

## REPORT

**REPORT TO:** Chair and Members of Community Affairs Committee

**REPORT FROM:** Curtis Marshall, Senior Planner - Policy

**DATE:** March 20, 2017

**REPORT NO.:** P&I-2017-0018

**RE:** Premier Gateway Phase 1B Employment Area Integrated  
Planning Project: Preferred Land Use Concept  
File: D08 Phase 1B Secondary Plan

### RECOMMENDATION:

THAT Report P&I-2017-018 pertaining to the Premier Gateway Phase 1B Employment Area Integrated Planning Project: Preferred Land Use Concept be received.

AND FURTHER THAT Council endorse the Preferred Land Use Concept prepared by Macaulay Shiomi Howson Ltd., dated March 2017 in principle (attached as **Schedule 2** to this report), and authorize the preparation of a draft Secondary Plan and related amendments based on the Preferred Land Use Concept, subject to completion of the Scoped Subwatershed Study and other supporting studies.

AND FURTHER THAT the Region of Halton be requested to initiate the Area Servicing Plan process for the study area, as previously committed, in cooperation with the Town.

AND FURTHER THAT Planning staff be directed to expeditiously initiate an amendment to the Town's Official Plan to incorporate the 75 ha of land identified for employment uses in Lot 2 of the Study Area into the Urban Area as shown on the Preferred Land Use Concept as pre-2021 employment lands.

AND FURTHER THAT the Region of Halton be requested to initiate an amendment to the Regional Official Plan in concert with the Town's Official Plan Amendment, to incorporate the lands identified for employment uses in Lot 2 of the Study Area into the Urban Area as pre-2021 employment lands, as outlined in the approved Phase 1B Terms of Reference.

## **PURPOSE:**

The purpose of this report is to:

- Provide an update on the status of the Premier Gateway Phase 1B Employment Area Integrated Planning Project.
- Present a Preferred Land Use Concept to Council for consideration, which if endorsed by Council will form the basis for the development of a draft Secondary Plan and related amendments to the Official Plan and Zoning By-law.

## **BACKGROUND:**

In January 2015, Council approved the Terms of Reference for the Premier Gateway Phase 1B Employment Area Integrated Planning Project (Phase 1B Secondary Plan Project) (see Report PDS-2015-0003 for reference).

The purpose of the project/secondary planning exercise is:

- To develop a comprehensive Secondary Plan with appropriate land use designations and policies for the Phase 1B Employment Area.
- To identify up to 75 ha of additional land to be designated for employment and added to the Phase 1B area to replace the shortfall of employment lands to the 2021 planning horizon in the Town as a result of GTA West/HPBATS Corridor Protection.

In March 2015, Council approved the retention of a Project Consulting Team led by Macaulay Shiomi Howson Ltd. in association with AMEC Foster Wheeler, Brook McIlroy Inc. and other sub-consultants to complete the project (see Report PDS-2015-0021 for reference).

The project was initiated in April 2015 and is targeted to be completed in late 2017/early 2018.

## **COMMENTS:**

### **Scoped Subwatershed Study Update**

As outlined in Report PI-2016-0044, the draft Characterization Report was completed by the consultant team in March 2016 and was circulated to the Region of Halton and Conservation Halton for review in April 2015. The Characterization Report provides a base scientific understanding or “characterization” of the existing natural and physical environment in the study area. A supplementary Headwater Drainage Features Assessment Report was completed and submitted to the Town in June 2016. This report was also forwarded to the Region and Conservation Halton for review. The purpose of the Headwater Drainage Feature Assessment is to characterize existing drainage features throughout the study area.

Detailed field work (and desktop review of existing information) was conducted between April of 2015 and May 2016 and has now been completed for the project.

This base information is used to develop a comprehensive understanding of the area's natural and physical opportunities and constraints. The key relationships between water quantity, water quality, natural heritage, aquatic habitat and land use are identified. This information will be used in later phases of the Scoped Subwatershed Study process to establish subwatershed management strategies including providing information in the development of Secondary Plan policies pertaining to the protection of the natural heritage system.

A comment matrix was prepared listing the agency comments (Region of Halton, Conservation Halton) and subsequent consultant responses by the consulting team. Several iterations of the comment matrix were prepared and resolution on all the issues identified in November 2016, except two areas: 1. Headwater Drainage Features Assessment, 2. Hydrologic Modeling.

In regards to the Headwater Drainage Features Assessment, a follow up site visit was conducted at the request of the Region and Conservation Halton Staff in January 2017 to visit several specific features. Characterization of the drainage features in the Study area has now been completed except for the review of a potential features on the UPS property near the corner of Steeles Avenue and Trafalgar Road. Additional review of this feature is required. Phase 2 of the Subwatershed Study will provide management recommendations for these features and how they should be dealt with at the future development applications stage (e.g. removed, relocated, remain, enhancements etc.).

In regards to hydrologic modeling, considerable review and discussion has taken place between the consultant team and Conservation Halton staff to finalize the baseline characterization of the surface water hydrology in the study area (e.g. calculated stream flow rates in response to rain events, and revised flood line mapping). This process is nearing completion and is expected to be completed by the end of this month (March 2017).

Once the hydrological modeling is complete, the consulting team will be able to commence Phase 2 of the Scoped Subwatershed Study – Impact Assessment. It is anticipated that Phase 2 will be commenced in April and will take approximately two months to complete. Once completed, the report will be circulated to the Region and Conservation Halton for review.

The Subwatershed Study is expected to be completed later this year, including the final Subwatershed Plan with management recommendations.

## June 2016 Open House Summary

On June 22 2016, an Open House and Workshop was held at the Hornby Glen Golf Course to present draft Land Use Options for discussion. Approximately 50 people attended the meeting including residents, land owners, and developers.

Two land use options were presented to the attendees and they were asked to provide feedback on the various elements and differences between the two Land Use Options, including the proposed transportation network and the proposed location of supportive commercial uses. A summary report of the meeting has been attached as **Schedule 1** for reference.

Below are some highlights of the comments received:

- Supportive Commercial Uses:
  - Supportive commercial lands should be located on both sides of the Trafalgar Road & Steeles Avenue intersection.
- Proposed Transportation Network:
  - In terms of the road network, 4 out of the 5 groups indicated that the east-west collector as shown should be removed or relocated north of the Study Area. Concerns focused on the proposed road going through existing homes.
  - There was support for a cul de sac on Hornby Road in general. Concerns were raised about truck traffic on Hornby Road and it was felt the proposed east-west collector would cause additional truck traffic on Hornby Road.
  - The Eighth Line intersection should be realigned to avoid the existing cemeteries at the intersection with Steeles Avenue.
- Existing Residential Clusters:
  - Mixed comments were received regarding the redevelopment of existing residential uses/clusters. Some had a preference to see the clusters redeveloped, while others indicated that the clusters should be protected from impacts of industrial development. Generally, residents had mixed views on whether to remain in their homes, or to sell and relocate.
- Other Comments:
  - More information on proposed mitigation/buffer measures between residential and industrial uses was requested.
  - Concerns were raised regarding impacts to property values on residential properties, privacy and aesthetics of the area.

## Preferred Land Use Concept Refinement

After considering the public and agency input on the two land use options, the consultant team worked towards developing a draft Preferred Land Use Concept which was the next step in the process. Technical input was provided from the traffic consultant on the proposed transportation network and the Scoped Subwatershed Study Characterization Report provided input on the proposed natural heritage system,

including identification of which headwater drainage features may be considered for relocation going forward.

A draft Preferred Land Use Concept was presented to the project Steering Committee in January 2017 and the Technical Advisory Committee in February 2017 for review.

