



The Corporation of the Town of Milton

Report To: Council

From: Barbara Koopmans, Commissioner, Planning and Development

Date: September 25, 2017

Report No: PD-049-17

Subject: Building Possibility – Town of Milton Future Urban Structure

Recommendation: THAT Planning Report PD-049-17 entitled “Building Possibility – Town of Milton Future Urban Structure”, be received;

AND THAT the draft future urban structure as set out in Report PD-049-17 be endorsed in principle;

AND THAT the directions contained in PD-049-17 be implemented through the Town’s Official Plan Review and future secondary planning exercises including the Secondary Plan(s) for the Sustainable Halton lands;

AND THAT staff utilize these directions together with the recommendations of the “Land Base Analysis” prepared by Malone Given Parsons dated September 2017, “The Employment Land Needs Assessment” prepared by MacNaughton Hermsen Britton Clarkson Planning Limited dated December 2016 and the “Milton Intensification Strategy” prepared by Meridian Planning Consultants Inc. dated January, 2010 as the basis for the Town’s input to the Region’s Official Plan Review and Municipal Comprehensive Review;

AND that, in particular, the directions to apply a policy framework to the Trafalgar Corridor and the Milton Education Village which encourages fully integrated, transit-supportive, mixed use development in the form of a complete employment community and innovation district be included in the Region’s Municipal Comprehensive Review.

EXECUTIVE SUMMARY

As a result of the inclusion of new lands into Milton’s urban area, it is important that a vision be established which directs how these lands will contribute positively to the Town’s



overall urban structure. Through this report and its accompanying table and map, a vision for each of the new areas is described along with the attributes of each area supporting the achievement of that vision and factors upon which the vision is dependent.

REPORT

Background

Through the Town's 1997 Official Plan, Council adopted an urban structure to manage growth and guide development decisions within the 2021 planning horizon. The 1997 Official Plan incorporated three new phases of residential development, being the Bristol, Sherwood and Boyne Surveys as well as a new employment area, being the Derry Green Corporate Business Park. These lands were added to the Milton Urban Area through the Halton Urban Structure Plan (HUSP) and were intended to accommodate planned growth to 2021. These new greenfield development areas surrounded the original Milton urban area which included the Dorset Park, Timberlea, Bronte Meadows and Mountain View residential neighbourhoods, the 401 Industrial Business Park as well as the historic Milton core (Old Milton). In order to reinforce the importance of a strong urban core to the structure of the municipality, the 1997 Official Plan introduced an expansion to the Central Business District, extending it easterly to Thompson Road, encompassing a transitioning industrial area.

Through the 2009 Sustainable Halton Plan (Regional Plan Amendment 38), additional lands were added to the Town's urban area to accommodate the distribution of population and employment to Milton to 2031 in accordance with the 2006 Growth Plan. These lands are located in three main areas: a corridor along the Trafalgar Road, a corridor along Tremaine Road including the Milton Education Village lands and an area south and east of Britannia Road. A smaller area of employment lands on the north side of James Snow Parkway, east of Regional Road 25 was also brought into the Urban Area boundary to be added to the existing 401 Industrial Business Park.

In order for development to proceed on these lands, they must also be designated Urban Area in the Town's Official Plan. In June 2010, Council adopted Official Plan Amendment 31 which was the result of the Town's conformity exercise with ROPA 38. While ROPA 38 had been adopted by Regional Council, it had yet to be approved by the Province at the time of Council adoption of OPA 31. In approving ROPA 38, the Province introduced a number of modifications which would also be required to be included in OPA 31. Further, the Province's decision was subject to a number of appeals to the Ontario Municipal Board. The resolution of those appeals also are required to be included in OPA 31. Town and Regional staff are currently finalizing these required modifications in order present them to Council for endorsement later this year so that the Region can issue its notice of decision, approving OPA 31, as modified.

Further, to appropriately plan for these new greenfield areas, it is important that they be integrated into and build upon the Town's established urban structure. Since 2009, the Town has completed a number of studies including the "Milton Intensification Strategy" prepared by Meridian Planning Consultants Inc. dated January 2010, "The Employment Land Needs Assessment" prepared by MacNaughton Hermsen Britton Clarkson Planning Limited dated December 2016 and most recently the "Land Base Analysis" prepared by Malone Given Parsons dated September 2017, to assist in identifying how these lands should be developed in order to implement the Province's growth management objectives in a manner which also aligns with the achievement of the Town's own strategic objectives as articulated in Destiny Milton 3 and the Town's first principles of growth.

