

REPORT

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

REPORT FROM: Steve Burke, MCIP, RPP, Manager of Strategic Research & Project Coordination

DATE: March 20, 2019

REPORT NO.: PLS-2019-0028

RE: Glen Williams Mature Neighbourhood Study Final Recommendation Report: Official Plan and Zoning By-law Amendments

RECOMMENDATION:

THAT Report No. PLS-2019-0028, dated March 20, 2019, regarding the final recommendations of the Glen Williams Mature Neighbourhoods Study be received;

AND FURTHER THAT Official Plan Amendment No. 34, a Town-initiated Official Plan Amendment implementing the final recommendations of the Study (attached as Schedule One to this report), be approved as a local Official Plan Amendment that is exempt from Regional approval;

AND FURTHER THAT the Zoning By-law Amendment (attached as Schedule Two to this report), which amends Comprehensive Zoning By-law 2010-0050 to implement the final recommendations of the Glen Williams Mature Neighbourhoods Study, be approved.

BACKGROUND:

The Glen Williams Mature Neighbourhoods Study was initiated in November 2017, with Council approval of the Study Terms of Reference, and retention of MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC) as the planning consultant for the Study. The Study arose from public concern about the impact of large-scale home rebuilds on the character and integrity of the mature neighbourhoods of Glen Williams.

The purpose of the Glen Williams Mature Neighbourhoods Study was to examine whether the existing regulatory framework of the Town's Zoning By-law is effective in maintaining the character of the mature neighbourhoods of Glen Williams, and propose recommendations for amendments if necessary.

The Glen Williams Mature Neighbourhoods Study engaged the public and stakeholders in a number of consultation events, which were well attended by Glen residents. These events included a neighbourhood walking tour on March 4, 2018, stakeholder interviews in April 2018, a public workshop on May 3, 2018, and a public open house on June 14, 2018. The Study also included consultation with the Technical Advisory Committee and Steering Committee at each phase of the Study.

The Study was carried out in accordance with a three-phase work program as outlined in the approved Terms of Reference and summarized in Figure 1 below.

Figure 1: Glen Williams Mature Neighbourhoods Study Timeline



Phase 1: Background Review included background research, stakeholder interviews, and the walking tour to obtain an understanding of the neighbourhood characteristics valued by Glen residents. A Background Report (April 2018) was prepared outlining the findings of the Phase 1 work, and this information was presented at May 3, 2018 public workshop. The workshop included active participation of attendees to discuss and evaluate various potential tools and options for regulating large home rebuilds in a manner that would protect mature neighbourhood character.

Phase 2: Evaluation of Options involved review and consideration of the input received from the public, and the evaluation of the various tools and options, resulting in a set of proposed options which were presented to the public at the June 14, 2018 public open house. The public was given an opportunity to indicate which options that they supported or did not support, as well as suggest changes to the options presented.

Phase 3: Final Report involved the consultant analyzing the input received, together with further technical analysis of the various options, resulting in the preparation of a Recommendation Report (February 2019), which was reviewed by Planning and Zoning staff, and the Steering Committee. Based on input from the Steering Committee, additional analysis was conducted by Planning staff and the consultant, which was incorporated into the Final Recommendation Report.

The recommended tools and options contained in the final Recommendation Report were used as the basis for the preparation of a proposed Official Plan Amendment (i.e. amendment to the Glen Williams Secondary Plan) and Zoning By-law Amendment, which were the subject of a drop-in open house and Statutory Public Meeting on March 5, 2019.

Proposed Amendment to the Halton Hills Official Plan (Glen Williams Secondary Plan)

A proposed amendment to the Town Official Plan (attached as **Schedule One** of this report) has been prepared based on the Final Recommendation Report of the Glen Williams Mature Neighbourhood Study. The proposed Official Plan Amendment recognizes the mature neighbourhoods of Glen Williams by introducing a new objective to the Glen Williams Secondary Plan, and new policies to guide new housing, replacement housing, additions, and alterations, and new and enlarged accessory buildings in those areas, in situations where a minor variance to the standards of the zoning by-law are required.

