



TOWN OF HALTON HILLS MATURE NEIGHBOURHOODS

Character Study

PHASE 3:

FINAL RECOMMENDATION REPORT

Date:

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Prepared for:

Town of Halton Hills

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File # : 07135E



ACKNOWLEDGMENTS

Thank you to the many Halton Hills residents that offered their time and valuable input throughout the study.

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TOWN OF HALTON HILLS MATURE NEIGHBOURHOODS CHARACTER STUDY

FINAL RECOMMENDATION REPORT executive summary

The Mature Neighbourhoods Character Study has been undertaken to study the Town's older neighbourhood areas with the objective of determining how to better accommodate new housing, replacement housing, additions and alterations while ensuring the character of the older neighbourhood areas is maintained.



The draft recommendations resulting from the Study were presented at the Phase 2 Open House held on December 8, 2016.

At the open house, staff and the project consultant provided a presentation of the Study process and how they arrived at the draft recommendations. Public comments were received, which further clarified and informed the final recommendations presented in this report. The matters raised at the open house included the following:

- Distinction between Infill Development and Replacement Housing
- Mapping of the Mature Neighbourhood Areas in the Official Plan
- Mature Neighbourhood Character in the Town's Hamlets
- Recognition of Existing Conditions and Legal Non-Complying Issues
- Calculation of Lot Coverage
- Calculation of Building Height and Storeys
- Additional Clarifications

Discussion of these matters and comments is provided in **Section 3** of this report.

FINAL RECOMMENDATIONS

The revisions to the draft recommendations were minor as provided in Phase 2 of this study. The revisions ensure that the recommendations align with the existing context and structure of the Town's Official Plan, including the differentiation between infill and replacement housing.

<p style="text-align: center;">CHANGES RECOMMENDED FOR THE OFFICIAL PLAN</p>	<p style="text-align: center;">CHANGES RECOMMENDED FOR ZONING</p>
<ol style="list-style-type: none"> 1. Introduce a definition for “Mature Neighbourhood Areas.” 2. Amend the existing definition of “Character” to include Mature Neighbourhood Character. 3. Amend the existing definition of “Compatible”. 4. Amend the existing strategic objective for Urban Character (A2.3.2(c)). 5. Replace Living Areas objective D1.1(a) with two new objectives. 6. Introduce a “New housing, replacement housing, additions, and alterations in Mature Neighbourhood Areas” policy section. 	<ol style="list-style-type: none"> 1. Amend the existing definition of “Lot Coverage” 2. Introduce a definition for “half storey.” 3. Introduce Mature Neighbourhood provisions to Section 6.3 of the Zoning By-Law, including the following: <p style="margin-left: 20px;"><u>For LDR1-1(MN) and LDR1-2(MN) Zones:</u></p> <ol style="list-style-type: none"> a) Maximum building height: 10m and 2.5 storeys b) Minimum Exterior Side Yard Setback: 4.5m c) Minimum Interior Side Yard Setback: 1.2m for the first storey, plus an additional 0.6m for each full storey above the first storey * d) Maximum Lot Coverage for 1 and 1.5 storey buildings: 40% e) Maximum Lot Coverage for 2 and 2.5 storey buildings: 35% <p style="margin-left: 20px;"><u>For LDR1-3(MN) and LDR1-4 (MN) Zones:</u></p> <ol style="list-style-type: none"> a) Minimum Interior Side Yard Setback: 0.6 m on one side and 1.0 on the other side, plus an additional 0.6m on each side for each full storey above the first storey * b) Maximum Lot Coverage (regardless of storeys): 40% 4. Amend Section 5.2.13(a) of the Zoning By-Law to clarify minimum driveway length. 5. Amend Schedules A3-1, A3-2, A3-3-, A3-4 and A6 of Zoning By-law 2010-0050 to add the LDR1 (MN) Suffix Zones. <p>NOTE: * A balcony or deck shall not be permitted on the second storey in the interior side yard of any two storey dwelling.</p>

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1.0

INTRODUCTION

1.1 STUDY PURPOSE

The Mature Neighbourhoods Character Study has been undertaken to study the Town's older neighbourhood areas with the objective of determining how to better accommodate new housing, replacement housing, additions and alterations while ensuring the character of the older neighbourhood areas is maintained.

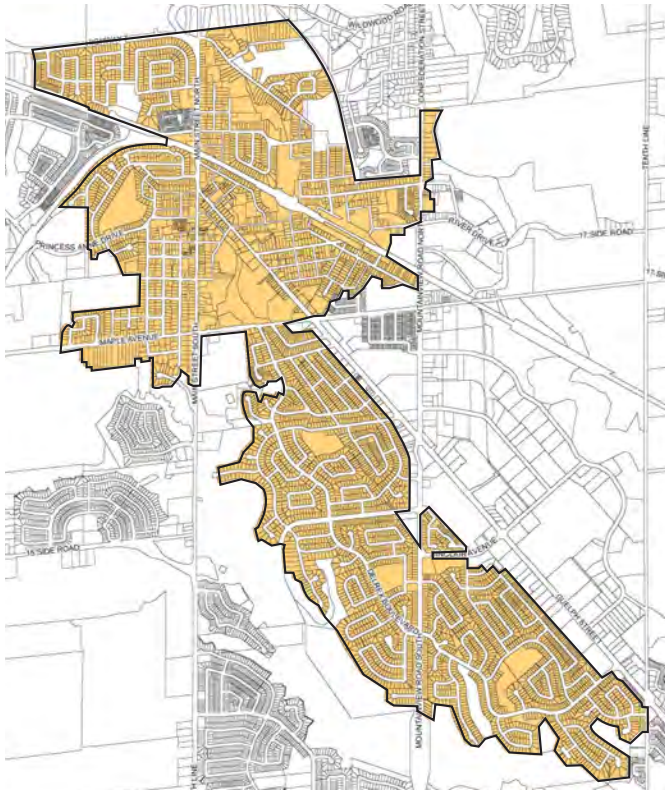


Figure 1.1.1 Study area in Georgetown based on the boundaries of the Interim Control By-law 2016-0009

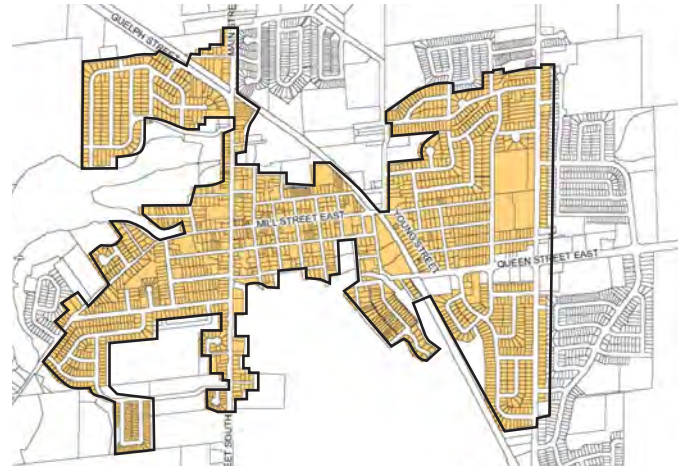


Figure 1.1.2 Study area in Acton based on the boundaries of the Interim Control By-law 2016-0009

1.2 STUDY PROCESS

The Study has been carried out in three phases. This final phase of the Study is intended to summarize the comments on the draft options and recommendations (presented at an open house in Phase 2), and to provide a set of final recommendations which include draft amendments to the Official Plan and Zoning By-law for consideration by Council.



Figure 1.2.1 Study process chart

Phase 1 was completed in the summer and fall of 2016 and included public engagement activities, (three neighbourhood walking tours, a series of stakeholder interviews, and a public workshop). A Phase 1 report was completed which identified the changes occurring within the Town’s mature neighbourhoods, general trends and factors influencing these changes, the physical characteristics of the neighbourhoods in the Study Area, and the current policy and regulatory frameworks.