At the June 2016, Open House, residents requested that area specific meetings be held to provide residents with an opportunity to speak with Town Planning Staff in smaller groups to discuss area specific concerns. In response to this request a series of neighbourhood meetings were held in February and March with residential property owners within or directly adjacent the study area. The draft concept was also presented to residents at the meeting. A summary of each of the meetings discussion topics, and written comments received following the meeting is provided below:

### **Eighth Line Residents Meeting (February 23, 2017)**

13 residents attended the meeting with Staff and Councillors	
Discussion Topics Included:	Impacts to existing homes due to increased traffic
	Land use compatibility issues between existing residential uses and employment uses
	Timing of development - build out
	Expectations of the Land Use Compatibility Analysis which is still underway. The purpose of the report is to address the mitigation of impacts on existing residential uses.
	General support for the proposed transportation network as shown in the proximity of the Eighth Line residents which could alleviate traffic by providing a by-pass from Eighth Line to Trafalgar

### **Sixth Line Residents Meeting (March 2, 2017)**

21 residents attended the meeting with Staff and Councillors	
Discussion Topics Included:	Land use compatibility issues between existing residential uses and employment uses
	Expectations of the Land Use Compatibility Analysis which is still underway
	A detailed discussion of the Region of Halton's Natural Heritage System
	Lack of support from the Region of Halton to remove existing homes from the NHS system (within buffer areas) without additional justification
	The potential for relocation of head water drainage features in the Sixth Line area
	Concerns from residents with the draft Concept, which does not include the area as part of the proposed Employment Designation as part of the Secondary Plan process
	Detailed background on the 75 ha limit for additional employment lands was provided by Planning staff, including the role and positions of the Province and the Region of Halton
	Residents identified that they preferred that the proposed transportation network include a connection to Sixth Line in the Study Area as previously shown on the Land Use Options in June 2016

### Hornby Road Residents Meeting (March 9, 2017)

31 residents attended the meeting with Staff and Councillors	
Discussion Topics Included:	Discussion topics included: land use compatibility issues between existing residential uses and employment uses
	Expectations of the Land Use Compatibility Analysis which is still underway
	Impacts to the residential amenity in the area
	timing of development - build out
	General support for the proposed transportation network as shown in the proximity of Hornby Road
	Servicing issues with the Region of Halton

Comments received from the public and agencies were considered by the consultant team and some additional revisions to the Preferred Land Use Concept were made in consideration of the input received.

### Preferred Land Use Concept

The development of a Preferred Land Use Concept is a key milestone in the secondary plan process as it will be used as the basis for the development of the final Secondary Plan and policy development going forward. The Region of Halton has also indicated that once a Preferred Land Use Concept is endorsed by Council, the Region will commence the Area Servicing Plan process to plan for municipal water and wastewater service for the area.

It should be noted that the Preferred Land Use Concept serves as a foundation for preparation of a Secondary Plan, therefore the various elements of the concept are subject to further refinement as the planning and subwatershed study processes continue, including additional opportunities for public input, leading to the completion of the Secondary Plan.

The Preferred Land Use Concept is attached as **Schedule 2** to this report. A supporting report detailing key principles and highlighting specific elements/aspects of the Concept was prepared by MSH Inc. and is attached as **Schedule 3** to this report.

The key principles of the Preferred Land Use Concept are as follows:

- 1. The Secondary Plan will be designed to create a comprehensively planned, high quality, prestige employment area that forms part of the gateway into Halton Hills and which will:*
- 2. Provide for significant employment growth on full municipal services to create a dynamic, accessible, and economically competitive employment area that provides a range of job opportunities and supports the Town's assessment base;*

3. *Encourage high quality built form, site design and landscape treatments in an aesthetically pleasing and sustainable environment that supports the area's gateway location.*
4. *Include accessory retail, office and service uses that meet the needs of existing and future businesses to support a diversified economic base;*
5. *Protect, enhance and where possible restore the natural heritage features and functions and address the regional natural heritage system within a portion of the Sixteen Mile Creek watershed;*
6. *Respect the existing residential uses within the area, recognize their right to continue and provide for appropriate buffering to minimize impacts on those uses;*
7. *Create a safe, efficient, and integrated transportation network that provides road access to all parcels, meets the needs of all modes of travel and facilitates active transportation; and,*
8. *Respect adjacent agricultural areas to allow existing farming operations to continue to function effectively.*

A brief discussion of the key considerations and elements of the Preferred Land Use Concept is provided below:

### **Employment Lands Identification (75 ha)**

As noted above, a key aspect of the ongoing planning process for the Premier Gateway Phase 1B lands is the identification of up to an additional 75 ha of employment land from within the Lot 2 portion of the Study Area, to make up the remaining shortfall of employment land the Town is faced with due to corridor protection for the GTA West/HPBATS transportation corridor. This process is specifically set out in Official Plan Amendment No. 10, recently approved by the Region, but the subject of 3 appeals to the Ontario Municipal Board.

In the Background Discussion Paper prepared by Macaulay Shiomi Howson, dated November 2015, the planning considerations associated with the process to identify the additional lands were described. The paper explained that detailed calculation of the developable area in Lot 2 could not be completed until greater certainty on the limits of the Natural Heritage System (NHS) was obtained through the Subwatershed Study process. The project is now at a stage where greater certainty has been obtained on the Natural Heritage System, although it remains subject to potential further refinement in certain identified areas (see **Schedule 2** to this report).

The Discussion Paper did conclude, however, on a preliminary basis, approximately 86 ha of land appeared to be available for development, an amount exceeding the maximum 75 ha limit. To inform that identification process, the paper examined the employment land opportunities on the east side (+/- 40 ha) and west side (+/- 46 ha) of

Trafalgar Road, and noted the relevant planning considerations, such as: environmental (NHS) constraints, contiguity with Lot 1 employment lands, parcel fragmentation and transportation access. The 40 ha on the east side of Trafalgar Road consists of the parcel north of the UPS property, while the 46 ha on the west side of Trafalgar Road includes the Hornby Glen golf course and contiguous land, but not the rural residential lots on Sixth Line.

In June 2016, a Public Open House was held in which two Land Use Options were presented for public input, containing a preliminary Natural Heritage System, as well as road network and supportive commercial location options. No recommendation was made at that time concerning the identification of the up to 75 ha of additional employment land, and so all lands outside the preliminary NHS were identified as 'Potential Employment (to a maximum of 75 ha).'

At the current stage of the process, to trigger key deliverables, including the Area Servicing Plan, and Region and Town Official Plan Amendments, it is the appropriate time to identify the additional lands recommended for inclusion in the urban Area for employment uses, and the boundary of the area to be subject to the detailed Secondary Plan in the remaining phases of this process. Therefore, the Preferred Land Use Concept recommends the entirety of the parcel on the east side of Trafalgar Road, and the Hornby Glen golf course property on the west side of Trafalgar Road for inclusion in the urban area and the boundary of the Secondary Plan. It is important to note, that the addition of these lands requires an amendment to the Regional and Local Official Plans, which it is recommended that the Region and Town initiate in a timely manner.

The area west of the golf course, along Sixth Line, in Lot 2, although containing considerable NHS constraints and parcel fragmentation, does have some land with potential for employment land development, with the provision of appropriate access, but that portion of the lands is not recommended for addition to the urban area at this time, due to the maximum 75 ha land constraint. These lands have been identified as 'Future Strategic Employment' land, subject to the next 'municipal comprehensive review' for possible addition to the urban area. This is dependent on whether Halton Hills is allocated any additional employment land to the 2041 planning horizon through the municipal comprehensive review currently in its early stages, led by the Region of Halton.

### **Supportive Commercial Uses**

- Existing commercial uses along Steeles Avenue are proposed to be recognized.
- The Supportive Commercial Needs Report recommends that new supportive commercial uses should be located along Steeles Avenue. The land use concept has concentrated them around the Steeles Avenue and Trafalgar Road intersection taking advantage of the frontage on Steeles Avenue and Trafalgar Road and builds on and enhances the location of existing commercial uses in the area reinforcing the gateway function.
- This area also provides an appropriate location for one or more hotels and associated uses such as convention centres to serve the employment uses and



recognizes that a hotel may be synergistic with the Toronto Premium Outlets Mall.

- The total land area shown for commercial uses is still subject to refinement through development of the Secondary Plan mapping and policies, as it is currently somewhat in excess of the land area recommended by the Supportive Commercial Land Needs Assessment.

### **Proposed Natural Heritage System**

- A preliminary Natural Heritage System (including 30 m buffers) is shown for the Secondary Plan Area which is largely based on the Region of Halton's Natural Heritage System, and includes significant woodlands, fish habitat, watercourses, headwater drainage features, significant wildlife habitat, buffers, linkages, and enhancement areas.
- Several potential enhancement areas have been identified for incorporation into the natural heritage system based on the Subwatershed Study work that has been completed.
- There is a potential for further refinements to the natural heritage system in identified areas, through the work to be undertaken as part of Phase 2 of the Scoped Subwatershed Study.
- A wetland area has been identified on the UPS property near the corner of Steeles Ave. and Trafalgar Rd. The consultant team has identified that this wetland may be replicated as an Enhancement Area in the Natural Heritage System elsewhere on the property. Final recommendations for the wetland area will be developed as part of Phase 2 of the Scoped Subwatershed Study subject to the approval of Conservation Halton.
- Further consideration and discussion is planned with the Region of Halton regarding the potential removal of existing homes (developed portions outside of key features) in the buffer areas of the natural heritage system, as requested by landowners, which will be considered through the Subwatershed Study Phase 2 report.
- Several headwater drainage features have been identified as having "potential for relocation" and will be further examined through the management recommendations to be developed as part of Phase 2 of the Subwatershed Study.

