



The Corporation of the Town of Milton

Report To: Council

From: Jill Hogan, Commissioner, Development Services

Date: June 23, 2025

Report No: DS-035-25

Subject: Technical Report: Zoning By-law Amendment Application by Mattamy (Brownridge) Limited applicable to lands legally described as Part of Lot 8, Concession 4, NS (Trafalgar) and municipally known as 9500 Louis St. Laurent Avenue (Town File: Z-24/24)

Recommendation: **THAT** Application Z-24/24 for an amendment to the Town of Milton Comprehensive Zoning By-law 016-2014, as amended, to change the current Future Development (FD) Zone to a Mixed Use Special Provision 369 (MU*369) Zone, along with Holding (H) Symbols H78 and H82 applicable to the portions of the block that proposes apartment buildings in future on the subject lands, BE APPROVED;

AND THAT staff be authorized to bring forward an amending Zoning By-law in accordance with the draft By-law attached as Appendix 1 to Report DS-035-25 for Council adoption;

AND FURTHER THAT the Provincial Ministers of Health, Education, Transportation and Infrastructure and Metrolinx receive a copy of this report with a request to review and plan for future Milton District Hospital, school and transportation expansions.

EXECUTIVE SUMMARY

Mattamy Brownridge Limited is seeking approval of an amendment to Town of Milton Zoning By-law 016-2014, as amended, to implement a proposed mixed use development consisting of approximately 520 apartment units (within two 10-storey and one 8-storey condominium apartment buildings), 78 condominium townhouse units (street and back-to-back townhouses within ten blocks) and 450 square metres of ground-floor retail on lands located south of Louis St. Laurent Avenue, west of Ferguson Drive. The proposal also includes underground and surface parking, bicycle parking and storage, and landscaping and amenity areas with access from Ferguson Drive and Stirling Todd Terrace. The applicant intends to

EXECUTIVE SUMMARY

develop the block in phases (i.e. the grade related product first, followed by the apartment buildings in the future).

The proposed zoning by-law amendment is seeking to change the current Future Development (FD) Zone to a Mixed-Use Special Provision 369 (MU*369) Zone. Holding (H) Symbols H78 and H82, relating to required servicing allocation and potential access to Louis St. Laurent Avenue, respectively, are also proposed to be applied to portions of the development block that contain apartment buildings.

An informal public information centre (PIC) was held on September 25, 2024, and a statutory public meeting was held on December 9, 2024. Members of the public who spoke at these meetings or provided written submissions raised concerns regarding the proposed location and height of apartment buildings and their impacts on existing residents; traffic issues (i.e. congestion, accidents, construction) already present in the area of the development block as well as the potential impact the additional traffic generated from the proposal will have on the existing road network; safety (the need for designated turn lanes and safe crossing locations for students trying to access the various schools established and proposed along Louis St. Laurent Avenue); potential access from Louis St. Laurent to the development block; reduced parking rates; and the lack of parkland within the area. Responses to these concerns are provided in the Summary of Issues section of this report.

All internal Town of Milton departments and responding external agencies have provided correspondence to Town Planning staff indicating their support for the application as currently presented. Planning Staff has reviewed all the documentation, plans and comments provided to date and is of the opinion that the application as submitted has been prepared in a manner that would allow them to be considered by Town Council for approval.

Conclusions and Recommendations

Staff is satisfied that the proposed zoning by-law amendment, attached as Appendix 1 to this report, is consistent with the land use policies of the Provincial Planning Statement and conforms to the Regional and Town Official Plans. Therefore, staff recommends approval of the zoning by-law amendment as presented through this report.

REPORT

Background

Owner: Mattamy (Brownridge) Limited, 3300 Bloor Street West, West Tower, Suite 1800, Toronto ON

Applicant: Korsiak Urban Planning, 277 Lakeshore Road East, Suite 206, Oakville, ON

Location/Description: The subject lands are generally located on the west side of Ferguson Drive, south of Louis St. Laurent Avenue and is a block within the Mattamy Garito Barbuto Tor Draft Plan of Subdivision 24T-22001/M situated more specifically between the natural heritage system and Sainte-Anne Catholic Elementary School from west to east, and Louis St. Laurent Avenue and Stirling Todd Terrace from north to south. The lands are legally described as Part of Lot 8, Concession 4, New Survey, Former Geographic Township of Trafalgar and municipally known as 9500 Louis St. Laurent Avenue. See Figure 1 - Location map.