Discussion

As was discussed in PD-043-17, the Province has now completed its review of three key land use policy documents, namely the Greenbelt Plan, the Niagara Escarpment Plan and the Growth Plan, with which the Town must conform. Of particular note, the 2017 Growth Plan for the Greater Golden Horseshoe places significant emphasis on intensification and redevelopment within the delineated built boundary, planning for and protection of employment lands and careful management of growth so as to minimize further expansion of urban areas and unnecessary and inefficient consumption of land. In addition, the Plan increases the minimum density targets to be achieved in designated greenfield areas.

These factors will strongly influence the built form and density of future secondary plan as the Town plans for the development of the Sustainable Halton lands and therefore are fundamental considerations in refining the Town's vision for its urban structure. Attached as Appendix 1 to this report is a table identifying the existing and proposed components of the Town's urban structure. For each of these components, the table includes a description of the vision for their planned function as well as the identification of their attributes and the factors upon which the achievement of their planned function is dependent. A map of the Town's Urban Area is also attached which illustrates the various structural elements identified in the table. The new or revised structural elements include the following:

- The Urban Growth Centre
- The Milton Education Village
- The Trafalgar Corridor
- The Sustainable Halton Urban Area
- The Milton Education Village Complimentary Employment Lands

While outside of the Sustainable Halton lands, the table also identifies the Future Strategic Employment lands which are intended to be protected from incompatible uses pending their development post 2031.



The Urban Growth Centre

Milton's delineated built boundary is quite compact in nature, generally encompassing the original town site as well as some lands within the Bristol Survey Secondary Plan. Nonetheless, the Town is required to plan for intensification. Through the Intensification Study, it was determined that the majority of Milton's intensification should be directed to its urban growth centre which extends generally along both sides of Main Street between Martin Street and Thompson Road. The Growth Plan continues to require that the Town's urban growth centre be planned to accommodate a minimum of 200 residents and jobs per hectare in an integrated, mixed use urban form. The Intensification Study demonstrated that, if appropriately designed, this area can accommodate the residents and jobs required.

While this area has a number of attributes which support its redevelopment potential, there are also a number of dependencies identified which must be addressed in order to realize the full redevelopment potential of the area, not least of which is the extension of two way, all day GO service to the Main Street station.

The Milton Education Village

Through Destiny Milton 3, Council established a goal to focus on attracting knowledge-based industries including developing small business and incubators in multiple sectors. Leveraging the Province's announcement to create a new university-led post-secondary site in Milton, the Milton Education Village is intended to be a key element of the Toronto to Kitchener Innovation Corridor. Through the ongoing secondary planning program, the Town will develop a policy framework which promotes the full integration of knowledge-based employment in a mixed use, mid to high density format.

The Milton Education Village is, in part predicated upon the confirmation of Provincial funding for the university. However, the achievement of a truly integrated development is also dependent upon changes to the Regional policy structure through its comprehensive municipal review to allow a broader range of land uses within its Employment overlay.

The Trafalgar Corridor

The Trafalgar Corridor is envisioned to be developed as a mixed use, high density corridor which supports the extension of higher order transit. Through ROPA 38, a proposed major transit station was identified in the vicinity of the intersection of Derry and Trafalgar Roads.

This area is physically separated from the balance of the urban area by the Sixteen Mile Creek Valley and, as such, is afforded an opportunity to accommodate higher

density development and taller buildings in a manner which contributes positively to the overall urban structure.

In order to support higher order transit, the lands identified within the Regional Employment overlay must be developed as a complete employment community and innovation district, including residential, retail, personal service and institutional land uses, in order to attract higher density, knowledge-based employment uses, particularly surrounding the proposed major transit station.

Similar to the Milton Education Village, this form of development will require changes in Regional Planning policy which resolve the inherent conflict between the Major Transit Station Area policies and the Employment overlay policies.

