



The Corporation of the Town of Milton

Report To: Council

From: Jill Hogan, Commissioner, Development Services

Date: May 13, 2024

Report No: DS-043-24

Subject: Technical Report: Zoning By-law Amendment Application By Mattamy (Milton West) Limited, applicable to lands located at the northwest corner of Britannia Road and Regional Road 25 (Town File: Z-02/18)

Recommendation: THAT Staff Report DS-043-24 outlining an amendment to the Town of Milton Zoning By-law 016-2014, as amended, to facilitate the development of eight mixed-use and residential apartment buildings **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-043-24;

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

The applicant, Mattamy (Milton West) Limited, is seeking an amendment to the Town of Milton Zoning By-law 016-2014, as amended, to rezone the subject lands to a site-specific Mixed Use Zone (MU*351) with Holding Symbols H83, H84, H85. The Zoning By-law Amendment is being sought to facilitate the development of 8 residential buildings ranging in height from 12 to 15 storeys. The buildings are proposed to contain 1,571 residential units and approximately 920 square metres of ground floor commercial uses.

The subject application is a resubmission of a Zoning By-law Amendment and Official Plan Amendment applications originally submitted in 2018. The original application proposed to rezone the lands to permit 5 six-storey apartment buildings with approximately 833 dwelling

EXECUTIVE SUMMARY

units and a stand alone commercial building. The Official Plan amendment previously requested to permit the stand alone commercial building, is no longer required.

Conclusions and Recommendations

Staff is satisfied that the Zoning By-law Amendment is consistent with the land use policies of the Provincial Policy Statement and conforms to the Town of Milton Official Plan and the Regional Official Plan. Therefore, staff recommends that the application for an amendment to the Town of Milton Zoning By-law 016-2014, as amended, **BE APPROVED** for the following reasons:

1. The proposal conforms to Provincial, Regional and Town planning policy.
2. The proposal represents intensification within a Major Node and Intensification Corridor that would make a positive contribution to meeting the Town's growth targets in accordance with Town, Regional and Provincial planning policy.
3. The proposal meets all of the technical requirements of the affected civic departments and all other agencies.
4. The proposed land use is compatible with surrounding land uses.
5. The proposal represents an efficient use of land and infrastructure.

REPORT

Background

Owner: Mattamy (Milton West) Limited. 3300 Bloor Street W, Unit 1800, Toronto, ON.

Applicant: Mattamy Homes., 3300 Bloor Street W, Unit 1800, Toronto, ON

Location/Description:

The subject lands are in located in Ward 4 at the northwest corner of Britannia Road and Regional Road No. 25. The lands are bisected by Etheridge Avenue, thereby creating two parcels of land.

The lands are bounded by a creek corridor along the west property line and a creek corridor and stormwater management pond to the north. Britannia Road and Regional Road No. 25 form the southern and eastern boundaries of the site. Existing residential lands are located on the west side of the creek corridor.

Background

The lands subject to the application also include the existing residential parcel known municipally as 6110 Regional Road 25. The Owner has submitted authorization to the Town to permit the applicant to include the lands in the Zoning By-law Amendment application.

The legal description is Part of Lot 6, Concession 2, in the former Geographic Survey of Trafalgar, Town of Milton, Regional Municipality of Halton. The location of the parcels are illustrated in Figure 1 attached to this Report. The southern block is vacant and the northern block contains a Mattamy builder compound and an existing residential property.

Proposal:

The initial Zoning By-law Amendment application submitted in March 2018 proposed to rezone the lands to permit 5 six-storey apartment buildings with approximately 833 dwelling units and a stand alone commercial building. An Official Plan Amendment was previously requested to permit a stand alone commercial building with a floor area of approximately 2,300 square metres.

The application was substantially revised in July 2023. The revised proposal included 8 buildings ranging in height from 10 to 15 storeys, with a total of 1,912 units and 929 square metres of commercial floor area. As the commercial uses were incorporated into the first storey of the buildings, the related Official Plan Amendment was no longer required and closed.

As a result of the revisions to the Zoning By-law Amendment application, staff held additional Statutory Public Meetings on September 11, 2023 and October 23, 2023. Two Statutory Public Meetings were held due to an inadvertent error in the public notice for the first meeting.

As a result of concerns raised by Town staff and the public (see public comments attached as Appendix 2), the applicant revised the proposal and submitted revised drawings and reports on January 2024. The Zoning By-law Amendment application now seeks to permit eight 12 to 15 storey apartment buildings, with 1,571 units and 919 square metres of ground floor commercial. Two floors of underground parking are proposed.