The subject lands are approximately 3.03 hectares (7.48 acres) in size and have a frontage of approximately 100 metres on Louis St. Laurent Avenue and 105 metres on Fergus Drive. The lands are currently vacant and surrounded by construction activities associated with the first registered phase of the plan of subdivision. The development block is designated as a Minor Sub-Node that allows for higher density development and commercial uses.

Surrounding land uses include a woodlot and natural heritage system to the west, medium density residential development currently under construction to the west and south, an elementary school and secondary school to the east, and existing medium density residential development to the north.

Proposal:

The applicant has applied for an amendment to the Town's Comprehensive Zoning By-law 016-2014, as amended, to permit a mixed-use development consisting of approximately 520 apartment units (within two 10-storey and one 8-storey condominium apartment buildings), 78 condominium townhouse units (street and back-to-back townhouses within ten blocks) and 450 square metres of ground-floor retail. Most of the apartment units are located on the northern portion of the block in an L-shaped configuration with Building A being parallel to Louis St. Laurent Avenue and Building B being parallel to the adjacent woodlot. Apartment Building C is proposed just south of the elementary school, parallel to the west side of Ferguson Drive. The proposed townhouse dwelling units are located within the lower portion of the block and provide a gradual transition from the proposed higher density uses to the existing medium density uses of similar built form. Vehicular access to the development is proposed from Ferguson Drive and Stirling Todd Terrace adjacent to the woodlot. There is

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no vehicular access from Louis St. Laurent Avenue proposed at this time. A pedestrian connection at the south end of the block is also provided.

Two levels of underground parking (i.e. two parking lots: one to be shared between Buildings A and B and the second to service Building C), as well as areas of surface parking are proposed for the apartment buildings with a total of 626 parking spaces (521 Tenant; 105 Visitor). For the townhouse dwelling units, two (2) spaces per unit (one in garage + one on driveway) will be provided as well as 18 visitor parking spaces. Short term bicycle parking spaces are provided at grade for visitors, and bicycle lockers for tenants of the apartment buildings are provided in the underground parking structure. Private and shared amenity areas, as well as landscaping, are also provided as part of the proposed development.

A site plan and building elevations are attached as Figures 2 and 3 to this report.

In addition, the block is intended to be of condominium tenure and the development will be phased (i.e. the townhouse dwelling units being completed within the first phase, followed by the apartment buildings in two subsequent phases). See Figure 4 - Development Phasing Plan.

The estimated population for the proposed development is approximately 1,100 people. This estimate was derived using the persons per unit assumptions from the Watson's 2023 Residential and Non-Residential Needs Analysis Study.

The following information was submitted in support of the Zoning By-law Amendment application:

- Plan of Survey, prepared by R-PE Surveying Ltd., dated Nov 15, 2016;
- Draft Plan of Subdivision (Tor), prepared by Korsiak Urban Planning, dated Oct 30, 2023 (Draft Plan Approved May 19, 2023; Redline Revised Jan 25, 2024);
- Allocation Summary, dated October 21, 2024;
- Planning Justification Report, prepared by Korsiak Urban Planning, dated November 5, 2024;
- Public Engagement Strategy, prepared by Korsiak Urban Planning, dated April 17, 2024;
- Noise Feasibility Study, prepared by HGC Engineering, dated November 4, 2024;
- Traffic Impact Study, prepared by BA Group, updated May 2025;
- Functional Servicing and Stormwater Management Report, prepared by DSEL, dated April 2024 and Revised March 2025;
- General Engineering Notes & Site Servicing Plan (Sheets 1 and 2 of 18), prepared by DSEL, dated March 11, 2025;