The Sustainable Halton Urban Area

This area will be planned to achieve a similar range and mix of housing types, community uses and retail opportunities as in the HUSP residential areas, however, with slightly higher overall residential densities achieved through the inclusion of taller buildings in a mixed-use format along corridors and in nodes.

The progression of development of these lands is dependent upon the completion of secondary planning as well as subscription to the Regional allocation program, among other matters. Depending upon how the additional population identified for Halton through the Growth Plan to 2041 is distributed, this area may be required to be planned to achieve more population than is currently contemplated through ROPA 38 and the Regional Best Planning Estimates. This, however, is achievable, with adjustments to the mix of dwelling unit types as demonstrated through the Land Base Analysis work.

Complimentary MEV Employment Lands

Due to their interface with the Milton Education Village and the Boyne Survey Secondary Plan, it is envisioned that these lands should also be developed for knowledge-based employment uses including research and development, incorporating a variety of building forms. This range of uses would benefit from the synergy with the MEV and post-secondary education institutions.

Until such time as the federal environmental assessment process has been completed and a decision has been made regarding the CN Intermodal proposal, development is unlikely to proceed on these lands.

Future Strategic Employment Lands



While these lands are not contemplated to be developed prior to 2031 in accordance with current Regional Plan policies, due to the consumptive nature of much of the large-scale logistics and warehouse development which has been attracted to the Town, it is prudent that these lands be considered for inclusion in the Town's urban area through the Regional municipal comprehensive review and official plan review.

Natural Heritage System

While technically not part of the Urban System, the natural heritage system is interwoven with the urban fabric and therefore must be considered as an important element of the Town's urban structure. In addition to ensuring that the Town's natural environment is protected and conserved in an urbanizing context, the natural heritage system contributes valuable green space which in turn supports the environmental sustainability of the community.

As Council is aware, the Town will be initiating its Official Plan review as well as undertaking the preparation of secondary plans for the Sustainable Halton lands. In addition, the Region has commenced its Official Plan review and municipal comprehensive review. Staff recommends that the directions for the future urban structure set out in this report and the accompanying table and map, along with the supporting background studies, be used as a basis for the Town's input into the Region's Official Plan Review and Municipal Comprehensive Review in order that the policies in the Regional Plan will support the Town's vision for itself.

Financial Impact

None arising from this report.

Respectfully submitted,

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

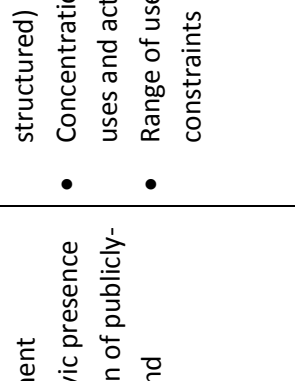
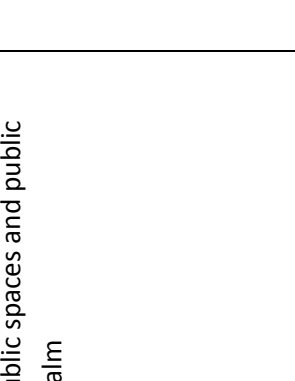
For questions, please contact: Barbara Koopmans 905.878.7252 X 2301

Attachments

Appendix 1: Town of Milton Future Urban Structure

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

URBAN STRUCTURE COMPONENT

Urban Structure Component	Vision	Attributes	Dependencies
<p>Historic Core (West Central Business District)</p> <p>HISTORIC DOWNTOWN MILTON</p>  <p>CIVIC PRECINCT</p> 	<ul style="list-style-type: none"> • Civic Precinct • Pedestrian-oriented • Active and vibrant street frontages (complete streets) • Integrated mixed use development in low to mid-rise form • Conservation of important heritage attributes • Strong sense of place to anchor the entire community • Emphasis on importance of public spaces and public realm 	<ul style="list-style-type: none"> • Central location • Heritage buildings • Walkability – grid pattern of development • Strong Civic presence • Proportion of publicly-owned land 	<ul style="list-style-type: none"> • Redevelopment of underutilized properties outside of the floodplain • Development of additional, centrally located parking (underground or structured) • Concentration of customer generating uses and activities • Range of uses subject to flood plain constraints

