



Report of Development and Engineering Services

REPORT #: DES 2024-01

DATE: 5-Mar-24

TO: Deputy Mayor and Members of Committee of the Whole

SUBJECT: **North East Tertiary Plan**

PREPARED BY: Peter Loukes, Director

1. RECOMMENDATIONS:

That Report DES 2024-01 entitled "North East Tertiary Plan" be received, and

That the Tertiary Plan be endorsed to assist with coordinating development of the subject lands.

2. PREAMBLE:

The Highway 400 Employment Lands

Within the Town's Official Plan are lands designated as the Highway 400 Employment Lands (Employment Lands) which encompasses 730 hectares of lands (347 ha of which are developable) surrounding the Highway 400 Corridor from approximately Line 9 to the north down to Line 5 in the south.

These lands form part of the Town's employment land supply and create a strategic industrial employment area to accommodate larger block developments that depend on access to the Highway 400 corridor.

In 2016, the Town began to extend municipal servicing to the Employment Lands via watermains along Line 8, Line 5, Side Road 5, and Line 6; while also providing a sanitary sewer pumping station (and associated downstream connections) for the area at Line 5 and Highway 400.

Development within the Employment Lands began in 2018 with the Strathallen Industrial Park (at the south west corner of County Road 88 and Hwy 400) and since that time, applications have been received for development generally further south of CR 88 (e.g. Toromont on Line 5 and Highlight Motors on Side Road 5).

North East Quadrant

Section 5.2 of the town's Official Plan sets out a secondary plan for the Hwy 400 Employment Lands. The plan includes general direction on land uses, transportation network, infrastructure, and development phasing.

For the purposes of this report, we have identified the North East Quadrant lands as the approximately 65 hectares of land situated east of Highway 400, north of CR 88, south of Line 8 and run approximately 500m east from McKinstry Road. The lands are currently divided into 10 parcels in 6 separate ownerships. See Attachment A for location map.

Over the years, the Town has been approached by the various owners and their realtors asking how these lands will be serviced and developed. The complexities of the servicing for this quadrant makes it difficult for individual property owners to move forward without the cooperation and agreement of all the owners to an ultimate servicing scheme. To this end, the Council decided to undertake a tertiary plan review to develop servicing schemes and refine the direction provided in the Hwy 400 Employment Lands secondary plan, all in consultation with the property owners. This report presents those findings with recommendations on how to proceed.

3. BASIC DATA PERTAINING TO THE MATTER:

The Tertiary Plan Review for the North East Quadrant

In late 2022, the Town retained The Planning Partnership (TPP) to undertake the Tertiary Plan Review for the North East Quadrant. Through 2023 TPP met with property owners and staff to develop 2 options for the ultimate servicing of this quadrant. Their Final Report is Attachment B of this report.

In general the lands slope east to south east running away from the existing McKinstry Road. There is a tributary of the North Schomberg River that runs down the east limit of the lands and creates a drop across the properties ranging from 10m to 16m in elevation. In addition to creating a low area on these properties, the LSRCA has identified a regulated area generally along the easterly boundary of the lands and may be subject to flood management which could reduce the net developable lands within the quadrant.

MTO to Realign the Interchange of Hwy 400 and CR88

The Ministry of Transportation is also in the midst of designing their new CR 88 interchange with Highway 400 which will alter the alignment of McKinstry Road at the south end of the quadrant. The Ministry will move the intersection of McKinstry Road and CR 88 approximately 300m farther east to align with the existing driveway entrance to the service centre on the south side of CR 88. This additional offset is to accommodate the realignment of the northbound on-ramp as well as required stormwater management facilities that the Ministry must install as part of the interchange improvements. The Ministry has recently acquired the 3 parcels immediately north of CR88 (3510, 2739, and 2763 McKinstry) to facilitate the realignment of McKinstry

DES 2024-01

Servicing of the Lands

Water Service

This quadrant can be adequately serviced by installing a north/south watermain to connect the existing 600mm watermain on Line 8 and the 400mm watermain on McKinstry. The current watermain on McKinstry extends approximately 300m north from CR 88 then crosses under Highway 400 to service the lands west of the highway.

