

## REPORT

**REPORT TO:** Chair and Members of Community Affairs Committee  
**REPORT FROM:** Planning and Infrastructure  
**DATE:** January 8, 2016  
**REPORT NO.:** PI-2016-0009  
**RE:** Comprehensive Zoning By-law 5-Year Review:  
Terms of Reference

### RECOMMENDATION:

THAT Report No. PI-2016-0009 dated January 8, 2016 regarding the Comprehensive Zoning By-law Review: Terms of Reference be received;

AND FURTHER THAT the Terms of Reference for the Mature Neighbourhoods Character Study component of the Comprehensive Zoning By-law Review, attached as **Schedule One** to this report, be approved;

AND FURTHER THAT the Manager of Purchasing be authorized to release a Request for Proposal for the Mature Neighbourhoods Character Study component of the Comprehensive Zoning By-law Review, in accordance with the Terms of Reference set out in this report;

AND FURTHER THAT staff report back on the results of the consultant selection process for the Mature Neighbourhoods Character Study component of the Comprehensive Zoning By-law Review;

AND FURTHER THAT staff be directed to report back to Council on the merits of the passage of an Interim Control By-law related to the preparation of the Mature Neighbourhoods Character Study, by the end of February 2016;

AND FURTHER THAT a Steering Committee be established to provide input into the Mature Neighbourhoods Character Study to be comprised of Members of Council, Heritage Halton Hills and residents of the older residential neighbourhoods of Acton and Georgetown;

AND FURTHER THAT the Terms of Reference for the Premier Gateway Employment Area Zoning By-law and Urban Design Review component of the Comprehensive Zoning By-law Review of the Comprehensive Zoning By-law Review, attached as **Schedule Two** to this report, be approved;

AND FURTHER THAT the Manager of Purchasing be authorized to issue a purchase order of a Single Source Award to Macaulay Shiomi Howson, 600 Annette Street, Toronto, Ontario M6S 2C4, in concert with Brook McIlroy Inc., to an upset limit of \$40,000.00 plus applicable taxes, to undertake the Premier Gateway Employment Area Zoning By-law and Urban Design Review component of the Comprehensive Zoning By-law Review.

## **BACKGROUND:**

The Town of Halton Hills Comprehensive Zoning By-law (2010-0050) was adopted by Council in July 2010. With the exception of a few outstanding site-specific appeals, the by-law is in full force and effect. The by-law was constructed to achieve conformity with Provincial, Regional and Town land use planning policies, including the Halton Hills Official Plan approved in 2008.

The Planning Act contains legislated requirements to ensure a municipality keeps its Official Plan and Zoning By-law up-to-date to reflect changes to Provincial and Regional Plans. Since the adoption of By-law 2010-0050, a new Provincial Policy Statement (2014) has come into effect, and Regional Official Plan Amendment No. 38 (ROPA 38) has largely been approved, achieving conformity with the Growth Plan for the Greater Golden Horseshoe and Greenbelt Plan.

In addition, the Town has completed a partial review of its Official Plan to achieve conformity with ROPA 38, resulting in Official Plan Amendments 6 (Acton Downtown), 9 (Intensification Strategy) and 10 (Urban Matters, including urban expansion, population and employment targets to 2031). An official plan amendment to achieve conformity with the Agricultural Area, Natural Heritage System and mineral aggregate policies of ROPA 38 has yet to be completed, but will be initiated in 2016.

As part of the 2015 Capital Budget, Council approved Project 7100-22-1501, the 5-Year Review of the Comprehensive Zoning By-law. This mandated 5-year review of the Comprehensive Zoning By-Law applicable to the Town as a whole, address changes necessitated by changes to Provincial and Regional Plans as well as the Halton Hills Official Plan. In addition, given that more than 5 years have passed since the by-law was adopted, the review will assess the effectiveness of the by-law and determine any changes required.

The principal areas of the Comprehensive Zoning By-law that require review and amendment as part of this 5-year review have been organized into several components as follows:

### **Mature Neighbourhoods Character Study:**

In September 2015, Council received Memorandum No. MEM-PI-2015-0003 titled "Large Scale Home Rebuilds in Established Residential Neighbourhoods," which advised Council of Planning staff's intent to develop a Terms of Reference for a study regarding large scale home rebuilds in established residential neighbourhoods. This arose out of recent public concerns about the impacts on the character of the Town's

mature neighbourhoods resulting from situations in which older, smaller homes are demolished to make way for larger homes, which may be in keeping with the zoning by-law, but are larger than previously existed. Council first identified the issue through the recent Strategic Plan Review process, resulting in the inclusion of the following in the „Top 8“ Strategic Action Plan priorities for the 2014-2018 term of Council:

**Priority 3C:** Preserve the established character of stable neighbourhoods by focusing development in identified intensification areas, and utilizing „best practices“ in urban design for infill development.

The Mature Neighbourhoods Character Study will examine whether the regulatory framework of the Town’s Zoning By-law is effective in maintaining the character of mature neighbourhoods, and propose recommendations for amendments if necessary. Several other municipalities in the Greater Toronto Area have conducted similar studies in recent years to address an increasing trend of “monster homes” in mature neighbourhoods. Neighbouring municipalities of Oakville, Burlington, and Brampton amongst others have adopted a number of different policy and regulatory tools to address the issue on a context-specific basis.

#### **Premier Gateway Employment Area:**

The applicable zoning for the Halton Hills Premier Gateway Employment Area is contained within 401 Corridor Zoning By-law 2000-0138 approved in January 2002, not By-law 2010-0050. Over the past 15 years, a number of successful developments have been constructed in the area, however through application of the By-law, Town staff and the business community has noted that some of the standards may no longer be appropriate or need to be updated. Given the passage of time and the experience of the Town with processing of development applications in the Premier Gateway Employment Area, in the view of Planning staff it is an appropriate time to conduct a review of the zoning standards contained in By-law 00-138.

Standards in the By-law related to employee parking, setbacks, commercial vehicle waiting spaces, loading docks, and minimum landscaping requirements have been identified as needing further review and possible updating to be more consistent with today’s standards and best practices.

The Urban Design Guidelines for the Premier Gateway (then known as the 401 Corridor) were developed 15 years ago and are a “1<sup>st</sup> Generation” document, representing the Town’s first formalized application of urban design control to industrial and commercial development. The document has served the Town well over the years, however, in the view of Planning staff, a review of the design principles, concepts, standards, and provided examples and images, is now warranted, to align with sustainable development practices, current building practices, and modern designs as may be required.

#### **Urban Areas:**

The zones and regulations applying to the Georgetown and Acton Urban Areas require review in order to ensure conformity with Provincial policy, the Regional Official Plan, and in particular the Halton Hills Official Plan as amended by Official Plan Amendments

6, 9 and 10 (pending final approval by the Region of Halton). Areas for which zoning amendment(s) will be required include: revised Environmental Protection zones to conform to the Region's Natural Heritage System, permitting accessory apartments in medium density residential zones, subject to appropriate regulations.