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- Grading & Drainage Plans (Sheets 3, 4 & 5 of 18), prepared by DSEL, dated March 11, 2025 (Rev 3);
- Stormwater Management Plans & Details (Sheets 7-16 of 18), prepared by DSEL, dated March 11, 2025;
- Erosion & Sediment Control Plans (Sheets 17 & 18 of 18), prepared by DSEL, dated March 11, 2025;
- Draft Phasing Plan, prepared by KNYMH, dated March 17, 2025;
- Concept Landscape Plan (LC1), prepared by NAK Design Strategies, dated March 11, 2025;
- Site Plan & Details (SP1-SP3), prepared by KNYMH, dated March 17, 2025;
- Revised Site Plan (SP1), prepared by KNYMH, dated May 27, 2025;
- Angular Plane Plans (A10-A11), prepared by KNYMH, dated April 5, 2024;
- Elevations - Buildings A, B & C (A401-A403), prepared by KNYMH, dated October 18, 2024;
- Underground Parking Plans (A221 & A222), prepared by KNYMH, dated March 14, 2025;
- Floor Plans (A210-A212), prepared by KNYMH, dated March 14, 2025;
- Landscape Open Space Calculations, prepared by KNYMH, dated March 19, 2025;
- Solid Waste Management Plan, prepared by R.J Burnside, dated February 2025;
- Phase One Environmental Site Assessment (1334 Fourth Line), prepared by Pinchin Environmental, dated October 28, 2011;
- Phase One Environmental Site Assessment (9500 Louis St. Laurent Avenue), prepared by Pinchin Environmental, dated January 23, 2015;
- Updated Phase One Environmental Site Assessment (9500 Louis St. Laurent Avenue and 1334 Fourth Line), prepared by Pinchin Environmental, dated February 14, 2022;
- Updated Phase One Environmental Site Assessment, prepared by Pinchin Environmental, dated March 4, 2025;
- Third Party Letter of Reliance, prepared by Pinchin Environmental, dated March 4, 2025;
- Hydrogeological Investigation, prepared by Terraprobe Inc., dated April 10. 2023;
- Hydrogeological Assessment - Ferguson Drive Minor Sub Node, prepared by Englobe, dated March 21, 2025;
- Stage 1 & 2 Archaeological Assessment, prepared by Archaeologix Inc., dated August 2005;

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- Ministry Clearance Letter - Stage 1 & 2 Tor, Ministry of Tourism, Culture and Sport, dated May 27, 2008;
- Urban Design Brief, prepared by NAK Design Strategies, dated March 2025;
- Design Impact Analysis (Shadow Study), prepared by KNYMH, dated December 18, 2024;
- Record of Site Condition #202008, Ontario Ministry of the Environment, Conservation and Parks (MECP), February 22, 2012;
- Record of Site Condition #216946, Ontario Ministry of the Environment, Conservation and Parks (MECP), April 10, 2015; and,
- Draft Zoning By-law Amendment, prepared by Korsiak Urban Planning, dated May 2025.

Planning Policy

Region of Halton Official Plan (ROP)

As of July 1, 2024, Halton Region became an upper-tier municipality without planning responsibilities; however, the Halton Region Official Plan remains in-effect and the local municipalities are responsible for administering the plan until such time that it is revoked or amended by the respective municipality.

The subject lands are designated “Urban Area” and “Regional Natural Heritage System (RNHS)”, on Map 1: Regional Structure of the Halton Region Official Plan (ROP). The subject lands are located outside of the Built Boundary and within the greenfield area. Within the Urban Area and Regional Natural Heritage System designations, the range of permitted uses and the creation of new lots shall be in accordance with local Official Plans and Zoning By-laws. Per the ROP, the RNHS is a systems approach to protecting and enhancing natural features and functions. Areas designated RNHS on the subject lands are also identified as containing ‘Key Features’.

Town of Milton Official Plan

From a local perspective, the subject lands are designated “Urban Area” and “Natural Heritage System” on Schedule 1 - Town Structure Plan, and “Residential Area” and “Natural Heritage System” on Schedule B - Urban Land Use Plan of the Town’s Official Plan. The Residential Area designation permits a full range of residential uses and densities along with complementary non-residential uses that are necessary to create a residential neighbourhood environment. Like the ROP, the Natural Heritage System is based on a systems approach to protecting and enhancing natural features and functions, including key

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features, linkages, buffers, watercourses and wetlands. These features have been evaluated and realigned through the overall Mattamy Garito Barbuto Tor subdivision application.

Schedule K - Intensification Areas of the Official Plan, also identifies Louis St. Laurent Avenue as an intensification corridor, where along with nodes and intensification areas are the focus of higher density development. As outlined in Section 2.1.6.3, intensification and the development of strategic growth areas shall be promoted to achieve the following objectives for major nodes and minor sub-nodes:

- a) to design development to ensure compatibility and transition between the Node and adjacent development;
- b) to encourage land assembly to create larger viable holdings and facilitate comprehensive development or redevelopment;
- c) to encourage a variety of building heights and forms with the highest buildings being oriented to the primary intersection and stepped back or terraced abutting development outside of the Node;
- d) to ensure that buildings are located on or close to the street line and massed at intersections to establish a strong street edge;
- e) to require pedestrian traffic generating activities, particularly retail commercial uses and restaurants, to be located at grade level, with residential and office uses in upper storey locations except in purpose designed buildings;
- f) to encourage parking to be located underground or within parking structures; surface parking, where permitted, should be minimized and shall be located away from the street line; and,
- g) to design development to facilitate access to public transit.