Urban Growth Centre (East Central Business District)

URBAN GROWTH CENTRE



MAJOR TRANSIT STATION



<ul style="list-style-type: none"> • Focus of Growth Plan intensification requirements • High density (tall buildings) • Integrated mixed use developments • Major employment center (office, institutional and retail) • Active and vibrant street frontages (complete streets) • Pedestrian-orientation • Emphasis on importance of public spaces and public realm 		<ul style="list-style-type: none"> • Central location • GO Station (existing) (Major Transit Station Area) • High redevelopment potential • Grade separations in place • Access to local transit • Proximity to existing retail, recreational and cultural facilities 	<ul style="list-style-type: none"> • Conformity with Growth Plan – 200 jobs and people per hectare • Two way all day GO service • Integration of local transit – frequency • Land assembly and remediation of former and existing brownfield and condominium sites • Redevelopment of surface parking areas including GO Station parking fronting on Main Street • Completion of Major Transit Station Area Study and implementation of recommendations
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Milton Education Village

MILTON EDUCATION VILLAGE



<ul style="list-style-type: none"> • Key element of the Toronto to Kitchener Innovation Corridor • Mid to high density mixed use development • Full integration of knowledge-based employment uses Higher employment densities • Strong pedestrian/active transportation orientation and connectivity • Minimal surface parking • Progressive development over a longer planning horizon (i.e. evolution over time) 	<ul style="list-style-type: none"> • Access to 400 series highways • Velodrome • Adjacency to Niagara Escarpment and Greenbelt • Ability to be planned to accommodate higher proportion of Growth Plan population and employment density • Unconstrained greenfield opportunities 	<ul style="list-style-type: none"> • Provincial funding for university • Regional Plan Amendment to allow development to proceed in advance of 2021 • Access to Regional servicing infrastructure • Access to intra-regional transit (higher order) through the development of a third GO station at Tremaine Road and Steeles Avenue • Revisions to the Regional Official Plan through the Municipal Comprehensive review to allow the integration of knowledge based employment uses within mixed use buildings within the Employment Area overlay • Pedestrian-safe access over Tremaine Road • Availability of frequent transit
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Trafalgar Corridor

TRAFALGAR CORRIDOR



HIGHER ORDER
TRANSIT CORRIDOR



MAJOR TRANSIT STATION



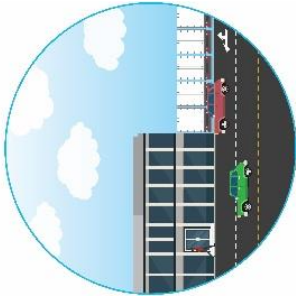

<ul style="list-style-type: none"> • Higher order transit corridor – BRT or LRT • Mid to high density mixed use corridor • Taller buildings oriented to major transit station area and nodes • Full integration of knowledge-based employment with residential and retail uses to support live work relationship and attract employees • Complete employment community and innovation district to attract higher density knowledge-based employment uses particularly surrounding the proposed Major Transit Station Area • Nodes with tallest buildings sited at regular intervals along corridor to support access to transit 	<ul style="list-style-type: none"> • Ability to accommodate higher proportion of Growth Plan population and employment in a high-density format • Connections/interchanges with QEW, 407 and 401 • Connects Milton to Oakville and Halton Hills • Provides connection to Lakeshore, Milton and Kitchener GO lines • Physically separated by Sixteen Mile Creek Valley affording opportunity for taller, denser urban neighborhoods and built form with minimal requirements for transition 	<ul style="list-style-type: none"> • Two-way, all day GO service • New GO Station at Derry Road and Trafalgar Road • Market demand for built-form • Revisions to Regional Official Plan through municipal comprehensive review to allow seamless integration of employment uses with residential and retail uses • Resolution of Major Transit Station Area policies and Employment overlay policies in Regional Plan • Extension of Louis St Laurent Boulevard and Main Street • Completion and approval of Secondary Plan and supporting background studies • Regional allocation program • Implications of changes through Bill 73
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Sustainable Halton Urban Area (lands south of Britannia Road and east of James Snow Parkway)

