



The Corporation of the Town of Milton

Report To: Council

From: Barbara Koopmans, Commissioner, Planning and Development

Date: January 20, 2020

Report No: PD-003-20

Subject: Halton Integrated Growth Management Strategy - Weighting of Growth Scenarios.

Recommendation: THAT staff be directed to submit comments as outlined in Report PD-044-19 to Halton Region in response to the proposed growth scenarios presented in the Halton Integrated Growth Management Strategy (IGMS).

AND THAT Council express broad support for a balanced approach to growth, through both intensification and new designated greenfield development as illustrated in IGMS Scenario 4B.

AND THAT criteria contained within "*Theme 1 - Regional Urban System and Local Urban Structure*" be assigned the greatest weight when evaluating the various growth scenarios to ensure local planning priorities are recognized within the broader regional context.

EXECUTIVE SUMMARY

- The Province requires Halton Region to plan to accommodate one million people and nearly half a million jobs by 2041.
- The Halton Region Integrated Growth Management Strategy (IGMS) is a process coordinated by Halton Region to create a plan for how to accommodate this growth.
- The IGMS will inform the update to Halton Region's Official Plan, to bring it into conformity with the 2019 Growth Plan for the Greater Golden Horseshoe.
- Proposed growth scenarios and a proposed evaluation matrix were presented to Regional Council on June 19, 2019. Regional Council unanimously voted to defer any recommendations to allow Local Municipal Councils an opportunity to recommend what evaluation criteria and weighting best suit local planning needs.



EXECUTIVE SUMMARY

- This report sets out Planning staff's response to the Region's proposed growth scenarios and their implications for Milton, concluding that a balanced approach to growth, through both intensification and new designated greenfield development (Scenario 4B) best reflects Milton's future urban structure.
- This report further concludes that the criteria outlined in Theme 1 - "*Regional Urban System and Local Urban Structure*" should be assigned the greatest weight through the growth scenario evaluation process.

REPORT

Background

On June 19, 2019, a report outlining potential growth scenarios for the Region was presented to Regional Council. The scenarios were accompanied by a technical paper detailing the preliminary analysis of the various scenarios, a proposed evaluation matrix, and an initial recommendation that only the "Local Plans and Priorities" scenarios (known as the "B" scenarios) be evaluated moving forward.

Regional Council unanimously voted to defer any recommendations to afford Local Municipal Councils an opportunity to recommend what evaluation criteria and weighting best suit local planning needs. This report responds to Regional Council's direction.

In support of the Town's Strategic Initiatives and Future Urban Structure, it should be noted that Milton Council has previously provided input into the Region's Official Plan Review through the following reports: ES-013-17, PD-023-18 and ES-003-18.

Discussion

Four growth scenarios are being recommended for testing through Halton Region's Integrated Growth Management Strategy (IGMS). The four scenarios are distinguished by varying amounts of new designated greenfield area (i.e. urban boundary expansions), ranging from a scenario with no new designated greenfield area to a scenario with 1000 hectares of new designated greenfield, as shown in the following table:

Scenario		1B	2B	3B	4B
Estimated NEW Designated Greenfield Area*		Moderate Greenfield Expansion	Limited Greenfield Expansion	No Greenfield Expansion	Proposed Growth Plan Amended Targets (Most Greenfield Expansion)
		500 ha	250 ha	0 ha	1000 ha
Total Population in 2041	Oakville	327,800	334,500	342,800	319,200
	Burlington	254,800	256,900	258,100	247,700
	Milton	295,100	292,800	291,800	301,400
	Halton Hills	122,300	115,800	107,300	131,700
	Halton Region	1,000,000	1,000,000	1,000,000	1,000,000
Density of Designated Greenfield Area		80 people and jobs/ha	80 people and jobs/ha	80 people and jobs/ha	65 people and jobs/ha
Minimum Intensification (in the Built-Up Area)		60%	60%	60%	50%

Source: Integrated Growth Management Strategy Growth Scenarios: Halton Region to 2041 (Attachment #4 to LPS41-19)

It is acknowledged that there are a number of challenges and opportunities directly related to the number of people who will be coming to the Region. Each local municipality has the potential to provide a certain role in the overall growth of the Region, based on:

1. Each municipality's local growth objectives (i.e., current/future urban structure); and
2. Each municipality's current phase or stage of growth, maturity, and evolution.