Boyne Survey Secondary Plan

The lands are also located within the Boyne Survey Secondary Plan Area and are designated "Minor Sub-Node Area", "Residential Area" and "Natural Heritage System" on Schedule C.10.C -Boyne Survey Secondary Plan Land Use Plan. The Residential Area and Natural Heritage System policies within the secondary plan are consistent with and build upon the general Official Plan policies noted above. The Minor Sub-Node Area designation is conceptual on Schedule C.10.C, except where bounded by existing major roads. The exact configuration of these designations is to be established through the preparation of a tertiary plan. In accordance with the Boyne Survey Tertiary Plan endorsed by Council and the draft approval of the overall Mattamy Garito Barbuto Tor subdivision applications (24T-22001/M & Z-09/22), specific boundaries for the Residential Area, Minor Sub-Node Area and Natural Heritage System designations were formally established. As a result of the above, the

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subject lands have been reviewed as a Minor Sub-Node under the Boyne Survey Secondary Plan for this application.

The Minor Sub-Node Area designation is primarily for concentrations of mixed uses and higher residential densities at key intersection locations. These areas are intended to support the overall neighbourhood structure, and particularly the use of public transit. The main permitted uses include a variety of high density residential, institutional and office uses and community facilities. Additional uses such as limited medium density residential uses (to a maximum of 20% of the total units within the node), supportive housing and limited retail and service commercial uses that shall not exceed a combined total gross floor area of 450 square metres within the node, may be permitted subject to a comprehensive development plan for the entire node.

As outlined in Section C.10.5.1.4 of the secondary plan, applications for development of apartment buildings shall be evaluated based on conformity with all of the following criteria:

- a) Site:
 - i) The area of the site is sufficient to provide appropriate on-site recreation and/or open space amenities, adequate parking facilities and landscaping.
 - ii) The site is generally located abutting an arterial road to facilitate access to public transit.
- b) Mixed Use Development:

The residential uses may form part of a mixed-use building or be located in a purposely designed building.
- c) Height and Density:
 - i) Buildings shall have a minimum height of three storeys and a minimum FSI of 1.0, with a maximum height of 15 storeys and a maximum FSI of 3.0; and,
 - ii) The height or bulk of the proposal will not unduly overshadow any adjacent low and medium density residential uses. Shadow studies may be required from the applicant to satisfy this criterion.

Staff reviewed the application in relation to the policies of the Provincial Planning Statement (2024), the Halton Region Official Plan 2009 (ROP), the Town of Milton Official Plan, and the Boyne Survey Secondary Plan including the Boyne Survey Tertiary Plan (July 2017). Town staff and our agency partners are satisfied that the application for the Zoning By-law

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Amendment as presented through this report, conforms to the applicable Provincial, Regional and Town land use planning policies and regulations.

Zoning By-law 016-2014, as amended

The subject lands are currently zoned Future Development (FD) under Comprehensive Zoning By-law 016-2014, as amended, which only permits uses that legally existed on the date that the By-law came into effect. It should be noted that the subject site was not zoned with the remainder of the Mattamy Garito Barbuto Tor subdivision applications (24T-22001/M and Z-09/22), as details relating to the development of the Minor Sub-Node block were not confirmed at the time of zoning approval related to the overall subdivision.

A Zoning By-law Amendment is required to provide the necessary zones and regulations for the subject lands to facilitate the proposed mixed-use development described above and implement the Boyne Survey Secondary Plan policies. A draft Zoning By-law Amendment and Schedule A is attached as Appendix 1 to this report.

Site Plan Control

Should the zoning by-law amendment application be approved, the applicant will be required to receive Site Plan Approval prior to the commencement of any development on the subject lands. Given that the node is planned to be developed in phases, it is likely that there will be a series of site plan applications that will need to be submitted, reviewed and approved for the subject lands.

Discussion

Public Consultation

Complete application and statutory public meeting notices were provided in accordance with the requirements of the Planning Act and the Town through written notice to all properties within 200 metres of the subject lands and in the Milton Canadian Champion on November 14, 2024, as well as on the Town's website on November 19, 2024. The statutory public meeting was held on December 9, 2024, and nine members of the public spoke to the application. An informal public information centre (PIC) was also held by the applicant on September 25, 2024, and several area residents attended.