The key changes from the July 2023 application and the January 2024 application include a reduction to the number of dwelling units, a reduction to the total floor space index, a reduction to the surface parking area and increase to the landscaped open space, and an

increased setback between the proposed buildings and the existing natural heritage system along the western property line. A summary of the proposed changes are outlined below:

Item	July 2023 Submission	January 2024 Submission	Change
Unit Count	1912 units	1571 units	341 unit reduction
Building Heights	Bld 1-15 storeys Bld 2-14 storeys Bld 3-13 storeys Bld 4-15 storeys Bld 5-15 storeys Bld 6-12 storeys Bld 7-13 storeys Bld 8-15 storeys	Bld 1-15 storeys Bld 2-12 storeys Bld 3-10 storeys Bld 4-13 storeys Bld 5-15 storeys Bld 6-12 storeys Bld 7-14 storeys Bld 8-11 storeys	No change -2 storeys -3 storeys -2 storeys No Change No Change +1 storey -4 storeys
Density (FSI)	3.00	2.41	0.59 reduction
Surface Parking Stalls	420 spaces	346 spaces	74 space reduction
Surface Parking Area	13,685 sq.m	10,407 sq.m	3,278 sq.m reduction
Residential Parking Rate	1.0 spaces per unit	1.0 spaces per unit	No change
Visitor Parking Ratio	0.22 visitor spaces per unit	0.22 visitor spaces per unit	No change
Retail Floor Area	929 sq.m	919 sq.m.	10sq.m reduction
Setback from buildings to NHS	27 metres	49 metres	22 metre increase
Landscaped Area	7,648 sq.m	11,527 sq.m	3,879 sq.m increase
Landscaped Area per unit	4 sq.m. per unit	7 sq.m. per unit	3 sq.m. per unit increase

Figures 2-6 of this report include the concept site plan and building elevations.

Supporting Studies and Reports

The following information has been submitted by the applicant in support of the applications. It should be noted that there have been a number of updates and revisions to the studies

Background

made either because of changes to the proposal or in response to comments received from Town staff, external agencies, and the public:

- Topographical Surveys, prepared by Rady-Pentek & Edward Surveying Inc.
- Concept Plans, prepared by Core Architects and dated January 19, 2024
- Phasing Plan, prepared by Core Architects and dated July 25, 2023
- Node Development Plan, prepared by Core Architects and dated July 25, 2023
- Planning Justification Report, prepared by Korsiak Urban Planning and dated January 2024
- Public Engagement Strategy, prepared by Korsiak Urban Planning and dated July 28, 2023
- Phase 1 Environmental Site Assessment, prepared by Pinchin and dated January 19, 2024
- Letter of Reliance, prepared by Pinchin and dated January 19, 2024
- Geotechnical Report, prepared by MCR Engineerings LTD and dated January 2024
- Geohydrology Report, prepared by MCR Engineerings LTD and dated January 2024
- Functional Servicing Report, prepared by WSP Group and dated January 19, 2024
- Stormwater Management Report, prepared by WSP Group and dated January 19, 2024
- Transportation Impact Study & Parking Justification Report, prepared by BA Group and dated January 2024
- Solid Waste Management Plan, prepared by Burnside and dated July 2023
- Urban Design Brief, prepared by Acronym Urban Design & Planning and dated March 27, 2024
- Shadow Study, prepared by Core Architectes and dated January 19, 2024
- Noise Impact Study, prepared by HGC Engineering and dated January 18, 2024
- Landscape Concept Plan, prepared by Core Architects and March 2024

Discussion

Planning Policy

The Planning Act requires that a decision of Council be consistent with the provincial policy statement and conform to any provincial plans that are in effect. Town staff has reviewed the application in relation to the policies of the Provincial Policy Statement (PPS) (2020) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019).

Discussion

The Provincial Policy Statement (PPS) (2020)

The policy direction in the PPS is to focus growth and development within settlement areas and to permit and facilitate a range of housing options which respond to current and future needs.

The policies encourage efficient development patterns and intensification that optimize the use of land, resources, and public investments in infrastructure. Efficient land use and development patterns support sustainability by promoting strong, liveable, healthy and resilient communities, by protecting the environment and public health and safety, and by facilitating economic growth.

These provincial policies identify that healthy, liveable and safe communities are sustained by:

- promoting efficient development and land use patterns which support the financial well-being of municipalities over the long term;
- accommodating an appropriate range and mix of residential, employment, institutional, recreation, park and open space, and other uses to meet long-term needs;
- promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
- ensuring necessary infrastructure and public service facilities are or will be available to meet both current and projected needs;
- promoting development and land use patterns that consider biodiversity and prepare for the regional and local impacts of a changing climate.