Planning staff will complete an analysis of required amendments to the Comprehensive Zoning By-law upon final approval of OPA 10 by the Region and prepare a subsequent report to Council. Changes to the environmental zones will be addressed through a separate process to be initiated in 2016 as noted below.

### **Rural/Agricultural Area and Natural Heritage System:**

The land use designations and policies pertaining to the rural and agricultural areas, natural heritage system and mineral aggregate extraction within ROPA 38 are now approved by the Ontario Municipal Board. This has necessitated amendments to both the Halton Hills Official Plan and Comprehensive Zoning By-law. A separate Agricultural and Natural Heritage Systems Review project is expected to be initiated this year, pending Council approval of the project Terms of Reference, and will be the subject of a subsequent report to Council.

### **COMMENTS:**

This purpose of this report is to outline the proposed Terms of Reference for two important projects, which form critical components of the Town's 5-Year Review of the Comprehensive Zoning By-law (attached as **Schedules One** and **Two** to this report). Also, the report outlines some additional matters that are expected to necessitate the amendment of the Comprehensive Zoning By-law, within the urban areas of the Town, in order to achieve conformity with Provincial Plans and policies, the Regional Official Plan (as amended by ROPA 38) and the Town's Official Plan (as amended by OPA's 6, 9 and 10).

### **Mature Neighbourhoods Character Study:**

The purpose of this proposed component of the Comprehensive Zoning By-law Review is to examine the issue of large home re-builds in older, established residential neighbourhoods in Acton and Georgetown, and determine if amendments are required to the Comprehensive Zoning By-law to better protect the character of these neighbourhoods. The scope of the study is large home rebuilds and not residential redevelopment in the form of infill development or intensification, in which the number of residential units increases.

The Terms of Reference (attached as **Schedule One** to this report) set out direction for the undertaking of the Mature Neighbourhoods Character Study, describing the project objectives, scope, deliverables, roles and responsibilities, required resources, and a general work program for the project. The review is a 3 phase process that is expected to take 12 months to complete, and include opportunities for public engagement.

The project will be guided by input from a Steering Committee comprised of members of Council, a representative of Heritage Halton Hills, and interested residential property

owners from older, established neighbourhoods. A Technical Advisory Committee comprised of Town staff from Planning and Zoning/Building will also be established.

The Town's Comprehensive Zoning By-law regulates many development standards for low density residential zones, including lot frontage, lot setbacks, and building height. The Study will examine these standards as well as other potential zoning regulations, such as lot coverage and floor area ratio.

The Terms of Reference calls for a best practices review of other Greater Toronto Area municipalities. While some approaches amend an Official Plan or zoning by-law as it applies to all low density residential areas within its jurisdiction, other approaches involve the identification of specific neighbourhoods (i.e. mature neighbourhoods) and implement area-specific policy or zoning provisions.

The geographic focus of the Study will initially be low density residential areas in the Town that were developed prior to 1990 and located north of Hungry Hollow in Georgetown and west of Churchill Road in Acton. However, the study area may be further confined to specific areas or neighbourhoods within the Town, as determined in Phase 1 of the Study.

#### Need for Interim Control By-law:

The purpose of an Interim Control By-law (ICBL) would be to enable the Town to maintain the status quo regarding large home re-builds in older residential neighbourhoods, pending completion of the Mature Neighbourhoods Character Study.

Section 38 (1) of the Planning Act stipulates that:

*Where the council of a local municipality has, by by-law or resolution, directed that a review or study be undertaken in respect of land use planning policies in the municipality or in any defined area or areas thereof, the council of the municipality may pass a by-law (hereinafter referred to as an interim control by-law) to be in effect for a period of time specified in the by-law, which period shall not exceed one year from the date of the passing thereof, prohibiting the use of land, buildings or structures within the municipality or within the defined area or areas thereof for, or except for, such purposes as are set out in the by-law.*

The maximum period of time an ICBL can be in effect is 2 years, and once an ICBL ceases to be in effect, the municipality cannot for a period of three years pass another ICBL that applies to any lands to which the original ICBL applied. It should also be noted that an ICBL cannot prevent demolitions, which typically occur in advance of large home re-builds, or lot severances.

Planning staff is of the opinion that the passage of an ICBL is not a necessary prerequisite to the initiation of the Mature Neighbourhoods Character Study. Staff will be further considering the merits of utilizing an ICBL with the Town Solicitor and will prepare a follow-up report to Council targeted for the end of February 2016.

### **Premier Gateway Zoning By-law and Urban Design Review:**

The purpose of this proposed component of the Comprehensive Zoning By-law Review is to review and update the applicable zoning standards and Urban Design Guidelines for the Premier Gateway Employment Area, to ensure that the standards achieve desirable development and are responsive to the needs of business.

The Terms of Reference (attached as **Schedule Two** to this report) set out direction for the undertaking of the Premier Gateway Employment Area Zoning By-law and Urban Design Review, describing the project objectives, scope, deliverables, roles and responsibilities, required resources, and a general work program for the project.

The review is a 3 phase process that is expected to take 12 to 24 months to complete, and including 2 public open houses. The project will be guided by input from a Technical Advisory Committee comprised of Town staff from Planning, Development Engineering, Zoning/Building, Economic Development, Parks and By-law Enforcement.

#### Relationship to the Premier Gateway Phase 1B Integrated Planning Project:

The undertaking of the review of Zoning By-law 00-138 and the existing Urban Design Guidelines is timely and will support the completion of the Phase 1B Employment Area Integrated Planning Project currently underway by providing input on appropriate zoning standards for the Phase 1B Area. With respect to the Urban Design Guidelines, the Terms of Reference set out a complementary process with the Phase 1B Employment Area Integrated Planning Project which will result Urban Design Guidelines that will be designed to apply to the entire Premier Gateway Employment Area. It is anticipated that the Steering Committee for the Phase 1B Integrated Planning Project may also be utilized to provide input as necessary to the preparation of urban design guidelines.

#### Single Source Award:

Staff notes that the consulting firms of Macaulay Shiomi Howson and Brook McIlroy are currently retained by the Town to complete the Premier Gateway Phase 1B Integrated Planning Project, with a geographical area of focus that overlaps with the Premier Gateway Zoning By-law and Urban Design Review. Also, it is the view of Staff that together these firms possess the land use planning, zoning and urban design expertise necessary to complete the Premier Gateway Zoning/ Urban Design Review. Therefore, it is appropriate that Macaulay Shiomi Howson and Brook McIlroy be retained on a Single Source Award basis, as per the Town's Purchasing Policy, given that there is additional related work required that pertains to a current project.

