

REPORT

REPORT TO: Mayor Bonnette and Members of Council
REPORT FROM: Steve Burke, Manager of Planning Policy
DATE: June 7, 2017
REPORT NO.: P&I-2017-0066
RE: Glen Williams Work Plan

RECOMMENDATION:

THAT Report No. P&I-2017-0066, dated June 7, 2017 regarding the proposed Hamlet of Glen Williams Work Plan, be received;

AND FURTHER THAT Planning staff be directed to report back to Council in the Fall of 2017 with a proposed Terms of Reference for the preparation of a study addressing the issue of large home rebuilds in the older, established neighbourhoods of Glen Williams, with a project budget of \$40,000 taken from the Capital Replacement Reserve;

AND FURTHER THAT a Scoped Review of the Hamlet of Glen Williams Secondary Plan be targeted for initiation in 2019, pending consultation on the scope of the review with the residents of Glen Williams, and recognizing staff resourcing constraints in the interim.

BACKGROUND:

Arising from the public engagement process on the recently completed Mature Neighbourhoods Character Study (MNCS), which was focused on mature residential neighbourhoods in Acton and Georgetown, several Glen Williams residents have expressed concerns pertaining to protection of the character of the Hamlet of Glen Williams. The residents requested that the study be expanded to include the Town's hamlets, citing a lack of protection from "monster home" development.

Planning staff was of the view that the planning issues in Glen Williams are distinct from those in the Town's urban areas, and noted that expanding the scope of the Mature Neighbourhoods Character Study would require additional staff/consultant resources, time and budget.

Given the above, Planning staff determined that the MNCS scope should not be expanded to include the Hamlets, and suggested that the resident concerns could be addressed through the upcoming review of the Glen Williams Secondary Plan.

Subsequently, this view was confirmed in the final report on the MNCS, in which it was noted that Planning staff would be reporting to Council in June with respect to this matter. This report fulfills that commitment, and sets out several options for Council to consider, including a recommended option.

COMMENTS:

Large Home Rebuilds in Glen Williams

In response to the concerns of Glen Williams residents with respect to large home rebuilds in the hamlet, Planning staff has undertaken a preliminary review of the issue. Building permit activity in the hamlet over the last 17 years has been reviewed. Schedule One to this report shows that there were 11 instances of demolition of the existing house and replacement with a new house over the 2000-2017 period. Some of these building permits were situated in areas of larger lots and newer housing stock, with 7 rebuilds in areas of older housing stock.

For the latter examples, Planning staff conducted a windshield survey. It was observed that several large home rebuilds have occurred or are occurring in the hamlet; however the preliminary conclusion reached is that they are situated in areas of large lots, with the houses well setback from both the road and other houses. Therefore, the initial evidence does not suggest negative impacts associated with these large home rebuilds.

It is important to note the distinctions between lot sizes and zoning regulations in Glen Williams compared to Acton and Georgetown. In the view of Planning staff, these distinctions underscore the appropriateness of addressing the matter through a study focused on Glen Williams or a hamlet context.

With respect to lot sizes, the older residential neighbourhoods in the two urban areas have lot sizes ranging from less than one-tenth of an acre to one-quarter of an acre. In contrast, lot sizes in Glen Williams average 0.3 acres in the southwest quadrant of Wildwood Road and Confederation Street, 0.4 acres in Meadows in the Glen, 0.5 acres in the older area surrounding the Hamlet Community Core, 0.6 acres in the McMaster/Meagan development, 1.2 acres in the west end along Wildwood Road and Eighth Line, and 1.5 acres in the Bishop Court estate development. Typically, areas of larger lots will be characterized by larger houses. The Town's Comprehensive Zoning By-law specifies minimum lot areas (i.e. lot size) of 0.2 ha (0.5 ac.) for the Hamlet Residential 1 (HR1) and Hamlet Community Core (HCC) zones, and 0.4 ha (1 ac.) for the Hamlet Residential 2 (HR2) zone.

