

REPORT

REPORT TO: Chair and Members of the Planning, Public Works and Transportation Committee

REPORT FROM: Tony Boutassis, Senior Planner – Development Review

DATE: June 6, 2018

REPORT NO.: PLS-2018-0038

RE: **Recommendation Report for Draft Plan of Subdivision Approval to Facilitate the Creation of 3 Commercial Development Blocks, a Public Road and a Stormwater Management Block at 1086 Steeles Avenue East (Halton Hills Premier Gateway Business Park)**

RECOMMENDATION:

THAT Report No. PLS-2018-0038 dated June 6, 2018, regarding a “Recommendation Report for Draft Plan of Subdivision Approval to Facilitate the Creation of 3 Commercial Development Blocks, a Public Road and a Stormwater Management Block at 1086 Steeles Avenue East (401 Premier Gateway Business Park)”, be received;

AND FURTHER THAT the Commissioner of Planning and Sustainability be authorized to grant Draft Approval and Final Approval to the Plan of Subdivision, File No. D12SUB17.002, as generally shown on Schedule 2 – Draft Plan of Subdivision of this report, subject to conditions generally set out in Schedule 3 – Conditions of Draft Plan of Subdivision of this report.

BACKGROUND:

1.0 Purpose of the Report:

The purpose of this report is to provide Council with a recommendation concerning the final disposition of an application for a Draft Plan of Subdivision submitted by North American (Halton Hills) Development Corporation (the Applicant) to facilitate the creation of three (3) commercial development blocks, a public road and a stormwater management block on the lands municipally known as 10862 Steeles Avenue East.

2.0 Location & Site Characteristics:

The subject property, municipally referred to as 10862 Steeles Avenue East, is located in the Halton Hills Premier Gateway Business Park, on the south side of Steeles Avenue East, east of James Snow Parkway, near the Town of Halton Hills and Town of Milton border; see **SCHEDULE 1 – LOCATION MAP**. The large, irregular shaped lot is approximately 14.41 hectares (35.61 acres) in size and has roughly 300 metres (984 feet) of frontage along Steeles Avenue East.

An existing building containing the operations for a truck terminal and truck repair station is located at the northeast corner of the property and will remain on one of the commercial blocks (Block 3). The west portion of the property is vacant. Surrounding land uses to the subject property include:

To the North: Industrial and warehousing uses and vacant future employment lands across Steeles Avenue East

To the East: Industrial and warehousing uses developed around Brownridge Road

To the West: Vacant lands owned by the Provincial Government, James Snow Parkway and a range of major commercial and industrial uses further west in Milton

To the South: Highway 401 and Exit Ramp 324

3.0 Development Proposal:

The Draft Plan of Subdivision application was submitted by North American (Halton Hills) Development Corporation (the Applicant) on April 28, 2017, and deemed complete on May 24, 2017. The Draft Plan of Subdivision contemplates the separation of the subject lands into three (3) commercial development blocks, a public road and a stormwater management block; see **SCHEDULE 2 – DRAFT PLAN OF SUBDIVISION**.

The table below outlines the proposed configuration of the subject lands based on Schedule 2:

Proposed Land Use	Lot/Block	Area (hectares)	Area (acres)
Commercial Development	Block 1	3.06 ha	7.55 ac
Commercial Development	Block 2	3.22 ha	7.96 ac
Commercial Development	Block 3	6.88 ha	17.01 ac
SWM Pond	Block 4	0.49 ha	1.22 ac
Regional Road Widening	Block 5	0.12 ha	0.29 ac
Public Road (26 m ROW)	Street 'A'	0.64 ha	1.58 ac
	Total	14.41 ha	35.61 ac

The Applicant has indicated that the existing truck terminal and truck repair facility located on Block 3 (Truck Town Terminals) will remain on the site and will continue to operate. Blocks 1 and 2 will be created for future commercial development and will require Site Plan Approval to facilitate the development of each Block.

The Applicant is proposing to expand the existing stormwater management facility to service their development as part of Block 4. The existing facility was constructed for the commercial and industrial development fronting onto Brownridge Road to the east of the subject lands and must be expanded to capture the additional stormwater run-off from the subject lands.