As noted above and part of the Highway 400/County Road 88 interchange improvements, the Ministry will be relocating McKinstry and as part of those works the 400mm watermain will be moved to follow the realigned McKinstry and tie back into the highway crossing location.

Sanitary Sewer

The trunk sanitary sewer that would service these lands, has yet to be extended and is envisioned to come from Line 6 east of Highway 400. In the ultimate servicing scheme for the employment lands, a trunk sewer was constructed at Line 6 east of Highway 400 sized sufficiently to accommodate the land north and east of the highway including the subject lands. However, at this time the trunk sewer has not been extended north from Line 6. Discussion are on-going to secure an alignment that would allow for that extension up to County Road 88.

Once the trunk services are available, a sanitary sewer - which would service not just these lands but would be of sufficient size and depth to service additional lands north of this quadrant within the Hwy 400 Employment Corridor - would need to be constructed.

Given the fall across the subject lands (as noted above as greater than 10m), the sanitary sewer will ideally be located on the east side of the quadrant to minimize its depth and cost to construct and maintain.

Should the effort to secure an alignment for the extension of a trunk sewer to CR 88 – and its construction – be delayed, Council could consider allowing partial development of the subject lands by private septic service. Although not ideal and may limit the ultimate development of individual parcels, it could be a strategy to bring these lands on-line quicker. Staff are not suggesting interim uses, but possible phasing of development.

Interim Development

Policies within the Town's Official Plan limit the ability to develop within the employment lands on private services (i.e. well and septic). As part of a more comprehensive review that is presented in the report PLN 2024-5 dated March 5, 2024, council directed staff to review the options and make recommendations on policies which could allow partial development of these lands on private servicing if trunk services were not available.

Stormwater Management

As noted above, a portion of the quadrant lands are in an LSRCA regulated area and as such each development application will be required to investigate any limitations this may have on their development proposal. In addition, the applicants will be required to control quantity and quality of storm runoff, including but not limited to water balance.

The level of controls will be determined by the extent and intensity of development, coverage, and new impervious areas. These details will be determined for each individual development

application and with any upgrades or urbanization of municipal roads needed to facilitate development of the quadrant. In the final report by TPP, they have indicated opportunities for stormwater management facilities that could accommodate some of these requirements.

Road Alignment

The original secondary plan concept showed a North East Collector Road (NECR) which bisected the subject lands to create developable parcels on both sides of the road (Refer to Attachment B). This concept also shows a provision for a mid block crossing of Highway 400. Although not specified in the secondary plan, it is anticipated that the Hwy 400 crossing would require the closing of the current McKinstry alignment, in favour of the new NECR alignment.

This NECR alignment would also bisect the grade drop across the block, noted previously, and therefore the estimated road grade could be approximately 8m higher than the creek valley on the east side of the block. This means that a sanitary sewer in this alignment would still be relatively deep to ensure it can service the outer reaches of its ultimate drainage area.

There are several concerns with this alignment and looking at development within this block:

- Although not specifically stated, it is likely that the proposed NECR alignment would need to be built from CR88 to Line 8 in one phase when you consider the need to loop the watermain and installation of a rather deep sanitary sewer.
- Securing this road alignment over the various parcels could also be problematic. On Attachment C the north end of the subject lands is currently in the “Employment Lands Reserve”. These lands are not currently developable and securing a road alignment through those lands could prove difficult. The Town is currently pursuing arrangements to have these restrictions lifted by the province.
- The alignment of the NECR would split the parcels essentially in half. Although the creation of a double loaded road (e.g. developable frontage on both sides) is an ideal; the current property owners were envisioning developing their lands as one cohesive parcel. This will be discussed later in the report in the consultation with property owners.

To overcome these concerns we developed two options for discussion with the property owners. One option considered pushing the NECR farther east to maintain a standard municipal road cross section with all joint servicing (i.e. water and sewer) within that right-of-way. The second option considered the existing McKinstry Road (after MTO realignment) as the NECR. Both options are outlined further as follows.