A public workshop was held at the end of Phase 1 at which participants reviewed a number of tools and options for managing change in mature neighbourhoods. These tools included neighbourhood related tools (tree protection and replacement, heritage conservation districts, and urban design guidelines), property-related tools (proportional setbacks, averaging setbacks, setbacks for upper storeys, driveway width, and soft landscaped coverage), and building related tools (building height, building length, building encroachments, Gross Floor Area, Floor Space Index/Floor Area Ratio, and lot coverage). Based on feedback received during the workshop, the areas of concern that the public raised regarding changes in their neighbourhoods were prioritized.

In addition to the analysis of the existing zoning regulations in mature neighbourhoods, the current neighbourhood conditions were also examined to determine if additional policies and regulations were warranted.

Using sample lots, the impact of several potential zoning measures was tested. Specifically, the testing was used to determine whether these zoning measures would result in legal non-compliance, and whether they would maintain flexibility for moderate changes to occur while maintaining the character of the area. This led to the proposal of draft recommendations for the Mature Neighbourhoods Character Study, as outlined in the following section of this report, which included recommendations for the Town's Official Plan and Zoning By-law.

The proposed recommendations were presented to the public at a public open house in December 2016 along with the Phase 2 Options and Proposed Recommendations Report. Public input and feedback on the proposed recommendations was collected to further inform the proposed recommendations, as summarized in the following section of this report.



2.0

PHASE 2 OPTIONS

AND DRAFT

RECOMMENDATIONS

2.1 OVERVIEW OF DRAFT RECOMMENDATIONS FROM PHASE 2

At the conclusion of Phase 2 of the Study, a set of draft recommendations were proposed following a review and assessment of various options to address and manage change within the Town’s Mature Neighbourhood Areas. The draft recommendations of Phase 2 of the Study are listed below.

	Official Plan Recommendations	Rationale
Add new definitions for Mature Neighbourhood Areas and Neighbourhood Character to the Official Plan	<i>Mature Neighbourhood Areas are defined geographic areas as identified on Schedule XXX and XXX. These areas represent older, established residential neighbourhoods within the Town that contain larger lots and older homes.</i>	While the existing Official Plan has policies and definitions for infill development in residential areas, it is recommended that policies and definitions specific to replacement housing and additions in mature neighbourhoods be introduced.
	<i>Neighbourhood Character means the collective physical qualities and characteristics which are prevalent in a neighbourhood, area, or Mature Neighbourhood Area, and which define its distinct identity. These qualities and characteristics may include, but shall not be limited to, such features as street network and design, lot configuration and patterns, location and orientation on the lot in relation to adjacent lots and buildings, lot areas and widths, building height and design, façade articulation and materials, trees, vegetation and other natural features, heritage resources, and age of construction.</i>	The recommended definition of neighbourhood character is based on the features deemed important from the findings of this study



	Official Plan Recommendations	Rationale
Update the Urban Character Policies	<p><i>Amend Section A2.3 Urban Character (Goals and Strategic Objectives) with the following:</i></p> <p><i>A2.3.2c) To ensure that the character and stability of existing neighbourhoods and Mature Neighbourhood Areas is maintained and enhanced by ensuring that development and redevelopment is compatible, in terms of built form, with the character of adjacent buildings and neighbourhoods and the scale and density of existing development;</i></p>	<p>The strategic objectives of the Official Plan regarding urban character can be refined to address replacement housing in mature neighbourhoods.</p>
Add a new section to the Official Plan specific to Mature Neighborhoods	<p><i>Mature Neighbourhood Areas</i></p> <p><i>Mature Neighbourhood Areas as identified within the Plan are intended to be protected to ensure the unique character of those areas is maintained and enhanced. Due to the special attributes of large lots and related homes within these areas, replacement housing, additions, alterations, and accessory structures within Mature Neighbourhood Areas will be subject to additional considerations as set out herein.</i></p> <p>Objectives</p> <p><i>It is the objective of this Plan to:</i></p> <p><i>ensure that development within Mature Neighbourhood Areas is compatible, context sensitive, and respectful of existing neighbourhood character;</i></p> <p><i>ensure that development within Mature Neighbourhood Areas protects and/or enhances existing neighbourhood character; and, ensure that changes within Mature Neighbourhood Areas have minimal impact on the existing tree canopy, and provide for the protection and/or replacement of trees where possible.</i></p>	<p>The proposed policies will ensure that any applications for a minor variance are compatible with, protect, and enhance existing neighbourhood character.</p> <p>In addition, tree protection in Mature Neighbourhood Areas is highlighted as a policy objective that will require consideration when minor variance applications are assessed under the Official Plan.</p>

	Official Plan Recommendations	Rationale
<p>Add new general policies for Mature Neighborhood Areas including new policies associated with minor variances for replacement housing, additions, alterations and accessory structures.</p>	<p>General Policies</p> <p><i>Mature Neighbourhood Areas as identified on Schedule XXX and XXX will be implemented in the Town's Zoning By-laws as an overlay zone. The overlay zones will implement additional regulations to ensure that new development and redevelopment is appropriately managed.</i></p> <p><i>All healthy mature trees should be preserved where possible, and replanting is encouraged where a substantial loss of trees occurs.</i></p> <p><i>Replacement housing, additions or alterations within Mature Neighbourhood Areas shall protect and enhance existing neighbourhood character. Minor variances associated with replacement housing, additions, alterations, or accessory structures in Mature Neighbourhood Areas shall ensure that:</i></p> <ul style="list-style-type: none"> <i>- new housing, additions and alterations are compatible with existing setbacks, orientation and separation distances; the scale, height, massing, architectural character and materials proposed for new housing, additions, and alterations are compatible with the neighbourhood character;</i> <i>- building height is carefully considered to ensure compatible heights and compatible roof designs;</i> <i>- new housing, additions and alterations preserve landscaped open space areas and minimize surface parking areas; and,</i> <i>- impacts on adjacent properties are minimized in relation to grading, drainage, location of service areas, access and circulation, privacy, and shadowing.</i> 	<p>The draft recommendations provide general policies based on the policy objectives for Mature Neighbourhood Areas. These recommended policies aim to manage neighbourhood change. While providing enough flexibility for replacement housing, additions, alterations and accessory structures.</p> <p>These policies are accompanied by a new schedule that defines Mature Neighbourhood Areas.</p>

	Zoning By-law Recommendations	Rationale
New and Amended Definitions	<p>Lot Coverage <i>That the percentage of the lot covered by all buildings and structures, including garages and accessory buildings, yet excluding that portion of such lot area that is occupied by a building or portion thereof that is completely below grade.</i></p> <p><i>Lot coverage in each zone shall be deemed to apply only to that portion of such lot that is located within said zone.</i></p> <p>Half Storey <i>That portion of a dwelling situated within the roof and having its floor level not lower than 1.2 m from the point where the roof and any exterior wall of the dwelling meet, and in which there is sufficient space to provide a height between finished floor and finished ceiling of at least 2.2 m.</i></p> <p>Gross Floor Area <i>The aggregate of the areas of each floor of a building or structure above established grade, measured between the exterior faces of the exterior walls of the building or structure excluding the sum of the areas of each floor used, or designed or intended for use for the parking of motor vehicles, unless the parking of motor vehicles is the principle use of the building or structure.</i></p> <p>Mature Neighbourhood Areas <i>The geographic areas as identified on Schedules XXX and XXX. These areas represent older, established residential neighbourhoods within the Town that contain larger lots and older homes.</i></p>	<p>Refinement of existing definitions and introduction of new definitions will assist with the implementation of the recommended zoning provisions.</p>