Questions and concerns raised by the public at these meetings and via written submissions (see Appendix 2 attached to this report) included: the proposed location and height of apartment buildings and their impacts on existing residents; traffic issues (congestion, accidents, construction) already present in the area of the development block as well as the potential impact the additional traffic generated from the proposal will have on the existing

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road network; safety (the need for designated turn lanes and safe crossing locations for students trying to access the various schools established and proposed along Louis St. Laurent Avenue); potential access from Louis St. Laurent to the development block; reduced parking rates; and the lack of parkland within the area.

Agency Consultation

The proposed zoning by-law amendment and all supportive documents were circulated to both internal and external commenting agencies. Halton Region, Conservation Halton, Town Departments, School Boards and other agencies including Canda Post offered no objection to the application. Halton Region did accept the applicants request to place a holding provision on the lands planned for the apartment buildings in the future, allowing additional time to discuss and resolve allocation related matters in these areas. Planning and Engineering staff in discussions with the applicant also agreed to place a holding provision on the apartment block adjacent to Louis St. Laurent Avenue requiring additional review prior to allowing any future access to/from Louis St. Laurent Avenue. Transportation Planning staff also required that a peer review of the Transportation Impact Study (TIS) be undertaken by an independent consultant on behalf of the Town given the numerous concerns raised in relation to the existing traffic congestion in the area and the anticipated traffic to be generated by the proposed development.

Summary of Issues

Proposed Height of Apartment Buildings and Impacts on Surrounding Uses

Concerns were raised by area residents regarding the proposed apartment building height of 10 storeys and the appropriateness of such height on the surrounding lands. It should be noted that prior to filing the formal zoning by-law amendment application, the applicant at their public information centre (PIC) meeting had proposed a height of up to 12 storeys for the two apartment buildings closest to Louis St. Laurent Avenue (i.e. Buildings A and B).

As noted previously, the subject lands are designated Minor Sub Node Area in the Official Plan and Boyne Secondary Plan, which permits a maximum height of 15 storeys and a maximum FSI of 3.0 for high density residential uses. The Town's Comprehensive Zoning By-law permits eight storeys as of right in the Mixed Use (MU) Zone and the applicant has requested a maximum height of 10 storeys to reflect the current proposal and in line with the current Official Plan policy permissions.

In support of the application, the applicant submitted a Design Impact Study, prepared by KNYMH Architects, which reviewed the potential shadow impact of the proposed 10 storey buildings on adjacent properties and on the public realm. The report was prepared in

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accordance with the Town of Milton's Shadow Impact Guidelines and concluded that the proposal will have minimal impact on neighbouring public and private spaces as these areas will have continuous access to direct sunlight during the key hours of the day. Policy and Urban Design staff reviewed the analysis and were supportive of the study conclusions. Should there be an increase in height in any part of the proposed apartment buildings, staff can request that additional shadow studies be completed and submitted as part of the future site plan applications.

With respect to the potential impact of the apartment buildings on lower density uses and the elementary school located to the east, the applicant has:

- introduced medium density uses along the south and west edges of the block to provide a more adequate transition between the apartment buildings and the existing medium density uses; and,
- minimized the amount of building façade along the eastern lot line by placing the longest face of Building A towards Louis St. Laurent Avenue and locating Building B adjacent to the western lot line to provide a greater distance.

Traffic Impacts

At both the informal and statutory public meetings associated with the proposed application, several residents that reside in the immediate area and utilize the roads adjacent to the proposed development raised concerns regarding the impact that a residential development at the scale and location proposed could potentially have on the local road network.

In support of the application, the applicant submitted a Traffic Impact Study (TIS), prepared by BA Group, which was reviewed by Town Transportation Planning staff. Through their review, staff outlined the following observations:

- the full extension of Whitlock Avenue (between Thompson Road South and James Snow Parkway (JSP)) was not considered in the analysis;
- an additional scenario should have been analyzed where the Fourth Line and Louis St. Laurent Avenue (LSL) intersection is maintained as fully signalized (the Boyne Road Network Assessment (RNA) recommended this node be converted to Right-In/Right-Out movements only at full build-out of the Boyne Road network); and,
- that left-turning movements at adjacent intersections along Louis St. Laurent Avenue (i.e. Trudeau and Ferguson) should be analyzed to determine impacts of converting Fourth Line to a Right-In/Right-Out intersection in future.

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Transportation Planning staff's opinion was that the exclusion of Whitlock Avenue from the initial review generated a conservative analysis, as it indicated that all traffic volumes attributed to residential development south of Louis St. Laurent Avenue between Fourth Line and Thompson Road South would only have access to this area via Ferguson Drive at Louis St. Laurent Avenue. This resulted in notable vehicle queues projected for intersection turning movements at Ferguson Drive and Louis St. Laurent Avenue, which was an unrealistic scenario as the Mattamy Garito Barbuto Tor subdivision will eventually establish the Whitlock Avenue connection to Fourth Line, providing an alternative vehicle route to/from the subdivision.