Option A

On page 3 of Attachment C, TPP shows two figures that locate the sanitary sewers and watermains on a new alignment for the NECR. This alignment would keep the services within a municipal road allowance and to reduce the depth for the sanitary sewer. This alignment would require further refinement, but the intent is to locate the road so the development would occur on the west with all non-developable land uses (i.e. open space, trails, stormwater management) on the east side. With a new road in place it is possible that the Town could dispose of the existing McKinstry right-of-way thereby providing additional development lands to the quadrant.

In addition, the figure on page 5 of the TPP report also show a provision for a mid-block crossing of Highway 400 - oppose Blocks 70 and 71. In light of the interchange improvements at CR88 and the finalization of the design of the ramps to and from the proposed Bradford By-Pass, it is unclear if a mid-block crossing is still feasible. Further, this crossing was shown but traffic analysis would need to be done to confirm if such a crossing was needed. This will be accomplished through a future update to the town's Transportation Master Plan.

Drawback to this option are:

1. Need for the sanitary trunk to be in place up to CR88
2. Requirement to secure the entire road right-of-way from CR 88 to Line 8. This would include the need to secure the right-of-way across the MTO's recently acquired properties

Option B

The second option presented in the final report is to keep the existing McKinstry Road alignment.

The advantage to this option is that a new road alignment doesn't need to be established and that water services can be made available to properties with the extension of existing mains on Line 8 and at the south end of McKinstry.

Sanitary sewers, when available at CR88, would need to be constructed within an easement that would run along an alignment similar the road alignment in Option A. Although, it would be an easement it would have a limited impact on the development potential within the easement. No buildings or structures could be built over the easement but those lands could still provide for parking or temporary storage. Access for the Town to the easement for maintaining the sewer would need to be provided.

This option would provide an opportunity for limited development within the quadrant on private septic systems in advance of the trunk sewer construction.

Also it was noted that an easement, at a minimum, would be required across MTO's recently acquired lands for the sanitary sewer.

This option would eliminate the opportunity for a mid block road connection over Highway 400.

Discussion with Property Owners

As part of the consulting assignment, meeting were held with current property owners along McKinstry to discuss their plans for development and their timing. Several of the owners have conceptual plans for their lands though none have submitted planning applications yet.

There was a general consensus that the current NECR alignment through the middle of their property, as shown on Attachment C, was problematic to their plans. They instead preferred an alignment that would allow development of their property as one larger piece rather than 2 smaller parcels

They acknowledged that there were trade-off with both options and that the main constraint is sanitary servicing. In Option A, no development could start until the sanitary trunk is available and the NECR constructed. Limited development could start in advance of the sanitary sewer

DES 2024-01

availability under Option B; however the sanitary sewer would be in an easement and potential constructed after some development had begun.

Recommendations

Ideally, the precinct lands would develop in an orderly, south-to-north sequential manner that follows the Option A arrangement. Expecting that to occur however, is impractical as it is unreasonable to assume that the affected landowners will be able to align all of their business interests, financing, approvals and construction schedules on the same timeframe.

Staff recommend a melding of Options A and B. This approach can utilize the availability of McKinstry Road (Option B), while still protecting for installation of a sanitary sewer in the optimum location (Option A). Staff will continue to work with the landowners group to seek cooperation on installation of the sewer while also working with those who wish to proceed ahead of the sewer's availability.

By not strictly adhering to one option, landowners are afforded the opportunity to develop earlier than they might otherwise. The ultimate disposition of McKinstry Road can be reconsidered following an update to the Transportation Master Plan, and in consideration of the development pattern that emerges over that timeframe.

The options in the report have been shared with the property owners along McKinstry Road. This dual approach will provide the required context for the town to evaluate future applications.

4. EFFECT ON TOWN FINANCES:

None.

5. ATTACHMENTS:

Attachment A – Location Map

Attachment B – Final Report by The Planning Partnership

Attachment C – 400 Employment Lands – Secondary Plan