With respect to other zoning regulations, 30 m is the minimum lot frontage in the HR1, HR2 and HCC zones. In contrast, the minimum lot frontage ranges from 9 to 18 m for low density residential zones in the urban areas. More importantly from the perspective of potential impacts from large home rebuilds, the minimum interior side yard is 2.25 m for the HR1 and HCC zones, and 4.5 m for the HR2 zone, while it ranges from 0.6 to 1.2 m in the low density residential zones in the urban areas. This has now been revised to include an additional 0.6 m setback for the second storey for the zones applying to lots with 15 or 18 m frontages, within identified Mature Neighbourhood Areas. The minimum exterior side yard is 4.5 m for the HR1 and HCC zones, and 7.5 m

for the HR2 zone, while it is 3 m for low density residential zones in the urban areas, increasing to 4.5 m for the same zones within identified Mature Neighbourhood Areas.

It is important to note that the study area for the Mature Neighbourhoods Character Study did not encompass all low density residential areas in Acton and Georgetown, nor do the final Mature Neighbourhood Areas identified as an overlay within the Comprehensive Zoning By-law. These areas were delineated after thorough examination, based on the general criteria of:

- Date of development/construction – generally before 1975;
- Lot size – areas predominantly characterized by larger lots (in an urban context);
- Housing type – areas predominantly characterized by single-detached housing.

Similarly, it is the view of Planning staff that the entire hamlet does not need to be the subject of any potential examination of the large home rebuild issue. Using the first two criteria above, relevant to the Glen, a potential study area boundary has been delineated on Schedule Two to this report. Planning staff is of the view that if the large home rebuild issue was to be examined in Glen Williams, it should be focused on the older residential areas, characterized by older homes on smaller lots (i.e. in a hamlet context, rather than larger lots in an urban context), rather than the larger lot fabric, or newer developed areas. Therefore, the potential study area excludes areas zoned HR2, and certain newer areas zoned HR1, such as the McMaster/Meagan and Meadows in the Glen developments.

Infill Development versus Large Home Rebuilds:

It is important to clearly distinguish the issue of large home rebuilds, sometimes referred to as ‘monster homes’, from issues related to infill development. Comments received from the Glen residents through the course of the Mature Neighbourhoods Character Study seemed to blur the lines of those issues, but Planning Staff took the opportunity of the Study to explain the distinction.

In the Town’s Official Plan, infill development is defined as “development on vacant lots or through redevelopment to create additional new residential units.” In this context the term **development**, as defined by the Town’s Official Plan, refers to “the creation of a new lot, a change in land use, or the construction of buildings and structures, requiring approval under the Planning Act.” While the Official Plan encourages infill, it is regulated by Section D1.4.2 on Infill Development in Established Residential Neighbourhoods. In contrast, the Mature Neighbourhoods Character Study addressed new housing, replacement housing, additions, and alterations in Mature Neighbourhood Areas, which if in conformity with the zoning by-law would not require approval under the Planning Act. The new Mature Neighbourhood Area policies are not intended to replace the Town’s existing infill development policies, but work in conjunction with them to manage change in Living Areas (see diagram from the Mature Neighbourhoods Character Study below).

