

8584-8609

REGIONAL ROAD 25, MILTON

PLANNING JUSTIFICATION REPORT

*Brutto
Consulting*



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Table of Contents

1.0	Introduction.....	1
2.0	Background Information and Proposed Development	2
3.0	Land Use Policy Context	7
3.1	Provincial Policy Statement (2020)	7
3.2	Places to Grow, Growth Plan for the Greater Golden Horseshoe (2020).....	8
3.3	Halton Region Official Plan (2020)	9
3.4	Town of Milton Official Plan (2024)	10
3.5	Milton 401 Industrial / Business Park Secondary Plan.....	12
3.6	Milton Urban Zoning By-law 016-2014	15
4.0	Planning Justification Analysis.....	17
5.0	Planning Opinion and Conclusion.....	19



1.0 Introduction

Brutto Consulting has been retained by 1000317928 Ontario Inc. (the 'Owner') to provide a Planning Justification Report in support of a proposed site-specific Zoning By-law Amendment and Official Plan Amendment application to facilitate the redevelopment of the assembled properties located at 8584-8604 Regional Road 25 in the Town of Milton, Ontario (*See Figure 1 - Aerial View of Site*). The requested Zoning By-law Amendment and Official Plan Amendment would permit the development of the Subject Lands for one 2-storey commercial truck dealership with a gross floor area of 2,393 square metres, 64 parking spaces, and one access driveway from Regional Road 25. The Site will be provided with municipal water supply and sewage systems.

To address the needs of this assignment the following activities were undertaken:

- i. Review Relevant Background Material;
- ii. Discussions with the Town of Milton;
- iii. Attended a Site Visit to identify Physical Characteristics of the Property;
- iv. Undertook wind shield survey of property context and surrounding area;
- v. Reviewed applicable Halton Region land use policies;
- vi. Reviewed applicable Town of Milton land use policies;
- vii. Reviewed applicable Town of Milton zoning policies; and,
- viii. Prepared Planning Justification Report.

This Planning Justification Report contains a review of the site and neighbourhood context, the prevailing planning policies, applicable land use designations, and zoning requirements.



2.0 Background Information and Proposed Development

Property Context

The Subject Property at 8584-8604 Regional Road 25 consists of three lots with a total land area of 7,795.3 m² (1.98 ac). The consolidated block has 112.6 metres of frontage on Regional Road 25 and 71.6 metres of depth. The site is on the west side of Regional Road 25, immediately southeast of the Shell gas station located on 8612 Regional Road 25. The block is currently occupied by three single detached dwellings fronting on Regional Road 25. The three existing dwellings on the Subject Property will be demolished to accommodate the redevelopment.

The Subject Property is generally rectangular in shape with a nudge towards the north portion of the land. The Subject Property is fully serviced with municipal water supply, sanitary sewage, and storm sewers. The topography is generally flat and contains manicured lawns as well as trees typically found on residential lots.

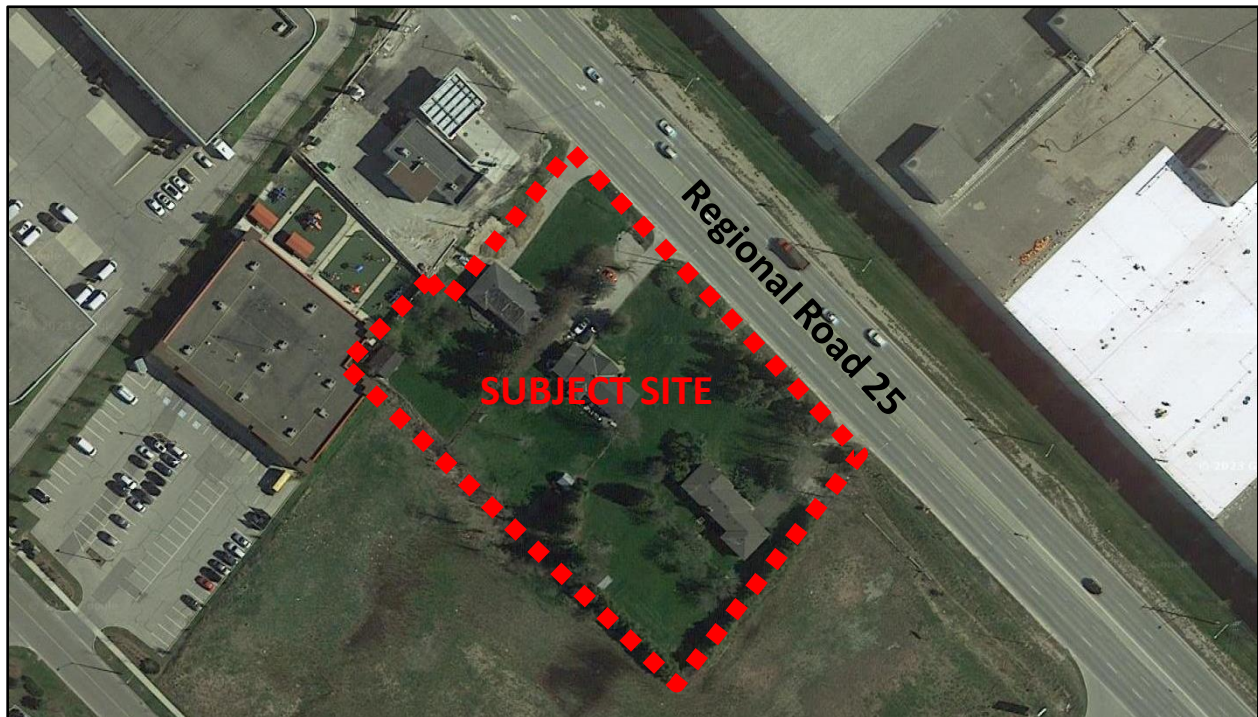


Figure 1 – Aerial View of Site (Source: Google Maps, 2023)

Site Context

The following describes more specifically the surrounding land uses and physical makeup of the community (*See Figure 2*):

North: Immediately north of the Subject Property is the Shell gas station.