#### **Other Urban Matters:**

As noted previously, the zones and regulations applying to the Georgetown and Acton Urban Areas require review in order to ensure conformity with Provincial policy, the Regional Official Plan, and in particular the Halton Hills Official Plan as amended by Official Plan Amendments 6, 9 and 10 (pending final approval by the Region of Halton).

Planning staff will complete an analysis of required amendments to the Comprehensive Zoning By-law upon final approval of OPA 10 by the Region and prepare a subsequent

report to Council. Based on the results of this analysis, Planning staff will complete the necessary amendment(s) to the Comprehensive Zoning By-law.

As noted previously, changes to the Environmental Zones of the Comprehensive Zoning By-law will be addressed through a separate process to be initiated in 2016, which will be the subject of a subsequent report to Council.

## **RELATIONSHIP TO STRATEGIC PLAN:**

### **2014-2018 Strategic Action Plan:**

The Mature Neighbourhoods Character Study component of the Comprehensive Zoning By-law Review relates to the following „Top 8” priority of Council’s 2014-2018 Strategic Action Plan:

#### **3. Planning for Growth**

- 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.

### **Town Strategic Plan:**

The Mature Neighbourhoods Character Study component of the Comprehensive Zoning By-law Review 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 the following **Strategic Objective**:

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

The Premier Gateway Zoning/Urban Design Review component of the Comprehensive Zoning By-law Review relates to **Strategic Direction G**, but also **Strategic Direction C: Foster a Prosperous Economy**, and the **Goal** to maintain and enhance the economic viability of the Town through the provision of a wide range of opportunities for economic development, and in particular the following **Strategic Objectives**:

- C.1** To ensure an adequate supply of employment lands to provide flexibility and options for the business community and provide a range of job opportunities.
- G.5** To ensure that new growth contributes in a positive manner to the Town’s short and long term economic and fiscal viability and sustainability.

## **FINANCIAL IMPACT:**

The approved 2015 Capital Budget includes \$154,000 to complete Project 7100-22-1501: 5-Year Review of the Comprehensive Zoning By-law. The necessary funds to complete the Mature Neighbourhoods Character Study and Premier Gateway Zoning By-law and Urban Design Review will be derived from this account. A portion of these funds are reserved for the review of the rural, agricultural and natural heritage system

components of the by-law, which form part of a separate project combined with a review of the rural, agricultural and natural heritage system components of the Town's Official Plan.

### **COMMUNICATIONS IMPACT:**

Public consultation will be an important component of both the Mature Neighbourhoods Character Study and Premier Gateway Zoning By-law and Urban Design Review, and opportunities to meaningfully and effectively engage the public will be addressed through community engagement strategies or integrated into project work plans, as outlined in the Terms of Reference. These strategies will be designed to ensure the opportunities for public engagement are specific to the study aims and address the needs of key stakeholders.

### **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? **Yes**

Which pillar(s) of sustainability does this report support? **Economic Prosperity, Social Well-being**

Overall, the alignment of this report with the Community Sustainability Strategy is: **Very Good**

### **CONSULTATION:**

Planning Policy staff consulted with the Town's Development Review, Zoning and Building staff in preparation of the Terms of Reference for the Comprehensive Zoning By-law Review. Purchasing staff was also consulted in the preparation of this report.

### **CONCLUSION:**

This report has outlined the proposed Terms of Reference for the completion of a 5-year review of the Town's Comprehensive Zoning By-law Review. The proposed Terms of Reference for the Mature Neighbourhoods Character Study and Premier Gateway Employment Area Zoning By-law and Urban Design Review components of the Comprehensive Zoning By-law Review are attached as **Schedule One** and **Two** to this report.

With respect to the Mature Neighbourhoods Character Study it is recommended that the proposed Terms of Reference be approved, and that the Manager of Purchasing be authorized to release a Request for Proposal for the Mature Neighbourhoods Character



Study in accordance with the approved Terms of Reference, and that staff report back on the results of the consultant selection process.

It is also recommended that Staff be directed to consult with the Town Solicitor on the merits of the passage of an Interim Control By-law related to the preparation of the Study, and a follow-up report be provided to Council by the end of February 2016. As well, it is recommended that a Steering Committee be established to provide input into the Study to be comprised of Members of Council, Heritage Halton Hills and residents of the older residential neighbourhoods of Acton and Georgetown.

Also, given the complementary objectives of the Premier Gateway Phase 1B Integrated Planning Project (currently underway) and the proposed Premier Gateway Zoning By-law and Urban Design Review, it is also recommended that Manager of Purchasing be authorized to issue a purchase order of a Single Source Award to Macaulay Shiomi Howson and Brook McIlroy Inc., to an upset limit of \$40,000.00 plus HST, to undertake that component of the Comprehensive Zoning By-law Review.

With respect to the Premier Gateway Employment Area Zoning By-law and Urban Design Review it is recommended that the proposed Terms of Reference be approved, and that the Manager of Purchasing be authorized to issue a Single Source Award to Macaulay Shiomi Howson, in concert with Brook McIlroy Inc. to undertake the Review.

Respectfully submitted,

---

Steve Burke, MCIP, RPP  
Manager of Planning Policy

Reviewed and Approved by,

---

John Linhardt, MCIP, RPP  
Executive Director of Planning and  
Chief Planning Official

---

Chris Mills  
Commissioner of Planning and  
Infrastructure

---

Brent Marshall,  
Chief Administrative Officer & Fire  
Chief

## Schedule One



# Mature Neighbourhoods Character Study

Terms of Reference  
February 2016



## Mature Neighbourhoods Character Study

# Context

The Town of Halton Hills is currently experiencing large scale residential redevelopment, often referred to as "monster homes", which has raised public concern about the character and integrity of the Town's mature neighbourhoods.

On September 8, 2015, Mayor Rick Bonnette issued a media release titled "Town to review new home building bylaws". The media release indicated that Planning staff would be directed to review existing construction bylaws that govern new builds in established neighbourhoods. Following the media release, at the Council meeting of September 14, 2015, Council received Memorandum No. MEM-PI-2015-0003 titled "Large Scale Home Rebuilds in Established Residential Neighbourhoods," which advised Council of Planning staff's intent to develop a Terms of Reference for a study regarding large scale home rebuilds in established residential neighbourhoods.

The demand and pressure for large-scale residential rebuilds in mature neighbourhoods is expected to rise as the supply of larger properties within the Town decreases and land values across the Town continue to increase. As mature neighbourhoods often consist of older and smaller dwellings on larger properties and quiet streets, their redevelopment potential attracts significant interest. Often, these properties are purchased with the intent of redeveloping existing dwellings with larger ones that may be incompatible with existing built form. As neighbourhoods undergo this transition, one property at a time, their original character may be compromised.

