was reassured that the future strategic employment lands will be identified as 'an overlay' on the Regional Preferred Option map or contained within its own Official Plan schedule. This signifies that the underlying designation (be it residential, agricultural, institutional etc.), will be maintained as an interim use, until such time as it can be proven that those lands are in fact needed and should be



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brought on for employment purposes, with the justification that they provide economic benefit to the Region as a whole. Discussion as to those uses that should be excluded from being considered an interim use also took place, which could include those uses such as golf courses, religious institutions, etc. The final policies regarding these interim uses will be identified within ROPA 38.

- 4) **Retail Development:** The proposed Option 2c continues Milton's objective to consistently identify the need for Regional/Sub-GTA type retail development, which has yet to be addressed through the Sustainable Halton process by the Region. Given that the Region has requested that the local municipalities give consideration to the GTA West and Halton/Peel 400 Series Corridors, staff has highlighted the need for those areas adjacent to the potential interchange to be identified for major retail development.

Specific land owners within the Trafalgar Road Study Corridor estimate that there exists the potential for upwards of 10 million square feet of Office/Mixed-use development potential between Highway 401 and Derry Road, along the Trafalgar Road frontage, as well as upwards of 3 million sq. ft. of regional/sub-GTA retail opportunity. They argue that it is the only undeveloped 'Super Block' within the GTA and that it has 'extraordinary locational advantages' given its proximity to Highways 401, 407 and 403/QEW.

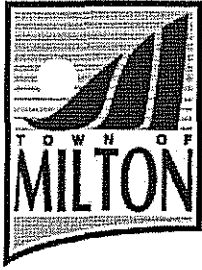
### *Policy Context:*

When evaluating both the Employment and Retail designations discussed above, and as they are demonstrated in the recommended Preferred Option, it is important to note the policy context that exists in support of the identification of both the future strategic employment lands, and the retail development potential within the Town.

**Planning Act:** As stated within the Act, the initial purpose is, "*(a) to promote sustainable economic development in a healthy natural environment within the policy and by the means provided under this Act;...*"

**Provincial Policy Statement:** "*A policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in*

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*land use planning. The Provincial Policy Statement supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas...."*

**PPS – Vision:** *"The long-term prosperity and social well-being of Ontarians depend on maintaining strong communities, a clean and healthy environment and a strong economy..."*

**Places to Grow:** *"...Over the next quarter century, communities within the GGH will continue to experience the benefits that come with growth, including: vibrant, diversified communities and economies; new and expanded community services; and arts, culture and recreation facilities..."*

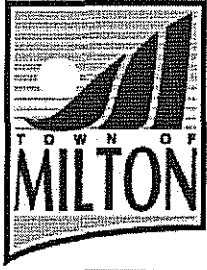
*"...This is a plan that recognizes the realities facing our cities and smaller communities, and that acknowledges what governments can and cannot influence...In preparing for the future, it is essential that planning for the GGH take into account the importance, and the unique characteristics and strengths of its economy...A diverse economy...An economy in transition, with economic activity and wealth increasingly generated by service and knowledge industries..."*

## Opinions of other Local Municipalities

At the time of writing of staff Report PD-061-09, both the Town of Oakville and City of Burlington had received Council endorsement for reports identifying their recommended Preferred Growth Option. The Town of Halton Hills staff report recommending a Preferred Growth Option was scheduled to be heard by Halton Hills Council on June 15, 2009.

Town of Oakville Council has offered support of Regional Growth Option 2b with the rationale that it supports growth along the Trafalgar Road Corridor. Council for the City of Burlington has endorsed the notion that either Option 2a or 2b is beneficial to the City, provided that employment uses are identified along Tremaine Road in order to support Burlington's employment areas and the potential for the Tremaine Road/407 interchange to occur.

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## Summary

To summarize the above, staff are of the opinion that the recommended Preferred Growth Option, attached as Appendix E, is fair and consistent with Milton's First Principles of Growth endorsed by Council on September 22, 2008; is consistent with all previous input provided by the Town on the Sustainable Halton Process; and addresses the development needs and ability to further manage growth within the Town of Milton to the 2031 planning horizon. The recommended Preferred Option has also been developed without regard for individual property ownership, and takes into account the comments and suggestions received by the public as a result of the June 3, 2009 Public Open House.

Staff anticipates that these lands will be developed in accordance with the established phasing and finance policies that have been, and are being applied to Phases 1, 2 and 3 within the Town's current urban area.

Staff will also continue to inform Council of the Sustainable Halton Process as it continues to move forward, and expects next to return to Council late Fall, 2009, with a report regarding ROPA 38, which the Region anticipates will be released to the public sometime in September 2009.

## Relationship to the Strategic Plan

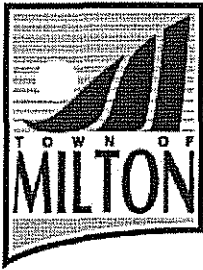
Report No. PD-061-09 and its recommendations relate to the Town of Milton's Strategic Plan (Destiny Milton 2: Shaping our Future) goals and objectives, specifically:

GOAL - A responsible cost effective and accountable local government

- Participate fully in Region led exercises that are intended to maintain and enhance quality of life.
- Ensure that Milton's interests and needs are known at the Regional level.

GOAL – Well-managed growth, well planned spaces

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- Encourage the provision of healthy supply of employment and commercial lands to serve local needs at all times.
- Encourage the siting of employment areas in locations that are easily accessed by 400 series highways.
- Ensure that the Town demonstrates leadership in any future urban expansion to ensure that new development is as cost effective as possible.

## GOAL – A diverse and sustainable economy

- Encourage the development of regional-scale retail uses in appropriate locations to ensure that all consumer needs can be met in the Town.
- Work with other levels of government to encourage additional investment in Milton.

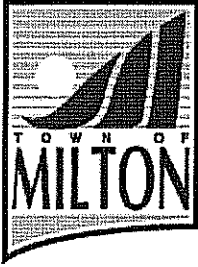
## GOAL – A thriving natural environment that is a valued community asset to be protected, maintained and enjoyed.

- Encourage the decision-making process to be supported by an understanding of the natural environment including values, opportunities, limits and constraints.

## **Financial Impact**

The recommendation contained within Report No. PD-061-09 has no immediate impact on the Town of Milton. However, if the First Principles that the Town of Milton has previously endorsed with respect to the Region of Halton's Sustainable Halton Plan process are not respected, specifically during the approval of the Regional Preferred Growth Option, and final Regional Official Plan Amendment No. 38, then the outcome may very well have a negative financial impact on the Town of Milton's ability to manage the anticipated future growth within Milton from 2021 to 2031.

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Respectfully submitted,

E. Iovio, M.C.I.P., R.P.P.  
Director of Planning & Development

WFM

If you have any questions on the content of this report: Bill Mann, 905-878-7252 ext. 2304

Attachments: **Appendix A:** Milton's SHP Preferred Land Use Concept (approved September 22, 2008)  
**Appendix B:** Regional Growth Option 2a  
**Appendix C:** Regional Growth Option 2c  
**Appendix D:** GTA West Corridor Consolidated Land Use Plan  
**Appendix E:** Recommended Preferred Growth Option 2c

CAO Approval: \_\_\_\_\_

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# TOWN OF MILTON - SHP PREFERRED LAND USE CONCEPT