Living Areas
Georgetown and Acton

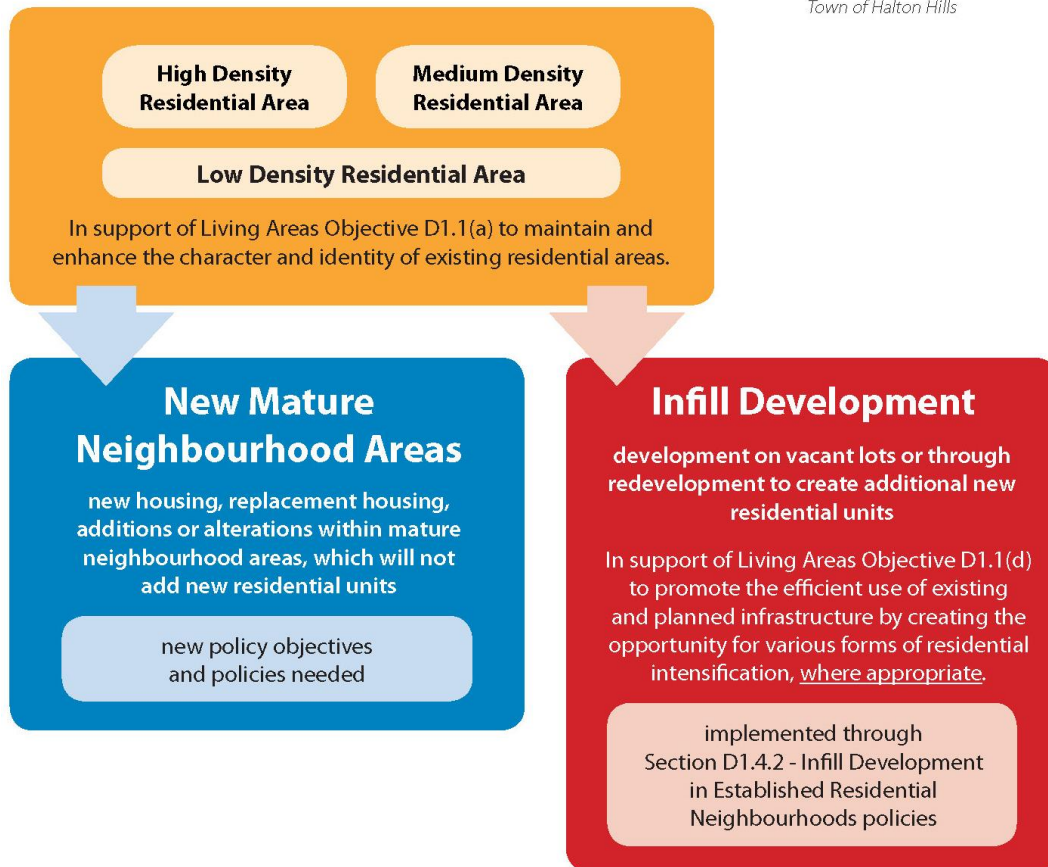


Figure 3.1.1
Diagram of the current and proposed
Official Plan policy structure in the
Town of Halton Hills

The Hamlet of Glen Williams Secondary Plan is accompanied by detailed Hamlet Design and Heritage Protection Guidelines for which **development** must be consistent, addressing matters such as lot configuration, setbacks, and architectural design principles. The issue of whether the Secondary Plan policies/guidelines need to be updated is addressed below.

The Review of the Hamlet Secondary Plan

The Hamlet of Glen Williams Secondary Plan was adopted by Town Council in 2003, approved by the Region of Halton in 2005, and received final approval at the Ontario Municipal Board in March 2008. Development of the secondary plan was informed by extensive community engagement.

The overall goal of the Secondary Plan is to ensure the retention and enhancement of the natural, cultural and heritage resources of the Hamlet and to guide change so that it contributes to and does not detract from the compact character of the Hamlet, in an environmentally protective and cost effective manner. Key objectives include:

- providing for a rational boundary definition that: permits limited growth appropriate to the Hamlet, preserves Hamlet scale and character, and protects natural features;

- preserving and building upon the unique heritage character of Glen Williams as a distinct hamlet within Halton Hills;

Since 2005, only one infill development (Intracorp ‘Meadows in the Glen’/ 91 lots) has been approved and built, with one infill development (Eden Oak Creditview Heights/ 31 lots) recently approved by the Ontario Municipal Board. The second phase of the Bishop Court estate development (Charleston Homes/28 lots) and the Eden Oak (Devins) 32-lot development have not yet been approved, and are currently inactive. Two other potential development parcels are not currently the subject of a development application filed with the Town.

