



# The Corporation of the Town of Milton

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Report To: Council

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From: Jill Hogan, Acting Commissioner, Development Services

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Date: January 17, 2022

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Report No: DS-006-22

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Subject: Halton Region Official Plan Review - Draft Preferred Growth Concept and Draft Land Needs Assessment.

**Recommendation:** THAT Council endorse Halton Region's Preferred Growth Concept;

AND THAT Council requests that Halton Region phase a concurrent and steady stream of development land in Milton, through updated "Best Planning Estimates" to ensure shovel-ready employment land and an appropriate balance between residential intensification and new greenfield development to 2051.

## EXECUTIVE SUMMARY

- This report provides a summary of Halton Region's Draft Preferred Growth Concept (PGC) and Draft Land Needs Assessment (LNA).
- The Region has made significant changes to their work to reflect the Town's comments and concerns as articulated in the Town of Milton's "Halton Balanced" Growth Concept.
- The Region's PGC necessitates urban boundary expansions for Community Area and Employment Area within Milton and Halton Hills.
- This report recommends Milton Council support the quantum and location of the urban boundary expansion in Milton.
- This report further requests that Halton Region phase a concurrent and steady stream of development land in Milton, to ensure shovel-ready employment land and an appropriate balance between residential intensification and new greenfield development to 2051.

## REPORT

### Background

In April 2021, Milton Council directed staff to develop an alternative to the Growth Options presented by the Region. In June 2021 through report DS-55-21, Milton Council

## REPORT

### Background

endorsed the “Halton Balanced” Growth Concept as input into Halton Region’s Official Plan review.

Malone Given Parsons Ltd. (“MGP”) is the planning and land economics consultant for the Town of Milton. MGP has provided their own analysis and background work, which staff believes demonstrates both the feasibility and priority for inclusion of the Town of Milton’s remaining whitebelt lands within the Settlement Area Boundary to 2051. This work was intended as input to the Region’s Municipal Comprehensive Review (“MCR”). This work also provided the technical rationale behind the “Halton Balanced” Growth Concept.

The “Halton Balanced” Growth Concept would support sustainable future growth in Milton and Halton Region through the following important growth objectives:

- Directing growth strategically by reinforcing intensification along transit corridors and Major Transit Station Areas in the Region;
- Providing a market-based, realistic and achievable supply of housing for the Region;
- Facilitating the efficient use of land in line with existing and planned Regional infrastructure;
- Ensuring a healthy inventory of employment lands;
- Increasing densities in greenfield areas; and
- Creating mixed-use, compact, complete communities, while protecting the Provincial Greenbelt, the Region’s Natural Heritage System and a large proportion of Agricultural lands in the Region.

On November 17, 2021, a workshop was convened for Halton Region Council. Halton Region staff provided a detailed presentation on the Draft Preferred Growth Concept (PGC) and Land Needs Assessment (LNA) to Regional Council. The workshop presentation can be accessed via the following link: <https://edmweb.halton.ca/OnBaseAgendaOnline/Meetings/ViewMeeting?id=4266&doctype=1>

This report provides a summary of Halton Region’s Draft PGC and LNA and compares the Region’s PGC and the Town of Milton’s “Halton Balanced” Growth Concept

### Discussion

With assistance from Malone Given Parson (MGP) the following provides a summary and comments on Halton Region’s Preferred Growth Concept (PGC) and Land Needs Assessment (LNA) in relation to the Town of Milton.

**Discussion**

**Preferred Growth Concept**

Halton Region’s PGC necessitates settlement area boundary expansions for Community Area and Employment Area within Milton and Halton Hills. The portion of land allocated to Milton is summarized in Table 1 below and Attachment 1.

*Table 1: Milton’s Land Allocation According to Halton Region’s Preferred Growth Concept*

	Halton Region	As Measured by MGP
New Community Area	695	705
New Employment Area	620	660
<b>Total NEW DGA</b>	<b>1,315 ha</b>	<b>1,365 ha</b>

In an attempt to confirm the land areas generated by Halton Region’s LNA, a measurement was performed by MGP showing a 50-hectare discrepancy of an unknown source.

**Preferred Growth Concept Comparison**

The PGC is closest in nature to Halton’s Growth Concept 4, which was based on 50% intensification in the Built-Up Area. The following table summarizes the differences between the Preferred Concept and Concept 4. It is noted that the requirement for new land in Milton is similar to that shown in Concept 4.