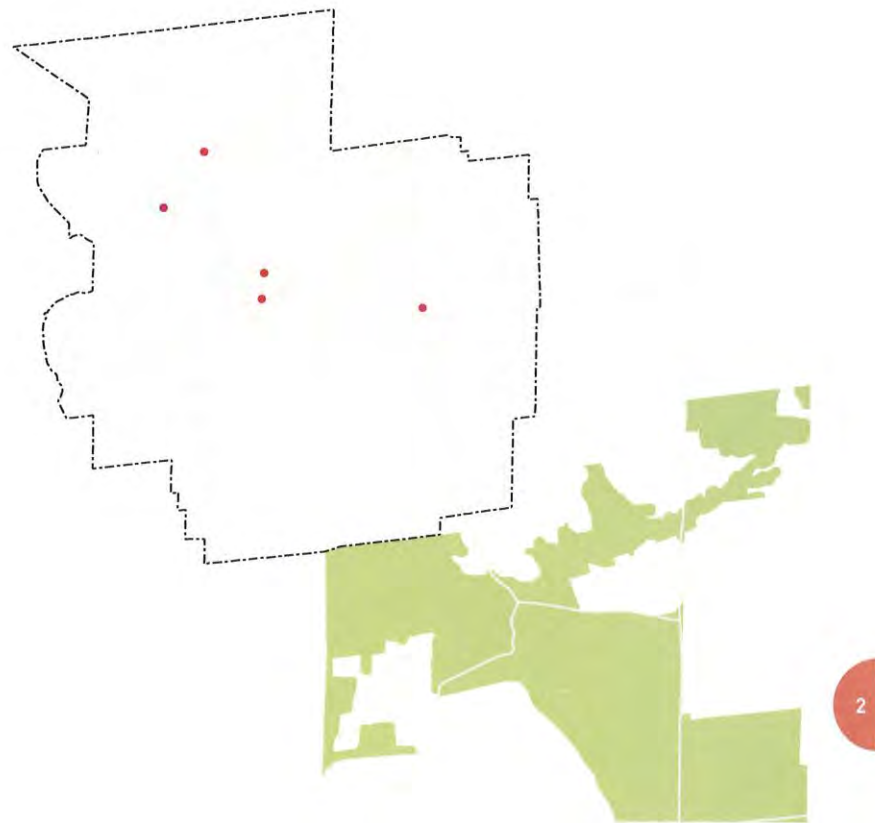
In mature neighbourhoods, existing properties that have not been built to their maximum development potentials as permitted by the Zoning By-law may result in existing built form or neighbourhood character that is not reflective of zoning. With surplus development potential on these properties, development applications are able to conform to all applicable zoning regulations without requiring any planning review. The Mature Neighbourhoods Character Study will examine whether the regulatory framework of the Town's Zoning By-law is effective in maintaining the character of mature neighbourhoods, and propose recommendations for amendments if necessary. In contrast to mature neighbourhoods, recently developed neighbourhoods do not often maintain surplus development potential on a property. As such, these neighbourhoods are often less threatened by large-scale residential rebuilds and loss of character.

Many other municipalities in the Greater Toronto Area have conducted similar studies in recent years to address an increasing trend of "monster homes" in mature neighbourhoods. Neighbouring municipalities of Oakville, Burlington, and Brampton amongst others have adopted a number of policy and regulatory tools to address the issue on a context-specific basis, but at varying scales. While some approaches amend a municipality's policy or regulatory framework as it applies to all low density residential areas within its jurisdiction, other approaches involve the identification of specific neighbourhoods and implementation of a localized policy or regulatory overlay. A best practices review of implemented approaches including analysis of their success and/or lack thereof will form a component of the Mature Neighbourhoods Character Study, as described in this Terms of Reference.

Terms of Reference

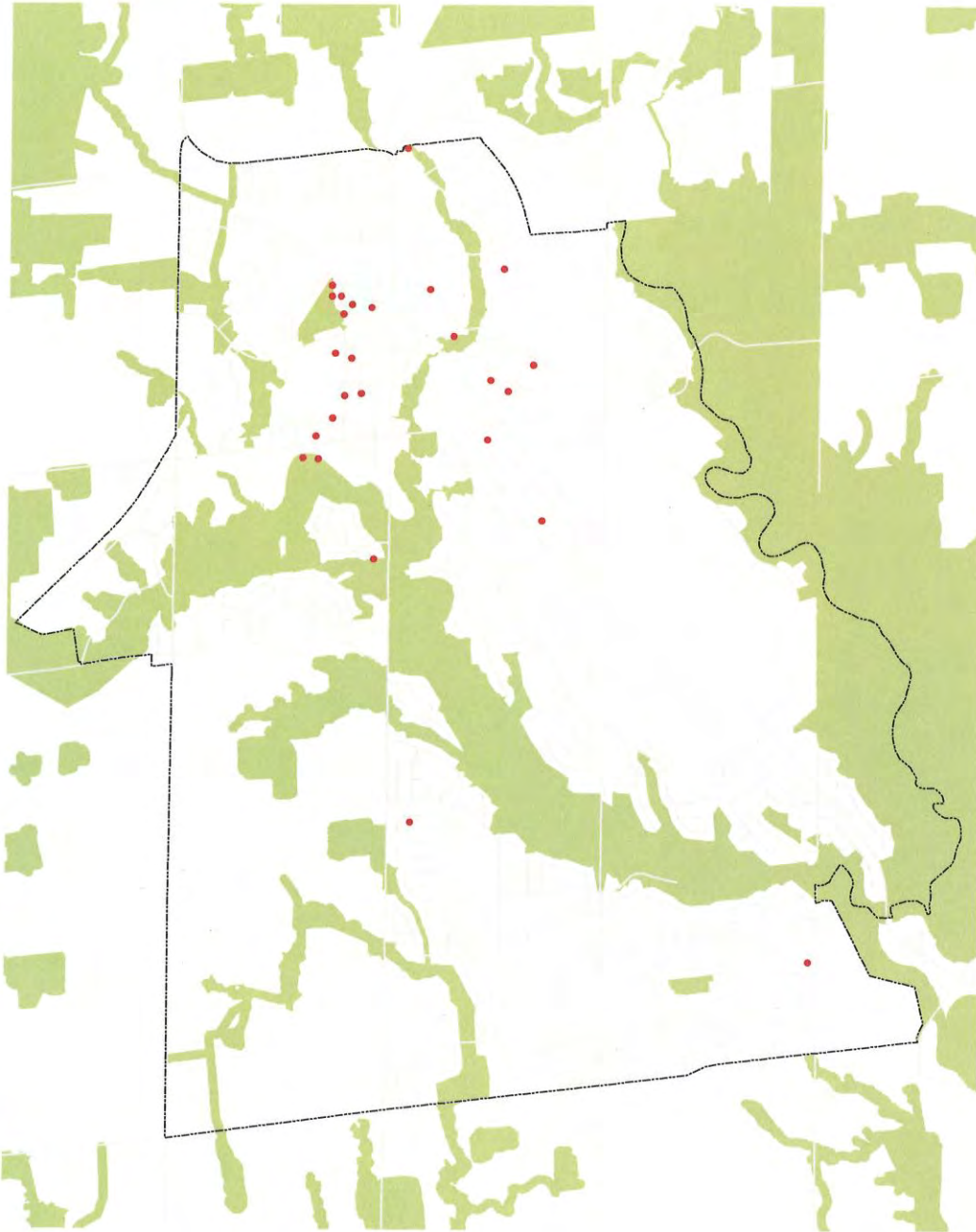
## Town Trends

The plans on the following pages identify the 31 residential properties within the urban areas of Acton and Georgetown that have been subject to demolition and new construction of a detached dwelling, since the first request was received by the Town in 2000.