West: To the immediate west is an existing childcare centre and Escarpment Way.

East: To the immediate east of the Subject Property is Regional Road 25 and an existing distribution service use.

South: To the immediate south of the Subject Property is an existing transportation service use.

The Subject Property is bounded by Regional Road 25 to the east, an existing Shell gas station to the north, a vacant lot to the east, and a vacant lot to the south. The lands are situated in an industrial area with some institutional sites.

The broader surrounding community has a mix of land uses including single detached residential, industrial, institutional, and commercial sites. (*See Figure 2 - Site Context*). These amenities will provide future residents of the proposed development with a range of options that make the site a desirable location for purchasing electric and regular trucks.





Figure 2 – Site Context (Source: Google Maps, 2023)

Proposed Development

The proposed development on the Subject Property is to build one 2-storey car dealership building with 64 parking spaces on Regional Road 25. The development would have one access via a private driveway from Regional Road 25. The existing single detached dwellings on 8485-8604 Regional Road 25 will be demolished.

The project proposes a total of 64 parking spaces, 1,108 m² of ground-floor truck dealership space, and 1,173 m² of second floor office space. The proposed parking spaces will be located at the rear and side property lines and a one-way drive aisle will be located adjacent to the front of the building, which is parallel to Regional Road 25. The details of the proposed development are illustrated on *Figure 3 – Proposed Site Plan* and outlined on *Table A1*.

Zoning By-law Amendment and Official Plan Amendment applications are required to seek the proposed 2-storey built form as well as site-specific standards to permit the proposed truck dealership with accessory office uses. The requested zoning and local official plan exceptions will be minor in nature and in conformity with the policies of the Milton 401 Industrial/Business Park Secondary Plan.

Table A1: Project Statistics

Item	Key Statistics
Total Site Area	7,873 m² (1.95 ac)
Number of Storeys	2 storeys
Ground-Floor Truck Dealership Space	1,108 m ² (11,926 ft ²)
Second Floor Office Space	1,173 m ² (12,626 ft ²)
Building Area	1,220 m ² (13,132 ft ²)
Parking Spaces	61 spaces
Barrier Free Parking Spaces	3 spaces
Total Parking Spaces	64 spaces
Total Proposed GFA	2,393 m² (24,552 ft²)