Similarly, the vacant lands referred to as the Sundial 3rd Line residential lands located to the west and south of the node and south of the existing secondary school and proposed elementary school at Kennedy Circle East and Louis St. Laurent Avenue (a considerable generator of background traffic volumes identified in the TIS) would not be a contributing factor until such time that the Whitlock Avenue extension to Thompson Road South was established through subdivision works. The general assumption was that an additional collector road running parallel to Louis St. Laurent Avenue would provide a more direct route to/from the subdivisions, ultimately providing relief from Louis St. Laurent Avenue and Ferguson Drive.

To validate the TIS findings and Transportation Planning staff's assumptions the Town arranged to have the TIS peer reviewed by an independent consultant, which included a Detailed Operational Review of the Capacity Analysis presented in the TIS. The peer review findings ultimately requested that additional clarification/justification be added to validate certain components of the TIS (i.e. clarifying trip generation forecast calculations and assumptions, providing mitigation measures for critical turning movements identified in the Capacity Analysis, and update or justify certain traffic model parameters), however, no significant deficiencies were identified.

Transportation Planning staff reviewed the applicant's response to Town and peer review comments and deemed them to be reasonably addressed. This is echoed through the peer reviewer's Detailed Operational Review findings, which concludes that all study area intersections are generally expected to operate at an acceptable level, apart from a few left-turn movements. The report does suggest that the Town consider extending left-turn storage lengths along Louis St. Laurent Avenue at Ferguson Drive, Fourth Line, and Trudeau Drive, and recommends that the Town monitor the study area intersections closely to identify opportunities for signal timing adjustments.

Staff realizes that there will be some frustration during construction and growth in the area for years to come but upon full build-out of all residential development in the area, staff

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anticipates that the road network will continue to improve. The Town will be actively monitoring the traffic volume and the various intersections as development progresses to determine necessity and timing for any road network improvements. A construction management plan will also be required for the subject development to ensure that the impact of construction activities is minimized as much as possible.

Safety

With the soon to be presence of four schools (two secondary and two elementary) between Kennedy Circle East and James Snow Parkway, and the proposed developments on the periphery of this stretch of road and on the subject lands, residents raised concerns with respect to the anticipated effects of increased traffic on pedestrian safety. To address these concerns, Traffic staff has been implementing various approaches (noted below) to minimize speeding and educate both drivers and pedestrians on how to do their parts to ensure a safe environment for all. Staff will continue to monitor the activity as new development occurs and determine if/when additional safety features should be implemented.

Presently, Louis St. Laurent Avenue is a posted 60 km/h zone and is designated a Community Safety Zone in the area of the proposed development. This allows for doubled speed fines and the Town to install Automated Speed Enforcement cameras once the program is up and running (anticipated for early to mid 2026). The speed limit along Louis St. Laurent Avenue between a point 50 metres west of Kennedy Circle East to a point 150 metres east of Fourth Line is reduced to 50 km/h during school entrance, dismissal and nutritional break times. Ferguson Drive also has a reduced speed limit of 40 km/h during school entrance, dismissal and nutritional break times. The Town's policy is to reduce speed limits along the frontage of elementary schools which includes the area that is 150 metres on both sides of the school property line.

The Town also installs Driver Feedback Boards as an educational tool as the boards display the speed a driver is travelling. These boards are set up on a two-week rotational cycle between April and October.

The Town continues to work on a Road Safety Communications Plan which involves items such as bus shelter ads, back of bus ads, portable information signs and social media and website content. Pedestrian Crossing (PXO) safety, school safety, and proper roundabout usage is also part of this communication plan.

Access to Proposed Development Via Louis St. Laurent Avenue

Given the concerns raised by area residents about traffic volume, delayed turning movements and growth impacting the completion of a fully planned road network around the

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proposed development, it was recommended by Council that a right-in/right-out access from Louis St. Laurent Avenue to the proposed development be considered.

Town Planning and Engineering staff did discuss the above noted suggestion but are of the opinion that providing access from Louis St. Laurent Avenue to the proposed development block is premature at this time. Since the apartment buildings are not expected to develop for several years, staff would prefer to review opportunities for such access, should they arise, at the site plan approval stage. Not only will staff have more information about the proposal in the future, but it will also provide an opportunity for Town staff to monitor the traffic characteristics and multiple access functions that will exist along the stretch of Louis St. Laurent Avenue from Kennedy Circle East to James Snow Parkway over the next several years and determine if an access in this location is appropriate. Staff is satisfied at the current time that the proposed accesses from Ferguson Drive and Stirling Todd Terrace will be adequate to service the proposed development.