The proposed new objective would be:

- To maintain and enhance the character of Mature Neighbourhood Areas by ensuring that new housing, replacement housing, additions, alterations, and new or enlarged accessory buildings, are compatible, context sensitive, and respectful of the existing character of the neighbourhood.

The proposed new criteria in which to evaluate a minor variance in a mature neighbourhood in Glen Williams would be:

- compatibility with existing building orientation and building setbacks;
- that the scale, massing, building height, and built form features are compatible with the existing character of the neighbourhood;
- the preservation of landscaped open space areas and the protection of existing trees; and,
- that impacts on adjacent properties are minimized.

Proposed Amendment to the Town of Halton Hills Comprehensive Zoning By-law

A proposed amendment to the Town's Comprehensive Zoning By-law 2010-0050 (attached as **Schedule Two** of this report) has been prepared based on the final Recommendation Report of the Glen Williams Mature Neighbourhood Study. In summary, the proposed Zoning By-law Amendment:

The Zoning By-law Amendment proposes to:

Mapping

- introduce a new Mature Neighbourhood 1 (MN1) overlay to areas within the Hamlet Community Core (HCC) Zone, and the Hamlet Residential 1 (HR1) Zone in the historic core of the Hamlet (as defined by the study area boundary

established at the outset of the Study) as shown on Schedule A19 to the Zoning By-law;

- introduce a new Mature Neighbourhood 2 (MN2) overlay to areas within the Hamlet Residential 1 (HR1) Zone outside the original study area boundary, and the Hamlet Residential 2 (HR2) Zone throughout the Hamlet, excluding the Meadows in the Glen (Barraclough Boulevard), Charleston Homes (Bishop Court) and Eden Oak (Credit River Ridge) developments, as shown on Schedule A19 to the Zoning By-law.

Lot Coverage

- introduce a new maximum lot coverage zoning standard for zones within the Mature Neighbourhood 1 (MN1) overlay of:
 - 35% for 1 and 1.5 storey buildings;
 - 30% for 2 and 2.5 storey buildings;
- introduce a new maximum lot coverage zoning standard for zones within the Mature Neighbourhood 2 (MN2) overlay of 15%

Building Height

- revise the maximum building height for all HCC, HR1 and HR2 Zoned properties within the MN1 and MN2 overlays from 11.0 metres to 9.0 metres.

Setbacks

- revise the minimum interior side yard setbacks for properties with the Mature Neighbourhood 1 (MN1) overlay to be 2.25 m for the first storey, plus an additional 1.2 m for each storey above the first storey.

Other

- introduce a new zoning standard that attached garages facing the front lot line must be recessed by at least 1.0 m from the front of the house.

Tree Preservation

Through the study process, public input was received regarding the importance of tree protection in maintaining the character of the mature neighbourhoods of Glen Williams. This was also an issue discussed as part of the previous Mature Neighbourhood Character Study for Acton and Georgetown. To address this matter, the Town is initiating a Privately-owned Tree Management Study in 2019, to develop recommendations pertaining to the protection of trees on privately-owned property in Halton Hills.

Heritage Conservation

Public input was also received through the study process with respect to whether or not heritage protection under the Ontario Heritage Act (i.e. a heritage conservation district) should be considered for certain areas of Glen Williams. The Final Recommendation Report recommends that the Town give further consideration to the identification of

areas of Glen Williams for future study as a potential heritage conservation district, when setting priorities for the Town's heritage work program.

COMMENTS:

Public Comments:

The March 5, 2019 Drop-in Open House and Statutory Public Meeting was attended by 13 people. There were 2 oral submissions made at the public meeting.

Wayne Scott of 15 Credit Street expressed a concern that in the event of a fire or catastrophic loss of a house a homeowner would not be able to rebuild what had previously existed, but would have to meet the new zoning standards.

As clarified in the Public Comments Matrix attached as **Schedule Three** to this report, an existing provision of the *Planning Act* permits the replacement of a dwelling unit on the same building footprint, regardless of non-compliance with the in-force zoning by-law. Also, the Town's Comprehensive Zoning By-law 2010-0050 contains similar language in Section 4.18, applicable to all zones in Glen Williams, and would permit replacement of a dwelling unit provided non-compliance with the zoning by-law is not increased (i.e. the building footprint remains the same).