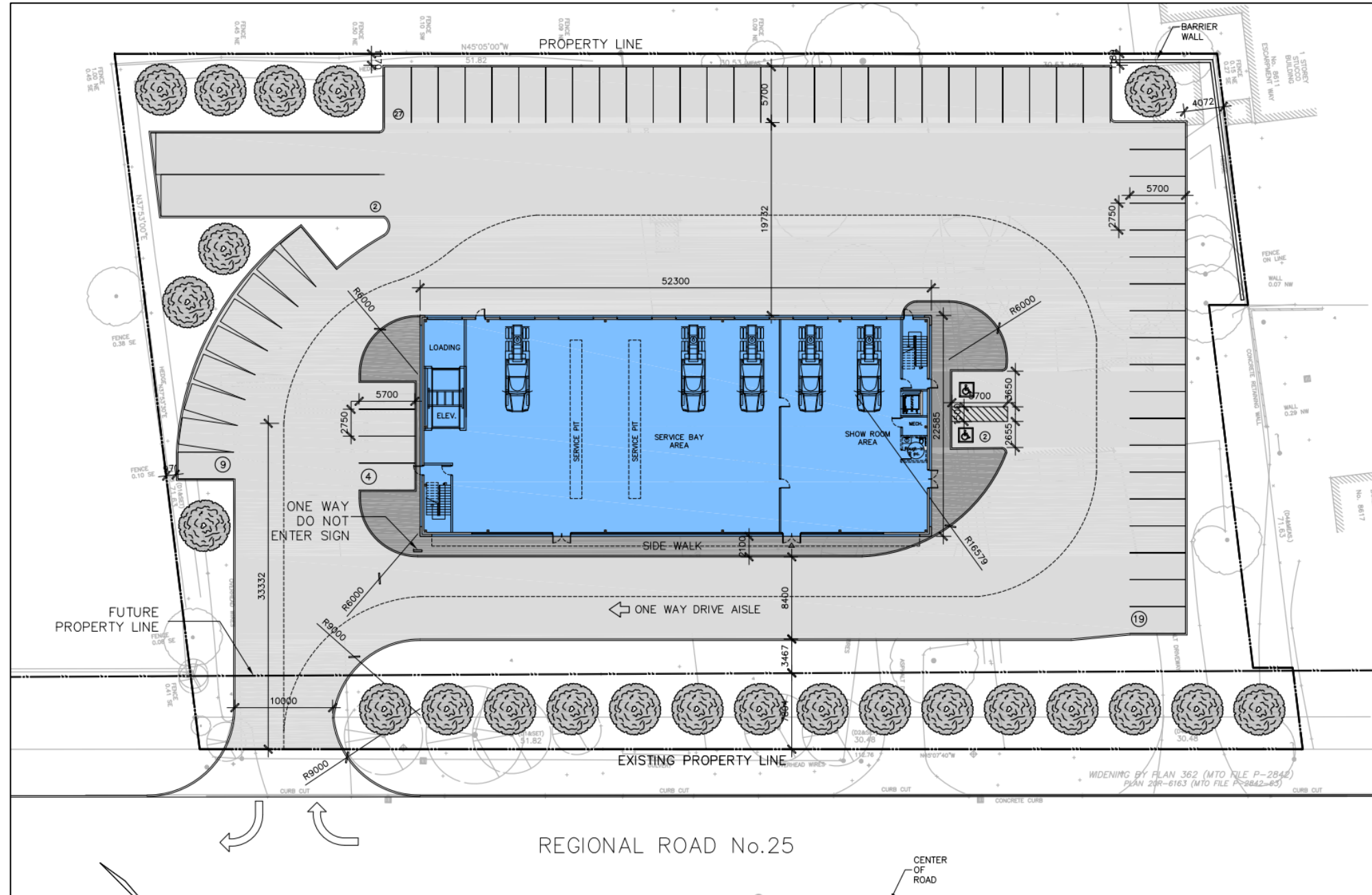


Figure 3 – Proposed Site Plan

3.0 Land Use Policy Context

The following section of the report will review and provide commentary on how the proposed car dealership development conforms with Provincial, Regional, and Municipal land use policies.

3.1 Provincial Policy Statement (2020)

The Provincial Policy Statement (“the PPS”) provides policy direction on matters of Provincial Interest related to land use planning and development in Ontario. The PPS sets the policy foundation to regulate land use development while also supporting the provincial goal to enhance the quality of life for the people of Ontario. The long-term goal of the PPS is to promote vibrant communities, a healthy environment, and a strong economy.

An amended version of the PPS came into effect on May 1, 2020, replacing the previous version dated April 30, 2014. The Planning Act (the “Act”) requires that all decisions that affect planning matters be consistent with the policy statements issued under the Act, including the PPS.

The Subject Site is located in the Settlement Area of the Town of Milton. As such, section 1.1.3 – *Settlement Areas* is most relevant to the justification for intensifying the use of the Subject Site.

“Settlement areas are urban areas and rural settlement areas, and include cities, towns, villages and hamlets. Ontario’s settlement areas vary significantly in terms of size, density, population, economic activity, diversity and intensity of land uses, service levels, and types of infrastructure available.”

Section 1.1.1 of the PPS emphasizes the need to build strong, livable, and resilient communities by promoting efficient, cost-effective development and land use patterns to assist in minimizing land consumption and servicing costs. This calls for the building of strong communities for long-term prosperity, a healthy environment, and social well-being which will depend on the wise management of resources, the efficient use of land and development patterns with an appropriate mix of uses including residential, employment, institutional and recreational.



Section 1.1.2 and 1.1.3.1 of the PPS encourage truck dealership developments to be located in designated *settlement areas* which are intended to be the focus of growth and development province-wide. Section 1.1.3.2 further advises that land use patterns within *Settlement Areas* shall be based on a mix of land uses and densities that efficiently use land and resources.

The Subject Lands currently contain low-rise single detached dwellings whereas a 2-storey truck dealership building is proposed. Thus, the proposed development would efficiently utilize land within the existing built-up fabric of the Town without incurring development onto new greenfield sites. The project conforms to the land use policies of the PPS as it seeks to permit the redevelopment of an underutilized parcel of land within a designated settlement area in the Town of Milton that will not cause urban expansion as a result of its approval.

The proposed 2-storey truck dealership built form is representative of appropriate use of land. In addition, the proposed development will make use of existing sanitary sewers, water mains and storm sewers which is an efficient use of infrastructure and consistent with Section 1.6.6.2 of the PPS.

It is our opinion that the proposed development conforms to the PPS as it promotes efficient use of land within the existing built-up area in the Town of Milton and existing infrastructure that support the proposed type of built form. The proposal will facilitate the redevelopment of a currently underutilized residential parcel within the settlement area of the municipality, and promote the efficient use of municipal services and infrastructure, and will assist the Town of Milton in meeting provincially mandated growth targets with mix of land uses.

3.2 A Place to Grow, Growth Plan for the Greater Golden Horseshoe (2020)

The Growth Plan for the Greater Golden Horseshoe (“The Growth Plan”) was prepared by the Ontario Ministry of Public Infrastructure Renewal and approved by the Province of Ontario. The latest Office Consolidation (Amendment 1 – 2020) took effect on August 28, 2020. The purpose of the Growth Plan is to guide urban growth in the Province to the year 2041 based on growth forecasts for population and employment.

The Growth Plan seeks to guide decisions on planning matters in including housing, land use planning, transportation, infrastructure, urban form, natural heritage and resource protection. This document provides key elements to promote intensification and higher densities that support for the proposed development.



Section 2.2.1 of the Growth Plan directs municipalities to make better use of existing infrastructure by directing growth to *Settlement Areas* that offer existing municipal water and wastewater systems. Section 2.2.2.2 further states that a minimum of 50% percent of growth shall be accommodated within existing built-up areas, and Section 2.2.2(f) requires that all regional and local municipalities develop and implement strategies to focus residential growth within delineated built-up areas through their Official Plans to help achieve forecasted growth targets.