### **Existing Residential Uses**

- In accordance with Official Plan policies (OPA 10), existing residential uses are proposed to be recognized as legally permitted uses within the Employment designation as opposed to being "grandfathered" as legal non-conforming uses.
- Consideration is being given to permit additional home occupation and/or office uses within the properties (not intended to allow for home industry uses) which is consistent with public input received.
- Policies will be established to require appropriate mitigation measures and/or buffers between the existing residential and the employment uses base on noise, air quality and vibration analysis currently being undertaken. A proposed "Buffer

for Existing Residential Uses” is shown on the Concept. Planning Staff are aware that many of the residential property owners are interested in the proposed “buffering” measures and property owners will have the opportunity to review the proposed policies/measures at the third and final open house in June 2017.

## **Proposed Transportation Network**

- New collector and local roads will be necessary to ensure appropriate road access is available to all employment area lands and several iterations of potential road patterns have been reviewed to improve transportation linkages within the study area particularly in an east-west direction.
- A goal of establishing a road network is to minimize impacts on existing houses, and so the network proposed does not necessitate the removal of any houses, and is generally not located in close proximity to existing homes.
- A new collector ring road is proposed around the Steeles Avenue and Trafalgar Road intersection to improve access for new employment and supportive commercial uses and ease congestion at the Trafalgar and Steeles intersection. This connection would also serve to bypass some traffic travelling in front of existing homes on the Eighth Line.
- To limit the use of Hornby Road by truck traffic, a new road west of Hornby Road that extends north from Steeles Avenue is proposed. Given intersection spacing distances, the new road is proposed to intersect with Sixth Line South (located south of Steeles Avenue). The resulting intersection with Steeles Avenue may be located slightly outside of the study area within the Greenbelt unless Sixth Line South is realigned. This alignment will need to consider the Greenbelt Plan policies with respect to Infrastructure.
- Traffic calming measures on Hornby Road will be provided and are proposed to include a new traffic circle/ roundabout on Hornby Road south of Trafalgar Road and may include limiting truck traffic on that portion of the road in front of existing residences.
- An east-west connection across the entire study area directly from Sixth Line to Eighth Line is no longer proposed due to consideration of the existing homes on Hornby Road and the number of crossings of the natural heritage system that would be required.
- An east-west connection is proposed between Trafalgar Road and Eighth Line, and a connection between Hornby Road and the Sixth Line is still being considered. After considering public input from the neighbourhood meetings and comments from Town Transportation Staff identifying a potential need for a connection at the Sixth Line, the concept has been proposed to show an east west cul de sac in two possible locations (only one would be selected) with potential connections through to the Sixth Line in the future. The location of the cul de sac and the need to identify a future Sixth Line connection will be further reviewed through the transportation study currently underway.
- The transportation study will review and test the proposed road network once the Preferred Land Use Concept is endorsed.

- The Town is also currently undertaking an Area Transportation Study which includes lands adjacent to the Secondary Plan area to address traffic in the area on a more comprehensive basis. This study will provide input to the development of a transportation network for the Secondary Plan.
- The proposed transportation network is subject to further refinement as the Secondary Plan process continues.

### **Agricultural Impacts**

- An Agricultural Impact Assessment has been undertaken and there is one facility in Lot 3 outside of the study area, which has a Minimum Distance Separation (MDS) area that affects land within the study area. The facility (barn) is currently not being used for livestock purposes but has the potential to do so and the MDS has been calculated accordingly. It has the potential to affect the timing of development of a small portion of Lot 2, but most the area within the MDS arc is within the natural heritage system.

### Next Steps

#### **Completion of Supporting Studies**

As outline in previous Report P&I-2016-0044, several supporting studies are currently underway which require a Preferred Land Use Concept to be completed.

A Traffic Impact analysis has been initiated and will be finalized based on the final concept and will further review and test the proposed transportation network. Further refinement of the proposed transportation is expected based on the findings and recommendations of the traffic analysis. As noted above, a broader Area Transportation Study (as outlined in Report P&I-2017-0023, expected to be completed in Fall 2017) is underway which will review traffic and transportation needs in the Steeles Avenue and Trafalgar Road area. The recommendations of this study will be considered and provide input to the secondary plan process.

A Fiscal Impact Analysis, which will look at development costing and development charges, and a Land Use Compatibility Analysis, which will look at air quality, noise and vibration impacts to existing residential uses will also be completed based on the final concept.

#### **Region of Halton Area Servicing Plan**

As mentioned above, the Region of Halton has indicated that once Council has endorsed the Preferred Land Use Concept, they will initiate and Area Servicing Plan Study for the area to plan for water and waste water servicing for the area. Town Staff have held preliminary discussion with Regional Staff and further discussion regarding the Area Servicing Plan are expected in the next few weeks.

## **Regional and Town Official Plan Amendments**

In accordance with the Terms of Reference for the project, once the proposed location of the additional lands for employment uses is confirmed by Council (which is being accomplished through the endorsement of the Preferred Land Use Concept), Regional and Town Official Plan Amendments are to be initiated to add the lands to the Urban Area. Recommendations have been included as part of this report for Council's consideration, which direct Planning Staff to initiate the necessary Official Plan Amendment and requests that the Region of Halton initiate a Regional Official Plan Amendment in concert with the Town to include the additional identified lands into the Urban Area for employment uses.

The urgency to initiate this process is based upon the fact that the Phase 1B lands, including the additional up to 75 ha, replace employment lands which were to be developed before 2021. Recognizing the time that major Official Plan amendments take to put in place, including public engagement, it is viewed by Planning staff as critical that this process commence as soon as possible, so that addition of the 75 ha to the urban area can occur concurrently with the completion of the Secondary Plan (late 2017/early 2018), providing the foundation for timely development of lands for employment uses.

## **Preparation of the Secondary Plan**

Following the endorsement of the Preferred Land Use Concept, the final phase (Phase 5) of the project will be initiated.

Phase 5 includes the preparation of a draft Secondary Plan and related Official Plan and Zoning By-law amendments which will be developed and reviewed with the project Steering Committee, and with the public at the third and final open house (anticipated) in June 2017.

Over the summer of 2017 the Secondary Plan and related amendments will be revised based on public input and the statutory Open House and Public Meeting will be held in the fall of 2017.

The final Secondary Plan and related amendments will be prepared after considering input from the public meeting and incorporating final recommendations from the Scoped Subwatershed Study and Area Transportation Study as may be required.

It is anticipated that the final documents will be brought to Council for consideration and approval in late 2017/early 2018 thus completing the project.

## **RELATIONSHIP TO STRATEGIC PLAN:**

The Town's Strategic Plan sets out goals and strategic objectives to lead the Town's into the future. Relevant goals and objectives relating to the Integrated Planning Project include:

### Strategic Direction and Goal C. Foster a Prosperous Economy

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

### Strategic Objectives

C.1 To ensure an adequate supply of employment lands to provide flexibility and options for the business community and provide a range of job opportunities.

#### Strategic Actions:

C.1 (a) Undertake a Secondary Plan process for the Future Employment Area identified in OPA No. 10, and implement into Town Official Plan.

C.1 (c) Preserve 2031 employment lands through HPBATS Corridor Protection process, by re-location if necessary, to ensure 340 ha secured through ROPA 38.

## **“Top Eight” Strategic Priorities**

Council has identified a list of top Strategic Priorities for the 2014-2018 Council Term including the following priority which directly relates to the Integrated Planning Project:

Priority #6 – Economic Development

A. Complete a Secondary Plan for the Premier Gateway Phase 1B lands, based on a renewed vision for the employment uses that the Town wishes to attract to this area.

## **FINANCIAL IMPACT:**

There are no direct financial impacts associated with this report.

## **COMMUNICATIONS IMPACT:**

Public consultation is an important component of the project and opportunities for public consultation and community engagement have been incorporated throughout the various phases of the project.

A project contact list has also been set up and notification of this report was provided by email to individuals who have registered for further notification.

The project website (<http://www.haltonhills.ca/initiatives/Phase1B.php>) is being kept up to date to provide information to the public and other interested parties.

## **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 relationship between this report and the Strategy is summarized below:

Do the report's recommendations advance the Strategy's implementation? Yes

Which pillar(s) of sustainability does this report support? Cultural Vibrancy, Economic Prosperity, Environmental Health

The Town's Integrated Community Sustainability Plan sets out a vision for Halton Hills to 2060. This report and the proposed Terms of Reference for the Phase 1B Employment Area Integrated Planning Project are consistent with the Economic Prosperity, Environmental Health, and Cultural Vibrancy "pillars" and specific related goals of the Strategy. Relevant goals of the Strategy include:

- Goal: Maximize the industrial benefits from existing and future designated employment lands (such as the 401/407 Gateway)
- Goal: Achieve a stronger municipal tax assessment base through a substantial improvement in the ratio of non-residential to residential assessment.
- Goal: Ensure that future urban areas are developed as a complete community, with compact pedestrian friendly neighbourhoods, a mix of housing types, appropriate employment opportunities, community facilities and open spaces.