Mr. Scott also expressed a concern about the treatment of corner lots, in which the orientation of the existing home is towards what is considered the side lot line, rather than the front lot line, in the Comprehensive Zoning By-law. While he did not object to the new zoning provisions, he wanted the existing owners to understand how the new provisions may affect them.

As noted in the attached Public Comments Matrix, the consultant team has examined, in consultation with Planning staff, the impact of the new zoning provisions on corner lots in Glen Williams, and in general, while there may be specific situations in which replacement housing on corner lots may require a minor variance to the zoning by-law, these situations have generally not been exacerbated by the proposed new zoning provisions.

Neal Panchuk of 100 Confederation Street commented that the proposed increased side yard setbacks for mature neighbourhood areas should apply above the first floor, with respect to balconies, in particular.

The consultant at the public meeting confirmed that the side yard setbacks are increased for all floors above the first floor to address the potential for increased impact from taller homes.

The Town also received 3 written submissions from the public after the public meeting.

Wayne Scott provided a written submission elaborating on the comments he provided in person at the public meeting. The staff response is summarized above and provided in detail in the attached Public Comments Matrix.

Staff is recommending one revision to the Zoning By-law Amendment with respect to the comments of Mr. Scott pertaining to the proposed restriction on the location of attached garages. The revision clarifies the intent to require attached garages facing the lot line that the driveway crosses, to be recessed 1 m from the front wall of the house, in order to protect the mature neighbourhoods characterized by the visual prominence of the front door. This provision would not prevent the location of an attached garage in the front of the house in situations where the garage is not facing the lot line that the driveway crosses.

Richard Domes of 1 Thomas Court expressed concern with the proposed 15 percent maximum lot coverage (i.e. MN2 overlay) for larger HR1 and HR2 Zoned lots outside the original study area, and asked for consideration of a higher maximum lot coverage of 20 percent. He noted that future plans he has for his property may take the lot coverage to 15-17 percent, and that this would not result in a “monster home”.

Responses to these comments are provided in the Public Comments Matrix. In summary, existing lot coverages in the area proposed to be included in the MN2 overlay were examined, and were generally found to be below 13 percent, with more than half below 10 percent. Therefore a maximum lot coverage of 15 percent was considered to be an appropriate standard, which in the case of most lots would allow for some increase in the lot coverage (i.e. building footprint), while introducing a reasonable level of control. Minor increases beyond this maximum threshold could be evaluated through the minor variance process (i.e. Committee of Adjustment).

Drew Leverette provided a written submission identifying certain properties in Glen Williams that were not included in the mature neighbourhood overlays, and he was of the view should have been included. In addition, he noted that a few properties were in his view incorrectly zoned on the current approved zoning by-law schedule for Glen Williams.

Detailed responses with respect to the specific properties are included on the Public Comments Matrix. One revision to the zoning by-law amendment has been made to include two Hamlet Community Core (HCC) Zoned properties within the MN1 overlay, which were inadvertently not included. Changes to the current approved zoning boundaries for Glen Williams are beyond the scope of the Glen Williams Mature Neighbourhood Study. Further consideration of zoning boundaries would follow the upcoming Glen Williams Secondary Plan Review, scheduled to commence in 2019.

Interim Control By-law:

As Council is aware, By-law 2017-0070 was passed on November 27, 2017 under Section 38 of the Planning Act (Interim Control) to control the erection of, or addition to,

resulting in any large-scale single-detached dwellings for a period of one year, within a defined area of Glen Williams pending the completion of the Glen Williams Mature Neighbourhood Study. In May 2018, in order to maintain interim control until the anticipated completion of the Study, Council extended the Interim Control By-law by a period of 6 months from November 26, 2018 to May 27, 2019.

Council also established a process to consider exemptions from the Interim Control By-law (ICBL), restricting Gross Floor Area to a maximum 25 percent increase from the Gross Floor Area of any building that existed on the date of passage of the by-law, and a total of 3 exemptions were granted throughout the course of the study.