The proposed development helps promote the Growth Plan policies noted above by directing an industrial land use development within an existing *Settlement Area*, a delineated built-up boundary, and making efficient use of existing municipal water and wastewater infrastructure. The proposed development will positively contribute to the redevelopment of the area surrounding the Subject Site into a more complete community.

3.3 Region of Halton Official Plan (2020)

The proposed development is subject to the land use policies of the Halton Regional Official Plan (November 4, 2022 Office Consolidation) and is guided by the Urban Areas Structural policies within the Region Official Plan.

The Subject Property is situated within the “Urban Area” designation of the Regional Official Plan (*See Figure 4 – Map 1: Regional Structure*), which permits the proposed type of development. The “Urban Area” land use designation encourages that future development be used to plan for a balance of jobs in communities across the Region to reduce the need for long distance commuting and to increase the modal share for transit and active transportation. Further, the “Urban Area” land use designation encourages that the proposed type of development be used to provide for an appropriate range and balance of employment uses to meet long-term needs, which includes truck dealership uses.

The Subject Property is adjacent to a daycare. As such, section 143.(12) of the Official Plan applies to the Site. This section speaks to ensuring land use compatibility between sensitive land uses and major facilities. As such, major facilities are required to minimize or avoid potential adverse effects from odour, noise, vibration, air pollutants, and other contaminants, to minimize risk to public health and safety. For the proposed use the only concern would be noise.



The proposed truck dealership building will help support the Regional population and jobs growth target outlined in the Official Plan. The population forecast for the Town of Milton in the year of 2041 is approximately 277,000 people. The employment forecast for the Town of Milton in the year of 2041 is approximately 100,120 jobs. The proposed truck dealership development will assist with meeting the 2041 employment forecast for the Town of Milton outlined in the Halton Regional Official Plan. Additionally, a noise study has been conducted on site. As a result, an acoustic barrier will be constructed along the Eastern corner of the Subject Site to ensure noise levels remain in an acceptable range.

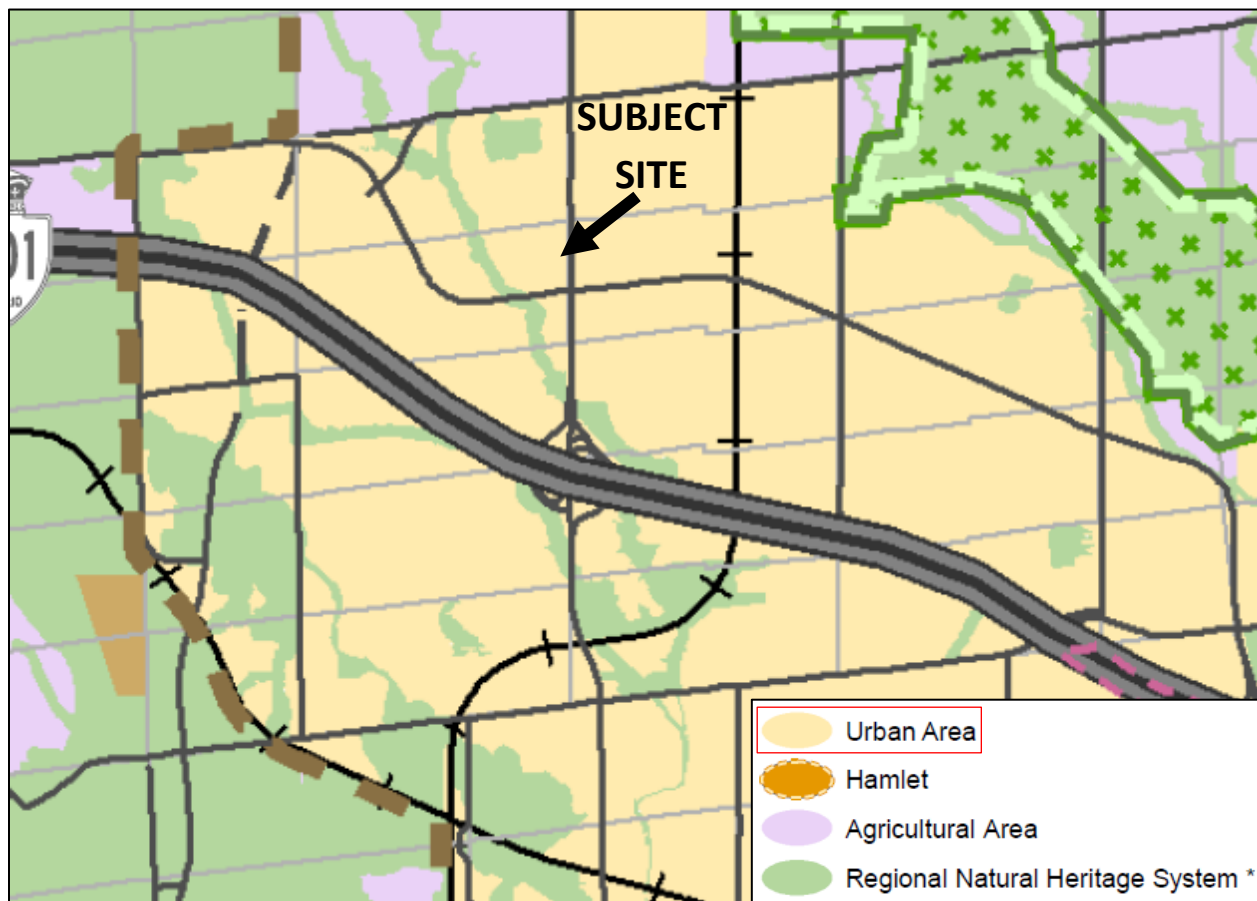


Figure 4 – Map 1: Regional Structure (Source: Halton Region Official Plan, 2021)

3.4 Town of Milton Official Plan

Town of Milton Official Plan (January 2024 Office Consolidation) is the local planning policy document that provides land use development direction to the Subject Site. The Town of Milton Official Plan intends to serve as the basis for making land use decisions and manage change regarding the social, economic, and natural environments in the municipality.