It should be noted that the applicant did discuss with staff, a concept for an access from Louis St. Laurent Avenue under a portion of Building A (the building closest to Louis St. Laurent Avenue) to the parking area at the rear and requested that a provision be added to the site-specific zoning by-law in the event that they decided to proceed with this concept in the future. Staff was willing to consider this provision so long as a holding provision was added to the by-law that would only allow this access if detailed information was provided to the satisfaction of the Town. See the discussion relating to Holding Provision H82 in the Zoning By-law Amendment section below.

Proposed Parking Rates

To support the proposed reduction in parking supply for the subject development, the applicant submitted a Parking Justification Study, included as part of the TIS prepared by the BA Group, to the satisfaction of Town staff. The study provided an overview of the contextual factors that could influence parking demand on the subject site, including:

- Trends in urban transportation policy that is leaning heavily towards reductions in mandatory minimum parking requirements;
- Ontario's Five-Year Climate Change Action Plan that was announced in June 2016 set out some key transportation and land use planning actions such as supporting cycling and walking, reducing single-passenger vehicle trips, and eliminating minimum parking requirements especially in transit corridors and other high density, highly walkable communities. Although zero parking was not requested in this application, the shift away from providing excess residential parking highlights an

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evolving perspective towards automobile ownership, travel mode choice and the cost of living;

- The Boyne Survey Urban Design Guidelines and secondary plan policies set out a similar vision for higher-density and highly walkable communities along intensification and transit corridors; and,
- A comparative analysis of selected proxy sites was undertaken at the following multi-unit residential developments containing apartment buildings in Milton and Oakville for the purpose of collecting parking demand data for both residents and visitors:
 - 1105 Leger Way, Milton
 - 1360 Main Street East, Milton
 - 2379 Central Park Drive, Oakville
 - 216 Oak Park Boulevard, Oakville
 - 1229 Marlborough Court, Oakville
 - White Oaks Apartments (1297 Marlborough Court & 1360 White Oaks Boulevard, Oakville)

The results of the proxy parking demand studies demonstrated a tenant parking rate of under 1 space per unit (ranging from 0.46 to 0.96 spaces per resident unit) and a visitor parking rate ranging from 0.07 to 0.16 spaces per resident unit.

The townhouse component of the development will provide two parking spaces per resident unit and a rate of 0.25 visitor parking spaces per resident unit, consistent with the requirements of the Town's Comprehensive Zoning By-law. A comprehensive Transportation Demand Management (TDM) Plan will also accompany the operation of the proposed development to reduce automobile use through an on-going strategy that supports and promotes the use of non-auto transportation.

Although Town staff is satisfied with the results of the traffic and parking study results, it should also be noted that on January 27, 2025, Town Council passed By-law 009-2025, which contained a series of housekeeping amendments, including a reduction in parking requirements for apartment buildings (from 1.5 to 1.0 space per resident unit for tenants, and 0.25 to 0.2 parking spaces per resident unit for visitors). The reduction was being sought to align the parking rates with those approved by Council for multiple apartment building developments within the Town (established through site-specific zoning by-law amendments that were accompanied by detailed transportation impact and parking justification studies accepted by Town staff) and with current best practices. Many of the studies provided were also peer reviewed by third party consultants on behalf of the Town, like the study provided by the applicant for the subject proposal.

Discussion

Based on the above noted information, Town staff can confirm that the parking requirements for the proposed development comply with the Town's Comprehensive Zoning By-law requirements, and as such, the parking rate is satisfactory to the Town.

Park Facilities

Conceptual Park and trail network locations are established as part of an Area Specific Secondary Plan that is approved by Council and required prior to development of a growth area. Minor changes may be made through the subdivision application and draft plan approval process but must generally conform to the plans and policies in effect. Since the Boyne Survey Secondary Plan did not identify park needs on the subject lands, a park facility on behalf of the Town was not provided. However, as part of the proposed high-density component of the development, the applicant will be required to provide outdoor amenity areas. The Town's Comprehensive Zoning By-law 016-2014, as amended, defines amenity area as the area situated on a residential or mixed use lot that is intended for recreational purposes, and may include landscaped open spaces, patios, balconies, communal play areas, lounges, decks and other similar uses but shall not include a swimming pool or areas occupied at grade, by service areas, parking areas, aisles or access driveways associated with the development. Some of these amenity areas can become Privately Owned Public Spaces (POPS) or provide connections from one point to another.