The PPS states that land use patterns within settlement areas are directed to be based on densities and a mix of land uses which efficiently use land and resources, are appropriate for and efficiently use the infrastructure and public service facilities which are planned or available in order to avoid the need for unjustified and/or uneconomical expansion, to minimize negative impacts to air quality and climate change and promote energy efficiency, to support active transportation, and to be transit-supportive, where transit is planned, exists or may be developed.

The Province directs planning authorities to identify appropriate locations and promote opportunities for transit-supportive development that can accommodate a significant supply and range of housing options through intensification and redevelopment. Development

Discussion

standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety. Municipalities are directed to set minimum targets for intensification and development within built-up areas, with new development taking place in designated growth areas adjacent to the existing built-up areas and with a compact form, mix of uses and densities that allow for the efficient use of land.

Lastly, planning authorities are directed to support energy conservation and efficiency, improved air quality, reducing greenhouse gas emissions, and preparing for the impacts of a changing climate through promoting a compact urban form, promoting active transportation and transit, and encouraging transit supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) is a regional growth plan for the Greater Golden Horseshoe that builds on the Provincial Policy Statement (PPS). It provides a framework for where and how the region will grow and it promotes achieving complete communities that have access to transit networks, that protect employment areas, and that increase the amount and variety of housing.

Some of the guiding principles of the plan include:

- Support the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime;
- Prioritize intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability;
- Support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households.
- Protect and enhance natural heritage, hydrologic, and landform systems, features, and functions;
- Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities; and
- Integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure - that are adaptive to the impacts of a changing climate - and moving towards environmentally sustainable communities by incorporating approaches to reduce greenhouse gas emissions.

Discussion

The plan also supports the achievement of complete communities by establishing minimum intensification and density targets that are implemented through the Halton Region Official Plan and the Town of Milton Official Plan.

Region of Halton Official Plan (ROP)

In the Regional Official Plan the subject lands are designated as “Urban Area”, “Designated Greenfield Area”, and “Regional Intensification Corridor”. The ROP also sets targets for development within the Built-Up Area and in the Designated Greenfield Areas. For Milton a minimum density of 59 people and jobs per hectare in the designated greenfield area by 2041 is established.

The policies of the Urban Area designation supports residential intensification and the development of vibrant and healthy mixed-use communities. Section 72 of the ROP sets out some of the principal objectives of the Urban Area designation. Some of the objectives include:

- To support a form of growth that is compact and supportive of transit usage and non-motorized modes of travel, reduces the dependence on the automobile, makes efficient use of space and services, promotes live-work relationships and fosters a strong and competitive economy.
- To identify a Regional Urban Structure that directs growth to Strategic Growth Areas and protects Regional Employment Areas.
- To facilitate and promote intensification and increased densities.

The ROP defines a “Regional Intensification Corridor” as a Strategic Growth Area identified along major roads, arterials or higher order transit corridors that are planned to accommodate a significant amount of growth in alignment with the delivery of frequent transit and to support future transit projects. The policies direct development with higher densities and mixed uses to Strategic Growth Areas including the Regional Intensification Corridor.

It is staff’s opinion that the proposal conforms to the Regional Official Plan as it meets all of the relevant policies and objectives as outlined above. Halton Region has reviewed the application and supports its approval provided that a holding provision is included in the Zoning By-law Amendment related to servicing allocation.

Town of Milton Official Plan

In the Town of Milton Official Plan, the lands are designated as:

- Urban Area (Schedule A)

Discussion

- Residential Area (Schedule B)
- Boyne Survey (Schedule D1)
- Intensification Corridor (Schedule K)

Additionally, in the Boyne Survey Secondary Plan, the lands are designated as:

- Major Node Area (Schedule C.10.C)
- Gateway (Schedule C.10.C)

The Urban Area policies of the Town Official Plan direct growth to the Town's Urban Area in accordance with Provincial and Regional Policy. The Residential Area policies apply to areas where the predominant use of land is, or is intended to be residential.

Section 2.1.3.2 states while higher density mixed use development is generally directed towards to the Urban Growth Centre, additional mixed use development at higher densities is planned to occur within secondary mixed use nodes located at significant intersections, and along intensification corridors.

The Official Plan includes various policies that support intensification. Section 2.1.6.1 states that the Town shall promote intensification in order to support the development of compact, efficient, vibrant, complete and healthy communities that:

- a) Support a strong and competitive economy;
- b) Protect, conserve, enhance and wisely use land, air and water;
- c) Optimize the use of existing and new infrastructure;
- d) Manage growth in a manner that reflects Milton's vision, goals and strategic objective;
- e) Support achievement of the intensification and density targets of this Plan.