SUSTAINABLE HALTON - 2031



<ul style="list-style-type: none"> • Similar range and mix of housing types to HUSP residential areas with slightly higher densities overall achieved through high density, mixed use developments along corridors and in nodes • Neighborhood center concept • Greater emphasis on integration of mid-rise and high-rise mixed-use developments in nodes at major intersections and along transit corridors • Complete communities and neighborhoods with parks, schools, shopping, and other community uses • Orderly progression of development managed through strong phasing to ensure efficient, cost-effective and timely delivery of services 	<ul style="list-style-type: none"> • Large, contiguous area • High degree of developer ownership • Logical extension of Boyne • Physical separation from Derry Green and employment uses • Access to Regional arterial and local higher order roads, supporting extension of and access to transit • Ability to comprehensively plan complete communities 	<ul style="list-style-type: none"> • Completion and approval of Secondary Plan(s) and supporting background studies • Completion of detailed Fiscal Impact Study • Availability of Regional water and wastewater • Subscription to Regional Allocation Program • Applicability of 2017 Growth Plan and distribution of additional population and jobs to 2031 • Extension of Louis St Laurent Boulevard and Main Street • Extension of James Snow Parkway to Neyagawa Boulevard in Oakville
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<p>Derry Green Corporate Business Park and 401 Industrial Park (HUSP Employment Lands)</p> <p>DERRY GREEN BUSINESS PARK</p>  <p>401 BUSINESS PARK</p> 	<ul style="list-style-type: none"> • Completion of build out of employment areas • Limited intensification/redevelopment in 401 Industrial Park on underutilized properties • Incorporation of additional Sustainable Halton employment lands • Derry Green to accommodate majority of greenfield development in the immediate future • Provide locations for general industrial, warehousing and coordination development in Derry Green with higher order uses along the interface with residential areas and along the frontages of major roads 	<ul style="list-style-type: none"> • Proximity to 400 series highways and interchanges • Greenfield – relative ease of development • Proximity to large labor pool • High degree of accessibility 	<ul style="list-style-type: none"> • Provision/completion of Regional servicing infrastructure projects • Completion and approval of SIS work • Submission of development applications • Regional North-East Milton Transportation Study (Fifth and a Half Line + 401 Interchange) • Extension of Louis St Laurent Boulevard and Main Street • Incorporation of additional Sustainable Halton Lands in 401 Industrial Park through amendment to Secondary Plan post 2021 • Improvements to CP line to allow two way all day GO services
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Character Areas

STABLE NEIGHBOURHOODS



HISTORIC DOWNTOWN MILTON



- Generally, maintain pre-HUSP character (built form, lot fabric)
- Respect cultural heritage built form and landscapes
- Limited infill and redevelopment sympathetic to cultural heritage character
- Provision of a range of housing choices to support a full range of socio-economic circumstances including aging in place
- Potential for adaptive reuse of some historic building stock in appropriate locations

- Concentration of cultural heritage built form and landscapes
- High degree of walkability due to grid road network
- High degree of visual interest
- Proximity to historic downtown

- Appropriate transitions between existing and new development
- Appropriate and defensible regulatory framework to protect important elements and to enable contextually sensitive redevelopment
- Adequacy of servicing (municipal water, wastewater, storm water infrastructure, roads, parks, schools etc.)

**Complimentary MEV
Employment Lands South of
Britannia Road (Sustainable
Halton)**

COMPLIMENTARY MEV
EMPLOYMENT LANDS

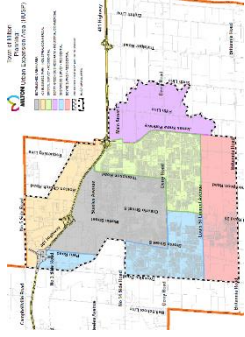


- Knowledge based employment uses
- Research and developed; technology oriented
- Variety of built-form
- More traditional employment/business park built form

- Proximity to a large pool of skilled, educated, and young employees
- Proximity to 400 series highways including the new interchange at Tremaine Road
- Ability to extend local transit
- Cooperation with the Milton Education Village and post-secondary institutions

- New 407 interchanges at Tremaine Road
- Timing of delivery of Regional Servicing
- Marketing – attraction of higher order employment uses
- Completion and approval of Secondary plan and supporting studies
- Growth Plan transition policies
- Regional Plan Review
- CN Intermodal Proposal – Federal Environmental Assessment process