If, after consideration by Planning, Public Works and Transportation Committee, Council approves Official Plan Amendment No. 34 and the associated Zoning By-law Amendment on April 15, 2019, and no appeals of these amendments are filed within the 20-day appeal period, the amendments would be in place approximately one week before the expiry of the ICBL on May 27. Given the Council Meeting Calendar for May (i.e. May 6 and May 27), staff recommends that the ICBL be simply allowed to expire on May 27, rather than repeal the ICBL once the zoning by-law amendment is in force and effect.

If appeals of the Zoning By-law Amendment are received, the Planning Act specifies that the ICBL remains in force and effect, beyond the expiry date, unless Council repeals the ICBL, until the appeals of the associated Zoning By-law Amendment are resolved.

Glen Williams Work Plan:

The completion of the Glen Williams Mature Neighbourhoods Study fulfills the first part of the Glen Williams Work Plan approved by Council in June 2017 through Report P&I-2017-0066. The second part of the work plan is a scoped review of the Glen Williams Secondary Plan, to be commenced in 2019.

RELATIONSHIP TO STRATEGIC PLAN:

Town of Halton Hills Strategic Plan

The Glen Williams Mature Neighbourhoods Study relates to Strategic Direction G: Achieve Sustainable Growth; the Goal to ensure that growth is managed so as to ensure a balanced, sustainable, well planned community that meets the needs of its residents and businesses; and in particular, Strategic Objective:

- G.7 To ensure that the character and stability of existing residential neighbourhoods is maintained when accommodating growth.

Town of Halton Hills Strategic Action Plan 2014-2018

The Glen Williams Mature Neighbourhoods Study relates to Priority 3 (Planning for Growth) of Council's 2014-2018 Strategic Action Plan, and in particular, priority:

- 3.C Preserve the established character of stable neighbourhoods by focusing development in identified intensification areas, and utilizing 'best practices' in urban design for infill development.

FINANCIAL IMPACT:

There is no financial impact associated with this report.

CONSULTATION:

The preparation of the Official Plan and Zoning By-law Amendments outlined in this report involved consultation with Development Review and Zoning staff, as well as the Steering Committee comprised of Councillors, Glen residents and representatives of the Glen Williams Community Association and Heritage Halton Hills.

Region of Halton Planning was also consulted to obtain confirmation from the Chief Planning Official that Official Plan Amendment No. 34 is exempt from Region approval under Region By-law 18-99.

PUBLIC ENGAGEMENT:

Notification to the public with respect to this matter was provided to all those on the project notification list, who had requested notice and/or attended previous public engagement events for the Study, including the March 5, 2019 Statutory Public Meeting and Drop-in Open House.

SUSTAINABILITY IMPLICATIONS:

Although the Glen Williams Mature Neighbourhoods Study does not directly relate to the focus areas of the Integrated Community Sustainability Strategy, the Study sought to improve quality of life of Halton Hills residents by maintaining and enhancing the character and identity of mature neighbourhood areas and contributing to the small-town feel of Halton Hills. This Study's positive contribution to overall quality of life in the Town contributes to the achievement of the objectives of Imagine Halton Hills.

COMMUNICATIONS:

The key project milestone dates and project documents are posted on the project webpage on the Town website. A 'Let's Talk Halton Hills' page is also used for communication to the public, and was used as a means of obtaining public input on draft options in Phase 2 of the project.

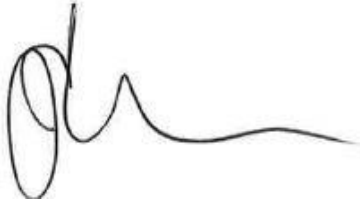
CONCLUSION:

This report discusses the public comments received on the draft Official Plan Amendment and Zoning By-law Amendment to implement the recommendations of the

Glen Williams Mature Neighbourhood Study, which were the subject of a drop-in open house and statutory public meeting on March 5, 2019.

It is recommended that the final proposed Official Plan Amendment No. 34 and the associated Zoning By-law Amendment, attached as Schedules One and Two to this report, be approved.

Reviewed and Approved by,

A handwritten signature in black ink, appearing to read 'John Linhardt', with a stylized, flowing script.

John Linhardt, Commissioner of Planning and Sustainability

A handwritten signature in black ink, appearing to read 'Brent Marshall', with a stylized, flowing script.

Brent Marshall, Chief Administrative Officer