Section 2.1.6.3 states that the intensification and the development of Intensification Areas shall be promoted to achieve the following objectives:

- a) To provide an urban form that is complementary to existing developed areas, uses space more economically, promotes live-work relationships, fosters social interaction, enhances public safety and security, reduces travel by private automobile, promotes active transportation, and is environmentally more sustainable;
- b) To provide opportunities for more cost-efficient and innovative urban design;
- c) To provide a range of employment opportunities, facilities and services in centralized locations that are readily accessible by public transit;

Discussion

- d) To provide a diverse and compatible mix of land uses, including residential and employment uses, to support neighbourhoods;
- e) To create a vibrant, diverse and pedestrian-oriented urban environment;
- f) To cumulatively attract a significant portion of population and employment growth;
- g) To provide high quality public open spaces with site design and urban design standards that create attractive and vibrant places;
- h) To support transit and active transportation for everyday activities;
- i) To generally achieve higher densities than the surrounding areas;
- j) To achieve an appropriate transition of built form to adjacent areas;

Furthermore, the Official Plan specifies that intensification in residential areas shall generally be directed to strategic growth areas including intensification corridors areas as identified on Schedule K. The policies specify that development in these intensification areas shall be guided by:

- a) The character of adjacent established residential neighbourhoods shall be respected in terms of height, massing and setbacks;
- b) Buildings shall be stepped back, terraced or setback to maintain an appropriate transition and relationship between the different built forms;
- c) Rear or side yards abutting existing residential development shall be designed to include fencing and landscaping and other design features to mitigate noise, light and visual impacts;
- d) The development shall not cause traffic hazards or an unacceptable level of congestion on surrounding roads;
- e) The site shall be easily accessible by public transit;
- f) Site design shall take advantage of natural topography and vegetation to minimize the impacts of building height on adjacent land uses;
- g) Surface parking shall be discouraged; and,
- h) Impacts on adjacent properties resulting from grading, drainage, service area locations, access and parking shall be minimized.

Boyne Survey Secondary Plan

Discussion

The Boyne Survey Secondary Plan forms part of the Town's Official Plan and was prepared to provide a policy framework to guide development and manage growth within the area. As previously mentioned, the Secondary Plan designates the subject lands as a Major Node Area and a Gateway.

A key component of the Secondary Plan, is to establish the minimum overall development density for the area. The highest density in the secondary plan is directed to the Major Node Areas. The Major Node Area policies permit buildings up to a maximum height of 15 storeys and a density of 3.0 Floor Space Index (FSI) for high density residential uses. Retail and service commercial uses are permitted up to a maximum of 2,787 square metres (approximately 30,000 square feet).

The gateway policies of the secondary plan identify Regional Road 25 and Britannia Road as a Gateway. The policies recognize these areas as key points of entry to the Milton Urban Area and require special design treatment of both the road allowance and any development adjacent to the road allowance.

It is staff's position that the proposed development is consistent with and conforms to the Provincial Policy Statement and A Place to Grow, and further conforms to and meets the intent of both Regional and Town Official Plan policy direction. Staff further clarifies that an Official Plan Amendment is not required for the proposed development.

Zoning By-law 016-2014, as amended

The subject lands are currently zoned Future Development (FD) which does not permit any development on the lands. A zoning by-law amendment is required to permit the development of the Major Node block.

The applicant has proposed to rezone the subject lands to a site-specific Mixed Use Zone to facilitate the development of 8 residential buildings ranging in height from 12 to 15 storeys. The buildings are proposed to contain 1,571 residential units and approximately 920 square metres of ground floor commercial uses.

Attached to this report as Appendix 1 is the site specific Zoning By-law Amendment including the respective holding provisions. The Zoning By-law Amendment proposes to rezone the lands to a site specific Mixed Use Zone (MU*351) with Holding Symbols H83, H84, H85.

The Mixed Use Zone would permit a variety of residential and ancillary commercial uses as established in the parent Zoning By-law. This would include apartment buildings and mixed-

Discussion

use buildings. Commercial uses would also be permitted including an art gallery, bank, commercial skill school, day care centre, dry cleaning depot, fitness centre, medical clinic, laundromat, office, personal service shop, restaurant, retail store, and veterinary clinic.