**HUSP Residential Areas
(Bristol, Sherwood, and
Boyne Secondary Plans)**



- Completion of build out of residential areas based upon neighborhood center concept
- Greater emphasis on higher density mixed use development in Boyne in nodes
- Increased active transportation focus to promote walkability

- Comprehensively planned greenfield development
- Good access to a variety of community uses including schools, parks, and other facilities
- Integration of nodal hierarchy to provide a range of retail and personal services to neighborhoods
- Good integration of land uses including community uses to support residential uses
- Full range of housing opportunities
- High developability – few hold out properties inhibiting the orderly and complete development of neighborhoods

- Subscription to Regional Allocation Program (Boyne and Milton Heights)
- Increased frequency and expansion to transit
- Funding of community uses and schools to allow delivery of programs and services to coincide with subdivision developments
- Potential implications of Growth Plan densities/population distribution

Stable Neighborhoods (Pre-HUSP)

STABLE NEIGHBOURHOODS



<p> <ul style="list-style-type: none"> • Generally, maintain pre-HUSP character • Limited infill and intensification redevelopment in contextually appropriate locations • Encourage diversity of housing choices to support full range of socio-economic circumstances • Broader opportunities for home occupations and accessory apartments due to larger lot sizes </p>	<p> <ul style="list-style-type: none"> • Proximity to downtown, shopping, arts, cultural and recreational facilities • Access to transit, including Main Street GO Station • Modest dwellings on larger lots </p>	<p> <ul style="list-style-type: none"> • Appropriate and defensible regulatory framework • Growth Plan focusses intensification to built boundary – due to increasing emphasis on intensification, may experience continuing pressure to allow intensification and redevelopment • Revitalization, renewal, retrofit activities • Municipal hard and soft services • Harmonization of consistent standards within greenfield development areas </p>
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<p>Future Strategic Employment Lands</p>	<ul style="list-style-type: none"> • Accommodate a full range of employment uses arranged in a manner which compliments and is compatible with adjacent residential and mixed-use areas • Direct warehousing and coordination to locations with direct access to 400 series highways and interchanges; eliminate conflicts with sensitive land uses • Direct knowledge-based employment to locations near residential areas (source of skilled employees) 	<ul style="list-style-type: none"> • Proximity and direct access to 400 series highways • Prominent location in western GTA attractive to market • Competitive location – lack of similar sites/acreages in western GTA • Access to highly skilled, professional labor force (young professionals) 	<ul style="list-style-type: none"> • Access by higher order transit • Growth Plan land budget may limit ability to expand urban areas • Regional Plan Review – comprehensive municipal review • Timing of availability of lands i.e. currently post 2031 • Availability of municipal water and wastewater infrastructure • Completion and approval of secondary plan(s) •
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Building Possibility: Future Urban Structure