Milton's Role - Overall Growth in the Region

- Milton's "growth maturity" is at an adolescent stage. Through detailed planning, Milton is establishing a vision for growth over the long-term, beyond planning horizons through over-arching themes, goals and strategic policies to ensure the development of complete communities and the realization of our Council endorsed Future Urban Structure;
- In terms of residential growth, similar to our neighbouring municipalities, Milton has capacity to respond to certain market demands by accommodating medium/high density forms of housing through future intensification (i.e., townhouses, apartments, etc.);

- However, unlike some of our neighbouring municipalities, Milton also has capacity to respond to other market demands by accommodating low and medium density forms of housing (i.e., singles, semis, townhouses); through new designated greenfield expansions;
- In terms of employment growth, Milton has undertaken significant planning work to support and attract new employment forms, which include transit supportive, mixed-use employment communities (i.e. Milton Education Village and the Agerton Secondary Plan); and
- Unlike some of our neighbouring municipalities, Milton can continue to accommodate large-scale stand-alone industrial buildings for wholesale trade, transportation/warehousing.

A balanced approach to future development best reflects Milton's growth trajectory. **Scenario 4B** (1,000 hectares of greenfield expansion and a minimum intensification target of 50% in the Built-Up Area) would support Milton's Council endorsed Future Urban Structure as well as the following important growth objectives:

- careful management of growth;
- efficient use of land and infrastructure;
- emphasis on intensification;
- protection of employment lands;
- increased densities in greenfield areas; and
- creation of mixed-use, compact, complete communities.

Scenario 4B would also test the possibility of some proposed nodes that would require employment land conversion to be realized including the Derry/Trafalgar Node in the Agerton Secondary Plan in the immediate vicinity of the potential Trafalgar GO Station and the conversion of the Milton Education Village lands to mixed use in accordance with the Town's recent work for this area.

In terms of role and function in the Region, Milton has room to grow through new greenfield expansion onto "Whitebelt" lands (The "Whitebelt" consists of lands between the outer edge of the approved urban settlement areas surrounding the Greater Toronto Area and Hamilton and the Greenbelt Plan area. This area is known as the "Whitebelt" because it is shown as white on Growth Plan maps) as well as intensification in the Built Up Area, nodes and corridors. Oakville and Burlington do not have any more space for greenfield expansion (with the exception of North Aldershot in Burlington, which is a Special Study Area). The North Oakville lands, which will continue to develop were brought into Oakville's urban area through the Halton Urban Structure Plan and the North Oakville East and West Secondary Plans and are not considered "greenfield" for the purposes of the IGMS. Any greenfield expansion contemplated by the scenarios would occur in Milton and

Halton Hills and would be planned to ensure the evolution of “complete communities”, where homes, jobs, schools, community services, parks and recreation facilities are easily accessible.

Evaluation Framework

The Evaluation Framework in Regional Council Report No. LPS 41-19 is informed by required policy directions in the Provincial Policy Statement, the Growth Plan, 2019 and the Regional Official Plan. The Framework (see Attachment 1) identifies a number of important measures to be evaluated against the Growth Concepts and has been organized into four main themes:

1. Regional Urban System and Local Urban Structure
2. Infrastructure and Financing
3. Agriculture, Environment and Climate Change
4. Growing the Economy and Moving People and Goods

Regional Council has requested that Local Councils advise which evaluation criteria and weighting best suit **local planning needs**. Milton Planning staff has reviewed the criteria and provide the following advice for Council’s consideration:

- While proper planning for growth dictates that **all** of the themes and identified measures must be considered, it is Planning staff’s view that **Theme 1 - *Regional Urban System and Local Urban Structure*** should be allocated the greatest weight through the evaluation of the Growth Concepts from a Milton perspective.
- The objectives and measures identified under this theme are based on Regional policy directions and address urban structure, employment land supply, and complete and healthy communities.
- Theme 1 prioritizes the building of healthy communities that foster well-being of residents, has a full range of housing, employment, recreation and community services, has access to multi-modal transportation and embraces the principles of sustainability.
- Theme 1 embraces the Regional objective to accommodate growth to retain local identity, promote economic prosperity, and to maintain a sustainable natural environment.
- This theme also requires consideration of **local urban structure** to ensure the growth concepts reflect **local individualities and objectives**.
- Finally, this theme will allow the Town to continue to evolve and mature in a manner which will ultimately support the achievement of all the theme objectives.



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Financial Impact

There are no financial implications from this report. However, the implementation of the Region's ultimate growth management strategy - through regional and local official plan amendments will impact the financing and delivery of municipal programs and services.