*Table 2: Halton Region’s Preferred Concept in Comparison with their Concept 4*

	Preferred Concept	Concept 4	Difference
Community Area	695	720	-25
Employment Area	620	550	70
Non-Developable Area	445	660	
<b>Gross Area</b>	<b>1,760 ha</b>	<b>1,930 ha</b>	

The Milton “Balanced Option” included adding the entire whitebelt into the Settlement Area Boundary. The comparison of this option to the PGC is found in Table 3 below and Attachment 2. The “Balanced Option” assumed a greenfield density of 50 residents and jobs per hectare; whereas, the PGC assumes a greenfield density of 65 residents and jobs per hectare. **The difference in Greenfield density largely accounts for the difference in community land area required through settlement area boundary expansion between the two options.**

*Table 3: Halton Region’s Preferred Concept in Comparison with Milton’s “Balanced Option”*

**Discussion**

	Preferred Concept	Milton's Balanced-Option	Difference
Community Area	695	1,000	-305
Employment Area	620	1,300	-680
<b>Total Developable Area</b>	<b>1,315</b>	<b>2,300</b>	<b>-985</b>
Non-Developable Area	445	1,680	
<b>Gross Area</b>	<b>1,760 ha</b>	<b>3,980 ha</b>	

**Summary of Preferred Growth Concept**

Table 4 contains the proposed allocation of population from 2031 to 2051 under the Draft Preferred Growth Concept (PGC). The allocations are based on direction of:

- 116,000 people to the Built-Up Area throughout the Region, focused predominantly in Oakville and Burlington, in Urban Growth Centres, Major Transit Station Areas and other important Strategic Growth Areas, such as Midtown Oakville, Downtown Burlington, and Uptown Oakville;
- 150,000 people to the existing Designated Greenfield Area of the Region, predominantly in Milton and Oakville, and including “densification” of Strategic Growth Areas such as the Trafalgar Urban Core and Hospital District in Oakville, and the Milton Education Village; and,
- 62,000 people to the proposed new Designated Greenfield Area in Milton and Halton Hills.

*Table 4: Draft Preferred Growth Concept: Population Growth by Local Municipality*

Municipality	Population		
	2021	2031	2051
Burlington	195,000	218,000	267,500
Oakville	222,000	280,000	373,500
Milton	138,000	187,000	334,500
Halton Hills	66,000	82,500	124,500

The Draft PGC has been based on a Region-wide intensification rate of 45 percent, with a densification/intensification target of 85 percent of housing units directed within the existing urban area, thereby meeting the “intensification first” and minimization of urban expansion objectives of the Growth Plan.

*Employment Growth:*

- Over 27 percent of employment growth in the Major Office category between

## Discussion

2031 and 2051, representing a significant shift towards office employment in the Region, and directed to mixed use Strategic Growth Areas within the Built-up Area, supporting local and Regional Urban Structures;

- Only 42 percent of employment growth in the Employment Land Employment category predominantly on employment lands, accommodating in-demand logistics/warehousing and other manufacturing uses, necessitating a measured urban boundary expansion;
- The remaining 43 percent of employment growth in the Population-Related Employment category to serve the residential communities throughout the Region.

*Table 5: Draft Preferred Growth Concept: Employment Growth by Local Municipality*

Municipality	Employment		
	2021	2031	2051
Burlington	98,000	106,000	123,000
Oakville	111,000	138,000	177,000
Milton	44,500	70,000	133,000
Halton Hills	24,500	36,000	68,000
Halton Region	278,000	350,000	500,000

Table 5 contains the proposed allocation of employment to 2051 under the Draft PGC. The allocations are based on the direction of:

- 61,000 predominantly Major Office and Population-Related jobs to the Built-Up Area throughout the Region, focused in Urban Growth Centres, Major Transit Station Areas and other important Strategic Growth Areas;
- 61,000 jobs to the existing Designated Greenfield Area of the Region, predominantly in Milton and Halton Hills, and including “densification” of Strategic Growth Areas; and,
- 27,000 Employment Land Employment and Population-Related jobs to proposed new Designated Greenfield Area, **predominantly located along the Highway 407 and 401 corridors in Milton** and the Highway 401 corridor in Halton Hills.

## Concluding Remarks - Preferred Growth Concept (PGC)

- Overall, the Region has made great progress in advancing the review to this stage.
- The Region has made significant changes to their work to reflect the Town’s comments and suggestions.