The Town Official Plan designates the Subject Site as “Business Park Area” within an “Existing Urban Area” boundary on Schedule B – Urban Area Land Use Plan (See Figure 5). The Subject Site is also within the Milton 401 Industrial/Business Park Secondary Plan, where the site is subject to the “Business Park Area” overlay (See Figure 6).

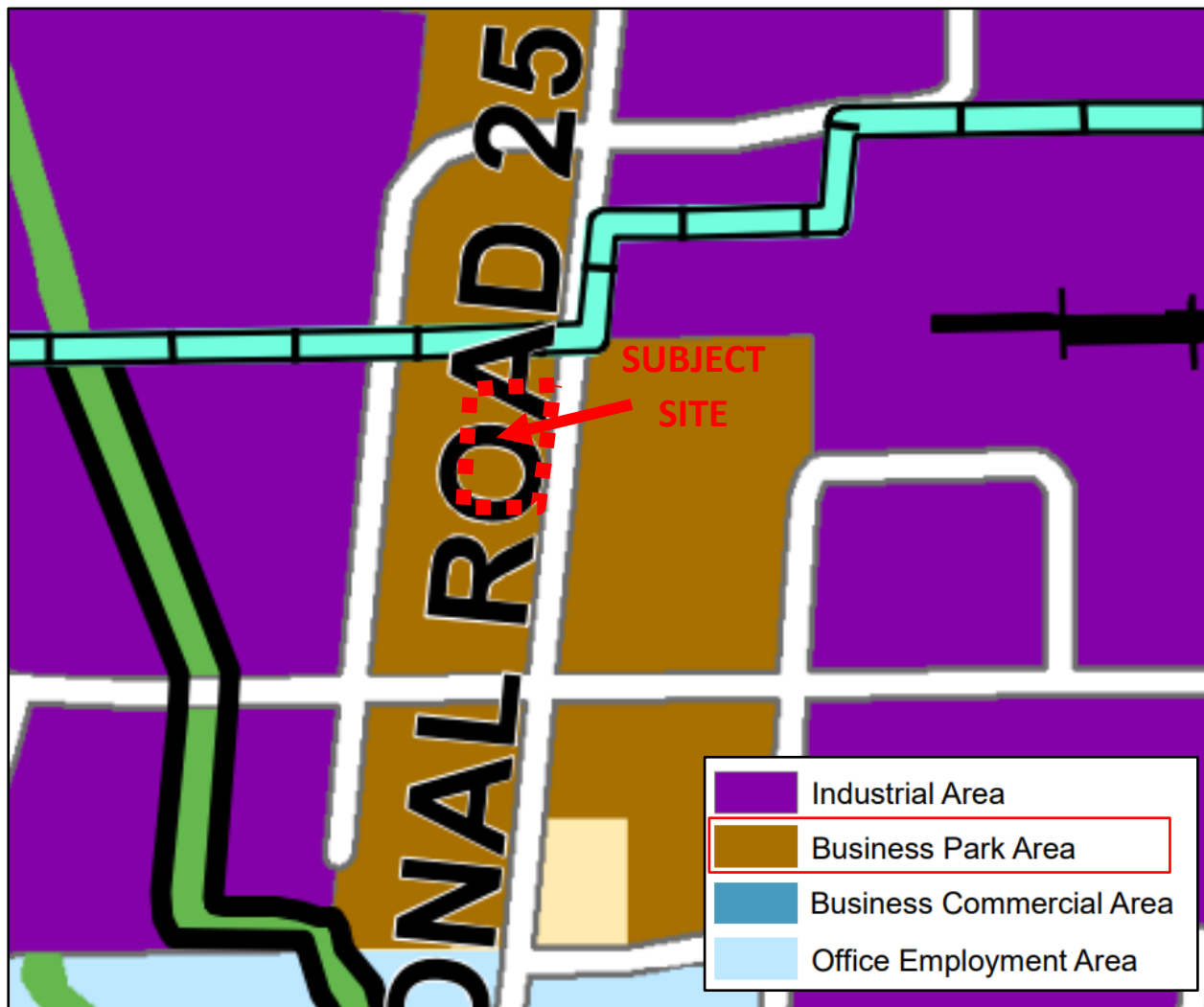


Figure 5 - Schedule B: Urban Area Land Use Plan (Source: Town of Milton Official Plan, 2024)

Section 3.8 of the Official Plan is the most relevant section pertaining to the land use designation for the Subject Site. Section 3.8.1.1 states that the “Business Park Area” land use designation is a designation that provides employment opportunities, which includes a full range of light industrial and office uses permitted on these lands. The proposed development complies with this policy as the existing uses currently do not comply with the intent of the “Business Park Area” land use designation. The proposed development provides high quality architecture to a predominate industrial and business park area and provides employment opportunities through the truck dealership and office use on the Subject Site.