*Demolition and New Construction of Residential Properties in Acton (2000-2015)*

Mature Neighbourhoods Character Study



*Demolition and New Construction of Residential Properties in Georgetown (2000-2015)*

## Background

### Town of Halton Hills Strategic Action Plan 2014-2018

A Strategic Action Plan was developed by the Town of Halton Hills Council identifying Council's 'Top Eight' priorities for the 2014-2018 Council term. The Mature Neighbourhoods Character Study relates to:

#### Priority 3: Planning for Growth

- 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.

### Town of Halton Hills Strategic Plan 2031

The Town's Strategic Plan sets out goals and strategic objectives to lead the Town into the future. Relevant goals and objectives relating to the Mature Neighbourhoods Character Study include:

#### Goal G: Achieve Sustainable Growth

- 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.

#### Strategic Objective G.7

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

### Town of Halton Hills Official Plan 2006

The Town of Halton Hills Official Plan is structured by a number of themes, one of which is urban character. Elaborated in Section A2.3, the related goal aims *"to protect and enhance the character of existing urban areas and to maintain them as diverse, liveable, safe, thriving and attractive communities."* The goal of urban character is supported by strategic objective A2.3.2c which aims *"to ensure that the character and stability of existing and well established residential neighbourhoods 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."*

The Official Plan also includes general residential and housing policies, and policies that apply to low density residential areas. In addition to these policies, the Official Plan defines *character* as, *"the aggregate of the distinct features that work together to identify a particular area or neighbourhood. The distinct features may include the built and natural elements of an area."*



## Mature Neighbourhoods Character Study

Section D1.4.2 of the Official Plan provides the following policies for *Infill Development in Established Residential Neighbourhoods*:

*Infill development, in accordance with the applicable land use designation in this Plan, shall be encouraged provided Council is satisfied that:*

- a) *the proposed development, including building form and density, is compatible with the character of the existing neighbourhood;*
- b) *new buildings are designed in a manner that is sensitive to the location, massing and height of adjacent buildings;*
- c) *a suitable transition in lot sizes, densities, building forms and heights is provided from adjacent development;*
- d) *existing trees and vegetation will be retained and enhanced where possible and additional landscaping will be provided to integrate the proposed development with the existing neighbourhood;*
- e) *the proposed development will not create a traffic hazard or an unacceptable increase in traffic on local roads; and,*
- f) *significant views and vistas which help define a residential neighbourhood are preserved.*

### **Town of Halton Hills Comprehensive Zoning By-law 2010**

The Town's existing Comprehensive Zoning By-law regulates many development standards for low density residential zones, inclusive of lot frontage, lot setbacks, and building height. The Mature Neighbourhoods Character Study will examine these standards as well as the potential inclusion of additional zoning regulations to the Town's Comprehensive Zoning By-law, such as lot coverage, floor area ratio, etc.

## Objectives

The following objectives will guide the Town's Mature Neighbourhoods Character Study:

- To define and establish boundaries for the Town's mature neighbourhoods;
- To identify and evaluate the unique qualities and characteristics of the Town's mature neighbourhoods and key issues regarding large-scale residential rebuilds that are of concern to Town residents;
- To develop options to maintain and enhance the distinct character of the Town's mature neighbourhoods; and,
- To develop and propose amendments to the Town's Comprehensive Zoning By-law, as necessary, that define and manage large-scale residential rebuilds in mature neighbourhoods.



## Mature Neighbourhoods Character Study

# Scope

The Town of Halton Hills will retain a qualified consultant to conduct the Mature Neighbourhoods Character Study. It is anticipated that the Study will take 1 year to complete.

The scope of the Mature Neighbourhoods Character Study will initially be confined to all low density residential areas in the Town (as designated in the Town of Halton Hills Official Plan) that were developed prior to 1990 and located north of Hungry Hollow in Georgetown and west of Churchill Road in Acton. However, the scope may be further confined to specific areas or neighbourhoods within the Town, as determined in Phase 1 of the Study.

From an implementation lens, the scope of the Study will initially be confined to the Town's Comprehensive Zoning By-law. However, further analysis in the Study may recommend that the scope is expanded to include the Town's policy framework or other planning avenues such as urban design and site plan approval.

The scope of the Study will not address residential redevelopment, infill, or intensification, which imply an increase in density as defined by the Town of Halton Hills Official Plan:

- *Redevelopment means the creation of new units, uses or lots on previously developed land in existing communities, including brownfield and greyfield sites;*
- *Infill means development on vacant lots or through redevelopment to create additional new residential units; and,*
- *Intensification means the development of a property, site or area at a higher density than currently exists through:*
  - a) redevelopment, including the reuse of brownfield sites;*
  - b) the development of vacant and/or underutilized lots within previously developed areas;*
  - c) infill development; and*
  - d) the expansion or conversion of existing buildings.*

The Town's definition for *intensification* is consistent with that of the Provincial Policy Statement and Halton Region Official Plan. The Town's definition of *redevelopment* is also consistent with the Provincial Policy Statement, however the term is not defined in the Halton Region Official Plan. Neither the Provincial Policy Statement nor Halton Region Official Plan define the term *infill*.

The Mature Neighbourhoods Character Study will include the following elements:

- review of the existing Comprehensive Zoning By-law;
- issue identification and analysis;
- background research;
- best practices review;
- public engagement;
- draft amendments to the Comprehensive Zoning By-law; and,
- final amendments to the Comprehensive Zoning By-law.



## Project Design

The Mature Neighbourhoods Character Study will be defined by the following key phases:

### Phase 1: Background Review

Tasks of Phase 1 will consist of:

- review of the Town's existing Comprehensive Zoning By-law;
- issue identification and analysis, including a literature review of market trends;
- study of the trend of large-scale residential rebuilds in the Town through analysis of building permit activity and variance request history;
- best practices review of the approaches implemented by other municipalities in addressing large-scale residential rebuilds in mature neighbourhoods, and evaluation of their respective approaches;
- definition of key terms and establishment of boundaries of the Town's mature neighbourhoods; and,
- public engagement to identify the unique characteristics of the Town's mature neighbourhoods and the key issues, comments, and concerns of Town residents.