Respectfully submitted,

Barbara Koopmans, MPA, MCIP, RPP, CMO
Commissioner, Planning and Development

For questions, please contact: Jill Hogan, MCIP, RPP Phone: Ext. 2304

Attachments

Attachment 1 - Halton IGMS Draft Evaluation Framework
Attachment 2 - Milton's Future Urban Structure

CAO Approval
Andrew M. Siltala
Chief Administrative Officer

Halton IGMS Draft Evaluation Framework: Policy Tests to Assess the 2041 Refined Growth Concepts

DRAFT Integrated Growth Management Strategy: Growth Concept Evaluation Framework Overview

The Halton Region Integrated Growth Management Concept Evaluation Framework will be used to evaluate the four Growth Concepts generated as part of the Land Needs Assessment analysis portion of the Regional Official Plan Review.

The Framework is organized by themes, each with specific objectives, evaluation questions, and measures. The themes are representative of key directions and the objectives are drawn from the Growth Plan, the Provincial Policy Statement and the Regional Official Plan. Each concept will be tested to determine whether and how each concept meets the objectives through the use of criteria in the form of policy-based questions and a corresponding measure for each question. The concept that best achieves the objectives and the Region's Planning Vision will be ranked the highest.

The Framework will not be used to address the common criteria that can be adequately addressed by all Growth Concepts. The Growth Concepts are to be refined in accordance with the following criteria that are common to all Growth Concepts, including:

- Goals and Objectives set out by the Province and implemented through the Halton Regional Official Plan;
 - Maintain the Natural Heritage System and Greenbelt boundaries as currently mapped;
 - Meet or exceed the minimum provincial policy targets;
 - Support compact, complete communities;
 - Provide a range of housing choice and affordability;
 - Plan for current levels of intensification and density achievement as minimum benchmarks going forward.
- The Schedule 3 forecasts and planned growth in the Region to 2031; and
- Prioritization of growth in built-up areas;

Given these shared foundational criteria, the Framework will be used to assess the Growth Concepts to meet those common criteria. The criteria critical to providing a mechanism to permit ranking of the Growth Concepts in relation to each other, have been identified and are grouped under four overarching themes:

1. Regional Urban System & Local Urban Structure
2. Infrastructure & Financing
3. Agriculture, Environment & Climate Change
4. Growing the Economy & Moving People and Goods

For the purposes of all documents related to the Integrated Growth Management Strategy (IGMS), infrastructure means water, wastewater and transportation, unless otherwise stated.

Halton IGMS Draft Evaluation Framework: Policy Tests to Assess the 2041 Refined Growth Concepts

Theme 1	Objectives	Evaluation Questions How well does the concept:	Measures
Regional Urban System & Local Urban Structure	Support Regional and Local Urban Structure	Promote appropriate intensification to meet the full range of current and future needs?	The concept that best meets or exceeds transit supportive densities in UGCs, MTSAs, and potential transit priority corridors will be ranked the highest.
		Locate new development to enhance access to employment areas?	The concept that locates employment development close to existing or potential priority corridors and provides opportunities for multi-modal access will be ranked the highest.
		Locate new development to enhance access to commercial and community services?	The concept that locates new residential development close to existing or potential priority corridors and provides opportunities for multi-modal access will be ranked the highest.
		Support the intent of local urban structure?	The concept that best reflects the intent of the local urban structure will be ranked the highest.
	Protect overall employment land supply	Adapt to economic shift in employment types as a result of changes in employment trends?	The concept that protects existing employment and supports opportunities for new employment forms will be ranked the highest.
		Balance the need to achieve the vision of MTSAs without compromising overall employment land supply?	The concept that can best accommodate the target population and jobs for the gross developable area within MTSAs will be ranked the highest.
		Balance the increased emphasis on mixed-use development without compromising overall employment land supply?	The concept that best protects critical existing employment uses while accommodating demand for mixed use development will be ranked the highest.
	Provide a Range of Identifiable, Inter-Connected, Complete Communities	Demonstrate support of logical and orderly progression of urban growth?	The concept that supports locating urban development contiguous with existing built up areas will be ranked the highest.
		Demonstrate support for an open space corridor or urban separator?	The concept that supports maintenance of contiguous Natural Heritage and Agricultural lands will be ranked the highest.
	Provide the opportunity to develop Healthy Communities	Contribute to a pattern of development that supports health and well-being objectives, like public and personal safety?	The concept that supports the greatest opportunity for a diversity of land uses, appropriate mix and densities of housing, and promotes a multi-modal transportation system that supports active transportation and transit use will be ranked the highest.
	Provide a Range of Choice for Housing, Jobs and Leisure	Demonstrate opportunities for a mix of jobs, housing and services?	The concept that supports a greater degree of access and choice for housing, employment and leisure will be ranked the highest.