Overall, the alignment of this report with the Community Sustainability Strategy is: Very Good.

## **CONSULTATION:**

Planning Staff consulted with Staff from the Town's Development Engineering Section in preparation of this report.

**CONCLUSION:**

This report has provided a status update on the project and outlined anticipated next steps to the completion of the project.

A Preferred Land Use Concept has been presented to Council for consideration and endorsement which will form the basis for preparation of a draft Secondary Plan and will allow for the Region of Halton to commence an Area Servicing Plan to necessitate water and waste water services for the area.

Finally, recommendations have been included directing Planning Staff to initiate the necessary Official Plan Amendment to include lands identified in Lot 2 of the Preferred Land Use Concept in the Urban Area, and requesting that the Region initiate the necessary Regional Plan Amendment in concert with the Town.

Respectfully submitted,

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Curtis Marshall, MCIP, RPP  
Senior Planner - Policy

Reviewed and Approved by,

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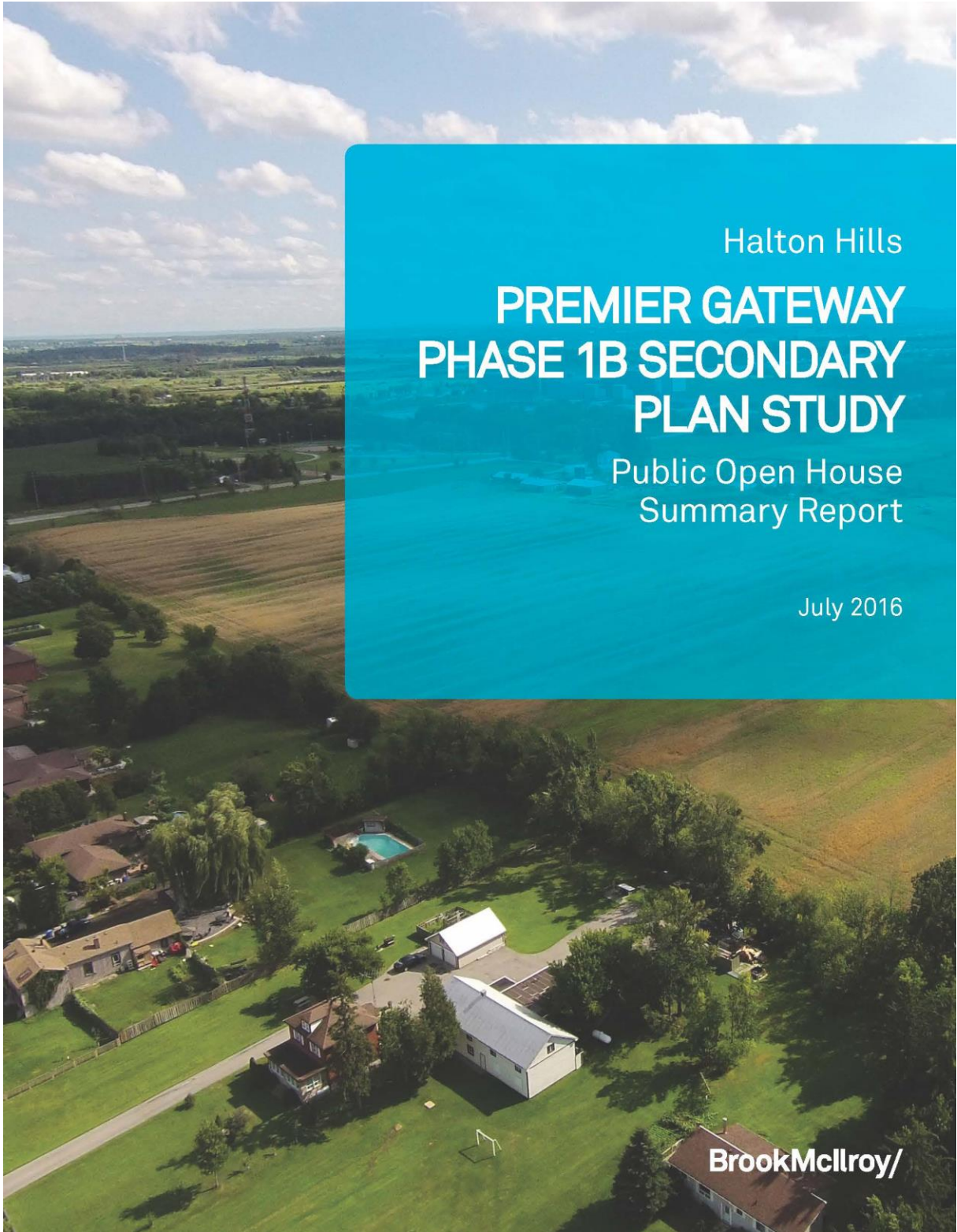
John Linhardt, MCIP, RPP  
Executive Director of Planning and  
Chief Planning Official

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Chris Mills  
Commissioner of Planning and  
Infrastructure

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Brent Marshall  
Chief Administrative Officer

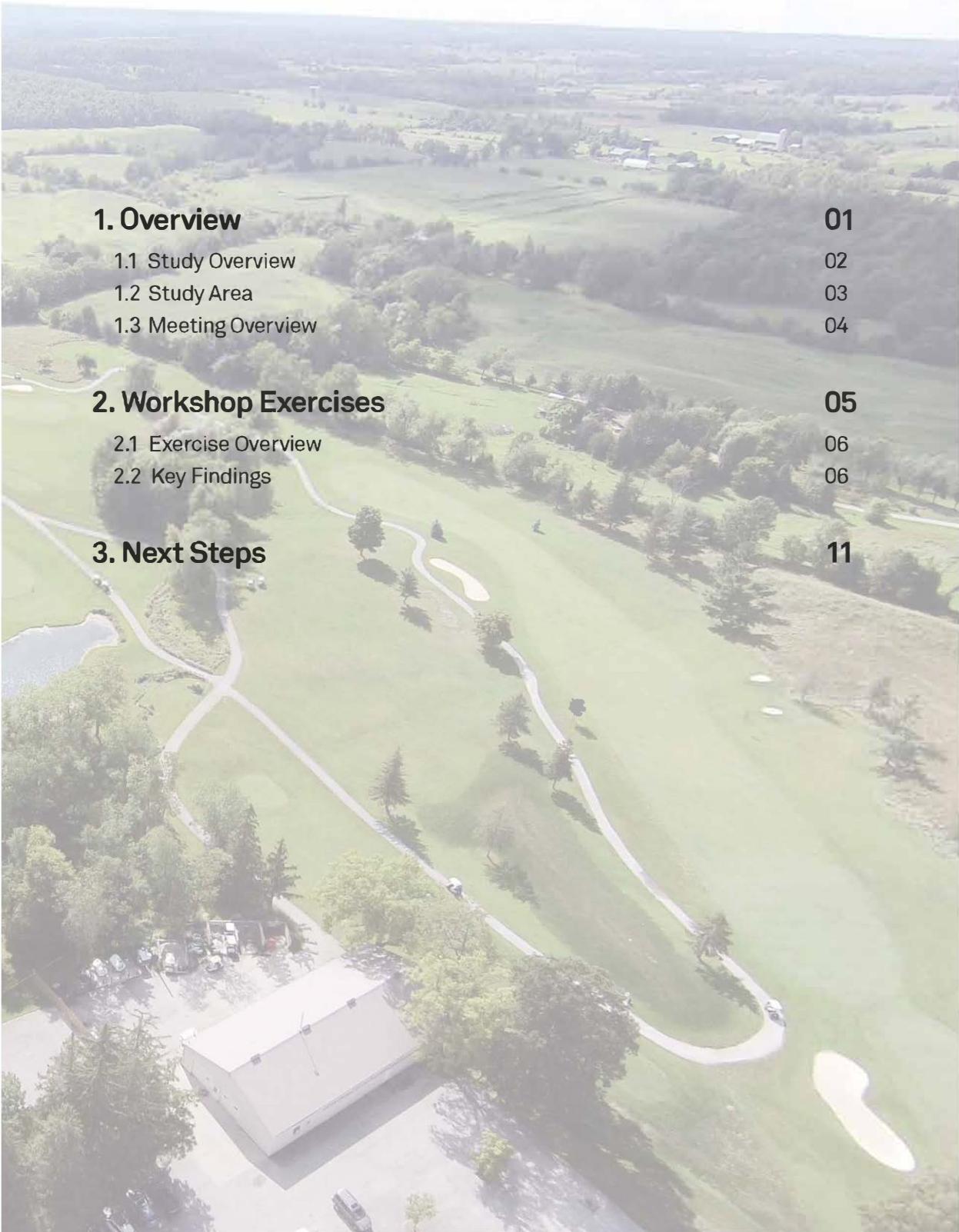


Halton Hills  
**PREMIER GATEWAY  
PHASE 1B SECONDARY  
PLAN STUDY**  
Public Open House  
Summary Report