Section 3.8.2 of the Official Plan outlines the permitted uses for lands in the “Business Park Area” land use designation. The permitted uses for the land use designation of the Subject Site includes wholesale, retail, and office uses that are directly related to the industrial use and located within the industrial building. The proposed development conforms with the permitted uses outlined in the Official Plan as a truck dealership use is a form of industrial use in the municipality and it also contains office uses that are directly related to the truck dealership.

Section 3.8.3 of the Milton Official Plan provides the land use policies for the “Business Park Area” land use designation. Policy 3.8.3.b states that the submission of the development plan should demonstrate that the proposed development can be physically integrated with existing and proposed uses surrounding the Subject Site. The proposed development conforms with this policy as the truck dealership development appropriately integrates with the existing and proposed uses surrounding the Subject Site.

Policy 3.8.3.c indicates that no outdoor storage uses are not permitted on “Business Park Area” designated areas. The proposal does not include an outdoor storage use on the Subject Site, hence the proposed development complies with this policy of the Official Plan. As per policy 3.8.3.d of the Milton Official Plan, development on the Subject Site shall be permitted given that the development provides a high quality of landscaped site development adjacent to a Major Arterial road. The proposed development complies with this policy as the development provides sufficient landscape features to provide high quality landscaped site development on the Subject Site.

Policy 3.8.3.f states that the applicant shall demonstrate that there is adequate wastewater and water treatment capacity to accommodate the proposed use on the site. The proposed truck dealership development complies with policy 3.8.3.f as the proposal will use the existing water and sewage services provided to the Subject Site.



Additionally, it is important to note that in the 2008 Office Consolidated Town of Milton Official Plan Section 3.88 outlines the permitted uses in the Business Park Area. Section 3.8.2.2 g) explicitly lists “auto sales and service” as a permitted use. This policy, while no longer applicable, shows that auto sales facilities are compatible with employment areas and, if built, the proposed development would not negatively impact the surrounding area.

3.5 Milton 401 Industrial / Business Park Secondary Plan

The Milton 401 Industrial / Business Park Secondary Plan provides land use guidance within the boundaries outlined in Schedule C.2.B of the Town of Milton Official Plan. The Secondary Plan area is bounded by No. 5 Sideroad to the north, the North Hydro Corridor to the east, Highway 401, Steeles Avenue, and Martin Street to the south, and Bronte Street, Sixteen Mile Creek, Peru Road, and Tremaine Road to the west.

Section C.2 pertains to the Milton 401 Industrial/Business Park Secondary Plan that guides land use for the Subject Site (See Figure 6). The land use designation for the Subject Site as per the Secondary Plan is “Business Park Area”. In addition, the frontage of the Subject Site is subject to the “Enhanced Streetscape Design” overlay along Regional Road 25.

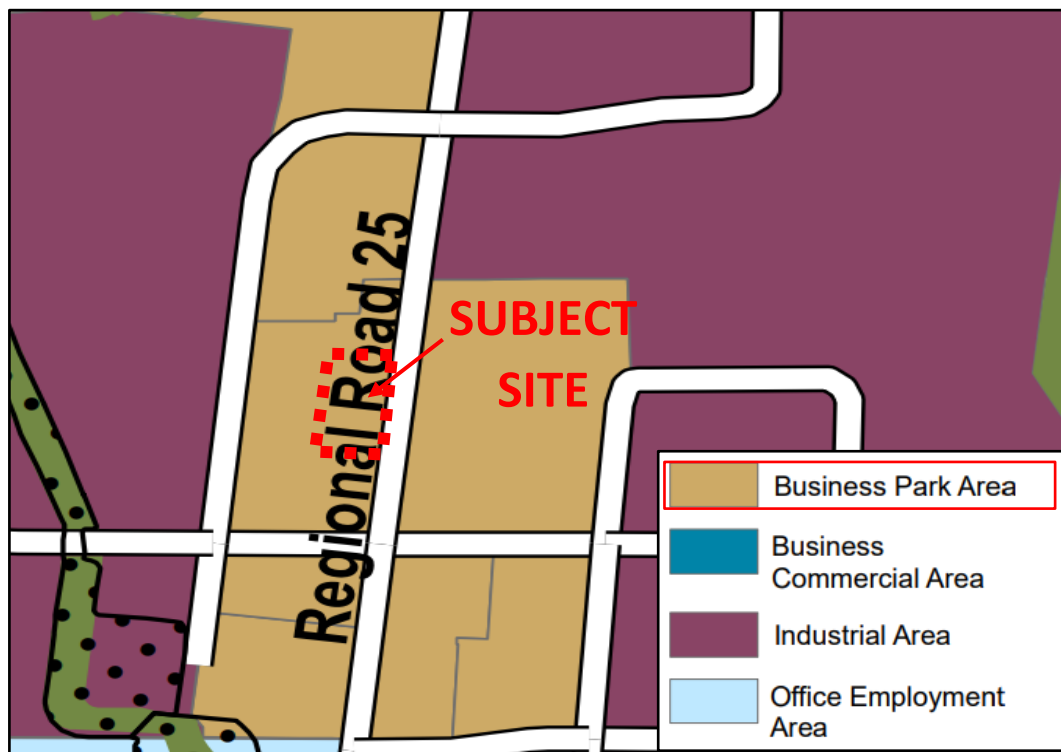


Figure 6 - Schedule C.2.B: Milton 401 Industrial/Business Park Secondary Plan

(Source: Town of Milton Official Plan, 2024)

Section C.2.2.1.1 describes the intended character for the Secondary Plan, which is to create a comprehensively planned, high quality, industrial/business park area that can help accommodate approximately 23,700 jobs within the Secondary Plan area. Further, the Secondary Plan area acts as a gateway to the Town of Milton’s Urban Area, which provides a strong sense of community and ensures development along the main roads of the municipality.