	Zoning By-law Recommendations	Rationale
Zoning Regulations for LDR1-1 and LDR1-2 zones in Mature Neighbourhood Areas	<p><i>Notwithstanding the zone standard of the LDR1 zone, all properties zoned LDR1-1 and LDR1-2 and located within a Mature Neighbourhood Area as defined on Schedules XXX and XXX, shall meet the following additional standards:</i></p> <ul style="list-style-type: none"> <i>a) Maximum building height of 10 m and 2.5 storeys</i> <i>b) Minimum Exterior Side Yard Setback: 4.5 m</i> <i>c) Minimum Interior Side Yard Setback: 1.2 m, for the first storey and, an additional 0.6 m for each storey above the first storey</i> <i>d) Maximum Lot Coverage for 1 and 1.5 storey buildings: 40%</i> <i>e) Maximum Lot Coverage for 2 and 2.5 storey buildings: 35%</i> 	<p>It is recommended that replacement housing and additions within Mature Neighbourhood Areas be regulated to permit a maximum building height of 2.5 storeys, in addition to the recommended 10 m height limit. This maximum is reflective of the existing housing stock in the Town's Mature Neighbourhoods.</p> <p>Currently many corner properties within pre-war areas have legal non-complying status for their exterior side-yard setbacks. The proposed increase of exterior side-yard setback to 4.5m will provide adequate space between the home and the right-of-way without putting a large amount of additional properties into legal non-complying status. The 4.5m setback is also recommended to provide enough depth for driveways on the exterior side-yard</p> <p>The current zoning regulations require a 1.2m interior side yard setback for all LDR1-1 and LDR1-2 zones. The 1.2 m interior side yard setback allows an appropriate interior side yard setback for single-storey dwellings. To maintain the same level of privacy and light penetration, an additional setback of 0.6m is proposed for every additional storey above the first storey.</p> <p>In testing options for lot coverage it became apparent that a lot coverage of 40% for 1 and 1.5 storey housing, and 35% for 2 and 2.5 storey housing would be the most effective for balancing development flexibility with neighbourhood compatibility in LDR1-1 and LDR1-2 zones.</p>

	Zoning By-law Recommendations	Rationale
Zoning Regulations for LDR1-3 and LDR1-4 zones in Mature Neighbourhood Areas	<p><i>Notwithstanding the zone standards of the LDR1 zone, all properties zoned LDR1-3 and LDR1-4 and located within a Mature Neighbourhood Area as defined on Schedules XXX and XXX shall meet the following additional standards:</i></p> <ul style="list-style-type: none"> <i>a) Minimum Interior Side Yard Setback: 0.6 m, an additional 0.6 m for each storey above the first storey</i> <i>b) Maximum Lot Coverage: 40% regardless of storey</i> 	<p>The LDR1-3 and LDR1-4 zoning standards require a 0.6m interior side yard setback on one side and a 1.0m interior side yard setback on the other side. These regulations are maintained for single-storey dwellings, however an additional setback of 0.6m is proposed for every additional storey above the first storey. This maintains privacy but also provides development flexibility for LDR1-3 and LDR1-4 zones, given their smaller frontages</p> <p>The recommended lot coverage control for LDR1-3 and LDR1-4 zones is 40% regardless of the number of storeys. This is because LDR1-3 and LDR1-4 lots are narrower, which already results in additional restriction to development. As a proportional zoning control, the recommended lot coverage regulations offer flexibility to land owners to locate buildings on the lot that align with existing conditions in the Mature Neighbourhood Areas.</p>



	Zoning By-law Recommendations	Rationale
New General Regulations for Driveways	<p>5.2.13 <i>General Parking Provisions for Ground Oriented Residential Dwelling Units</i></p> <p>a) <i>Within a front or exterior side yard, motor vehicle parking is only permitted on a driveway with a minimum driveway length of 5.5m as per Section 5.2.10.</i></p> <p>5.2.14 <i>Maximum and Minimum Driveway Width for Ground Oriented Residential Dwelling Units</i></p> <p>b) <i>The maximum driveway width is 7.0 metres inclusive of a walkway provided a minimum of 40% of the front or exterior side yard in which the driveway is located is the site of soft landscaping.</i></p> <p>c) <i>Notwithstanding the above, the maximum driveway width inclusive of a walkway leading to a 3 (or more) car garage shall not exceed the garage door width plus 1.5 metres intended for walkway areas.</i></p>	<p>To maintain streetscape conditions, a number of clarifications of the current provisions are required.</p> <p>Section 5.2.14 of the Town's Zoning By-law addresses the minimum and maximum width of driveways. It is important to clarify that walkway areas adjoining the driveway are included in the driveway width, measured at the lot line the driveway crosses. This prevents misinterpretation that would allow for an excessively wide continuous hardscape area that can cover up to 60% of the front yard or the flankage yard.</p> <p>Given that parking spaces are often placed on residential driveways, it is important for driveways to be designed to accommodate such parking. As such, it would provide clarity to restate that a parking space on a driveway must have a minimum length of 5.5 m.</p>



2.2 PHASE 2 OPEN HOUSE

The draft recommendations were presented on a series of panels at the Phase 2 Open House held on December 8, 2016.

Participants were provided with “a walk through” of the draft recommendations by facilitators, who explained how the draft recommendations were reached. Participants were invited to ask questions and provide input regarding which recommendations they supported; which recommendations, if any, were not appropriate or needed to be changed; and, if there were other recommendations that should be considered. Participants were provided with comment forms and post-it notes to share their comments. At the open house, staff and the project consultants also provided a presentation of the Study process and how they arrived at the draft recommendations. A series of 3D-models were also provided during the presentation to illustrate how the draft recommendations would affect new replacement housing using examples from the study area. The proposed recommendations were also applied cumulatively to example lots in the Town’s Mature Neighbourhood Areas to illustrate how the proposed recommended regulations would manage change in mature neighbourhoods.





The comments received from the public open house are summarized in **Section 3** of this report. Clarification and refinement of the recommendations in response to the public comments is also provided. The key matters raised included the following:

- Distinction between Infill Development and Replacement Housing
- Mapping of the Mature Neighbourhood Areas in the Official Plan
- Mature Neighbourhood Character in the Town's Hamlets
- Recognition of Existing Conditions and Legal Non-Complying Issues
- Calculation of Lot Coverage
- Calculation of Building Height and Storeys

The full list of public comments is included as **Appendix A** of this report.

3.0

ANALYSIS AND REFINEMENT

Following the open house, all of the input received from the public was reviewed and summarized (see summary of public comments in **Appendix A**). The draft recommendations were then further reviewed and refined by the Technical Advisory Committee and the Steering Committee. The final recommendations developed over the course of the Study represent a sound and evidence based approach achieved with community consultation to best manage change in the mature neighbourhoods of Halton Hills.