## Discussion

- While the proposed quantum of NEW employment and community areas in Milton is less than what was recommended through the “Halton Balanced” Growth Concept, staff is of the view that the new community area in Southeast Milton and employment land along 401/407 will provide a sufficient supply of new development land to 2051.
- Staff are also pleased to see the quantum of development in the Built-Up Area (Old Milton) has been “right sized”.
- Staff recommend the Milton Council endorse the PGC.

### The Town of Milton’s “Ask” of Halton Region

While it is noted that the Nov 2021 Region Workshop did not speak to phasing (Region staff will be making phasing recommendations in the Feb 2022 Report), it is critical that the following is raised NOW for consideration:

#### *EMPLOYMENT LANDS:*

- Milton needs a steady flow of investment ready employment lands. Planning work for delivery on new employment lands to accommodate warehouse/logistics will need to commence prior to 2031.
- Derry Green will be built out by 2031 and Milton can’t afford to have a 10 year gap of shovel ready employment lands. This would not be practical or fiscally responsible for the Town and Region.

#### *COMMUNITY LANDS:*

- Milton’s NEW community (whitebelt) lands must be phased to ensure a continuous supply of market based housing beyond 2031.
- The Region must bring forward the **CONCURRENT** delivery of existing areas (Agerton/Trafalgar/Britannia/MEV to pre-2031) to ensure Milton has land for innovation/knowledge based job creation in a mixed-use areas.
- Substantial build-out of the Boyne area must be recognized within the 2021-2031 horizon.

### Other Considerations - Best Planning Estimates

Development phasing in Halton is predicated on the “Best Planning Estimates (BPEs)”. The BPEs are a planning tool used to identify where and when development is expected to take place across the Region. The BPEs provide direction in determining the timely provision of both hard infrastructure (roads, water and wastewater) and community infrastructure (schools, community recreation etc.). The current BPEs were approved by Regional Council in 2011 for growth to 2031 and will need to be updated following the approval of the updated

## Discussion

Regional Official Plan. It is critical that the updated BPE's facilitate development phasing in Milton that is:

- Practical and fiscally responsible.
- Ensures a market-based supply of housing.
- Ensures a shovel-ready supply of employment lands.
- Allows a **concurrent** steady stream of developable land balanced between greenfield and intensification.

## Next Steps

It is the intent of Region staff to bring forward a recommendation on the Preferred Growth Concept in February 2022, together with a comprehensive set of technical studies addressing:

- climate change;
- water and wastewater infrastructure;
- transportation infrastructure;
- agricultural impact;
- natural heritage/water resources; and,
- financial impact.

If endorsed by Regional Council, the Preferred Growth Concept will form the foundation of the Integrated Growth Management Strategy, which will be implemented through an amendment to the Regional Official Plan.



## Financial Impact

As noted above, Halton Region is expected to present further financial analysis as part of the final package of comprehensives studies in February 2022. Findings of the financial analysis that has been undertaken to date by Hemson Consulting on behalf of the Region have included that:

- the capital investment required for each of the scenarios was fairly consistent;
- pressure on the tax rates in excess of the rate of inflation can be expected in all local municipalities. This pressure was slightly less in scenarios that involved a higher degree of low and medium density residential development;
- the non-residential assessment base was relatively consistent between scenarios, and is expected to grow from being 20% of the overall property tax base to 25% by 2051.

These finding relied on a number of assumptions with respect to service levels, municipal policies, infrastructure assumption and the pace of growth.

The Town has separately undertaken fiscal impact analysis for the planning horizon to 2041 (exclusive of the proposed new growth areas as considered in the Region's Official Plan process). The most recent such study was presented in November 2021 through report CORS-056-21. The Town's fiscal analysis also highlights the importance of the timely development of non-residential areas as is recommended in this report. Management of the timing of the construction of new infrastructure and the expansion of services will also remain critical to influencing future changes in the Town's property tax rates. Should the Town continue with the annual funding strategies that are associated with the existing infrastructure deficit, the fire services and transit master plans, and other priorities of Council, it can be expected that Milton will be better positioned to expand services to the proposed new urban areas.

Respectfully submitted,

Jill Hogan, MCIP, RPP  
Acting Commissioner, Development Services

For questions, please contact: Jill Hogan

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## Attachments

Attachment 1: Halton Preferred Concept for Milton as measured by MGP

Attachment 2: Halton Preferred Growth Concept Compared to Milton Balanced Growth Concept.