The subject lands are proposed to be accessed from Steeles Avenue East by way of Street 'A', a public road to be constructed by the Applicant. The road will have an approximate length of 180 metres, will be built utilizing a standard 26 metre right-of-way and end in a cul-de-sac. The centre line of the proposed road closely aligns with Cleave Court, which is a public road allowance located on the north side of Steeles Avenue East. The Steeles Avenue East / Cleave Court / Street 'A' intersection will require the installation of traffic signals.

The Applicant has provided the below cross-section rendering and design details for the proposed entrance to the subdivision at the Steeles Avenue East / Street 'A' intersection. The Street 'A' road allowance is proposed to contain gateway entry features, pedestrian sidewalks on both sides of the road, street trees along the boulevards, landscaped strips and buffers, an impressed crosswalk at the front of the property, central median and street lighting.

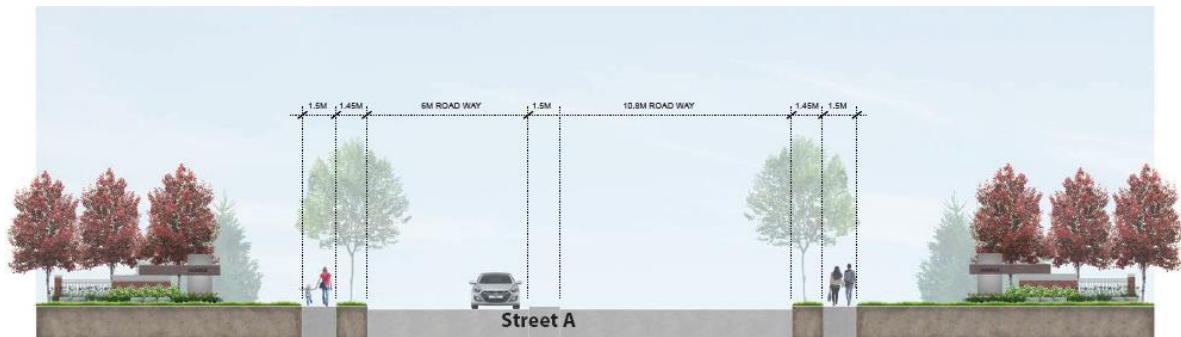


Figure 1: Proposed Front Entrance Cross Section



Figure 2: Proposed Gateway Entry Feature



Figure 3: Example of Impressed Crosswalk



Figure 4: Example of Landscaping Along Road

Should the Draft Plan of Subdivision be approved and registered, Site Plan applications will be required to facilitate the development of each commercial block. The Site Plan applications will secure detailed urban design elements including, but not limited to, architectural design and detailing, façade enhancements, relationship of the building to the street, landscaping, fencing and screening.

COMMENTS:

This section of the report will identify, analyze and respond to key matters of interest associated with the Draft Plan of Subdivision application. The section is broken down into the following three subsections:

- 1.0 Planning Context and Policy Framework
- 2.0 Town Department and External Agency Comments
- 3.0 Public Comments

1.0 Planning Context and Policy Framework:

Subsection 1.0 evaluates the proposed Draft Plan of Subdivision applications against the relevant Provincial, Regional and Town policy framework to determine conformity with the applicable policies and guidelines.

1.1 Provincial Policy Statement (PPS):

The 2014 Provincial Policy Statement (PPS) provides broad based policies that promote an appropriate range and mix of employment, including industrial and commercial uses, to meet the long-term needs of residents and make appropriate use of infrastructure to support the development of healthy communities. Further, the PPS promotes a policy-led system that provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environment. The proposal is required to be consistent with the relevant policies of the PPS in accordance with Section 3 of the Planning Act.

Planning staff is of the opinion that the proposed Draft Plan of Subdivision application is consistent with the policies of the 2014 PPS.

1.2 Growth Plan for the Greater Golden Horseshoe:

The subject lands are part of a larger designated Greenfield Area located along the 401 Corridor. The Growth Plan directs new growth to locations that make efficient use of transportation and servicing infrastructure and sets out general policies for commercial and employment lands.