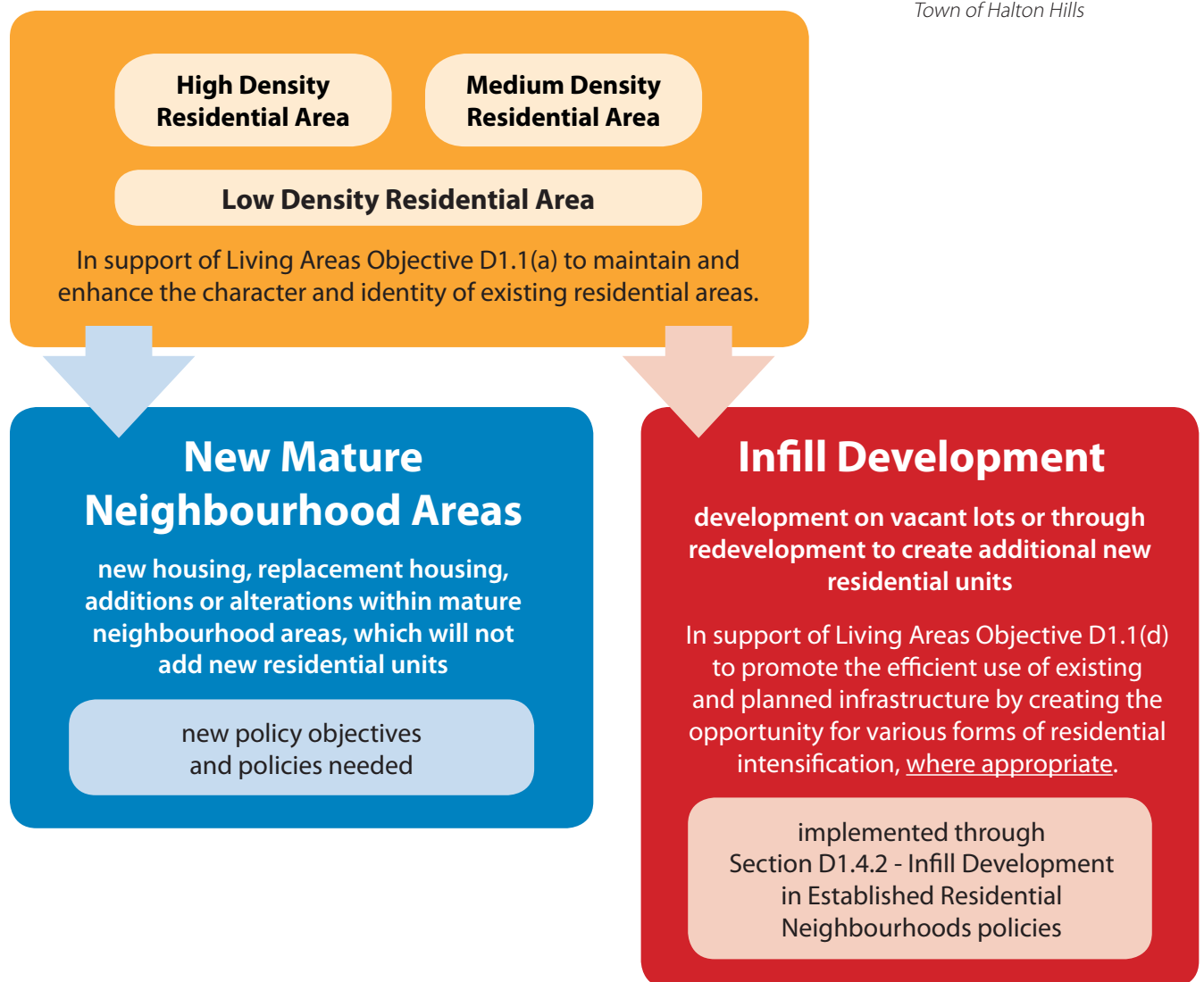
3.1 CHANGES RECOMMENDED TO THE OFFICIAL PLAN

3.1.1 DISTINCTION BETWEEN INFILL DEVELOPMENT AND REPLACEMENT HOUSING

The public asked about how the proposed recommendations relate to the Town’s existing planning framework. Specifically, members of the public asked how the protection of neighbourhood character relates to infill development.

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 current Town of Halton Hills Official Plan contains general policies for housing and policies specific to low-density housing in its Living Areas section of the Official Plan. It is the policy objective of the Living Areas section to maintain and enhance the character and identity of existing residential areas (D1.1.a). This objective is partly implemented in the Official Plan through the Low Density Residential Area Designation, which sets out appropriate density, height and permitted uses.

At the same time, it is the objective of the Living Areas section of the Official Plan to promote the efficient use of existing and planned infrastructure by creating the opportunity for various forms of residential intensification, where appropriate (D1.1.d).

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.

The intent of the Mature Neighbourhoods Character Study is to address new housing, replacement housing, additions, and alterations in Mature Neighbourhood Areas. 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.

In response to public input requesting clarification on the relationship between the new Mature Neighbourhood policies and the existing infill policies, the recommended policies and definitions for the Mature Neighbourhood Areas have been further refined.

D1.1(a) and A2.3.2(c) have been revised, as D1.1(a) is more general and applies to both infill development and replacement housing, and therefore it is better suited in Part A. A2.3.2 is specifically oriented to infill development and is better suited for Living Area objectives in Part D. This is accompanied by an additional living area objective specific to replacement housing in the Study.

3.1.2 MAPPING OF THE MATURE NEIGHBOURHOOD AREAS IN THE OFFICIAL PLAN

Following further technical analysis and discussion, the mapping of Mature Neighbourhood Areas that was originally proposed for the Official Plan through the Phase 2 Report has not been carried forward in the final recommendations. Mapping in the Official Plan is not considered to be necessary to implement the policy recommendations of this Study. Instead, the definition of Mature Neighbourhood Areas in the Official Plan will identify the characteristics of the Town's mature neighbourhoods, and provide a set of policies that will be further implemented through the Zoning By-law. The Mature Neighbourhood Area policies will be implemented through mapping in the Town's Zoning By-law, as well as a Mature Neighbourhood Suffix on certain areas within the LDR1 zone.

The initial study area for the Mature Neighbourhoods Character Study corresponded to the area defined in the Town's Interim Control By-law. Through Phase 1 of the study, the area was reviewed and analyzed to determine those characteristics which defined the various neighbourhoods. The assessment illustrated that the area consisted of neighbourhoods which were planned and built both before and after World War II:

Pre-War Neighbourhoods: Park District, GO Train Station Area, John Street Area, Main Street North & Arletta Street Area, Mill Street Acton, Bower Street Acton (Syndicate Housing Heritage Conservation District)

Post-War Neighbourhoods: Moore Park, Delrex, Churchill Crescent and Normandy Boulevard, Acton Neighbourhoods

A further characterization was also done of these neighbourhoods to define lot fabric (lot frontage and area) and lotting patterns, streetscape characteristics (street widths, sidewalks, trees) as well as housing type, size, height, construction dates and architectural styles.



Through this phase of the study, a further refinement of these areas was undertaken to more precisely delineate the Mature Neighbourhood Areas.

This refinement was based on a further analysis of the data compiled as part of the Study, utilizing the following general criteria:

1. Date of development/construction: Areas which were generally developed prior to 1975;
2. Lot Size: Areas predominantly characterized by larger lots; and
3. Housing Type: Areas predominantly characterized by single-detached dwellings

These criteria are supported by Figures 2.2.4, 2.2.7, 2.2.15, and 2.2.16 in the Phase 1 Background Report for the Study.

The implementing Mature Neighbourhood (MN) suffix zone reflects the extent of the proposed defined Mature Neighbourhood Areas.

3.1.3 MATURE NEIGHBOURHOOD CHARACTER IN THE TOWN'S HAMLETS

Some public comments related to the scope of the Mature Neighbourhoods Character Study. Specifically, some members of the public wished to see Mature Neighbourhood Areas expanded to the Town's Hamlets. Community members of Glen Williams and Norval requested that the neighbourhood analysis of the Mature Neighbourhoods Character Study also be applied to the Hamlets in order to implement recommendations for replacement housing, additions, and alterations in Glen Williams and Norval.

It is important to note that land use change within the Hamlets of Glen Williams and Norval is governed by detailed Hamlet Secondary Plans, accompanied by Hamlet Design Guidelines, and implemented through specific Hamlet Residential land use designations and zoning. These planning documents and instruments were specifically tailored to the distinct planning contexts of these hamlet communities. Furthermore, the physical context (i.e. lot pattern, lot sizes, etc.) of the Hamlets of Glen Williams and Norval is significantly different from the urban areas of Georgetown and Acton. Therefore, it is recommended that a review and consideration of policies for new housing, replacement housing, additions, and alterations in Glen Williams and Norval be considered through separate, future planning studies.