The Secondary Plan preceded a number of provincial and Regional plans which have revised policy directions for growth and development in Ontario, of most relevance to Glen Williams, the Provincial Greenbelt Plan. In order to respond to these new directions, a scoped review of the Hamlet of Glen Williams Secondary Plan is warranted, in order to ensure:

- conformity to the *Planning Act*, which prescribes a five-year review of the Secondary Plan;
- conformity to applicable provincial and regional plans, regard for matters of provincial and regional interest, and consistency with provincial and regional policy; and,
- conformity to Credit Valley Conservation’s revised floodplain mapping.

Planning staff has also completed a preliminary analysis of the current policies of the Glen Williams Secondary Plan to assist in determining the degree of necessity and/or urgency to initiate the secondary plan review this year. This preliminary assessment is contained in the table below:

Secondary Plan Topic Area	Recommendation
Goal and Objectives	Content remains relevant, but could be updated to reflect current themes and terminology in planning
Hamlet Planned Population	2021 planning horizon needs to be revised, but planned population of 2,000 people does not need to be revisited due to the inability to expand the hamlet boundaries based on Regional Plan and Greenbelt Plan policy
Hamlet Boundaries and Buffers	The hamlet is now a settlement area outside the Greenbelt Plan Area, and no expansion is permitted into the Greenbelt Plan Area. Also, the new Greenbelt Plan boundary has been adjusted to be consistent with the hamlet boundary. Given this situation, and taking into consideration implementation challenges experienced to date, a review of the hamlet buffer policy would be appropriate.
Hamlet Design and Heritage Protection	The associated Hamlet Design Guidelines could be reviewed to determine if updates or additional policies are required in the Secondary Plan.
Traffic	The Secondary Plan directs that any transportation issues

	related to the hamlet be addressed as part of the secondary plan review
Hamlet Community Core	No update required, pending further analysis.
Hamlet Residential Area	No update required, pending further analysis. No need to reconsider maximum density requirements as current densities reflect a balance of protecting hamlet character, while taking advantage of opportunities afforded by development on full municipal services.
Greenlands <ul style="list-style-type: none"> • Core Greenlands • Regulatory Floodplain • Supportive Greenlands 	<ul style="list-style-type: none"> • Update required to floodplain mapping as per updated Conservation Authority mapping. • Update required to Greenlands land use designations/policies to achieve conformity with the Regional Official Plan

Based upon the above, it is the view of Planning staff that the timing of a review of the Glen Williams Secondary Plan could be set at 2019, and that the review be scoped to environmental and urban design subject areas. However, it is recommended that the residents of the hamlet be consulted on matters which they would like to be considered as part of the review process. This can be expected to potentially expand the scope of the review. In addition, ongoing engagement with hamlet residents will be an important aspect of the review process, which has timing and human resourcing implications.

2017 Business Plan

As Council is aware, a review of the Glen Williams Secondary Plan, while in the Capital Forecast, is not part of the 2017 Business Plan approved by Council. The project was approved in the 2015 Capital Budget, but was subsequently postponed due to staff resourcing issues.

The Planning Policy Division of the Planning and Sustainability Department has the following project ongoing or to be initiated in the 2017 Business Plan:

- Vision (Southwest) Georgetown Integrated Planning Project;
- Premier Gateway Phase 1B Integrated Planning Project;
- Premier Gateway Zoning/Urban Design Review;
- Downtown Georgetown Planning Study ('Destination Downtown');
- Intensification Opportunities Update Study;
- Rural Policy/Zoning Review (including Natural Heritage System);
- Regional Official Plan Review;
- Comprehensive Heritage Register;
- Comprehensive Zoning By-law Review (Urban Matters).

Therefore, any decision to initiate a Hamlet of Glen Williams Secondary Plan Review this year would require the commitment to undertaking the other projects in the 2017 Business Plan to be reconsidered. Several of these projects have been identified as corporate priorities in the Strategic Action Plan 'Top Eight', such as Vision Georgetown,

Premier Gateway Phase 1B and Destination Downtown, or are closely aligned with the Town Strategic Plan such as the Heritage Register. Other projects are required to achieve conformity with Provincial plans and the Regional Official Plan, such as the Intensification Opportunities Study, Rural Policy/Zoning Review and participation in the Regional Official Plan Review.