The Council endorsed Boyne Survey Tertiary Plan (See Figure 5), sets out the intended land uses for the area at a more detailed subdivision level. The planned locations of park facilities within Block 4 of the plan, which is the block in which the subject application is located, conceptually shows that a series of village squares will be distributed across the block and a neighbourhood and district park will also be established in the area at the appropriate time subject to subdivision registration, detailed park design and budget approvals. The locations of park facilities remain conceptual until they are approved through a plan of subdivision.

Zoning By-law Amendment

The subject application seeks to change the current Future Development (FD) Zone on the subject lands to a Mixed Use - Special Provision (MU*369) Zone to permit the residential and commercial uses proposed and recognize site-specific provisions related to lot frontage on a public street, multiple dwelling units on a lot, parking area and parking structure locations, minimum landscaped open space, projections and encroachments, corner lots (i.e. daylight radii and triangles and determination of setbacks), minimum lot frontage, minimum setbacks to buildings, property lines and abutting Zones, maximum driveway widths, HVAC locations, maximum main wall building length, access to at-grade units in apartment buildings,

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minimum and maximum heights, outdoor amenity areas, and minimum off-street parking requirements (tenant and visitor) including car share opportunities.

While the Official Plan policies provide opportunities for grade-related product (e.g. townhouses) to be included within node designations, it is to be limited to 20% of the total number of units (of all phases) within the block. A provision of this nature has been added to the by-law to ensure that the focus on high density units in accordance with the Town's policies remain.

Since the development is expected to be of condominium tenure and the construction will be phased, specific provisions relating to the lot for the purposes of administering the Zoning By-law; have also been included.

In addition to the above, two Holding (H) Symbols H78 and H82 have been added to the proposed zoning by-law amendment to address two matters: 1) acquisition of the appropriate amount of water and wastewater Servicing Allocation under the Region of Halton Allocation Program; and 2) a potential future right-in / right-out access to Louis St. Laurent Avenue for the proposed development.

The H78 holding provision, which requires an applicant to secure the appropriate amount of allocation, sign an allocation agreement, and make all required payments to receive the appropriate notice to proceed with development, has been added to several new development proposals in recent years at the request of Halton Region when allocation matters are still being discussed. Where allocation requirements have been demonstrated, development can commence in those locations. Given that the apartment buildings will be delayed for several years, the applicant requested that the H78 holding symbol be added to the components of the block containing the apartment buildings until the proposals are solidified and reviewed at the site plan stage and the correct amount of allocation necessary is determined. Halton Region did not have any concern with the request.

The H82 holding provision, introduced for this specific application, requires an applicant to submit a detailed conceptual site plan that demonstrates that a right-in/right-out access to Louis St. Laurent Avenue for the proposed development is acceptable to the satisfaction of the Town. Until the conditions for removal of the H82 holding provision is satisfied, access to Louis St. Laurent Avenue will not be permitted. However, it should be noted that the H82 holding provision has been structured to ensure that the developer can still move forward with a development that does not require an access to Louis St. Laurent Avenue to service the development. The excepted site-specific provision relating to a drive aisle under a



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building would not be applicable unless access was granted to Louis St. Laurent Avenue by the Town and therefore has been specifically mentioned.

The Commissioner of Development Services has the delegated authority to approve the application to lift the holding provisions once the conditions are satisfied and request Council to execute the formal Zoning By-law permitting the removal at the appropriate time.

A draft Zoning By-law Amendment and Schedule A is attached as Appendix 1 to this report.

Conclusion:

Planning staff is satisfied that the proposed site-specific zoning by-law amendment, attached as Appendix 1 to this report, implements acceptable engineering and design standards, is consistent with the land use policies of the Provincial Planning Statement and conforms to the Region and Town Official Plans. As a result, staff recommends approval of the zoning by-law amendment as presented through this report.

Financial Impact

None arising from this report.

Respectfully submitted,

Jill Hogan
Acting Commissioner, Development Services

For questions, please contact: Angela Janzen, MCIP RPP
Sr. Planner, Dev Review

Phone: Ext. 2310



Attachments

Figure 1: Location Map

Figure 2: Site Plan

Figure 3: Elevations

Figure 4: Development Phasing Plan

Figure 5: Boyne Survey Tertiary Plan

Appendix 1: Draft Zoning By-law Amendment & Schedule A

Appendix 2: Written Submissions

Approved by CAO
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.