3.2 CHANGES RECOMMENDED TO THE ZONING BY-LAW

A number of public comments provided at the December 2016 Open House related to the zoning recommendations. Many of those comments recommended clarification of the definitions and provisions. These concerns have been addressed through the final recommendations. Additional issues and comments are summarized below.

3.2.1 RECOGNITION OF EXISTING CONDITIONS AND LEGAL NON-COMPLYING ISSUES

Members of the public asked for clarification regarding the implication of having an existing home that does not comply with the proposed recommendations. These concerns and comments relate to legal non-complying status, permitted by the existing planning framework.

It is noted that changes in zoning regulations can affect the status of existing homes. Legal non-complying status applies to homes that met Zoning By-Law regulations at the time of construction but do not meet current Zoning By-law regulations as a result of new regulations being passed after the home was built. Property owners of legal non-complying homes have legal non-complying rights (also more generally known as “grandfathering”), which allow these homes to continue to legally exist.

The proposed zoning provisions for Mature Neighbourhood Areas were evaluated and considered with the intent to limit the number of properties that would become legal non-complying. This is accomplished by testing existing built conditions in Georgetown and Acton against the proposed recommendations.

For example, the recommended tiered interior side-yard setback requirements were designed to permit the existing standards on the ground floor while addressing overlook and massing issues above the ground floor. Similarly, the proposed lot coverage maximums are based on the observed lot coverage conditions in Georgetown and Acton.

Existing conditions will be permitted through legal non-complying status as discussed above.

When an addition or accessory structure is added to the legal non-complying property in the future, a minor variance may be required to regularize the existing dwelling. In this case, the minor variance processes will allow the existing structure to be recognized or “regularized.” The process will recognize these situations as “regularizations” where changes are being made to a home that already has a greater building footprint or encroachment than is permitted.

3.2.2 CALCULATION OF LOT COVERAGE

Given that the proposed introduction of lot coverage is new to the Town’s Zoning By-law, the public had a number of questions. The following are the key questions that were raised:

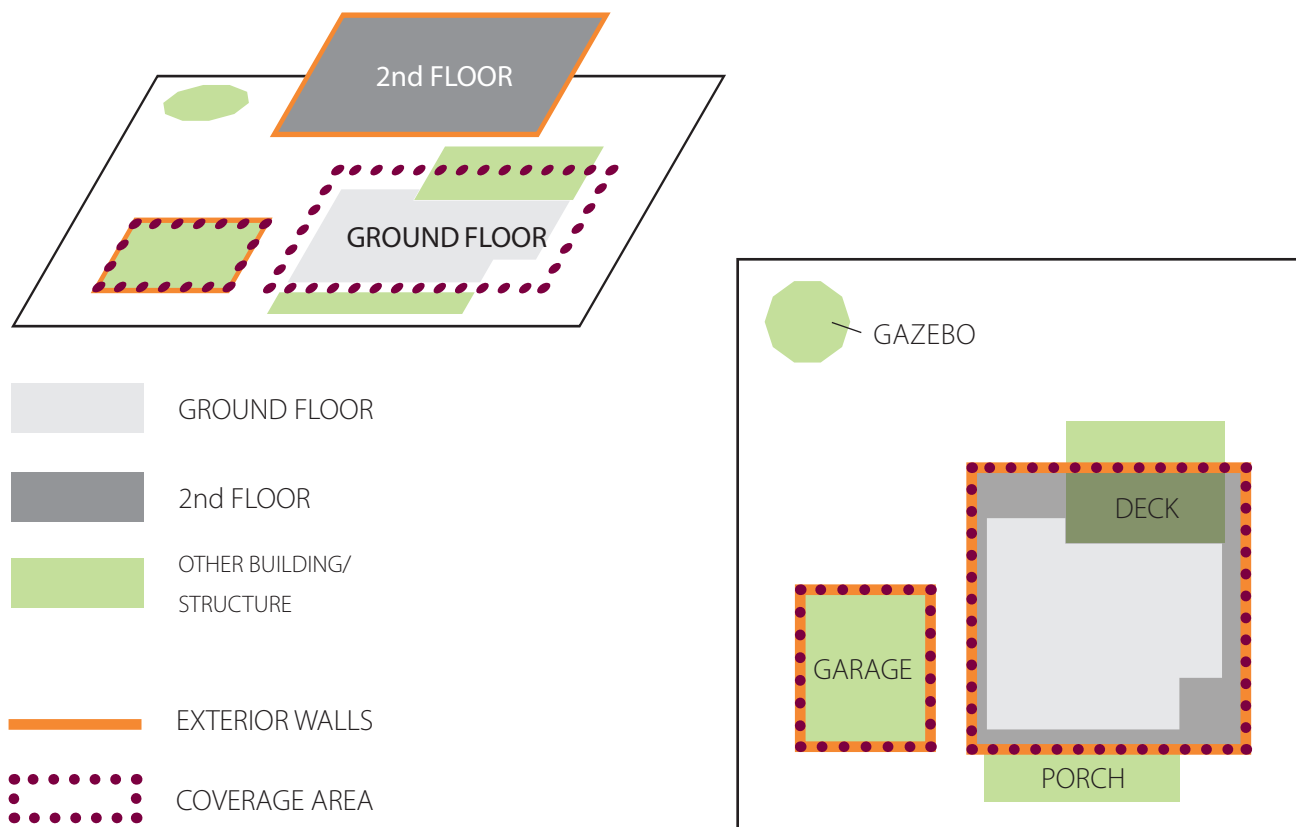
- **How will maximum lot coverage impact additions on existing homes?**
- **How will maximum lot coverage impact existing conditions that do not comply with the proposed recommendations?**
- **Will decks and porches be included in the calculation of lot coverage?**
- **Will proposed maximum lot coverage be too restrictive or too lenient?**

The public feedback received also addressed the calculation of lot coverage that suggested that decks and porches should be excluded from the calculation of lot coverage.

The input received has been considered and led to revisions of the definition of “Lot Coverage”. Specifically, the revised definition will allow lot coverage to be calculated based on the outermost exterior walls of a building, and exclude porches and decks.

The public requested clarifications on when building additions will impact lot

Figure 3.1.2 Diagram of the footprint areas included in lot coverage area calculations



coverage and when a minor variance would be required.

Based on the recommended zoning provisions for LDR1-1 and LDR1-2 zones, a minor variance will be required if a second storey is added to an existing bungalow that has a lot coverage greater than 35%. When a ground-floor addition is added to an existing bungalow that results in a lot coverage greater than 40%, a minor variance will also be required.

For LDR1-3 and LDR1-4 zones, a minor variance will be required whenever an addition creates a lot coverage that is greater than 40%.

3.2.3 CALCULATION OF BUILDING HEIGHT AND STOREYS

One comment was received regarding the appropriateness of the proposed building heights. The comment asked if the maximum building height can be further reduced. One public comment asked how basement walkouts will be addressed.

The comment regarding the appropriate building height is addressed in **Section 2.1** of this report.

As maximum height is currently measured from the established grade, the proposed recommendation will not deviate from current zoning practice. The proposed maximum 10 m and 2.5 storeys are based on the observed maximum building heights in LDR1-1 and LDR1-2 zones in Mature Neighbourhood Areas. It is noted that current zoning is very permissive even though current Official Plan policies and objectives intend residential areas to have a modest height (3 storeys or less).

Based on the current definitions of the Halton Hills Zoning By-Law, the ground level is defined by a ceiling that is more than 1.8m above the established grade. The definition of established grade in the Town's ZBL is as follows:

"The average surface elevation at the outside walls of any building or structure, which is determined by taking the arithmetic mean of the levels of the finished ground surface at every location of change of grade at the outside walls of the building or structure."