Recommended Work Plan

Given the above, Planning staff is of the view that there are 3 options that Council could consider:

1. Commence a scoped review of the Secondary Plan in 2017, including a review of the large home rebuilds issue, recognizing that other planning projects would have to be put on hold or delayed.
2. Commence a scoped review of the large home rebuilds issue in Glen Williams, based upon a Terms of Reference that is the subject of a report to Council in the Fall of 2017, and target a scoped review of the secondary plan for 2019.
3. Commence a scoped review of the Secondary in 2018, including a review of the large home rebuilds issue, recognizing that other planning projects would have to be put on hold or delayed.

Based upon the planning considerations outlined in this report, it is recommended that:

- A. The Secondary Plan Review not be initiated until 2019, pending further consultation with Glen residents, including the GWCA, on the scope and set of planning issues to be addressed through the review; and,
- B. A scoped study of large home rebuilds for Glen Williams be considered by Council, based on a Terms of Reference to be brought before Council in the Fall of 2017, to respond to resident input on the MNCS, recognizing that issue would be localized to the older, smaller lot areas of the hamlet, and would require area-specific planning policies and/or zoning regulations, distinct from those appropriate for the older residential neighbourhoods of Acton and Georgetown.

Notwithstanding, that the study of large home rebuilds would be scoped, recognizing the current and pending workload noted above, and the level of engagement with the community expected as part of the study, it is the view of Planning staff that outside consulting assistance would be required.

RELATIONSHIP TO STRATEGIC PLAN:

This report directly related to the implementation of **Strategic Direction E: Preserving, Protecting, and Enhancing our Countryside**, and the **Goal** to recognize, protect, and enhance the established network of rural settlement areas that support and contribute to the countryside character of the Town.

FINANCIAL IMPACT:

The 2015 Capital Budget allocated \$55,000 for the Hamlet of Glen Williams Secondary Plan Review. This budget would likely need to be increased significantly if the scope of the review was to be expanded to include the large home rebuild issue, and other issues that may be identified through future consultation with Glen Williams residents.

In the event that Council approves the undertaking of a separate large home rebuilds study for Glen Williams in 2017, a budget of \$40,000 has been estimated.

COMMUNICATIONS IMPACT:

The recommendations of this report will be communicated to the Glen Williams Community Association and the residents of Glen Williams on the notification list for the Mature Neighbourhoods Character Study.

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? N/A

Which pillar(s) of sustainability does this report support? N/A

In Summary, the Sustainability Implications of this report are as follows:

Overall, the alignment of this report with the Community Sustainability Strategy is: N/A

CONSULTATION:

Planning staff consulted with the CAO in the preparation of this report.

CONCLUSION:

The purpose of this report was to provide Council with a recommended work plan for undertaking a review of the Glen Williams Secondary Plan, in the context of concerns raised by Glen residents regarding large home rebuilds in the hamlet.

It is recommended that Planning staff be directed to report back to Council in the Fall of 2017 with a proposed Terms of Reference for the preparation of a study addressing the issue of large home rebuilds in the older, established neighbourhoods of Glen Williams, with a project budget of \$40,000 taken from the Capital Financing Reserve.

It is also recommended that a Scoped Review of the Hamlet of Glen Williams Secondary Plan be targeted for initiation in 2019, pending consultation on the scope of

the review with the residents of Glen Williams, and recognizing staff resourcing constraints in the interim.