The site specific provisions *351 would:

- Adjust the definition of a lot, to assist in administering the zoning by-law for the multi-phase development;
- Permit more than one residential building on a lot;
- Specify a maximum 15 storey building height for the building towers and maximum 8 storey height for the building podiums;
- Require a minimum 22 metre separation between building towers;
- Permit larger balcony projections;
- Require a minimum parking rate of 1.0 parking spaces per unit and 0.22 visitor parking spaces per unit;
- Permit shared parking between the visitor parking and commercial parking spaces;
- Establish minimum parking area setbacks;
- Establish minimum building setbacks, including an increased building setback to the NHS zone;
- Permit a small encroachment of two buildings into the angular plane;
- Require waste storage areas to be located within the principal building;
- Specify a maximum number of dwelling units, FSI, surface parking area, and landscaped open space area for each site area north and south of Etheridge Ave; and
- Require a minimum of 900 square metres of commercial floor area of the site.

As the detailed building designs will be finalized through the site plan process, it is noted that planning staff rounded up a variety of Zoning By-law provisions, including maximum dwelling units, maximum FSI, and surface parking area, to provide for some flexibility during the site plan review.

The site specific Zoning By-law Amendment also proposes to add Holding symbols H83 and H85 to portions of the lands. These holding provisions would not permit any development on the lands until:

Discussion

- The Owner has secured servicing allocation to the satisfaction of the Region of Halton;
- That the Owner provides an updated transportation impact study to the satisfaction of the Town of Milton;
- That the Owner provides a pedestrian level wind study and implements any recommendations to the satisfaction of the Town of Milton; and
- That the Owner has made a site plan application, including detailed design drawings and has entered into a site plan agreement to the satisfaction of the Town of Milton.

An additional Holding Provision H84 is applied to the existing residential property known as 6110 Regional Road 25. This holding provision would require the Owner to provide a development plan detailing how the proposed building could be integrated into the overall development.

Planning staff are satisfied the proposed Zoning By-law Amendment, appropriately implements the Town's Official Plan for the subject lands.

Site Plan Control

Site Plan approval would be required prior to the issuance of a building permit for any new development on the property. Detailed site plan drawings addressing such matters as building elevations, lot grading and drainage, wind, lighting and landscaping will be required to be submitted for review and approval. The Owner will also be required to enter into a site plan agreement with the Town and provide securities to guarantee the completion of works in accordance with the approved drawings.

Staff has also included the holding provision (H85) that requires the Owner to provide an updated transportation impact study, window study, and site plan drawings which will help to ensure that an enhanced level of urban design is achieved on the site.

Public Consultation and Review Process

The first Statutory Public Meeting was held on August 27, 2018. Notice for the public meeting was provided pursuant to the requirements of the Planning Act on August 3, 2018.

A second Statutory Public meeting was held on September 11, 2023 however, it came to the Town's attention that due to an inadvertent technical error, not all of the properties were captured in the required circulation area of 200 metres. Accordingly, the Town hosted an

Discussion

additional public meeting to ensure that the required notice was provided to all of the residents within 200 metres of the subject property.

Notice for the third Statutory Public Meeting on October 23, 2023 was provided pursuant to the requirements of the Planning Act on September 22, 2023, to all residents within 200 metres of the subject properties.

The application has been circulated to internal departments and external agencies for review multiple times over the course of the application review. The changes to the application have resulted in several notifications being sent to the residents regarding this application in accordance with the Planning Act requirements.

All materials, technical studies and reports prepared in support of the applications were made available to the public via the Town's website and through ShareFile. Staff received public comments at the previous Statutory Public meetings and numerous written public comments from Milton residents.

All written submissions have been attached as Appendix 2 to this report. All of the issues raised are addressed in the "Issues of Concern" section of this report. It should be noted that these concerns have been responded to through the various technical reports and supporting studies provided in support of the application.

Agency Consultation:

The Zoning By-law application and all supporting documents were circulated to both internal and external commenting agencies. Halton Region, Town Departments, School Boards and other agencies offered no objection to the application. Agency comments can be found in Appendix 3 of this report. Agencies will continue to work with the applicant through the detailed site plan approval process.

Halton Region had no objection to the Zoning By-law Amendment provided that a Holding Provision was included for the portion of the lands that do not yet have Regional servicing allocation. Town staff have incorporate the Holding Provision into the proposed Zoning By-law Amendment.

Transportation Planning staff also confirmed that they had no concerns with the approval of the development, but noted that a Holding Provision should be included to ensure that minor revisions to the Transportation Impact Study are made prior to site plan approval.

Discussion

Lastly, Urban Design staff noted that while they were generally satisfied that the conceptual buildings and that the building designs were consistent with the Town's design guidelines, that the detailed building design should be further reviewed through the site plan process. As a result, staff have incorporated a holding provision to require a detailed site plan application.