When the ceiling of a floor level is less than 1.8 m above the established grade, it is considered as a basement or below-grade storey. Because the definition for building height in the Town's Zoning By-law is tied to established grade, basements do not contribute to the maximum storey calculation.

If the ceiling of a walkout basement is less than 1.8m above the established grade, the walkout basement level will not be considered as a storey. However, if the ceiling of a walkout basement is 1.8m or more above established grade, the walkout basement level will be considered as a storey. An additional definition of "half storey" has also been provided to address how such storeys are to be determined.

3.2.4 ADDITIONAL CLARIFICATIONS

Additional comments requested clarification of proposed zoning provisions. This section provides clarification for the additional comments received at the Phase 2 Open House.

Public Comments	Clarifications
Will walkways not adjacent to driveways be included in the maximum driveway width?	Walkway not adjacent to the driveway would not count in the maximum driveway width
Why are the existing standards for [interior] side yard setback used for first floor setbacks? Can this be increased?	The proposed interior side yard setback provision is based on the existing standards for the ground floor to reduce non-complying issues for existing housing. The additional 0.6m setback for the second storey and above is to limit the overlook impact of new replacement homes that are often taller than existing built forms. When an addition is added to a bungalow, an applicant can request a minor variance for the second storey to maintain the existing interior side yard setback.
Can averaging of multiple properties be used to measure appropriate zoning standards?	Zoning provisions recommended by this study provide an effective approach that does not increase the level of complexity for implementation. A street-by-street averaging of zoning provisions has the potential to create an onerous implementation process.
There are overlook concerns from the placement of side windows. How can these be addressed?	Current zoning regulations do not limit the placement of side windows. Overlook impact will be reduced through the recommended increased setback for 2 and 2.5 storey portions of the home.

3.3 RECOMMENDED FURTHER STUDIES

3.3.1 TREE PROTECTION

Public feedback collected from the Phase 2 Open House emphasized the importance of protecting neighbourhood trees in all areas of Halton Hills, including Mature Neighbourhood Areas.

As noted in various phases of this study, tree protection measures are generally enacted through separate municipal by-laws and programs as they cannot be regulated through policy or zoning. Because tree protection is beyond the scope of the Official Plan and the Zoning By-law, tree protection should be considered through a separate process outside of the Mature Neighbourhoods Character Study. Any further consideration of a tree protection or replacement program would require an analysis of the costs and benefits associated with staffing and funding resources required to implement such programs.

Given that there was a high level of interest expressed for the protection and replacement of private trees by the public, the Town may wish to further consider innovative approaches for tree replacement and incentive programs for private trees, in addition to the potential future initiatives for public trees inclusive of a Tree Canopy and Street Tree Plan (Town Sustainability Implementation Committee).





3.3.2 HERITAGE STUDIES

As discussed in the Phase 1 Background Report and Phase 2 Options and Proposed Recommendations Report, the Town of Halton Hills maintains a municipal register of properties that are of cultural heritage value or interest, to assist in managing and conserving the Town's heritage resources. The register is comprised of both listed and designated properties in the Town, as provided for under the Ontario Heritage Act.

Heritage Conservation Districts were noted as a possible tool to protect Mature Neighbourhood Areas. As the Town has been performing an ongoing evaluation of its cultural heritage resources and updating its heritage work program on a regular basis, it would be appropriate for the Town to give further consideration to the identification of areas for Heritage Conservation District study within certain blocks of Mature Neighbourhood Areas as part of its ongoing heritage work program and as provided for in the Town's Official Plan.

4.0

FINAL

RECOMMENDATIONS

This section provides the final study recommendations. The revisions to the Phase 2 recommendations are minor and reflect needed changes to ensure the recommendations align with the current context and structure of the Town's Official Plan including the distinction between infill and replacement housing.

4.1 OFFICIAL PLAN

1. Introduce a definition for “Mature Neighbourhood Areas”, as follows:

Means older established residential neighbourhoods within the Low Density Residential Area designation, characterized by predominantly single-detached housing stock on larger lots as identified in the implementing Zoning By-law by a Mature Neighbourhood (MN) Suffix on certain areas within the LDR1 zone.

2. Amend the existing definition of “Character”, as follows:

- a) Means the aggregate of the distinct features that work together to identify a particular area. The distinct features may include the built and natural elements of an area.

- b) Means, with respect to residential neighbourhoods, including Mature Neighbourhood Areas, the collective physical qualities and characteristics that are prevalent in a neighbourhood, and which define its distinct identity. These qualities and characteristics may include such features as street network and design, lot pattern and configuration, lot area, lot frontage, location and orientation of buildings on a lot in relation to surrounding lots, building setbacks, building height, massing, scale and design, façade articulation and materials, trees, vegetation, cultural heritage resources, and age of construction.

3. Amend the existing definition of “Compatible”, as follows:

Means the development or redevelopment of uses, as well as new housing, replacement housing, additions, or alterations, which may not necessarily be the same as or similar to existing development, but can coexist with the surrounding area without negative impact.

4. Amend Urban Character strategic objective A2.3.2(c), as follows:

To maintain and enhance the character and identity of existing residential areas;

5. Replace Living Areas objective D1.1(a) with the following two new objectives, as follows:

maintain and enhance the character of Mature Neighbourhood Areas by ensuring that new housing, replacement housing, additions, and alterations are compatible, context sensitive, and respectful of the existing character of the neighbourhood;

maintain and enhance the character and stability of existing and well established residential neighbourhoods by ensuring that development and redevelopment is compatible, in terms of built form, with the character of adjacent buildings and neighbourhoods and the scale and density of existing development



1. Introduce a “New Housing, Replacement Housing, Additions, and Alterations in Mature Neighbourhood Areas” section, as follows:

New housing, replacement housing, additions, and alterations within Mature Neighbourhood Areas shall be permitted provided they are compatible, context sensitive, and respectful of the existing character of the neighbourhood.

The implementing Zoning By-law shall further detail appropriate standards for new housing, replacement housing, additions, and alterations within Mature Neighbourhood Areas, including lot coverage, building height, and side yard setbacks amongst other standards.

Minor variances from the implementing Zoning By-law associated with new housing, replacement housing, additions, and alterations in Mature Neighbourhood Areas shall consider, where applicable:

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



4.2 ZONING BY-LAW

1. Amend the definition of “Lot Coverage”, as follows:

The percentage of the lot area covered by all *buildings* and *structures*, and *accessory buildings or structures*, above *established grade*, measured to the exterior faces of the exterior walls, including all projections (cantilevered floor space, window projections, etc.). *Porches, decks, and uncovered platforms*, with or without an underground cold cellar below, are excluded from the calculation of lot coverage, when these structures do not have exterior walls.

2. Introduce a definition for “Storey, half”, as follows:

That portion of a dwelling situated wholly or partly within the roof and having its floor level not lower than 1.2m from the point where the roof and any exterior wall of the dwelling meet, and in which there is sufficient space to provide a height between finished floor and finished ceiling of at least 2.2m, provided the floor area of the half storey does not exceed 50 per cent of the floor area of the floor below.

3. Amend the definition of “Structure”, as follows:

Anything that is erected, built or constructed of parts joined together and attached or fixed permanently to the ground or any other *structure*. For the purpose of this By-law, a fence that has a *height* of 2.13 metres or less, a light standard, an antenna, and a *sign* shall be deemed not to be *structures*. For the purpose of *setback* and *lot coverage* calculations, natural gas or electricity metres, air conditioning units, dog houses, freestanding mail boxes, entrance pillars, statues, storage lockers under 1m high, free-standing arbours or pergolas, pool pumps and filters not inside *accessory buildings*, flag poles, free standing trellises, shopping cart enclosures, waste receptacles, school bus shelters, composters, planters, and portable barbeques are not considered as *structures*.