Deliverables of Phase 1 will consist of:

- a public workshop for Town residents, inclusive of presentation of issue analysis and best practices review, question and answer session, and breakout discussion; and,
- a Background Review Report, inclusive of a review of the Town's existing Comprehensive Zoning By-law, issue identification and analysis, best practices review, summary of public engagement feedback, and preliminary options to amend the Town's Comprehensive Zoning By-law.

### Phase 2: Draft Zoning By-law Amendment

Tasks of Phase 2 will consist of:

- synthesis and analysis of public engagement feedback to identify major themes of public consensus and concern;
- development of draft directions and amendments to the Town's Comprehensive Zoning By-law;
- development of an implementation strategy for draft directions and amendments; and,
- public engagement to present and collect feedback on draft directions and amendments.

Deliverables of Phase 2 will consist of:

- a Draft Recommendation Report, inclusive of draft directions and amendments to the Town's Comprehensive Zoning By-law; and,
- a public open house for Town residents, hosted by Town staff, inclusive of presentation of draft directions and amendments.

## Mature Neighbourhoods Character Study

### Phase 3: Final Zoning By-law Amendment

Tasks of Phase 3 will consist of:

- analysis of public engagement feedback on draft directions and amendments to the Town's Comprehensive Zoning By-law;
- revision of draft directions and amendments; and,
- recommendation of final directions and amendments.

Deliverables of Phase 3 will consist of:

- a Final Recommendation Report, inclusive of final proposed directions and amendments to the Town's Comprehensive Zoning By-law, and a detailed implementation plan.

The selected consultant will be responsible for each of the tasks and deliverables listed above for Phases 1, 2, and 3 of the Mature Neighbourhoods Character Study. Accordingly, this Terms of Reference will serve as a framework to guide the preparation of a more detailed work plan by the selected consultant. The consultant's detailed work plan will be reviewed and approved by the project team, in consultation with the Steering Committee and Technical Advisory Committee.



## Consultation Strategy

Public engagement will be a key component of the Mature Neighbourhoods Character Study.

The Study will combine formal and informal public consultation. Formal consultation will consist of a Phase 1 public workshop to identify the key concerns of Town residents in regard to large-scale residential rebuilds in mature neighbourhoods, and a Phase 2 public open house to present draft directions and amendments to the Town's Comprehensive Zoning By-law. Informal consultation will also be conducted by Town staff, consisting of newspaper advertisements, a project website, e-mail notification, social media engagement, and individual meetings with Town residents or community groups during Phases 1 and 2 of the study, as requested and necessary.

A Steering Committee and Technical Advisory Committee composed of key stakeholders will also be formed, as elaborated in the following section.

## Mature Neighbourhoods Character Study

# Town Responsibilities

The Planning Policy Division of the Town of Halton Hills Planning and Infrastructure Department will be responsible for leading and managing the completion of the Mature Neighbourhoods Character Study. Under the direction of the Manager of Planning Policy, the Planner – Policy will coordinate and supervise the completion of the project. Responsibilities of the Planner-Policy will include:

- coordinating a Steering Committee;
- coordinating a Technical Advisory Committee comprised of representatives from various Town Departments;
- ensuring financial resources are well managed;
- ensuring compliance with the Terms of Reference;
- ensuring participation of all stakeholders;
- chairing Technical Advisory Committee meetings;
- coordinating communications;
- coordinating the public consultation program;
- updating web information; and,
- preparing status and recommendation reports to Council.

### Steering Committee and Technical Advisory Committee

The Mature Neighbourhoods Character Study will be guided by a Steering Committee and Technical Advisory Committee. The role of these committees will be to:

- provide comments during the study process;
- assist with issue identification and resolution;
- liaise with respective departments to ensure study awareness and provide a consistent message;
- provide data input; and,
- meet as needed to monitor the progress of the study.

The Steering Committee will be comprised of selected members of:

- Town of Halton Hills Council (including the Mayor (ex-officio) and two Councillors);
- Heritage Halton Hills committee; and,
- Local residents and landowners from the mature residential neighbourhoods of Georgetown and Acton.

The Technical Advisory Committee will be comprised of key representatives from Town staff, including:

- Planning, Development and Sustainability (planning policy staff, development review staff);
- Infrastructure Services (zoning staff, building permit staff); and,
- Staff from other departments as needed.

## Schedule Two



# Premier Gateway Employment Area Zoning By-law and Urban Design Review

Terms of Reference  
February 2016



Premier Gateway Employment Area Zoning By-law and Urban Design Review

## Introduction

These Terms of Reference set out direction for the undertaking of the Premier Gateway Employment Area Zoning By-law and Urban Design Review, describing the project objectives, scope, and deliverables. The Terms of Reference also identify key stakeholders and participants, roles and responsibilities, required resources, deliverables, and a general work program for the project.

The purpose of the project is to review and update the applicable zoning standards and Urban Design Guidelines for the Premier Gateway Employment Area to ensure that the standards achieve desirable development and are responsive to the needs of business.



## Background

### Premier Gateway Employment Area

The Premier Gateway Employment Area (formerly referred to as the 401 Corridor Area) is one of four Employment Areas in the Town and is located along Steeles Avenue, adjacent to Highway 401. The Premier Gateway Employment Area is identified as the Town's prestige employment area where large scale employment growth is directed. As the "gateway" to the Town, a high standard of design is required for new office, warehousing, manufacturing and commercial development.

The Town's Premier Gateway is among the most desirable available employment lands in the GTA as a result of good highway/rail/airport access, visibility, and location.

### Town of Halton Hills Official Plan

The Town of Halton Hills Official Plan identifies the Premier Gateway Employment Area as an important employment area within the Town and is intended to be developed with a range of industrial, office, commercial and institutional uses on full municipal services. It is the intent of the Plan that development will be comprised of visually attractive buildings in aesthetically pleasing and sustainable environments.

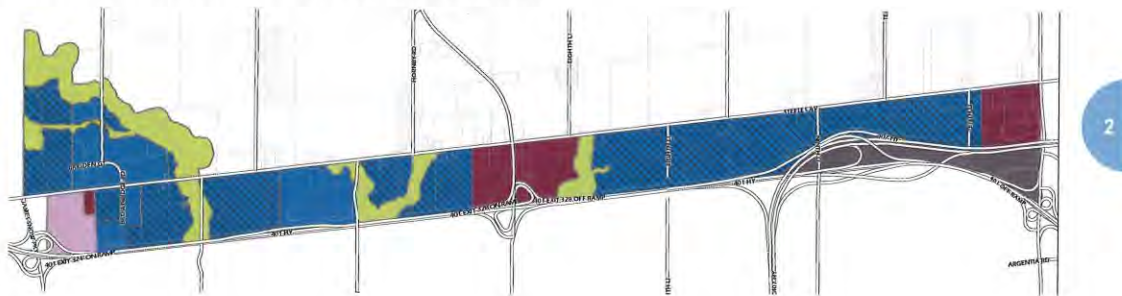
As outlined in Section D3.5.5 of the Official Plan, the implementing zoning by-law shall place lands in an appropriate zone corresponding with the Official Plan land use designation.