July 2016

BrookMcIlroy/





**1. Overview**

**01**

1.1 Study Overview

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1.2 Study Area

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1.3 Meeting Overview

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**2. Workshop Exercises**

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2.1 Exercise Overview

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2.2 Key Findings

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**3. Next Steps**

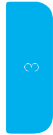
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## 1.1 Study Overview



The Premier Gateway Employment Area is currently the Town of Halton Hills' major employment area. It is located between Steeles Avenue and Highway 401. The Town, in conformity with the Halton Region Official Plan, had proposed through Town Official Plan Amendment 10 (OPA 10) to designate an additional 340 gross hectares (840 acres) of land for employment uses on the north side of Steeles Avenue. However, the Region and the Town have since had to reconsider the location of the proposed expansion of the Employment Area as a result of the introduction of corridor protection for the GTA West Transportation Corridor.

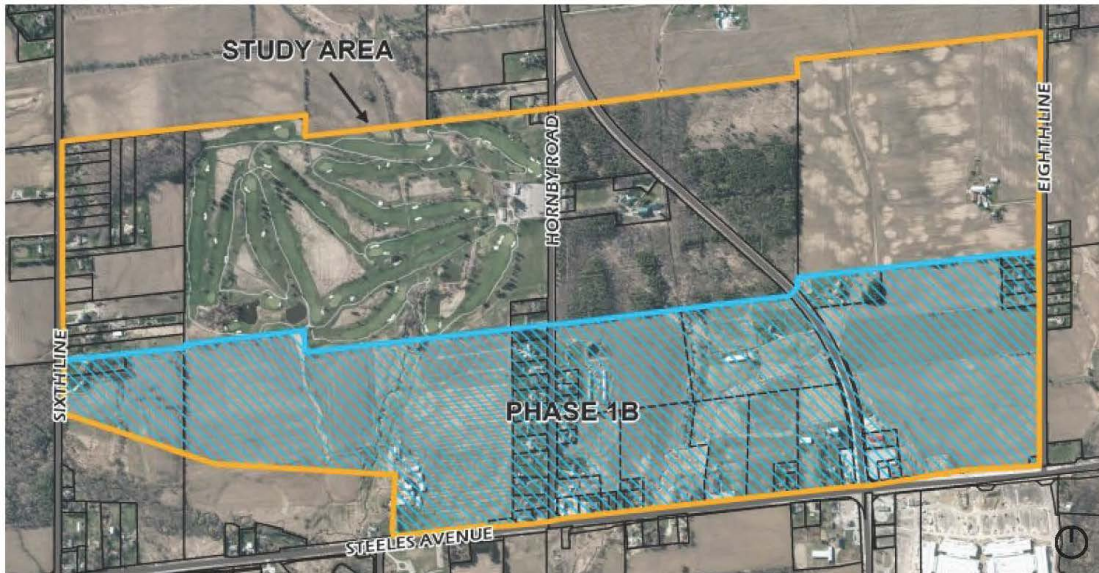
The Premier Gateway Phase 1B Employment Area Secondary Plan Study will develop appropriate land use designations and policies for the Phase 1B Employment Area and identify the location of up to 75 hectares of additional land to be designated for employment and added to the Premier Gateway Employment Area to replace the shortfall of designated employment lands to the current 2021 planning horizon in the Town. A Subwatershed Study is also being undertaken as part of the project to address the predicted impacts from planned urbanization and establish a preferred stormwater and environmental management strategy.

## 1.2 Study Area



The Study Area is illustrated on the map below, including the Phase 1B Area and the lands which are to be considered for the location of up to 75 hectares of additional employment land.

-  Premier Gateway Employment Area Study Area Boundary
-  Phase 1B Study Area Boundary



### 1.3 Meeting Overview

On June 22, 2016 the second in a series of Public Open Houses and Workshops was undertaken for the Premier Gateway Phase 1B Employment Area Secondary Plan Study. The meeting, which was scheduled from 6:30pm to 8:30pm, was held at the Hornby Glen Golf Club, at 8286 Hornby Road in the Town of Halton Hills.

A total of approximately 50 persons attended the meeting, including local residents, stakeholders, members of the Project Team, Town Staff, Steering Committee, and Town Council. Doors opened at 6:30pm, at which time participants were asked to sign-in, and were provided with information handouts. Between 6:30pm and 6:45pm, participants were given the opportunity to review a series of presentation panels, which were distributed throughout the meeting room. Members of the Project Team were available to answer questions and facilitate discussion.

From 6:45pm to 7:30pm, members of the Project Team conducted a presentation which introduced the study process, provided an overview of existing available background information, outlined two preliminary concept plans for the Premier Gateway Phase 1B Secondary Plan Study, and summarized next steps in the study process.

From 7:30pm to 7:45pm, the Project Team facilitated a question and answer period with participants. A number of important questions were raised, which will be considered and addressed throughout the course of the study process.

From 7:45pm to 8:15pm, participants worked with one another in a group-based setting to complete a series of workshop exercises. The results of the workshop are summarized in Section 2.0.

From 8:15pm to 8:30pm, representatives from each group were asked to report back key findings of the group-based workshop exercises. Members of the Project Team outlined next steps in the study process, and made concluding remarks.

## 2.1 Exercise Overview

From 7:45pm to 8:15pm, participants worked with one another in a group-based environment, around 7 tables, to complete a series of workshop exercises. Participants were asked to introduce themselves to the other participants at their table, and to assign a note taker to document and present back the group's discussions and findings at the end of the session. Within their group, participants were asked to answer four questions in the space provided on their worksheet. Participants were also asked to illustrate their ideas, using the markers and pens provided, on the preliminary concept plans which were included on the worksheet.

## 2.2 Key Findings

### Exercise 1: Supportive Commercial

The intent of the preliminary concept plans is to focus Supportive Commercial uses along Steeles Avenue. Option 1 illustrates a cluster of Supportive Commercial uses with the emphasis on the west side of Trafalgar Road, while Option 2 illustrates a cluster focused on the east side of Trafalgar Road. Participants were asked to indicate which option they preferred, and why. The following points summarize the feedback which was received.

- Table 2 preferred Option 2, but indicated that commercial uses should be considered along Eighth Line in order to provide UPS with direct access via Steeles Avenue, to protect the existing residential cluster, and to provide existing residents with the opportunity to sell their land to commercial developers. The concern with Option 2, as shown, is that existing residential clusters will become land-locked.

- Table 3 preferred Option 2, indicating a preference to mitigate the potential for additional vehicle traffic on Steeles Avenue.

### Exercise 2: Proposed Road Network

Part A: Options 1 and 2 illustrate schematic locations for a proposed east-west collector road with two different access locations onto Sixth Line. Participants were asked to indicate which option they preferred, and why.

- Table 3 indicated a preference to locate the proposed east-west collector road immediately north of the study area, in order to mitigate disruptions to existing residential clusters.
- Table 4 indicated a preference to remove the east-west collector road in order to mitigate the potential for vehicle congestion along Sixth Line. An observation was made that the collector road could be replaced with a series of cul-de-sacs, which would be accessed via Steeles Avenue, and that this is a common occurrence within employment areas in surrounding jurisdictions.
- Table 5 indicated a preference for the east-west collector road alignment which is illustrated in Option 1.
- Table 6 indicated a preference to remove the east-west collector road in favour of providing an east-west service road, to be located immediately north of Highway 401. An observation was made that similar solutions have been implemented along the QEW throughout the Greater Toronto Area and Greater Golden Horseshoe. This could be augmented by an east-west collector road, located immediately north of the study area.