4. Amendment Mature Neighbourhood provisions to Section 6.3 of the Zoning By-Law, as follows:

Table 6.2 - Standards for Single Detached Dwellings in the LDR1 Zone

ZONE	Minimum Lot Frontage Per Unit	Minimum Required Front Yard	Minimum Required Rear Yard	Minimum Required Interior Side Yard	Minimum Required Exterior Side Yard	Maximum Height
LDR1-1	18.0m	6.0m	7.5m	1.2m	3.0m (3)	11.0m
LDR1-1 (MN)	18.0m	6.0m	7.5m	(4)	4.5 m	10.0m (2.5 storeys)
LDR1-2	15.0m	6.0m	7.5m	1.2m	3.0m (3)	11.0m
LDR1-2 (MN)	15.0m	6.0m	7.5m	(4)	4.5 m	10.0m (2.5 storeys)
LDR1-3	12.0m	4.5m (3)	7.5m	0.6m (1)	3.0m (3)	11.0m
LDR1-3 (MN)	12.0m	4.5m (3)	7.5m	(5)	3.0m (3)	11.0m
LDR1-4	9.0m	4.5m (3)	7.5m	0.6m (1)	3.0m (3)	11.0m
LDR1-4 (MN)	9.0m	4.5m (3)	7.5m	(5)	3.0m (3)	11.0m
LDR1-5 (WS)	15.0m	4.0m (2)	7.5m	0.6m (1)	3.0m (2)	11.0m
LDR1-6 (WS)	10.6m	4.0m (2)	7.5m	0.6m (1)	3.0m (2)	11.0m

SPECIAL PROVISIONS

1. Permitted on one side only. The minimum required interior side yard on the other side is 1.0 metre.
2. The wall of the garage facing the lot line the driveway crosses to access the garage is to be located no closer than 5.5 metres from that lot line. Notwithstanding this provision, the wall of the garage facing the lot line the driveway crosses shall not be located more than 2.0 metres closer to that lot line than the wall of the first storey of the main building facing that same lot line.

3. The wall of the garage facing the lot line the driveway crosses to access the garage is to be located no closer than 6.0 metres from that lot line. Notwithstanding this provision, the wall of the garage facing the lot line the driveway crosses shall not be located more than 2.0 metres closer to that lot line than the wall of the first storey of the main building facing that same lot line.
4. The minimum *interior side yard setback* is 1.2 metres for the *first storey*, plus an additional 0.6 metres for each full *storey* above the *first storey*. For any two *storey* dwelling, a *balcony* or *deck* shall not be permitted on a second *storey* in the *interior side yard*.
5. The minimum *interior side yard setback* is 0.6 metres on one side and 1.0 metres on the other side, plus an additional 0.6 metres on each side for each full *storey* above the *first storey*. For any two *storey* dwelling, a *balcony* or *deck* shall not be permitted on a second *storey* in the *interior side yard*.

Table 6.3 - Lot Coverage Standards for Buildings in the LDR1 (MN) Suffix Zones

ZONE	Maximum Lot Coverage
LDR1-1 (MN)	40% for 1 and 1.5 storey buildings
LDR1-2 (MN)	35% for 2 and 2.5 storey buildings
LDR1-3 (MN)	40% for all buildings
LDR1-4 (MN)	

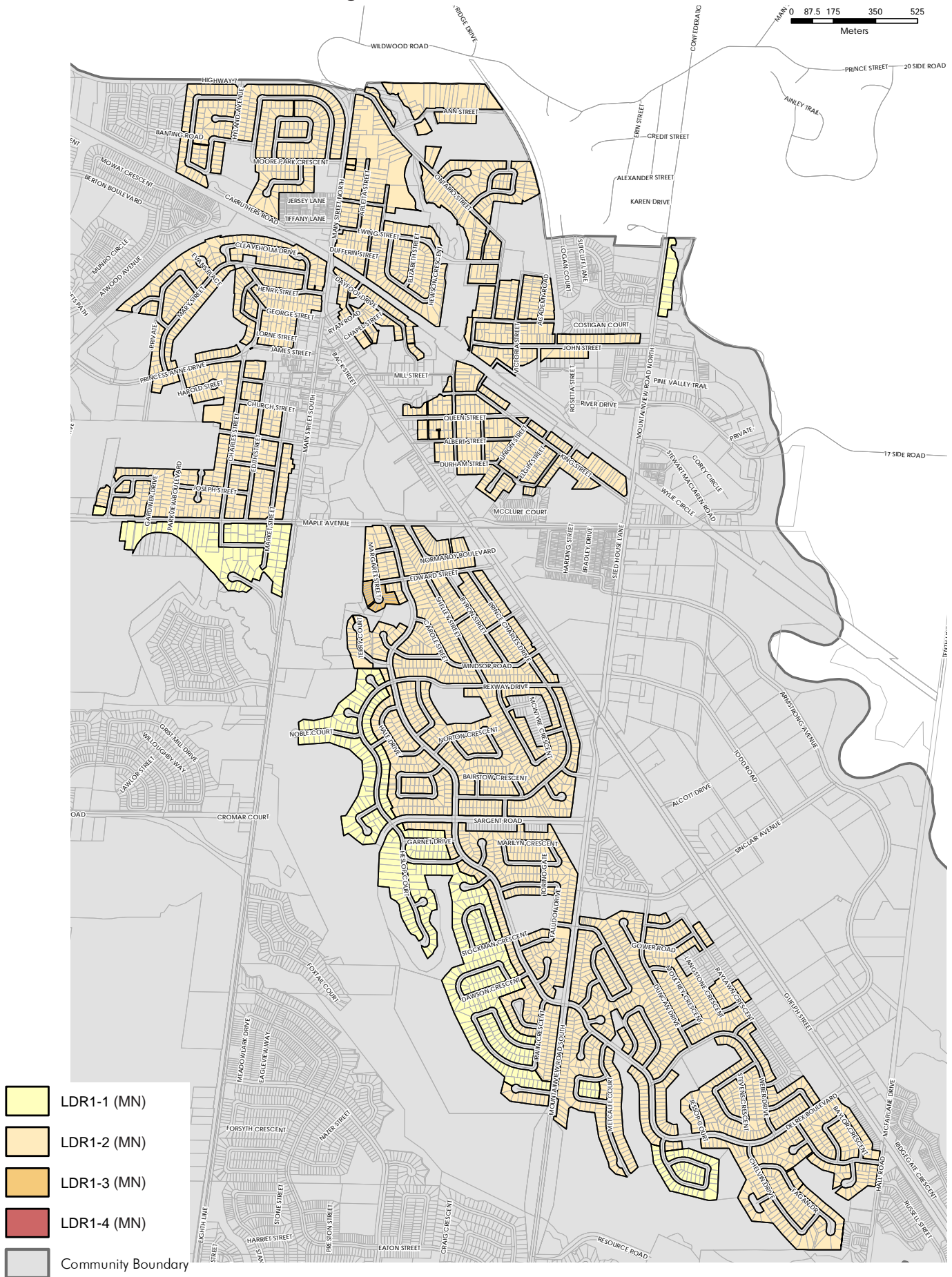
5. Amend Section 5.2.13(a) of the Zoning By-Law, as follows:

5.2.13 (a) General Parking Provisions for Ground Oriented Residential Dwelling Units

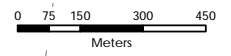
- a) Within a *front* or *exterior side yard*, motor vehicle parking is only permitted on a *driveway* with a minimum *driveway* length of 5.5m.