Summary of Issues:

Revisions to Application

When the application was originally submitted in 2018, the applicant proposed to develop 5 six-storey apartment buildings with 833 dwelling units and a stand alone commercial building. The application was substantially revised in 2023 to include 8 residential buildings with building heights of up to 15 storeys, with the latest version proposing a total of 1,571 units. Many members of the public expressed concerns with the change to the development application.

While the original application was reviewed by Council and the public starting in 2018, no decisions were made on the application. The applicant is permitted to make changes to the application throughout the course of the application review. Due to the proposed increase to the building heights and density, planning staff required an additional statutory public meeting to notify Council and the public of the proposed changes, and to obtain comments on the revision. Meetings were held at Council on September 11, 2023 and again on October 23, 2023.

Building Heights, Shadow and Privacy

Concerns were raised regarding the height of the development adjacent to existing residential subdivision. In particular, the public had concerns about potential shadow and privacy impacts.

To demonstrate that the height of the proposed building will not cause any negative impacts on surrounding residential uses or the public realm, the applicant provided a Shadow Impact Study prepared by Core Architects, dated January 19, 2024 which is further discussed in the accompany Urban Design Brief. The study was prepared and reviewed in accordance with Milton's Shadow Study Guidelines.

The study adequately demonstrates that the shadow impacts do not negatively impact opposing sidewalks, patio spaces, community parks, and the NHS in accordance with he

Discussion

Town's Guidelines. The study also noted that the existing residential properties to the west of the Natural Heritage System (NHS) will not experience shadows from the proposed buildings between 10:00AM and 5:00PM at any time during the year.

It should be noted that the subject lands are separated from the existing residential subdivision to the west by a 57 metre wide Natural Heritage System. The NHS is owned by the Town of Milton and no changes to the size and configuration of the NHS system are proposed. In addition to the NHS system, the applicant has revised the proposed development concept to locate the building closer to Regional Road 25 and farther from the NHS system to the rear. To ensure that the increased building setback is provided, planning staff have included an increase minimum setback from the building podium to the rear lot line into the proposed Zoning By-law Amendment. A minimum podium setback of 32 metres would be required for buildings in the south block and a podium setback of 35 metres would be required for buildings in the north block. The combination of the existing NHS system and the increased building setback will provide a suitable privacy buffer from the proposed development.

The Town of Milton Tall Buildings Guidelines and the Mid-Rise Buildings companion document are intended to assist with policy interpretation and provide a clear design direction for mid and high rise developments. The application has been reviewed by the Town's Urban Design section, which has confirmed that the design demonstrates consistency with the Town's design directions. Urban design staff however, have recommended that a holding provision be included through the Zoning By-law Amendment to ensure that the detailed building design is further reviewed through the site plan application. As a result, planning staff have incorporated a holding provision on the lands requiring detailed designs through a site plan application.

Should the application be approved, the development will be subject to Site Plan Approval which will consider a more detailed review of the built form, urban design, site treatment, lighting and landscaping.

Property Values

The value of a property is dependent on a number of factors including the size and type of property, market trends, location, etc., and is not limited to the impact of surrounding land uses. As a result, case law has demonstrated that property value is not considered to be a planning issue.

Discussion

Traffic and Site Access

Concern was expressed regarding the impact of the proposed development on Regional Road 25, Etheridge Avenue and the local road network. The applicant submitted a Traffic Impact Study and Parking Justification Study prepared by BA Group dated July 2023 with a subsequent revision in January 2024. The executive summary of the report states the following:

- Vehicle access and site circulation for each block is proposed via a driveway across each block that provides a connection between a new 4-legged intersection on Etheridge Avenue and a new right-in/ right-out only access (one on each block) at Regional Road 25.
- The development proposes a provision of a minimum resident parking rate of 1.0 space per unit, with non-resident shared parking proposed to be provided at a minimum rate of 0.22 spaces per unit. The proposed parking supply is appropriate for the site based upon the evolving transportation context, observed parking demands at the proxy sites and proposed TDM measures.
- A total supply of 902 bicycle parking spaces is proposed for the site, inclusive of 463 and 439 spaces for the south and north blocks, respectively. The proposed bicycle parking supply exceeds the minimum requirements and will encourage a shift to sustainable travel.
- All of the proposed loading spaces are located at-grade, without any overhead obstructions, and meet the minimum heights required by the Zoning By-law. The proposed loading supply is appropriate.
- The proposed Transportation Demand Management (TDM) Plan aims to reduce automobile use through an on-going strategy that supports and promotes the use of non-auto transportation modes. Proposed TDM measures for the site include pedestrian facilities with a focus on connectivity, bicycle parking/ bicycle repair stations, an appropriate vehicle parking supply, resident traveller information and unbundled parking.
- At full buildout, the proposed development is anticipated to generate in the order of 345 and 410 two-way vehicle trips, during the morning and afternoon peak hours, respectively. If an additional 144 residential units are constructed on the north block

Discussion

as a result of the acquisition of the residential property, at full buildout, the proposed development is anticipated to generate in the order of 375 and 450 two-way vehicle trips during the morning and afternoon peak hours, respectively.