Halton IGMS Draft Evaluation Framework: Policy Tests to Assess the 2041 Refined Growth Concepts

Theme 2	Objectives	Evaluation Questions How well does the concept:	Measures
Infrastructure & Financing	Optimize current infrastructure capacity	Make best use of existing water/wastewater and transportation infrastructure?	The concept that maximizes the use of existing capacity prior to the upgrade or expansion of infrastructure will be ranked the highest.
		Effectively expand on the existing planned infrastructure established through approved Master Plans and related studies?	The concept that makes best use of existing or planned infrastructure and that can be most easily expanded to service new development areas will be ranked the highest.
	Cost-effective replacement and/or expansion of infrastructure	Enable the coordinated construction of transportation and water/wastewater infrastructure?	The concept that best supports coordinated construction of transportation and water/wastewater infrastructure to meet development demands will be ranked the highest.
	Sustainable long-range financial planning and asset management	Minimize capital cost for water/wastewater, and transportation infrastructure?	The concept with the lowest capital cost for water/wastewater and transportation infrastructure required, while achieving a balance between community development costs and benefits will be ranked the highest.
		Minimize operating and maintenance costs for infrastructure?	The concept with the lowest operating and maintenance costs will be ranked the highest.
		Ensure financial sustainability for the Region and Local Municipalities	The concept with the least negative (most positive) net financial impact on the Region and its Local Municipalities will be ranked the highest.
	Support Regional Phasing	Allows for the phasing of needed infrastructure in a manner that integrates both transportation and water/wastewater infrastructure?	The concept with the best opportunity for phasing and scheduling with other planned infrastructure projects will be ranked the highest.
Sound and Sustainable Infrastructure Planning	Provide for good infrastructure planning approaches. For example, maximizing wastewater gravity systems, minimizing pumping, and maximizing operational flexibility and reliability?	The concept that best supports a sustainable, long term infrastructure planning strategy will be ranked the highest.	
Theme 3	Objectives	Evaluation Questions How well does the concept:	Measures
Agriculture, Environment, & Climate Change	Protect the integrity and minimize impact on the agricultural land base and system	Minimize fragmentation of agricultural lands?	The concept that retains the largest amount of contiguous agricultural land possible will be ranked the highest.
		Protect Prime Agricultural Land?	The concept that protects and avoids Prime Agricultural Land to maintain the most productive and fertile soils for agriculture will be ranked the highest.
		Protect and maximize the amount of agricultural lands?	The concept that maximizes the amount of agricultural lands to support the Agricultural System will be ranked the highest.

Halton IGMS Draft Evaluation Framework: Policy Tests to Assess the 2041 Refined Growth Concepts

		Limit the proximity of incompatible uses to the Agricultural System?	The concept that limits proximity of land uses sensitive to agricultural operations (e.g. noise, odour) will be ranked the highest.
		Protect the integrity of the Agricultural System and agri-food network?	The concept that recognizes the interconnectedness of agricultural and food assets and has the least impact on the Agricultural System will be ranked the highest.
	Enhance the Natural Heritage System to strengthen key features and areas and reduce the impact of new development	Protect the greatest overall area of natural heritage system from disturbance?	The concept that retains the greatest overall area possible of natural heritage lands will be ranked the highest.
	Reduce carbon emissions and address air quality	Minimize emissions through supporting intensification and compact form development within the built boundary?	The concept that best creates opportunities for residential uses, employment uses, and community services to be located in close proximity to one another and supported by existing or planned transit service will be ranked the highest.
		Minimize emissions through maximizing transportation efficiency and alternatives?	The concept that generates the fewest lane kilometres provides transit-supportive densities and generates opportunities for multi-modal access will be ranked the highest.
	Maintain resiliency to impacts of extreme weather events	Protect the Natural Heritage System to mitigate the impacts of extreme weather events?	The concept that emphasizes NHS protection within settlement areas and the rural area will be ranked the highest.
Protect the Natural Heritage System to reduce the risk of flooding?		The concept that supports a contiguous Natural Heritage System will be ranked the highest.	
Consider impacts on Region's Mineral Resource Areas		Minimize impact of mineral extraction on new development?	The concept that limits proximity of incompatible uses to mineral aggregate operations and mineral extraction areas will be ranked the highest.
		Protect agricultural areas that support aggregate extraction as an interim use?	The concept that retains areas for mineral extraction, which can be rehabilitated to high value agricultural areas, will be ranked the highest.
Theme 4	Objectives	Evaluation Questions How well does the concept:	Measures
Growing the Economy & Moving People and Goods	Promote transit-supportive densities	Encourage growing transit ridership demand through compact form development that supports transit oriented development and mixed use directed to nodes and corridors?	The concept that directs new mixed use and residential development to nodes and corridors will be ranked the highest.
	Promote multi-modal transportation	Promote a multi-modal transportation network that supports all modes including active transportation and transit?	The concept that locates new residential development closest to nodes and corridors will be ranked the highest.