6. Amend Schedule A3-1, A3-2, A3-3-, A3-4 and A6 to Zoning By-law 2010-0050 to add the LDR1 (MN) Suffix Zones.

LDR1 (MN) Suffix Zones in Georgetown



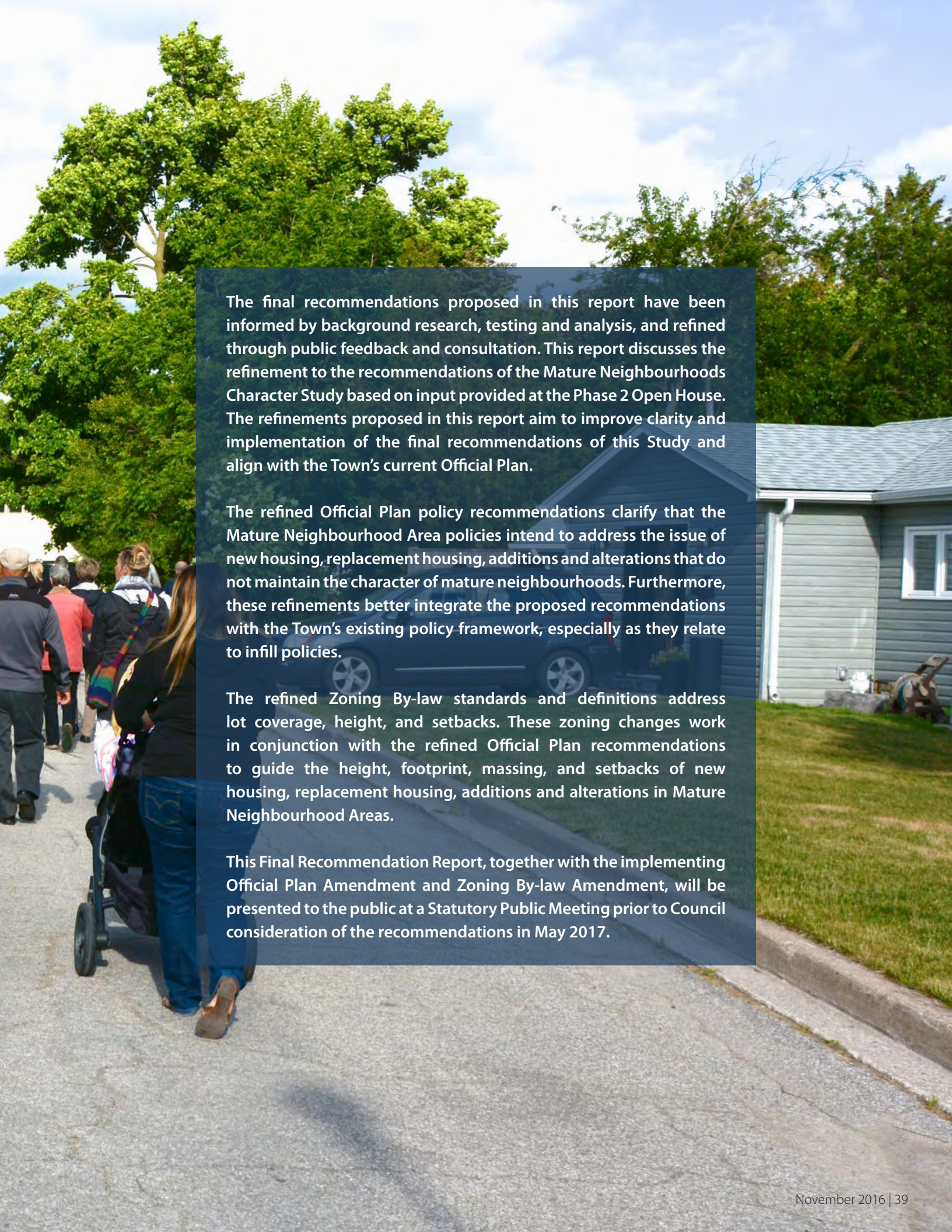
LDR1 (MN) Suffix Zones in Acton



- LDR1-1 (MN)
- LDR1-2 (MN)
- LDR1-3 (MN)
- LDR1-4 (MN)
- Community Boundary



5.0 CONCLUSIONS

A group of people is walking away from the camera on a paved path. In the background, there are large green trees and a house with grey siding and a white window. The sky is blue with some clouds. A semi-transparent dark blue box is overlaid on the center of the image, containing text.

The final recommendations proposed in this report have been informed by background research, testing and analysis, and refined through public feedback and consultation. This report discusses the refinement to the recommendations of the Mature Neighbourhoods Character Study based on input provided at the Phase 2 Open House. The refinements proposed in this report aim to improve clarity and implementation of the final recommendations of this Study and align with the Town's current Official Plan.

The refined Official Plan policy recommendations clarify that the Mature Neighbourhood Area policies intend to address the issue of new housing, replacement housing, additions and alterations that do not maintain the character of mature neighbourhoods. Furthermore, these refinements better integrate the proposed recommendations with the Town's existing policy framework, especially as they relate to infill policies.

The refined Zoning By-law standards and definitions address lot coverage, height, and setbacks. These zoning changes work in conjunction with the refined Official Plan recommendations to guide the height, footprint, massing, and setbacks of new housing, replacement housing, additions and alterations in Mature Neighbourhood Areas.

This Final Recommendation Report, together with the implementing Official Plan Amendment and Zoning By-law Amendment, will be presented to the public at a Statutory Public Meeting prior to Council consideration of the recommendations in May 2017.

APPENDIX A

COMMENTS AND ISSUES ON DRAFT PHASE 2 RECOMMENDATIONS

The following is a summary of the public comments on the draft recommendations, from the Phase 2 Open House held on December 8, 2016.

Official Plan Recommendations

1. Proposed Geographic Area of Mature Neighbourhood Areas
 - The mature areas are not contiguous. They are post-marked with sections not covered and will reduce the impact of the proposed recommendations
 - Houses on the north side of Church Street in Acton at the east end were not included
2. Future Application of Mature Neighbourhood Policies to Additional Areas
 - Glen Williams needs to be included
 - Funding of two mature neighbourhood studies in series is in no way more fiscally responsible than combining them, even if the final recommendations must be expanded due to scope increase
 - All Hamlets and Villages in Halton Hills need to be added to the Mature Neighbourhood by-laws
 - Need a plan to apply the analysis and concepts learned to a review of Glen Williams and Norval
3. Distinction between Infill Development/Redevelopment and Replacement Housing
 - How is this going to work with provincial requirements for intensification?
4. Appropriate Level of Control in Official Plan Recommendations
 - Is 2.5 storeys an appropriate maximum height?
 - References to setback, scale, architectural features, massing

Zoning By-Law Recommendations:

5. Proposed Geographic Area of Mature Neighbourhood Zoning
 - Concerns regarding LDR1-3/4 zones as a separate category
 - Concerns with creating legal non-compliance in LDR1-3 and 4 zones
6. Proposed Zoning Standards
 - What about existing conditions that do not comply? – existing bungalows with coverage greater than 35%
 - How will basement walkouts be addressed?
 - What is excluded from GFA definition?
 - Will walkways that are not adjacent to driveways count towards maximum driveway width?
 - What about porches in the lot coverage – are they included
 - Additional increase of the sideyard setback – why use existing standards?
 - Additional reduction of building height (to 9.0 m)
 - Averaging measures to increase consistency
 - Lot coverage too restrictive for Delrex Area
 - Lot coverage too restrictive for 2+ storey homes
 - Overlook issues (from side windows) are not addressed
7. Tree Protection
 - There need to be incentives to maintain and replace older trees
 - Robust tree protection by-law is very desirable
 - Require or recommend native tree plantings and replacements. Non-native species creates major issues ecologically.



KITCHENER
WOODBIDGE
LONDON
KINGSTON
BARRIE
BURLINGTON