- The traffic analysis was completed for a typical weekday for both the morning and afternoon peak periods and indicated that in 2037, all study area intersections will operate acceptably, with the recommended optimization of traffic signal timings at the intersections of Regional Road 25 / Louis St. Laurent Avenue and at Regional Road 25 / Britannia Road. The queuing review indicates no concerns at any of the signalized and unsignalized intersections in the study area. The impact of the site on queuing is only modest and can be accommodated on the existing and future road network.

The study concludes that based on the comprehensive traffic analysis, the proposed development can be accommodated on the future transportation network. It is noted that the study takes into consideration the continued road improvements in the area including the current widening of Britannia Road and the future widening of Regional Road 25.

Residents also expressed concerns with the minimum parking rates proposed. The applicant is proposing a minimum parking rate of 1.0 parking space per residential unit and 0.22 visitor parking spaces per unit. The TIS and Parking study noted:

- A total parking supply of 1,917 parking spaces is proposed, inclusive of 966 and 951 parking spaces for the south and north blocks, respectively.
- In order to assess the resident parking demand at other similar buildings in the area, BA Group conducted evening and overnight resident parking surveys at several residential buildings within Halton Region.
- The highest resident parking demand of 0.96 spaces per resident unit was observed at the 1105 Leger property in Milton. When considering the proxy site in Milton with the sites in Oakville, the average resident parking demand was 0.83 spaces per unit. The proposed resident parking supply ratio of 1.0 spaces per unit is higher than the peak resident parking demand observed at 1105 Leger Way in Milton and is considered to be appropriate.
- The highest resident visitor parking demand of 0.16 spaces per resident unit was observed at 1360 Main Street East, Milton and at 1297 Marlborough Court & 1360 White Oaks Boulevard in Oakville. When considering the proxy site in Milton with the

Discussion

sites in Oakville, the average peak resident parking demand was 0.14 spaces per unit. The proposed resident visitor parking supply ratio of 0.22 spaces per unit (to be shared with retail) is higher than the peak resident visitor parking demand observed in the proxy studies and is considered to be appropriate.

The study concludes that the proposed parking supply is appropriate for the site based upon the evolving transportation context, observed parking demands at the proxy sites and proposed TDM measures.

The Town of Milton transportation planning staff reviewed the TIS and Parking Study provided. In addition, the Town retained CIMA+ to peer review the study (at the applicant's expense). Transportation staff noted that while the peer reviewer provided comments on the TIS, that the revisions required were minor in nature and would not have an impact on the overall recommendation of the report. As a result, Town transportation staff did not object to the Zoning By-law Amendment but recommended that a holding provision be included to ensure that a revised TIS is submitted to the Town's satisfaction.

Lastly, Transportation Planning staff have confirmed that the TIS and Parking Study was completed in accordance with the Town Terms of Reference. Prior to a traffic consultant carrying out the necessary tasks to prepare the TIS, a Terms of Reference is required to be circulated to Town Staff in order to determine an appropriate scope of work. The applicant/consultant fulfilled these requirements to the Town's satisfaction. As Planning staff rely on the expertise of the Town's Transportation staff in assessing the provision of parking, planning staff support the requested parking rate.

Configuration of Surface Parking Spaces

Some residents expressed concerns regarding the configuration of the surface parking spaces and the potential for lights to shine into backyards. Planning staff note that due to a grade change from Etheridge Avenue to Britannia Road, some of the surface parking spaces in the southern block will be elevated.

The subject lands are separated from the existing residential subdivision to the west by a 57 metre wide Natural Heritage System. In addition, the applicant has proposed a landscaped promenade adjacent to the NHS.

To ensure that the parking spaces are adequately separated from the existing residential uses, the proposed Zoning By-law Amendment includes a minimum 9 metre setback from all parking areas to the lot line that abuts the Natural Heritage System. In addition, planning staff

Discussion

will review the detailed design of the parking and landscaping areas, including fencing and lighting, through a future site plan application.