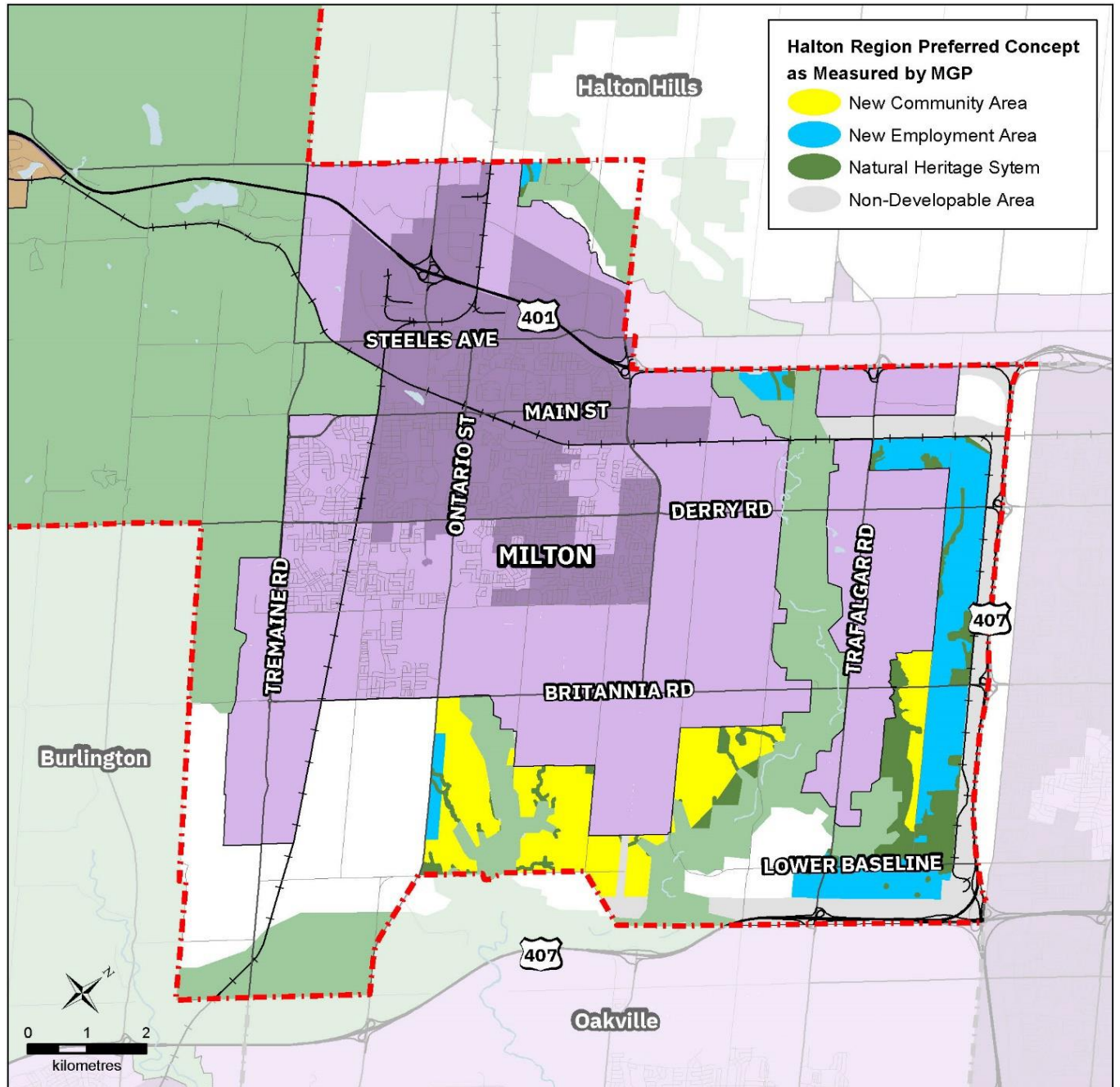


CAO Approval  
Andrew M. Siltala  
Chief Administrative Officer

### Recognition of Traditional Lands

The Town of Milton resides on the Treaty Lands and Territory of the Mississaugas of the Credit First Nation. We also recognize the traditional territory of the Huron-Wendat and Haudenosaunee people. The Town of Milton shares this land and the responsibility for the water, food and resources. We stand as allies with the First Nations as stewards of these lands.

Attachment 1 - Halton Preferred Concept for Milton as measured by MGP



*Attachment 2 - Halton Preferred Growth Concept Compared to Milton Balanced Growth Concept*

