



The Corporation of the Town of Milton

Report To: Council

From: Jill Hogan, Commissioner, Development Services

Date: March 25, 2024

Report No: DS-021-24

Subject: Halton Region 2023 Allocation Program - Recommended Unit Distribution

Recommendation: THAT Halton Region be requested to allocate servicing to lands in Milton, in accordance with this report;

AND THAT the Commissioner of Development Services be authorized to endorse minor changes to the distribution of servicing allocation and the transfer of allocation units between other Milton properties;

AND THAT Halton Region give strong consideration to the allocation of “Special Purpose Pool” units to properties within the Milton Education Village Secondary Plan and the Agerton Secondary Plan.

AND FURTHER THAT the Commissioner of Development Services forward a copy of this report and Council’s resolution to Halton Region, the City of Burlington, the Town of Halton Hills and the Town of Oakville.

EXECUTIVE SUMMARY

- Halton Region’s Allocation Program is a financing tool to support growth-related infrastructure in designated greenfield areas.
- Milton is allocated 12,816 units of the 92,500 units of capacity available Region-wide.
- Of the 12,816 units, capacity must be reserved for approved or pipeline development (in the order of 3,072 units within Milton’s Built-up Area (generally lands proximate to the Milton GO Station and extending to other infill sites, e.g. Derry and Ontario).
- As such, only 9,744 units are eligible to receive servicing allocation in the greenfield area at this time.
- The Confirmed Expression of Interest within Milton’s greenfield area totaled 24,409 units, approximately double the unit count made available to Milton.



EXECUTIVE SUMMARY

- Halton Region requested the local municipalities to recommend the distribution of allocation units to eligible developers as part of this program.
- The recommended distribution of units is illustrated in Appendix A.

REPORT

Background

2023 Allocation Program

Halton Regional Council endorsed the 2023 Allocation Program on February 14, 2024. The Allocation Program is Halton’s tool to finance the delivery of water, wastewater and regional road infrastructure required to support new housing growth across the Region.

The Region advised that the proposed Allocation Program limits the availability of new housing units in Milton to 12,816 in the near term. This is due to the delayed delivery of the Lower Base Line Pump Station - now estimated to be delivered by 2028. It is also critical to note that Milton’s approved and pipeline development within the Town’s Built Up Area totals approximately 3,072 units (that could reasonably be delivered by 2031). These units must also be accounted for as part of the 12,816 units. This translates to 9,744 housing units available for distribution in Milton’s greenfields.

Halton Region historically determined servicing requirements according to the amount of planned population for a given area. Infrastructure was then planned to coincide with supporting the population and was measured as a ratio of a “Single Detached Equivalent” (SDE). The SDE ratios are as follows:

Residential Unit Type	Category SDE Factor
Single/Semi Detached Dwelling	1.00
Multiple Dwelling	0.76
Apartment Dwelling	0.45
Special Care/Special Need/Accessory Dwelling	0.32



Background

The 2023 Allocation Program is unique as it is designed to support the local housing pledges and servicing capacity until 2031, across each local municipality¹. While the Allocation Program continues to work in SDEs, the housing pledges are reported in units. As such, this report speaks to housing units.

In January 2024, the Region released a Confirmation of Interest to landowners and developers within the program area. The Confirmed Expression of Interest within Milton's greenfield area totaled 24,409 units, approximately double the unit count made available to Milton.

Previous Allocation Programs

Previous allocation programs supported growth in Milton's greenfields. Approximately 13,000 units remain unbuilt from the 2012 and 2020 programs. This total is expected to drop in the near future as a number of subdivision applications have received or are expected to receive registration.

2023 Allocation Program

A capacity review of Halton's region-wide water and wastewater systems was conducted for committed servicing up to November 2022. This review considered infrastructure currently built, infrastructure under construction, and infrastructure that is planned to be in service prior to 2031. The review confirmed that there will be sufficient system capacity to meet the housing pledges.

From the Region's perspective, the housing pledges represent a significant acceleration of growth. The housing pledges total 92,500 units by 2031 which is an over 70% increase over the growth anticipated in the Region's Infrastructure Master Plans. The over 70% increase stems from Oakville and Burlington's pledges, which are higher than their planned growth to 2031. The opposite is true for Milton. The Province requested Milton to pledge the delivery of 21,000 housing units by 2031. Milton's Housing Pledge is lower than the approved growth between 2021 and 2031 of approximately 30,000 units. While the Region has committed to ensuring the 2023 Allocation Program would accommodate the Housing Pledges of the Local Municipalities, location matters. Residential development will have to be based on where capacity exists.

¹ Local Municipal Housing Pledges total 92,000 units across Halton, as follows: Burlington: 29,000 units; Halton Hills: 9,500 units; Milton: 21,000 units; and, Oakville: 33,000 units

Background

The 2023 Allocation Program includes a Special Purpose Pool of 5,000 units (approximately 2,760 SDEs) to facilitate developments of key public interest developments. To account for future employment, commercial and institutional development, servicing capacity was also reserved for the equivalent of 14,000 housing units.

Infrastructure Dependent Units

Since there is finite capacity in the water and wastewater system and the fact that it takes years to plan, design and construct infrastructure, the 2023 Program includes “Infrastructure Dependent Units” (IDUs). Developers can purchase IDUs which will allow for the review of development applications and will assist in coordinating infrastructure review to support longer-term development.