### Zoning By-law 00-138

The Premier Gateway Employment Area is regulated by a standalone Zoning By-law 00-138 and is not included as part of the Town's Comprehensive Zoning By-law 2010-0050 as amended. The standalone Zoning By-law regulations were developed for the area following the conclusion of the 401 Integrated Planning Study in 2000 which established the new employment area in the Town's earlier Official Plan (through OPA 94).

The Zoning by-law standards were established to ensure that new development was consistent with the new Urban Design Guidelines for the area, by regulating building placement, parking, trailer waiting and loading docks, landscaping and setbacks to environmental areas.

Below is a map showing where the By-law is applicable:





## Premier Gateway Employment Area Zoning By-law and Urban Design Review

### 401 Corridor Urban Design Guidelines

As outlined in the Official Plan, a high standard of building and site planning design is required for all development in the Premier Gateway Employment Area.

Urban Design Guidelines were developed for the Premier Gateway as part of the 401 Corridor integrated Planning Project in 2000, to guide the future development of the employment area in a consistent manner in accordance with design principles and a vision identified for the area. These guidelines have been used through the planning process and applied to new development to influence site planning, built form and the design and construction of public infrastructure (e.g. boulevard landscaping, street design, sidewalks etc.).

The design principles identified for the area include:

- Enhancement of natural features
- Achieving a strong visual identity for Steeles Ave.
- Development of nodes at the three gateway intersections
- Ensuring a high quality of built form and landscape development
- Ensuring flexibility of development to accommodate evolving needs
- Encourage the protection and adaptive reuse of heritage elements

The Urban Design Guidelines provide pictures and diagrams as examples to assist in implementation and achievement of the design principles.

### Economic Development Strategic Action Plan

A goal of the Town's Economic Development Strategic Action Plan is to "Establish Halton Hills as a competitive location for new business investment" and the related recommended action is:

1.1 Conduct a review of Zoning By-laws for Employment Lands to ensure they are responsive to business needs and changing market demands.

### Town of Halton Hills Strategic Plan 2031

The Town's Strategic Plan sets out goals and strategic objectives to lead the Town's into the future. Relevant goals and objectives relating to the Secondary Plan include:

#### GOAL C. Foster a Prosperous Economy

To maintain and enhance the economic vitality of the Town through the provision of a wide range of opportunities for economic development.

#### Strategic Objectives

C.5 To aggressively promote all of the Town's employment areas, including the opportunities provided by the 401/407 Employment Corridor.

Terms of Reference

GOAL G. Achieve Sustainable Growth

To ensure that growth is managed so as to ensure a balanced, sustainable, well planned community that meets the needs of residents and businesses.

Strategic Objectives

G.11 To ensure the efficient use of urban land and infrastructure in existing communities and new growth areas.

Strategic Actions

C.6 (b) Ensure compliance to the urban design guidelines, and promote enhancements as opportunity permits.

Integrated Community Sustainability Strategy

The Town's Integrated Community Sustainability Plan sets out a vision for Halton Hills to 2060. Economic Prosperity is identified as one of the "pillars" of the Strategy. An identified goal of the Strategy is to "Maximize the industrial benefits from existing and future designated employment lands (such as the 401/407 Gateway)".



## Premier Gateway Employment Area Zoning By-law and Urban Design Review

## Scope

### Need for the Zoning By-law and Urban Design Guidelines Review

The need for a review of the Premier Gateway Employment Area zoning by-law and the Urban Design Guidelines is identified as follows:

- The Zoning By-law (00-138) was approved by Council in 2000 (OMB approved 2002) and set out to implement the Official Plan direction for the area and ensure that new development implemented the Urban Design Guidelines for the area. Over the past 15 years, numerous developments have been constructed in the area under the Zoning –By-law with success, however through application of the By-law, Town Staff and the Business Community have noted that some of the standards may no longer be appropriate or need to be updated. Standards in the By-law related to employee parking, setbacks, commercial vehicle waiting spaces, loading docks, and minimum landscaping requirements have been identified as needing further review and possible updating to be more consistent with today's standards and best practices.
- The Urban Design Guidelines were developed in 2000 (15 years ago) and are a "1st Generation" document and represent the Town's first formalized application of urban design control to industrial and commercial development. The document has served the Town well over the years, however a review is now warranted of the design principles, concepts, standards, and provided examples and images to align with the sustainable development practices, current building practices, and modern designs as may be required.

### Phase 1B Employment Area Integrated Planning Project

The Town is currently undertaking the Phase 1B Employment Area Integrated Planning Project for the Phase 1B Employment Area, which subject to final approval of OPA 10 will be added to the Premier Gateway Employment Area for development (in the current, pre-2021 time horizon). As part of the Secondary Planning exercise, a zoning by-law amendment, zoning the lands for employment uses, and Urban Design Guidelines will be developed for the area.

The undertaking of the review of Zoning By-law 00-138 and the existing Urban Design Guidelines is timely and will support the completion of the Phase 1B Employment Area Integrated Planning Project by providing input on appropriate zoning standards for the Phase 1B Area. In regards to the revised Urban Design Guidelines, these Terms of Reference establish a complimentary review process with the Phase 1B Employment Area Integrated Planning Project which will result in a final Urban Design Guideline Document that applies to the entire Premier Gateway Employment Area.

The detailed work plan for the project should coordinate the project with the Phase 1B Employment Area Integrated Planning Project where appropriate.

### Study Area

The study area for the project will encompass the lands in the Premier Gateway that are subject to Zoning By-law 00-138 as shown above.

## Terms of Reference

#### Time Frame and Budget

It is anticipated that this project will take 12-24 months to complete and as described above will also provide input to the development of zoning standards and the completion of a comprehensive Urban Design Guideline Document for the Premier Gateway Employment Area. The estimated budget for this project is \$35,000.00 - \$40,000.00 to come from the approved Capital Budget for the 5 Year Comprehensive Zoning By-law Review.

#### Detailed Work Plan

These Terms of Reference will serve as a framework to guide the preparation of a more detailed work plan by the chosen Project Consultant to be integrated with the Premier Gateway Phase 1B Secondary Plan Project. This detailed Work Plan will be reviewed and approved by the Project Team, in consultation with the Technical Advisory Committee. A chart summarizing the deliverables for the project is attached as Schedule A.

#### Public Consultation/Community Engagement

Public consultation is an important component of the project and public comments will be considered throughout the planning process. Opportunities for public consultation and community engagement have been incorporated throughout the various steps in the process to provide an opportunity for public participation and input.