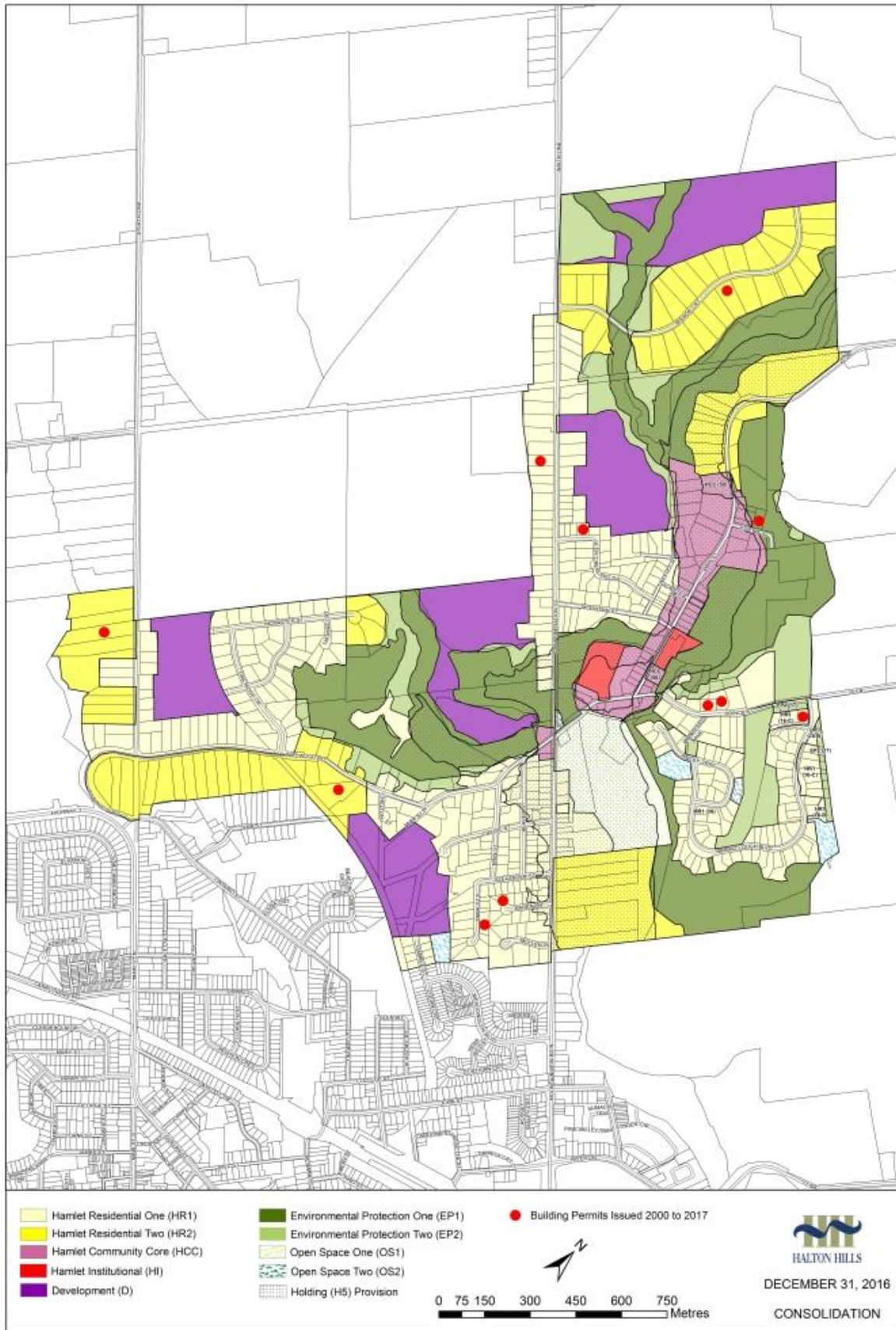
Respectfully submitted,

Steve Burke, MCIP, RPP
Manager of Planning Policy

Reviewed and Approved by,

John Linhardt, MCIP, RPP
Commissioner of Planning and
Sustainability

Brent Marshall
Chief Administrative Officer



Mature Neighbourhoods Potential Study Area

Town of Halton Hills
Glen Williams