Monitoring

Moving IDUs to active development applications, or shifting units from the built boundary to the greenfield is not automatic and will be subject to review by both Town and Region staff. Town staff will work with the Region to establish the framework for the monitoring program such that as units are committed, they can be deducted from the overall Milton amount. Monitoring the take-up of allocation is critical. Since servicing capacity is finite, if allocation is not acted upon for a given application, it may be moved to another application that is nearing approval, but without sufficient servicing allocation.

Halton Region requested the local municipalities to recommend the distribution of allocation units to eligible developers as part of this program. This report responds to that request.

Discussion

Recommended Distribution of Allocation

The Confirmed Expression of Interest within Milton’s greenfield area totaled 24,409 units, approximately double the unit count made available to Milton. The recommended distribution of allocation seeks an equitable balance and is based on the following:

- Status of required *Planning Act* approvals;
- Completion of neighbourhoods;

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- Availability of required infrastructure that benefits multiple landowners, without the need to construct new Regional infrastructure in the near term;
- Development can reasonably proceed prior to 2031;
- Supporting development that will provide schools, parks and the extension of transit service; and,
- Manageable operational costs to the Town.

The recommended distribution of units is illustrated in Appendix A and summarized below by planning area.

Built Boundary

While the purchase of allocation is not required in Milton's Built up Area (generally lands proximate to the Milton GO Station and extending to other infill sites, e.g. Derry and Ontario), Halton Region has indicated that capacity must be reserved for development that can reasonably be delivered by 2031. As such, **3,072 units** must be accounted for as part of the total units provided to Milton.

Boyne/Sherwood/Bristol

Allocation requests in Boyne, Sherwood and Bristol are prioritized over other greenfield areas in Milton, as these communities are nearing completion and allocation is required to fill the gaps. As such, **4,818 units** are recommended to receive allocation.

Trafalgar

The Trafalgar Secondary Plan is envisioned as a mixed-use, higher density corridor which supports the extension of higher-order transit. Given the current capacity constraints, not all unit requests could be supported. It is recommended that **3,204 units** receive allocation and any requests for Infrastructure Dependent Units (IDUs) be honoured.

Milton Education Village

The Milton Education Village (MEV) is a comprehensively planned, modern neighbourhood with a focus on sustainability and the future. Conceived as a hub for innovators, the MEV will bring together state-of-the-art educational and research facilities, knowledge-based employers, diverse housing options, accessible transportation, natural green space, and urban amenities. A portion of the MEV received a Ministerial Zoning Order (MZO) to fast track development approvals. Given the current capacity constraints, **1,722 units** are recommended to receive allocation. There is currently a shortfall of approximately 1,800 units within the first

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phase of the MEV that cannot receive allocation. Halton Region has allotted for a Special Purpose Pool of up to 5,000 units of servicing capacity and will be available to facilitate developments of “key public interest”. Any units accessed from this pool will be at the sole discretion of the Region. The MEV will be home to two post-secondary campuses, requiring supporting amenities and a variety of housing options for students. As such, aspects of the development should be considered “key public interest”. This report recommends that the Region give strong consideration to the allocation of Special Purpose Pool units to development within phase 1 of the MEV that contributes to housing options for students.

Britannia

Britannia is envisioned to be developed as a complete community where people can live, work, shop, and recreate. The vision focuses on creating complete, walkable neighbourhoods that provide a range and mix of uses, including a range of housing options and access to amenities and services. Secondary Planning is underway and targeted for Council approval Q4 of 2024. To develop, these lands require the construction of the Lower Base Line pumping station, which is tracking for completion in 2028. Due to this, no units are currently recommended for allocation and all requests for IDUs are supported.

Agerton

A proposed major transit station was identified in the area at Derry and Trafalgar Roads within the Agerton Secondary Plan. This area has an opportunity to accommodate higher density development and taller buildings in a way that contributes positively to the Town’s urban structure. Plans for this area is predicated on the vision of a second GO Train Station located along the existing tracks just south of Derry Road. The approval and development of this station would create Milton’s second GO Train station area, making this corridor highly-accessible and desirable for employers wanting to leverage Milton’s local workforce. Secondary Planning is currently underway. Due to the current capacity constraints, no units are recommended for allocation and all requests for IDUs are supported.

Development directly surrounding the future GO Station will be compact, higher density mixed-use, pedestrian and bicycle-friendly and closely integrated with transit by clustering jobs, housing, services and amenities. As such, certain developments within Agerton should be considered of “key public interest”. This report recommends that the Region give strong consideration to the allocation of Special Purpose Pool units to development supportive of the future major transit station.



Financial Impact

Overall, the Region's 2023 Allocation Program should provide sufficient capacity through 2028 to support the residential units projected in the Town's growth forecast that was used in the 2024 Capital and Operating Budget and Forecast. The required distribution of units by development area, including between the built boundary and various greenfield areas, does create a potential risk to the Town. Should there be any limitations on capacity within the built boundary (relative to demand for units) during this period, or should new secondary plan areas such as Trafalgar and MEV not proceed on a timely basis, the Town's overall growth projection during this five-year period may not be fully realized. The Town will continue to monitor actual growth against allocation, as well as the related implications with respect to revenues, and updates will be provided through future reports, forecasts and budget processes.

Respectfully submitted,

Jill Hogan
Commissioner, Development Services

For questions, please contact: Jill Hogan

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Attachments

Appendix A - Halton Region 2023 Allocation Program - Recommended Unit Distribution

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.