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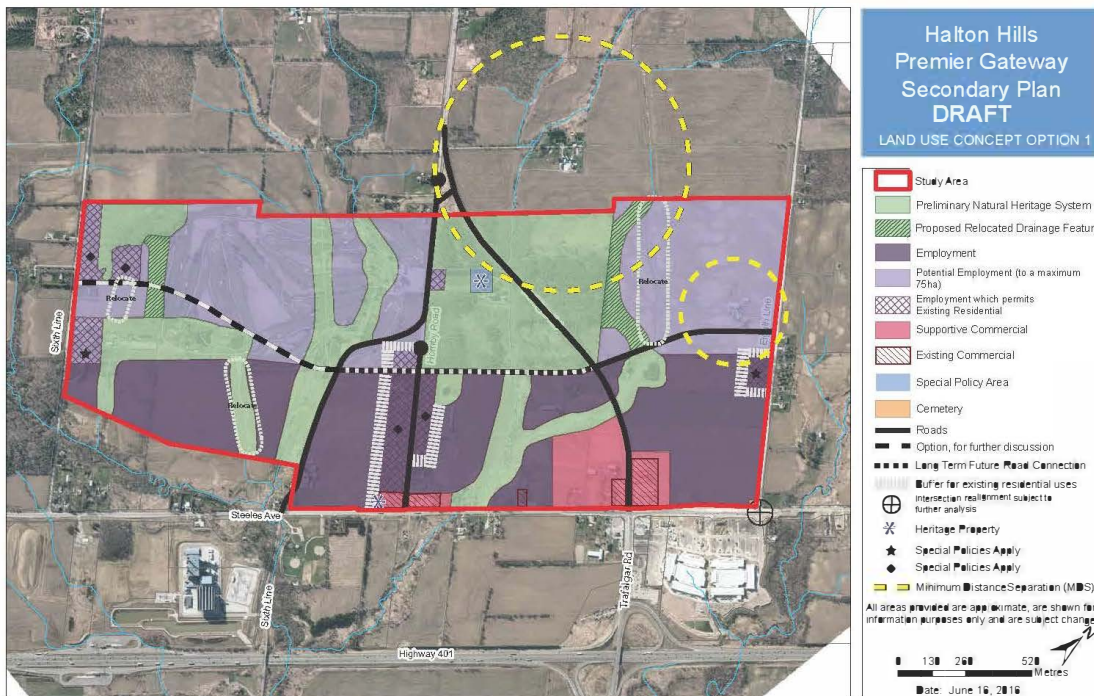
- Table 7 indicated concern over the alignment of the east-west collector road, and the impact it would have on existing residential clusters. An observation was made that property values would be impacted, and that resulting expropriation or easements could fragment properties, and would place existing dwellings too close to the proposed road.
- Some participants expressed concern over the prospect of the proposed east-west collector road splitting Hornby Road.

Part B: Option 2 shows an alternative intersection at Eighth Line and Steeles Avenue. Participants were asked which option they preferred, and why.

- Tables 2 and 4 preferred Option 2, which would facilitate the re-alignment of Eighth Line around the existing cemetery.

Part C: Options 1 and 2 illustrate a cul-de-sac on Hornby Road at the north end of the existing residential cluster in order to discourage truck traffic. Participants were asked whether they agreed that Hornby Road should have a cul-de-sac, or whether it should remain open.

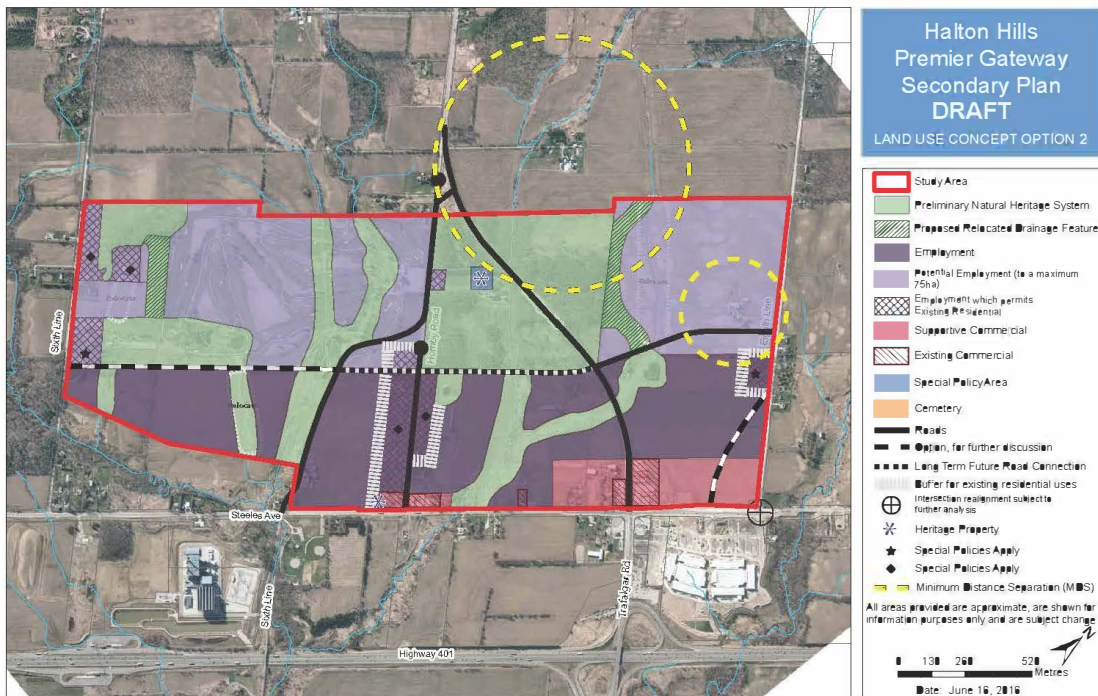
- Table 5 indicated a concern that the proposed cul-de-sac condition may not prevent trucks from using Hornby Road, even if appropriate signage is provided to prevent them from doing so.



Preliminary Land Use Concept - Option 1.

- Table 6 indicated that the proposed cul-de-sac should be located south of the proposed east-west collector road, in order to mitigate potential noise and traffic impacts on existing residential clusters. However, an observation was made that this configuration would not address existing residential clusters located north of the proposed east-west collector road.
- Table 7 indicated a preference for the proposed cul-de-sac along Hornby Road.
- Several participants, who reside in a cluster of properties which comprise the centre and northern end of Hornby Road, wish to stay within their homes, but expressed concerns about

potential noise and traffic impacts. An observation was made that the alignment of the proposed north-south collector road could be altered. This would shift the right-of-way further west, away from existing residential clusters along Hornby Road. The proposed cul-de-sac condition, along Hornby Road, could then be extended further north, closer to Trafalgar Road, in order to service additional residential dwellings. In this scenario, buffer treatments should be extended further north along Hornby Road.



Preliminary Land Use Concept - Option 2.



### Exercise 3: Existing Residential

It is proposed to allow all existing residential uses to continue and to permit home occupations and home industries on those properties. Existing residential uses are proposed to be buffered from new employment uses. Some residents have expressed a desire to remain in their homes, and others are interested in relocating. Participants were asked whether all existing residences should be protected, or whether some residential clusters should be encouraged to redevelop.

- Table 2 indicated a preference to allow for commercial and multi-use development within existing residential clusters, along Sixth Line, and indicated that all residential clusters should be protected with appropriate setbacks and buffering, which should be determined through further discussions between residents and Town Staff.
- Table 3 indicated a preference to redevelop some residential clusters.
- Table 4 indicated that it was difficult to visualize potential impacts on existing residential clusters, because property boundaries were not illustrated on either of the two preliminary concept plans. However, an observation was made that the onus should be on individual property owners to work with Town Staff in order to determine whether their lands should be protected. A general concern was given that additional consideration needed to be given to potential impacts on housing values.

- Table 4 encouraged the Town to consider the expropriation of some existing residential clusters, and indicated that a larger buffer is required for existing residential clusters along Sixth Line.
- Table 5 indicated a concern about potential impacts on existing residential clusters along Sixth Line.
- Table 6 included residents who live on Steeles Avenue, between Sixth Line and the proposed north-south collector road, and wish to be included in the Phase 1B Employment Lands.
- Generally, participants had mixed views on whether to remain in their homes, or to sell and relocate.

### Exercise 4: Other Comments

Participants were asked to provide any additional comments or suggestions.