Outdoor Amenity Space & Surface Parking

Council and the community were concerned with amount of surface parking and landscaped open space as presented in the 2023 development concept. As noted above, the development concept was revised in 2024 to decrease the amount of surface parking (3,278 sq.metre reduction) and increase the amount of landscaped open space (3,879 sq.metre increase) on the site. In particular, the applicant has increased the amount of landscape open space abutting the Natural Heritage System to provide a large outdoor amenity area for the community. The development also includes 2 levels of underground parking with the visitor and commercial parking spaces located at grade.

Commercial Uses

Concerns were expressed with the lack of commercial space in this location of Milton. The subject site is located within a Major Node in the Town of Milton Official Plan. The policies permit retail and service commercial uses up to a maximum of 2,787 square metres.

The proposed Zoning By-law Amendment would permit a variety of commercial uses in the ground floor of the buildings. Permitted commercial uses would include an art gallery, bank, commercial skill school, day care centre, dry cleaning depot, fitness centre, medical clinic, laundromat, office, personal service shop, restaurant, retail store, and veterinary clinic. In addition, the Zoning By-law Amendment would require that a minimum of 900 square metres of commercial floor area would be required.

Site Servicing

The portion of the subject lands located outside of the “Built Boundary” is subject to the Regional Allocation Program. Halton Region has confirmed that the Owner has secured sufficient allocation to support the development of the three buildings in Phases 1, 2, and 3 (with a total of 575 proposed units).

As servicing allocation has not been secured for the remaining phases 4-8 (with a total of 996 proposed units), the Region has requested that a Holding Provision be added to the lands to ensure that sufficient servicing allocation is secured prior to any development. Town

Discussion

Planning staff have incorporated the Holding Provision into the proposed Zoning By-law Amendment.

Noise from Regional Road 25

A Noise Impact Study was prepared by HGC Engineering in support of the application. The study was completed to assess the noise impact potential of noise sources affecting the proposed development. The study identified that the primary noise sources impacting the site were road traffic on Britannia Road and Regional Road 25. A secondary noise source is road traffic on Etheredge Avenue. The study also considered the future traffic sounds of due to the expansion of these roadways.

The study identified that mitigation measures are required including:

- Air conditioning systems for all proposed buildings;
- Upgraded building glazing; and
- Warning clauses to inform future residents of road traffic noise impacts.

Through a future site plan application, a detailed assessment will be required to ensure appropriate noise control measures have been incorporated into the final design.

Future Development on the East Side of Regional Road 25

The lands east of Regional Road 25, at the corner of Regional Road 25 and Britannia Road are vacant with the exception of a few single detached dwellings. These lands have the same land use designations as the subject property.

While development applications for these lands were submitted in 2016, the applications have not been active for many years. Planning staff note that in order for any development to proceed on these lands, the owner would be required to obtain the necessary Zoning By-law Amendment application. Similar to the subject application, any development applications on these lands would be reviewed in accordance with planning policies and would require the submission of all necessary supporting studies.

School Capacity

Concerns were expressed regarding the number of school children the proposed development would accommodate and the impact to the local school system. Both the Halton



Discussion

Catholic District School Board and the Halton District School Board offered no objections to the proposed application subject to standard conditions and warning clauses be applied at the time of a future site plan/plan of condominium application. Staff are aware of the constraints Schools within the Town are facing with the increasing student population and will continue to work with the School Boards to accommodate future schools within the municipality.

Estimated Population of the Development

The development proposes a total unit count of 1,571 residential units. Utilizing Milton's 2021 Development Charge Background Study which notes 1.59 Persons Per Unit (P.P.U) for high density developments, the proposed development will accommodate an estimated population of approximately 2,502 people.

Conclusion:

It is the opinion of Planning staff that the proposed amendment to the Town's Zoning By-law conforms to Provincial, Regional, and Local planning policy, and achieves acceptable engineering and urban design standards. The proposed use, height and density are compatible with adjacent land uses, resulting in appropriate development of the subject lands. It is the opinion of staff that the proposed development will not only achieve appropriate intensification in a planned location but will also contribute to providing a complete community by offering additional housing options and commercial uses.

Staff recommends that the Zoning By-law amendment, attached as Appendix 1, be brought forward for Council adoption subject to the required holding provision.

Financial Impact

None arising from this Report.

Respectfully submitted,

Jill Hogan
Commissioner, Development Services

For questions, please contact: Natalie Stopar, Planner

Phone: Ext. 2297



Attachments

Appendix 1 - Zoning By-law Amendment and Schedule

Appendix 2 - Public Comments

Appendix 3 - Agency Comments

Figure 1 - Location Map

Figure 2 - Concept Site Plan

Figure 3 - Concept Site Plan -South Block

Figure 4 - Concept Site Plan -North Block

Figure 5 - Concept Building Elevation -South Block

Figure 6 - Conceptual Renderings

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.