Planning staff is of the opinion that the proposed development is in conformity with the Growth Plan for the Greater Golden Horseshoe.

1.3 Region of Halton Official Plan (ROP):

The 2009 Regional Official Plan designates the subject lands as Urban Area with an Employment Area overlay. Section 77.4(1) of the Regional Official Plan prohibits residential and other non-employment uses including major retail uses in Employment areas. An exception is provided for uses permitted by specific policies in a Local Official Plan that was adopted on December 16, 2009. The exception effectively “grandfathers” the Gateway Area policies set out in the Town’s Official Plan.

Regional staff has confirmed that the application is in conformity with the ROP and have provided conditions of approval.

1.4 Town of Halton Hills Official Plan (HHOP):

The subject lands are designated Gateway Area in the Town’s Official Plan. As per Section D.3.5.4.2, the objective of the Gateway Area Designation is to:

- a) establish visually attractive points of entry into the Town of Halton Hills that will provide commercial services in support of the Prestige Industrial Area;*
- b) draw the travelling public off Highway 401/407 allowing an introduction to the Town of Halton Hills and its attractions and amenities beyond the 401/407 Employment Corridor Area; and,*
- c) provide a location for services that are important to the support of the primary industrial function of the Corridor such as hotels, financial services and opportunities for shopping.*

Town staff is of the opinion that the Draft Plan of Subdivision application meets the objectives of the Gateway Area designation.

The Gateway Area designation permits a number of commercial and employment type uses (Section D3.5.4.2.1), including the following:

- a) full service hotels with conference and exhibition facilities;
- b) retail commercial uses not exceeding individual areas of 2,750 square metres in floor space and a total area of up to 10,000 square metres within the Gateway Area, which could be increased subject to site specific zoning amendments;

- d) banks and financial institutions and services;
- e) motor vehicle service centres, but not within 200 metres of the intersection of Steeles Avenue with Trafalgar Road and James Snow Parkway;
- f) business and professional offices in free-standing buildings;
- g) computer, electronics and data processing facilities;
- h) research and development facilities excluding those that produce biomedical wastes;
- i) printing and associated service establishments;
- j) take-out restaurants providing they are incorporated into larger developments and are ancillary to the primary use;
- k) full service restaurants;
- l) theatres, cinemas and similar places of entertainment but not an adult entertainment establishment; and,
- m) uses that legally existed at the date of adoption of the Official Plan.

The Town's OP further directs that:

No use that does, or is likely to cause air pollution, offensive odours, ground or surface water pollution, or noise in excess of Provincial regulations or guidelines shall be permitted.

Within this Gateway Area designation, there is a land locked sub-area defined as Special Policy Area 1. Special Policy Area 1 permits the parking and/or storing of tractor-trailers on the property. The effect of this provision is that a portion of the subject lands carry the HHOP permission for the parking and/or storing of tractor trailers and the remainder does not.

For the above reasons, Planning staff is satisfied that the proposed Draft Plan of Subdivision will allow for the development of the subject lands in a manner that is consistent with policies and objectives of the Town's Official Plan.

1.5 Town of Halton Hills Zoning By-law 2008-0133:

The site is zoned 401 Corridor Gateway Special Holding (H)(GS-1) through Zoning By-law 2008-0133, which permits a wide range of commercial and employment type uses consistent with the uses allowed under the Official Plan.

However, Section 13.130.3 of By-law 2008-0133, places restrictions on the maximum retail gross floor area (GFA) of specific uses. Notwithstanding the division of lands through the subject Draft Plan of Subdivision, the GFA restriction applies to the subject lands collectively. The GFA restrictions are outlined below:

- a) *Home Improvement Retail Warehouse to a maximum of 13,935 sq. m. (150,000 sq. ft.);*
- b) *Garden Centre to a maximum of 3,000 sq. m. (32,300 sq. ft.);*

- c) *All other retail stores to a maximum of 17,465 sq. m. (188,000 sq. ft.) in accordance with Section 7.6.3.9 of By-law 57-91 as amended; and,*
- d) *A minimum 5,388 sq. m. (58,000 sq. ft.) of the total 17,465 sq. m. (188,000 sq. ft.) retail space must be in retail stores greater than 278 sq. m. (3,000 sq. ft.).*

At this point in time, the Applicant has not indicated what the end use of each commercial block would be. This will be confirmed through any subsequent Site Plan Approval applications.