The proposed development complies with the intent of the Secondary Plan as it provides additional job opportunities in the Town of Milton and builds upon the character of the Secondary Plan by developing along Regional Road 25, which is a main arterial in the municipality.

Section C.2.5.2 provides land use policies for “Business Park Area” land use designations in the Milton 401 Industrial/Business Park Secondary Plan. This section is in addition to the policies outlined in section 3.8 of the Town of Milton Official Plan, which permits general industrial uses as well as the other permitted uses in section 3.8. In addition, uses that shall only be permitted subject to a zoning by-law amendment includes accessory service, wholesale, retail, and office uses directly related to the industrial use of the site, restaurants that are part of and located wholly within a light industrial or office building, and open storage uses at the rear of the lot.

The proposed development conforms with this section of the Milton 401 Industrial/Business Park Secondary Plan as the proposal is a truck dealership that complies with the permitted uses outlined in section 3.8 of the Milton Official Plan, which complies with section c.2.5.2 of the Secondary Plan.

Section C.2.4.5.8 of the Secondary Plan provides policies regarding the “Enhanced Streetscape Design” overlay on the frontage of the Subject Site along Regional Road 25. These parts act as major access routes into and through the Secondary Plan area. Policy C.2.4.5.8.a states that buildings shall be designed to front the main road with the highest priority in defining the road hierarchy within the Secondary Plan area. In addition, policy C.2.4.5.8.b indicates that parking will be at least partially screened by berms and landscaping on the site.

The proposed development complies with these policies for the “Enhanced Streetscape Design” as the proposal is designed to front the main road to create a high defined road hierarchy and is effectively screen by the landscaping features on the front, rear, and side lot lines of the Subject Property.



Although the proposed use complies with the intent of the Town of Milton Official Plan and the Milton 401 Industrial/Business Park Secondary Plan, there is no language that specifically permits an auto sales establishment. As such, an Official Plan Amendment is required to facilitate the proposed 2-storey truck dealership development on the Subject Site.

3.6 Town of Milton Urban Zoning By-law 016-2014

The Subject Property is regulated by the provisions of the Town of Milton Urban Zoning By-law 016-2014. The Subject Lands are currently zoned “Future Development Zone”, which has no immediate development potential, however will be rezoned to permit some form of urban development in the future. As such, an amendment to the Zoning By-law is required to permit the proposed type of development.

An amendment to Urban Zoning By-law 016-2014 is required as part of the development application process in order to permit the proposed 2-storey truck dealership building with 2nd floor office uses and 64 parking spaces. Please refer to *Figure 7 – Zoning By-law 016-2014 Zoning Map* for reference.