MAJOR TRANSIT STATION



401 BUSINESS PARK



URBAN GROWTH CENTRE



MAJOR TRANSIT STATIONS



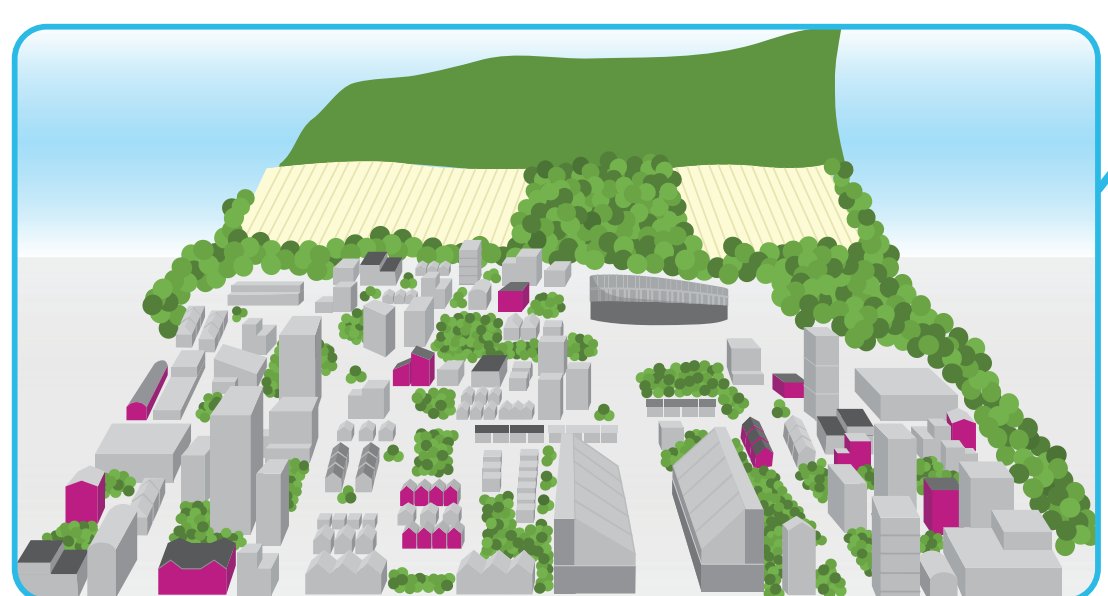
HISTORIC DOWNTOWN MILTON



CIVIC PRECINCT



STABLE NEIGHBOURHOODS



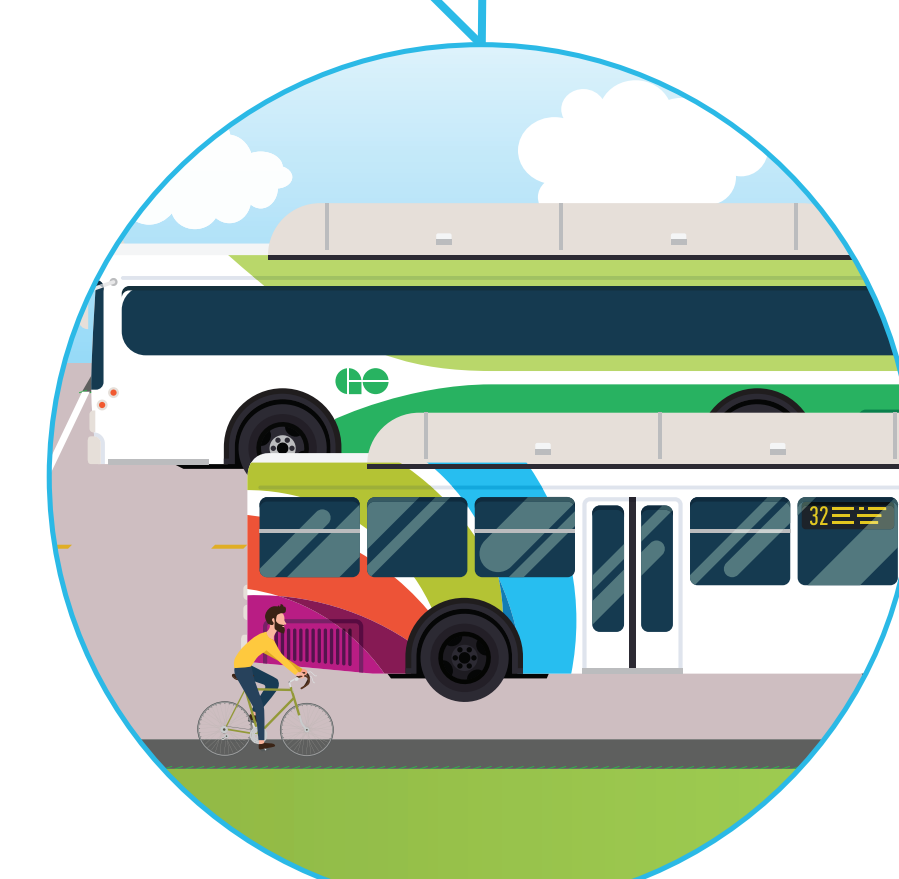
MILTON EDUCATION VILLAGE



COMPLIMENTARY MEV EMPLOYMENT LANDS



SUSTAINABLE HALTON - 2031



HIGHER ORDER TRANSIT CORRIDOR

DERRY GREEN BUSINESS PARK



TRAFALGAR CORRIDOR