The existing truck terminal / truck repair station (Truck Town Terminals) located on proposed Block 3 is not listed as a permitted use under By-law 2008-0133. However, the use predates the approval of By-law 2008-0133, therefore it is considered permitted.

2.0 Town Department and External Agency Comments:

The proposed plan of subdivision was circulated to Town departments and external agencies for review and comment, with the most recent circulation occurring on April 4, 2018. Staff from various departments and agencies have completed their review of the proposed development and indicated that they have no concerns or objections with the proposed Draft Plan of Subdivision.

For information purposes, staff has provided comments on some of the site specific matters regarding the subject lands:

2.1 Urban Design:

The Applicant submitted an Urban Design Brief prepared by MHBC Planning that provides a conceptual design of the subject property frontage along Steeles Avenue East as well as the Steeles Avenue / Street 'A' intersection. The Urban Design Brief provides visual examples of the Street 'A' road allowance showing gateway entry features, pedestrian sidewalks, street trees, landscaped strips and buffers, crosswalks and street lighting (see Figures 1 to 4 of this Report). Town staff will ensure the design elements shown and discussed in the Urban Design Brief are implemented at the detailed design stage of the Street 'A' right of way prior to registration of the Plan of Subdivision through a condition of draft plan approval.

The future Site Plan applications will secure detailed urban design elements for each of the commercial blocks. Town staff will require an Urban Design Peer Review to be completed for each Site Plan application to provide comment on the site layout, access, landscaping, detailed building design and proposed building materials.

2.2 Stormwater Management:

A revised Functional Servicing Plan and Stormwater Management Pond Drainage Plans were submitted by the Applicant that respond to the Town's request for a sediment drying area to be incorporated within the expanded stormwater management pond. The

Development Engineering Department has reviewed the provided materials and is in agreement with the Applicant's sediment drying area proposal.

The Applicant will be required to register permanent easement(s) in favour of the Town to accommodate an access from the proposed road to the stormwater management pond block for maintenance purposes. To ensure the access easement(s) are provided the requirement is listed as a condition of draft approval.

2.3 Transportation & Access:

The Applicant submitted a revised Traffic Impact Study and functional design documents to the Region for their review. Regular discussions have taken place with the applicant regarding the Steeles Avenue East / Street 'A' intersection design and other proposed access points off Steeles Avenue. The Region has indicated through their conditions of Draft Approval that they will require specific road dedications along Steeles Avenue East for a future road widening / improvements and daylight triangles at Street 'A'.

A general summary of the Region's comments with regards to each of the access points being proposed has been provided below:

Centre Access (Steeles Avenue East & Street 'A' Intersection):

The functional design of the future Steeles Avenue / Street 'A' intersection was submitted to the Region for their review. They have indicated that the following road improvements will be required for the intersection:

- the new right turn lane being proposed will require the existing utility poles to be relocated to maintain the same clear zone setback from the travelled roadway as currently exists today; and,
- the Applicant is required to construct a temporary traffic signal, which will be detailed in the required Development Agreement with Halton Region. The Applicant is aware that Halton Region plans to permanently signalize the intersection but the timing of those works cannot be confirmed at this time.

East Access:

An existing right-in-right-out access on Steeles Avenue is located at the east end of the site, which currently serves the truck terminal business. As per Region comments, this access does not conform to Halton Region Access Management Guidelines with respect to spacing from other access points and will ultimately conflict the full movement access point for the adjacent property to the east (10874 Steeles Avenue East). Therefore, the Region requires the east access point to be closed as the truck terminal site will have access to the future signalized intersection at Steeles Avenue and Street 'A'.

West Access:

A new right-in-right-out access off Steeles Avenue is also proposed at the west end of the overall site. The Region will evaluate the merits of the west access point through any future Site Plan application submitted for Block 1.