Halton IGMS Draft Evaluation Framework: Policy Tests to Assess the 2041 Refined Growth Concepts

	network that supports all modes of transportation		
	Facilitates goods movement	Prioritize the use of existing Regional roads that exhibit the greatest potential for people/goods movement capacity?	The concept that supports connectivity between Regional roads, rail and highways will be ranked the highest.
		Accommodate land extensive and freight dependent employment that require direct access to rail and highways?	The concept that enhances the connectivity of goods related and land extensive employment areas located adjacent to or near major goods movement facilities and corridors will be ranked the highest.
		Protect employment areas around highway corridors, rail corridors and transit?	

Halton IGMS Draft Evaluation Framework: Policy Tests to Assess the 2041 Refined Growth Concepts

Relevant Policies – Halton Regional Official Plan, Growth Plan and Provincial Policy Statement			
Urban Structure	Infrastructure & Financing	Agriculture, Environment, & Climate Change	Growing the Economy & Moving People and Goods
ROP 31 72 (1) (2) (3) (4) (5) (6) (9) (10) (10.1) 77 (2.4) b) d), (7) f) 77.4 (2) 78 (1) (3) (4) (9) (11) 81 (1) (7.2) (10) (10.1) 155 Growth Plan: 2.2.1.4 a) d) 2.2.3.1 a) b) c) 2.2.4.2 2.2.4.8 2.2.4.9 a) d) 2.2.4.10 2.2.5.1 b) 3.2.3.2 b) d) e) PPS 1.1.1 a) b) c) 1.1.3.2 a) 1. 5. 1.1.3.3 1.1.3.4 1.1.3.8 a), b) 1.3.1 a) c) 1.3.2.1 1.8.1 a) b) c) e)	ROP 72(5) 77 (7) b.2) c) f), (15) 77.4 (3) 81 (7.3) a) 87 88 89 (1) (8) (10) (10.1) (23) 169(4) 170(4.1) 172 (9.2) Growth Plan 2.2.1.3 b) c) 2.2.2.4 e) 2.2.6.4 2.2.8.3 a) b) c) d) e) g) 3.2.1.1 3.2.1.2 3.2.2.1 3.2.3.1 3.2.5.1 a) b) 3.2.6.1 3.2.6.2 a) b) PPS 1.1.1 e) g) 1.1.3.2 a) 2. 1.1.3.3 1.1.3.6 1.1.3.7 b) 1.1.3.8 b) 1.1.5.5 1.3.1 d) 1.3.2.1 1.4.1 b) 1.4.3 c) d) 1.6.1 1.6.3 1.6.6.1 d) e) 1.6.6.2 1.6.7.2 1.6.8.1 1.6.8.5 1.7.1 b)	ROP 77 (7) a) b) b.1) d) e) f) g) 77.4(5) 91 99 (1) (2) (3) (4) (5) (7) (9) (11) (18) 101 (1.6) (1.9) (2) g) (3) (4) 107 (2) (3.1) 110 (1) (6) (6.1) 111 114 114.1 (1) (2) (4) (5) (6) (7) (8) (9) (12) (13) (14) (15) (17) 142 (2) (3) (4) (8) 176(2) Growth Plan 2.2.1.4 a) f) 2.2.8.3 e) f) h) j) k) l) 4.2.2.2 4.2.6.2 4.2.6.3 4.2.6.4 4.2.6.6 4.2.6.7 4.2.8.6 4.2.10.1 b) e) f) g) h) i) PPS 1.1.1 h) 1.1.3.2 a) 3. 1.1.3.8 c) e) 1.1.5.7 1.7.1 h) 1.8.1 e) 2.1.1 2.1.2 2.3.1 2.3.5.1 2.3.6.2 2.4.4.1 2.5.1 2.5.4.1 3.1.3	ROP 72 (2) (7) (10) 77.1 77.4 (2) (5) 78 (1) (5) (6) (8) 81 (8) 139.7 (1) 142 (6) 143 (4) 172 (2) (3) (9.1) (14.1) (15) 173 (30.1) Growth Plan 2.2.4.8 2.2.4.10 2.2.5.1 a) 2.2.5.8 2.2.7.1 3.2.2.2 3.2.2.4 3.2.3.2 b) d) 3.2.4.1 3.2.4.3 4.2.10.1 b) PPS 1.1.3.2 a) 4. 5. 6. 1.1.3.8 a) 1.3.1 b) 1.3.2.1 1.3.2.3 1.4.3 d) 1.5.1 a) 1.6.5 1.6.7.1 1.6.7.4 1.6.8.2 1.7.1 f) 1.8.1 b) c) e)