- Table 2 indicated that the term “Buffering” requires further explanation, and that residential clusters should be buffered through the use of appropriate setbacks, berming, fencing and landscaping, in order to mitigate potential noise and light impacts, while retaining existing quality of life standards.
- Table 6 voiced concerns over the potential loss of privacy, and increasing safety and security concerns resulting from future development.
- Several residents voiced concerns over the potential for negative impacts on property values and quality of life, resulting from the introduction of the proposed east-west collector road, the

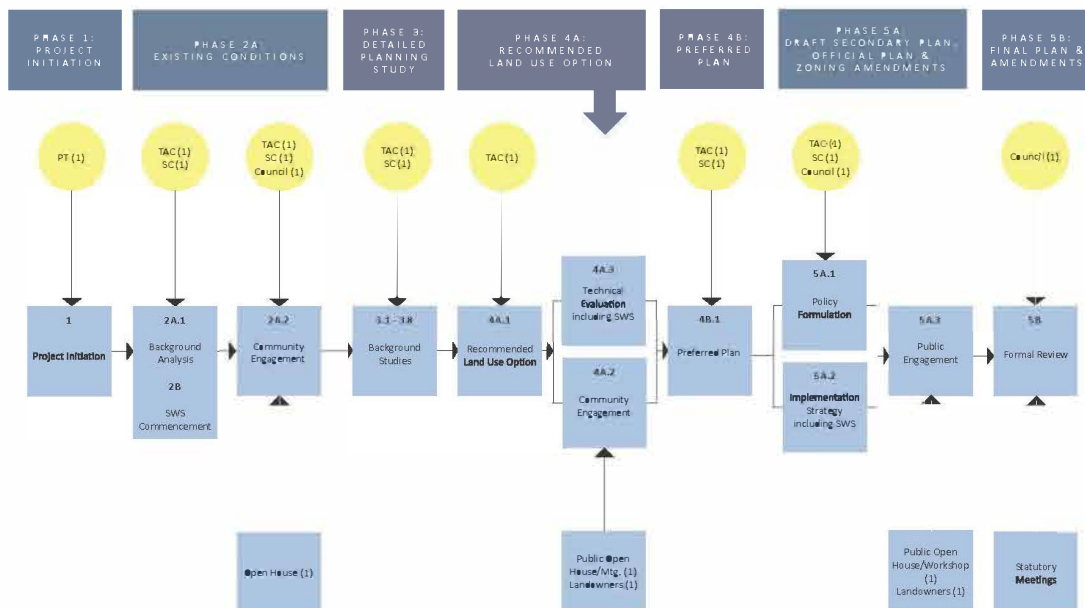


incremental development of employment uses within the vicinity of their homes, and the potential for resulting noise and traffic impacts.

- Several residents voiced concerns at the potential for future development to be dominated by warehouse uses, blank walls, aesthetically unpleasing architectural designs, large surface parking areas, outdoor storage areas, and other unsightly elements.
- Some participants inquired about the anticipated implementation timelines and phasing of servicing and transportation infrastructure, and how existing residents would be impacted.
- Some participants expressed frustration that the Town should provide financial compensation to mitigate the potential loss of property values.
- Some participants requested advanced notification for future public meetings.

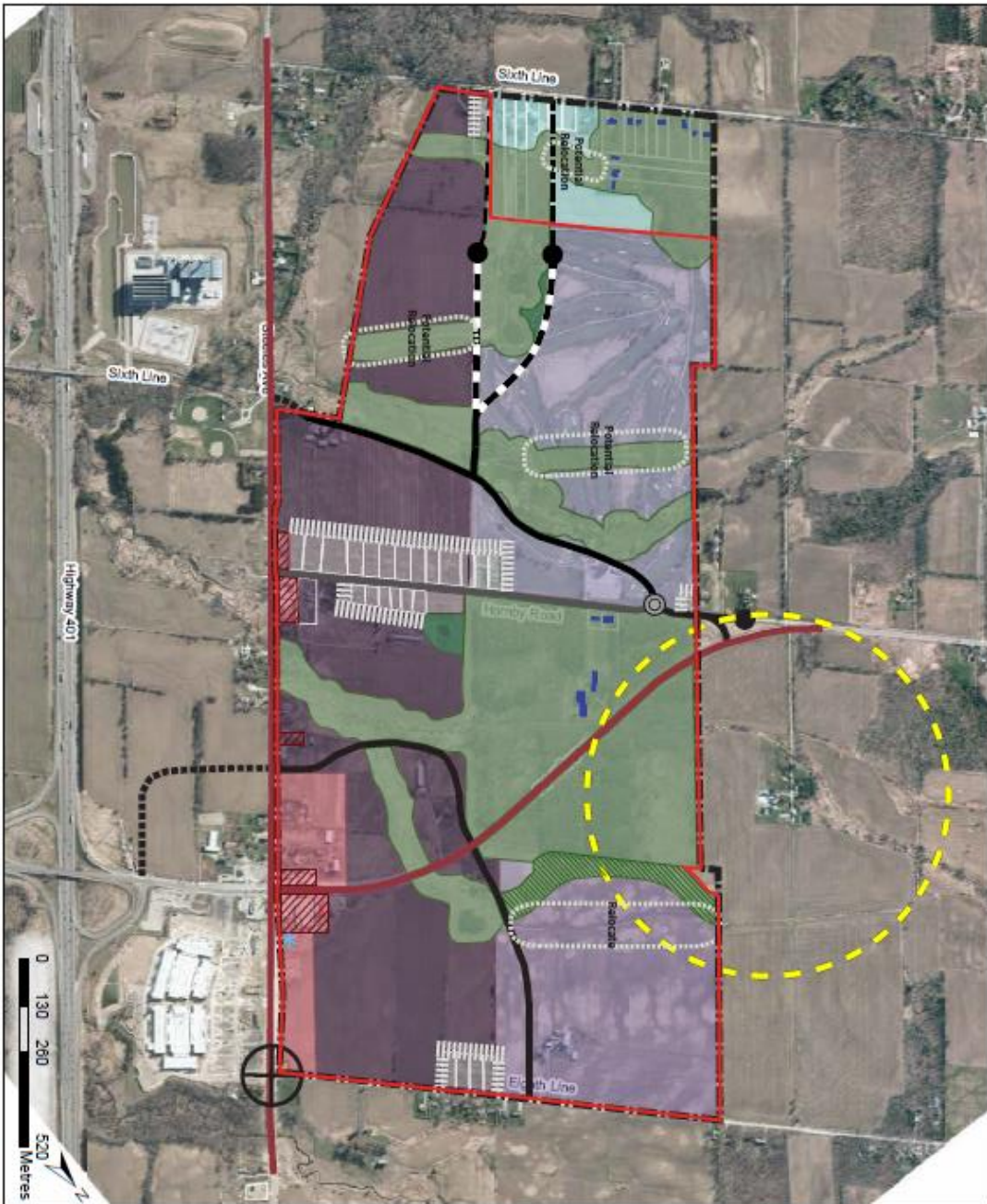
The following summarize the next steps in the study process:

1. Review consultation findings;
2. Conduct follow-up discussions with residents and key stakeholders as required;
3. Prepare a draft preferred concept plan;
4. Undertake technical analysis using the preferred land use concept; and
5. Prepare draft policy recommendations and implementation strategies and take the preferred concept plan to Town Council for endorsement.



Project Schedule.

Schedule 2 to P&I-2017-0018  
Preferred Land Use Concept



**Town of Halton Hills**  
**Premier Gateway**  
**Secondary Plan**  
**Preferred Land Use Concept**

	<b>Secondary Plan Area</b>
	<b>Preliminary Natural Heritage System</b> Subject to refinement through subsequent study
	<b>Proposed Relocated Drainage Feature</b>
	<b>Enhancement Area</b>
	<b>Employment</b>
	<b>Employment which permits</b>
	<b>Existing Residential</b>
	<b>Proposed Employment (maximum 75ha) Amendment</b> Subject to final and local Official Plan Amendment
	<b>Proposed Residential</b>
	<b>Existing Residential</b>
	<b>Future Strategic Employment</b> Subject to pending Municipal Comprehensive Review
	<b>Supportive Commercial</b>
	<b>Existing Commercial</b>
	<b>Cemetery</b>
	<b>Existing Buildings Subject to Further Study of Natural Heritage System</b> Wellhead to be replicated as an Enhancement Area in Natural Heritage System
	<b>Collector Roads</b>
	<b>Aerial Roads</b>
	<b>Road Alignment Options (low to be built)</b>
	<b>Need for Extension to Sixth Line subject to Area Transportation Study</b>
	<b>Potential Road Option Outside Study Area</b>
	<b>Hornby Road traffic calming and mitigation measures to be determined</b>
	<b>Roadabout</b>
	<b>Intersection alignment subject to further Study</b>
	<b>Buffer for existing residential uses</b>
	<b>Minimum Distance Separation (MDS)</b>

This Draft Preferred Land Use Concept is provided for discussion purposes and will be subject to change. When finalized, it will form the basis for a detailed land use design and be published in the Secondary Plan.  
Date: March 2017

# Schedule 3 to P&I-2017-0018

## Land Use Concept: Key Principles



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### Premier Gateway Phase 1B Employment Lands Secondary Plan & Subwatershed Study

This report has been prepared in support of the preferred land use concept for the Premier Gateway Phase 1B Employment Lands Secondary Plan and is to be read in conjunction with the preferred land use concept plan dated March 2017. This report outlines the principles that form the basis for preparation of the land use concept plan and highlights and/or clarifies certain aspects of the plan. Please note that the land use concept plan will be subject to further refinement as the study progresses based on a more detailed technical analysis that is currently on-going and input from various stakeholders.