2.4 Water and Wastewater Servicing:

To facilitate the servicing of the subject property, the Owner will be required to extend both the local water main and the sanitary sewer main to the property, at their expense. Through the proposed Conditions of Approval, the Applicant is required to provide a complete engineering submission for review and approval by Halton Region and the Owner will be required to enter into a Regional Subdivision Agreement prior to construction of any works.

3.0 Public Comments:

The proposed Draft Plan of Subdivision was presented to the Public by way of Report No. PLS-2017-0017 through a Statutory Public Meeting on October 16, 2017. There were no interested persons in attendance at the meeting.

In total, Planning staff has only received 1 inquiry regarding the proposed Subdivision and future uses; no objections have been raised.

RELATIONSHIP TO STRATEGIC PLAN:

The proposed development is most closely aligned with Strategic Direction C – Foster a Prosperous Economy, the goal of which is:

To maintain and enhance the economic vitality of the Town through the provision of a wide range of opportunities for economic development.

The Strategic Direction is to be achieved as it relates to this application in part through Strategic Objectives:

- C1.** *To ensure an adequate supply of employment lands to provide flexibility and options for the business community and provide a range of job opportunities.*
- C4.** *To protect strategic employment lands from conversions to non-employment uses.*
- C5.** *To aggressively promote all of the Town's employment areas, including the opportunities provided by the 401/407 Employment Corridor.*
- C7.** *To promote the Town's strategic location in the Greater Golden Horseshoe for economic development purposes.*
- C8.** *To facilitate the establishment of a competitive business environment that is easily able to adapt to changing circumstances and priorities.*

FINANCIAL IMPACT:

There is no immediate financial impact to the Town budgets as a result of this application.

CONSULTATION:

Planning staff have consulted with the appropriate Town Departments, Region of Halton, Conservation Halton and the Ministry of Transportation (MTO) in the preparation of this Report.

PUBLIC ENGAGEMENT:

The proposed Draft Plan of Subdivision application was presented to the Public through a Statutory Public Meeting on October 16, 2017 (Report No. PLS-2017-0017).

SUSTAINABILITY IMPLICATIONS:

The Town is committed to implementing our Community Sustainability Strategy, Imagine Halton Hills. Doing so will lead to a higher quality of life. The recommendation outlined in this report advances the Strategy's implementation.

This report supports the Environmental Health and Economic Prosperity pillars of Sustainability and in summary the alignment of this report with the Community Sustainability Strategy is Very Good.

Compliance with the Town's Green Development Standards will be addressed through the approval of the required Site Plan applications for each of the commercial blocks. The application of the Green Development Standards to this project will help achieve energy and water efficiencies with other sustainable objectives.

COMMUNICATIONS:

Public Notice of Council's decision regarding the passage of the Draft Plan of Subdivision will be completed in accordance with the requirements of the Planning Act.

CONCLUSION:

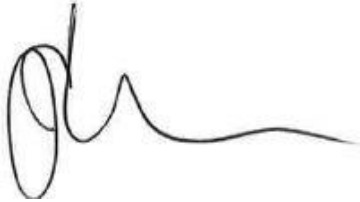
Staff has completed our review of the application, including relevant policies, supporting documentation and circulation comments and are of the opinion that the proposal has merit and should be supported. The proposed Draft Plan of Subdivision, in conjunction with the draft plan conditions, conforms to the Growth Plan for the Greater Golden Horseshoe, is consistent with the Provincial Policy Statement (PPS) and conforms to the Town and Regional Official Plans.

Therefore, Staff recommends approval of the Draft Plan of Subdivision, subject to the conditions as outlined in **SCHEDULE 3 – CONDITIONS OF DRAFT PLAN OF SUBDIVISION**. Should Council concur, the recommendation contained in this report can be adopted.

Reviewed and Approved by,

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Jeff Markowiak, Manager of Development Review

A handwritten signature in black ink, appearing to read "John Linhardt". The signature is very stylized and cursive, with a long horizontal tail.

John Linhardt, Commissioner of Planning and Sustainability

A handwritten signature in black ink, appearing to read "Brent Marshall". The signature is cursive and clearly legible.

Brent Marshall, CAO