Building Possibility: Future Urban Structure

MAJOR TRANSIT STATION



401 BUSINESS PARK



URBAN GROWTH CENTRE



MAJOR TRANSIT STATIONS



HISTORIC DOWNTOWN MILTON



CIVIC PRECINCT



STABLE NEIGHBOURHOODS



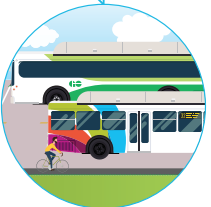
MILTON EDUCATION VILLAGE



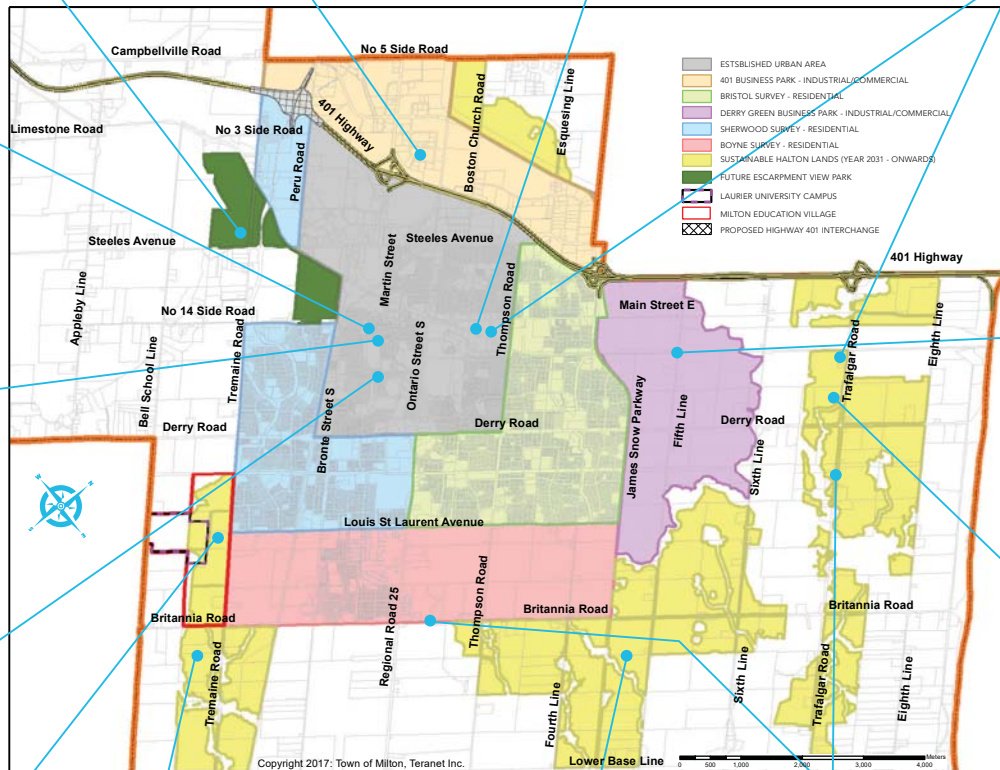
COMPLIMENTARY MEV
EMPLOYMENT LANDS



SUSTAINABLE
HALTON - 2031



HIGHER ORDER
TRANSIT CORRIDOR



DERRY GREEN BUSINESS PARK



TRAFALGAR CORRIDOR