#### Principles

The Secondary Plan will be designed to create a comprehensively planned, high quality, prestige employment area that forms part of the gateway into Halton Hills and which will:

1. Provide for significant employment growth on full municipal services to create a dynamic, accessible, and economically competitive employment area that provides a range of job opportunities and supports the Town's assessment base;
2. Encourage high quality built form, site design and landscape treatments in an aesthetically pleasing and sustainable environment that supports the area's gateway location.
3. Include accessory retail, office and service uses that meet the needs of existing and future businesses to support a diversified economic base;
4. Protect, enhance and where possible restore the natural heritage features and functions and address the regional natural heritage system within a portion of the Sixteen Mile Creek watershed;
5. Respect the existing residential uses within the area, recognize their right to continue and provide for appropriate buffering to minimize impacts on those uses;
6. Create a safe, efficient and integrated transportation network that provides road access to all parcels, meets the needs of all modes of travel and facilitates active transportation;
7. Respect adjacent agricultural areas to allow existing farming operations to continue to function effectively;

#### 1. Employment Uses

- The south half of the Study Area is currently designated "Urban Area/Employment Area" with Regional Phasing to 2021 in Regional Official Plan Amendment (ROPA) 43 and "Phase 1B Employment Area" in the Town's OPA No. 10. The Secondary Plan will provide refinements to the permitted uses and address the infrastructure needed to support development of the total area. An additional 75 ha of lands are needed in the north half of the study area to replace lands that are subject to GTA West Corridor Protection Area. The additional lands must be contiguous to the Phase 1B lands and will require a Regional and Town Official Plan amendment.

- In identifying the additional 75 ha of land to be designated for employment, there is a slight excess of land available in the Study Area as there are approximately 87 ha of land in the north half of the study area that are outside of the Natural Heritage System. As a result, while the lands are being planned on a comprehensive basis, some of the lands cannot be included in the employment land designation at this time and will need to be phased.
- The lands that front onto Sixth Line have been identified as Future Strategic Employment Area and are not recommended to be included in the Employment designation at this time but will be considered through the next Municipal Comprehensive Review. This recommendation reflects the fact that these lands are:
  - farthest from the Highway 401 interchange which will likely be a key point of access for employment uses,
  - currently divided into 17 parcels that may make consolidation for larger scale employment uses more challenging, and
  - currently have natural heritage constraints on a significant portion of many of the properties.
- It is expected that a Prestige Industrial designation will be recommended as the most appropriate designation for employment uses within the study area to extend the planning vision that is currently applied to the lands south of Steeles Ave and to reflect the highly visible nature of this location.
- The various natural heritage features and linkages within the natural heritage system and to a lesser extent the road pattern have fragmented the available parcel sizes within the employment area. As a result, there are only a few locations with large blocks of land with the largest parcel size being approximately 31 ha (76 ac).

## 2. Urban Design

- The Premier Gateway Employment Area is identified as the Town's prestige employment area and gateway to the Town. As a result, a high standard of design is required for new development.
- Urban Design Guidelines are being prepared for the entire Premier Gateway Employment Area which will establish urban design parameters and sustainable development practices appropriate for this area.

## 3. Supportive Commercial Uses

- Existing commercial uses along Steeles Ave are proposed to be recognized.
- The Supportive Commercial Needs Report recommends that new supportive commercial uses should be located along Steeles Ave. The land use concept has concentrated them around the Steeles and Trafalgar intersection rather than allowing them to be dispersed throughout the employment area. This approach takes advantage of the frontage on two arterial roads and builds on and enhances the location of existing commercial uses in that area, thereby reinforcing the gateway function.
- The Town's Economic Development Strategy identifies the need for one or more hotels and associated uses such as convention centres to serve the employment uses and that a hotel may be synergistic with the Toronto Premium Outlets Mall. The Supportive Commercial Needs Report confirms that hotels are warranted in the area and so they should be permitted north of Steeles Ave on both sides of Trafalgar Rd.

- Hotels can be permitted in a Supportive Commercial designation in the gateway area or as an added permission in the Prestige Industrial designation.
- The report indicates that the amount of commercial space that is warranted is 200 to 400 sq ft of commercial per acre of employment. This results in 88,000 to 176,000 sq ft of commercial or 9 to 18 acres (3.6 to 7.2 hectares) of land. More area than that has been shown on the land use concept in order to allow for sufficient opportunity and parcel sizes/configurations to accommodate one or more hotels and associated facilities. Approaches such as a cap on the maximum of amount of permitted gross floor area may be utilized in the Secondary Plan in order to limit the extent of commercial uses.

#### 4. Natural Heritage System

- The elements of the Natural Heritage System are based on the Regional Natural Heritage System (RNHS) and results of Phase 1 of the Subwatershed Study and will include significant woodlands, fish habitat, watercourses, headwater drainage features significant wildlife habitat and their associated buffers, linkages identified in the RNHS through Sustainable Halton and possible enhancement areas.
- The natural heritage system as currently illustrated includes a 30 metre buffer adjacent to the natural heritage features. The boundaries of the natural heritage system may be subject to further refinements both at the Secondary Plan level based on the analysis carried out as part of Phase 2 of the Subwatershed Study, through the Subwatershed Implementation Study and at the development stage as subdivision and site plan applications are processed.
- Based on preliminary results of the Subwatershed Study, it may be possible to relocate certain headwater drainage features within the study area as long as their function is maintained but detailed recommendations will be provided in Phase 2 of the Subwatershed Study and reflected in the Secondary Plan policies.

#### 5. Existing Residential Uses

- Existing residential uses are proposed to be recognized as legally permitted uses within the Employment designation.
- Policies are intended to permit additional home occupation and/or office uses within the properties but are not intended to allow for home industry uses.
- Policies will be established to require appropriate mitigation measures and/or buffers between the existing residential and the employment uses base on noise, air quality and vibration analysis currently being undertaken.

#### 6. Transportation Network

- New collector and local roads will be necessary to ensure appropriate road access is available to all employment area lands and a number of iterations of potential road patterns have been reviewed in order to improve transportation linkages within the study area.
- One of the goals used in establishing the proposed road network is to minimize the impact on existing houses by avoiding road alignments that would cross or be located in close proximity to existing residential properties.
- The Town is currently undertaking an Area Transportation Study which includes lands adjacent to the Secondary Plan area in order to address traffic in the area on a more

comprehensive basis. This study will provide input to the development of a transportation network for the Secondary Plan.

- The current Eighth Line intersection with Steeles Avenue is constrained by existing land uses (cemeteries) on either side of the intersection which limits the opportunity for any future road widenings which may be required at that intersection. The Town may be undertaking a future Environmental Assessment study of Eighth Line in order to consider options to address this issue or it may be reviewed as part of the Area Transportation Study.
- A new collector ring road is proposed around the Steeles Avenue and Trafalgar Road intersection to improve access for new employment and supportive commercial uses and ease congestion at the Trafalgar and Steeles intersection. This connection would also serve to bypass some traffic travelling in front of existing houses on the Eighth Line.
- The new ring road would include a section that would exit onto Steeles Ave road opposite the Highway 401 off ramp which is outside of the study area. The ring road would also include new sections both east and west of Trafalgar Rd north of Steeles Ave inside the study area. The location of the intersection of the new ring road at Trafalgar Rd may have sight distance / visibility issues which need to be further examined; however, given the separation distances required between this new intersection and the intersection at Steeles and Trafalgar as well as the desire to avoid the regional forest to the north, there are limited options for the location of this intersection.
- In order to limit the use of Hornby Rd by truck traffic, a new road west of Hornby Rd that extends north from Steeles Ave is proposed. Given intersection spacing distances, the new road is proposed to intersect with Sixth Line South (located south of Steeles Ave). The resulting intersection with Steeles Ave may be located slightly outside of the study area within the Greenbelt Plan unless Sixth Line South is realigned. This alignment will need to consider the Greenbelt Plan policies with respect to infrastructure.
- Traffic calming measures on Hornby Road will be provided and are proposed to include a new traffic circle/ roundabout on Hornby Rd south of Trafalgar Rd and may include limiting truck traffic on that portion of the road in front of existing residences.
- A new east/west collector road west of Hornby Road to service the industrial lands has been identified. The exact alignment of this road will be subject to further study. The Area Transportation Study will also determine if and when the road should be extended to Sixth Line.

## 7. Agriculture

- An Agricultural Impact Assessment has been undertaken and there is one facility which has a Minimum Distance Separation (MDS) area that affects land within the study area although it is located outside of the study area. The facility (barn) is currently not being used for livestock purposes but has the potential to do so and the MDS has been calculated accordingly. It has the potential to affect the development phasing of a small portion of Lot 2.