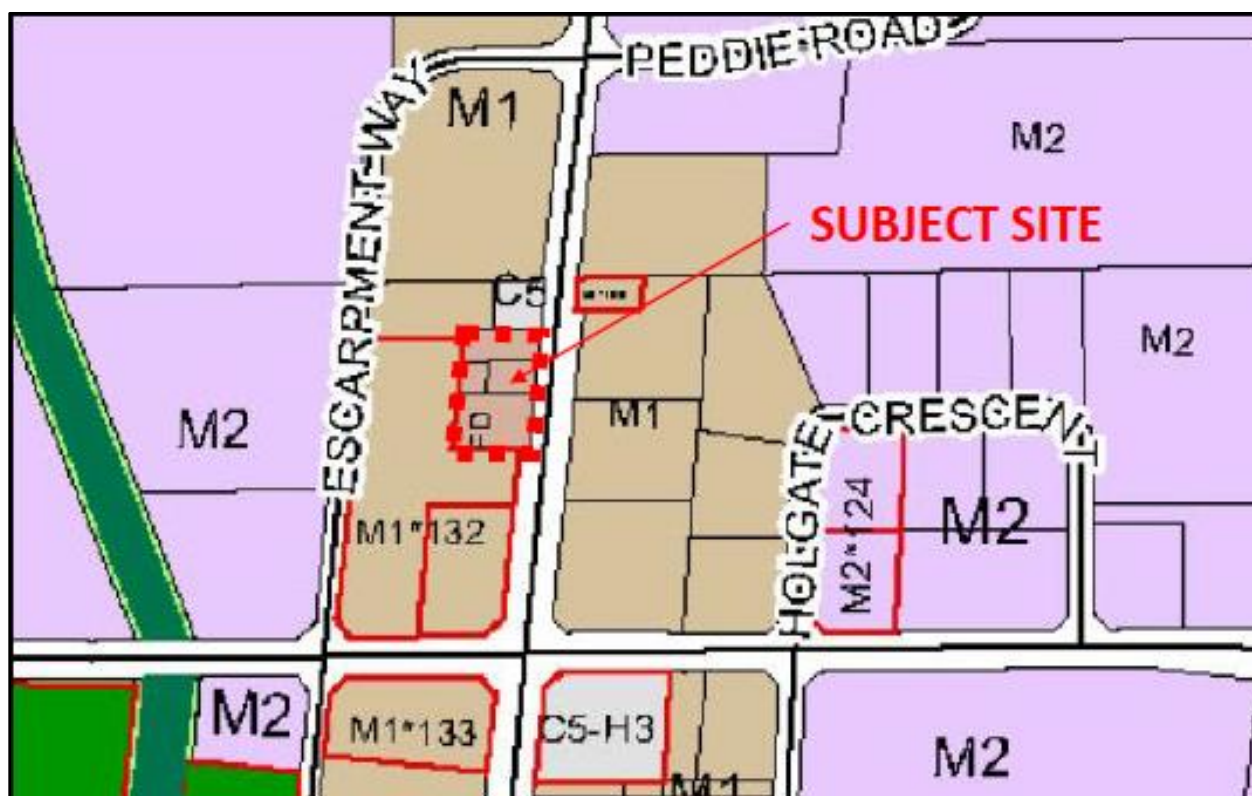


Figure 7 – Zoning By-law 016-2014 Zoning Map
(Source: Town of Milton Zoning By-law 016-2014)



The Subject Property is zoned as “Future Development” in Zoning By-law 016-2014. As such, section 12 is the most relevant section in the Zoning By-law 016-2014. Lands identified in this zone have no immediate development potential, however these lands can be ultimately rezoned to permit some form of urban development in the future. Section 12.1 states the permitted uses for lands zoned as

“Future Development”. Development of new buildings and structures are not permitted. As such, a Zoning By-law Amendment is required to permit the proposed two-storey truck dealership development on the Subject Property.



4.0 Planning Justification Analysis

The following section of this report contains a Planning Analysis support of the proposed 2-storey truck dealership building with office uses on the Subject Site.

The proposed truck dealership development is consistent with both the Region of Halton Official Plan and the Town of Milton Official Plan. The site is within the “Urban Area” land use designation of the Halton Region Official Plan where both truck dealership and office uses are permitted. The Subject Property is within the “Business Park Area” land use designation under the Town of Milton Official Plan, which permits the proposed development on the land. The proposal also includes landscape features that are high quality and adjacent to the main arterial, which complies with the policies of the Town of Milton Official Plan. Additionally, auto sales were previously permitted in the Official Plan in Business Park Areas showing they are compatible with employment uses. Currently, auto dealerships are not explicitly permitted in Business Park Areas and, as such, an Official Plan Amendment is required to facilitate the proposed development.

The proposed development complies with the land use policies outlined in the Milton 401 Industrial/Business Park Secondary Plan. The Milton 401 Industrial/Business Park Secondary Plan designates the Subject Property as “Business Park” which permits light industrial uses. The Secondary Plan also permits accessory office uses that are directly related to the industrial use of the development and is located within the building, which is being proposed in the truck dealership development.

The proposed development has a maximum height of 2-storeys and provides office uses within the building, which assists with meeting the goal of 23,700 employees within the Secondary Plan area. Further, the proposal fronts Regional Road 25, which is a major road in the Town of Milton, and helps achieve high urban design standards through the architectural features of the proposed development, which complies with the objectives outlined in the Milton 401 Industrial/Business Park Secondary Plan. The proposed development also provides additional employment opportunities that would help the Town of Milton to reach employment growth targets.

The proposed zoning by-law and official plan amendments will permit the truck dealership and office use building being sought. The requested zoning by-law amendment for the Subject Property will rezone the land from “Future Development (FD)” to a Site-Specific “Business Park



Zone (M1)” to permit the proposed truck dealership with office uses within the building in accordance with Zoning By-law 016-2014. The official plan amendment would maintain the business park designation and add a site-specific exception allowing the truck dealership use.

The proposed development is situated within close proximity to the existing built industrial area of the Town of Milton. In addition, a Shell gas station is situated adjacent to the northern lot line with the municipal address of 8612 Regional Road 25. The site also has close proximity to an existing auto dealership. The proposed development is consistent with the surrounding land uses and maintains the character of the industrial area of the Town of Milton.

In our opinion, the proposed development is an appropriate use for this area and is well integrated with the surrounding industrial character of the area without impact. The proposed development will not cause any land use conflicts as it conforms with the character of the surrounding area. Additionally, it introduces a more unique auto dealership that would service the surrounding employment uses. As such, the proposed development can be accommodated without causing any negative impacts to the existing infrastructure, character, and functionality of this area of the Town of Milton.



5.0 Planning Opinion and Conclusion

This Planning Justification report is to be reviewed in conjunction with the other technical reports and plans that have been requested by the Town of Milton at the Pre-Consultation Meeting. This application is for a site-specific Zoning By-law Amendment and Official Plan Amendment applications to permit a 2-storey truck dealership building with office uses located in the building on the properties with the municipal addresses of 8584-8604 Regional Road 25.

The proposed development is consistent with all applicable Provincial and Regional planning policies and is consistent with the Halton Region Official Plan and the policy direction of the Town of Milton Official Plan and Milton 401 Industrial/Business Park Secondary Plan. The development proposal has been designed to be in harmony with the adjacent land uses, whereby the built form, scale, streetscape improvements, development pattern, and design standards are compatible. The proposal will complement and improve the character of the surrounding area and will have high quality architectural design standards given its location within the Secondary Plan.

In summary, it is our opinion that the proposed development on the Subject Property is the highest and best use of the Subject Property and represents good planning practice. Accordingly, we would recommend approval of the requested rezoning and official plan amendment applications.

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