Public notification and community engagement will include:

- Notice of Commencement
- Newspaper advertisements
- Project website
- Email notification
- 2 public open houses, and
- Statutory public meeting under the Planning Act

Proposed public engagement has been included in the chart summarizing deliverables for the project attached as Schedule A.

#### Final Product

The final deliverables for the project will include:

- A Zoning By-law amendment to update zoning standards and requirements as required for the lands subject to Zoning By-law 00-138.
- A revised Urban Design Guideline Document for the entire Premier Gateway Employment Area being developed in conjunction with the Phase 1B Employment Area Integrated Planning Project.

All electronic documents and reports prepared for and submitted to the Town shall be compliant with the Accessibility for Ontarians with Disabilities Act, 2005 as may be amended.



Premier Gateway Employment Area Zoning By-law and Urban Design Review

## Project Design

### Phase 1: Background

#### Phase 1A: Project Initiation

This task will involve a start-up meeting with the Project Consultant to review and finalize a detailed work program for the project, based upon the proposed work program contained in the chosen consultants' proposal. The detailed work plan for the project should coordinate the project with the Phase 1B Employment Area Integrated Planning Project where appropriate.

The detailed work program including review time frames will also be reviewed with the Technical Advisory Committee for the project.

Deliverables:

- Detailed Work Program

#### Phase 1B: Project Kick-off

Notice will be given to the public of the commencement of the project and will include creating a project website and placing a newspaper notice in the Independent & Free Press.

Deliverables:

- Project Website
- Newspaper Notice

#### Phase 1C: Issue Identification

This task will involve the review of the existing Zoning By-law 00-138 and Urban Design Guidelines to identify issues, short comings, and areas in need of review. A meeting will be held with the Technical Advisory Committee to identify and discuss these issues.

A stakeholders meeting will also be held with developers who own land in the area to identify any existing concerns that they may have as well.

Following the TAC and developers meetings, the Project Consultant shall summarize issues, short comings and areas in need of further review.

Deliverables:

- TAC Meeting
- Developer Stakeholder Meeting
- Issue Identification Summary

## Terms of Reference

**Phase 1D: Policy Review and Recommendation**

This task will involve the Project Consultant conducting a detailed review of the issues identified in Phase 1 of the project in order to develop draft zoning standards and revised draft Urban Design Guidelines. The Project Consultant shall review other municipal standards and best practice examples in the GTA for consideration as part of the detailed review.

The Project Consultant shall prepare a Policy Review and Recommendation Report which summarizes the review of the issues and recommends appropriate revisions to the Zoning By-law standards and updates to the design principles of the Urban Design Guidelines. The Report findings shall be reviewed with the Technical Advisory Committee.

A Public Open House will be held to introduce the project to the residents who live in the area and to present and solicit public input on the identified issues and proposed solutions as identified in the Policy Review and Recommendation Report. The Project Consultant shall prepare a summary of the comments received from the Public.

**Deliverables:**

- Policy Review and Recommendation Report
- TAC Meeting
- Public Open House

**Phase 2: Draft Zoning By-law and Urban Design Guidelines**

Following the public open house, the Project Consultant shall prepare revised draft Urban Design Guidelines for the Premier Gateway Employment Area (coordinated with the Phase 1B Employment Area Integrated Planning Project). A draft Zoning By-law Amendment shall also be prepared taking into consideration the comments received from the public at the earlier Open House. The Zoning By-law shall implement the proposed updated urban design principles.

The draft documents shall be reviewed with the Technical Advisory Committee and then presented to Council in order to obtain approval to release the documents to the public for review and comment.

A Public Open House will be held to present the draft documents to the public and solicit input.

**Deliverables:**

- Draft Urban Design Guidelines for the Premier Gateway Employment Area (To include the Phase 1B Area)
- Draft Zoning By-law Amendment
- TAC Meeting
- Report to Council
- Public Open House

## Premier Gateway Employment Area Zoning By-law and Urban Design Review

### Phase 3: Final Documents

In this final Phase of the project, the draft Zoning By-law amendment and draft Urban Design Guidelines will be revised as appropriate based on the public input received on the draft documents in Phase 2. The revised draft documents will be presented to the public for comment at a statutory public meeting under the Planning Act. Following the public meeting, the Project Consultant with the support of appropriate Town Staff will summarize and address public comments on the draft documents in a final recommendation report to Council regarding the adoption/approval of the Secondary Plan and related amendments.

#### Deliverables:

- Statutory Public Meeting & Presentation
- Final Zoning By-law Amendment and Urban Design Guidelines
- Report to Council with Presentation



## Town Responsibilities

The Planning Policy Division of the Town of Halton Hills Planning and Infrastructure Department will be responsible for leading and managing the completion of the Premier Gateway Zoning/Urban Design Review. Under the direction of the Manager of Planning Policy, the Sr. Planner – Policy will coordinate and supervise the completion of the project. Responsibilities of the Sr. Planner-Policy will include:

- Coordinate a Technical Advisory Committee comprised of representatives mainly from Town Departments (eg. Building, Zoning, Development Engineering and Recreation & Parks Sections), and other agency staff representation when/where necessary
- Ensure financial resources are well managed
- Ensure compliance with the Terms of Reference
- Ensure participation of all stakeholders
- Chair Technical Advisory Committee
- Coordinate communications
- Coordinate public consultation program
- Update web information
- Prepare status reports to Council
- Coordinate with the Phase 1B Employment Area Integrated Planning Project as appropriate

### Project Technical Advisory Committee

The members of the Project Technical Advisory Committee shall include:

- Town of Halton Hills Staff representing the following Departments and Sections:
  - Planning, Development and Sustainability:
    - Manager of Planning Policy, Sr. Planner – Policy, Development Planning Staff
  - Building & Zoning
  - Development Engineering
  - Recreation and Parks
  - Economic Development
  - By-law Enforcement
  - Staff from other departments as needed

The role of the Technical Advisory Committee is as follows:

- Provide comments during the study process
- Assist with issue identification and resolution
- Provide data input
- Meet as needed to monitor the progress of the study



Premier Gateway Employment Area Zoning By-law and Urban Design Review

## Schedule A

Below is a summary of the key deliverables and proposed engagement by project phase.

### Phase 1

#### Deliverables

- Detailed Work Program
- TAC Meetings (2)
- Issue Identification Summary
- Policy Review and Recommendation Report

#### Proposed Engagement

- Webpage Launch
- Newspaper Notice
- Developer Stakeholder Meeting
- Public Open House

### Phase 2

#### Deliverables

- Draft Urban Design Guidelines for the Premier Gateway Employment Area
- Draft Zoning By-law Amendment
- TAC Meeting
- Report to Council

#### Proposed Engagement

- Public Open House

### Phase 3

#### Deliverables

- Final Zoning By-law Amendment and Urban Design Guidelines
- Statutory Public Meeting Report and Presentation
- Report to Council
- Council Presentation

#### Proposed Engagement

- Statutory Public Meeting