



REPORT

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

REPORT FROM: Keith Hamilton, Planner - Policy

DATE: June 12, 2019

REPORT NO.: PLS-2019-0046

RE: Recommendation Report for proposed Official Plan and Zoning By-law Amendments to allow for the development of 16 bungalow townhouses at 284 Queen Street East (Acton)

RECOMMENDATION:

THAT Report No. PLS-2019-0046, dated June 12, 2019, regarding the "Recommendation Report for proposed Official Plan and Zoning By-law Amendments to allow for the development of 16 bungalow townhouses at 284 Queen Street East (Acton)", be received;

AND FURTHER THAT Town of Halton Hills Official Plan Amendment No. 36, which amends the Town of Halton Hills Official Plan, for the lands municipally known as 284 Queen Street East (Acton), as generally shown in SCHEDULE 4 – OFFICIAL PLAN AMENDMENT, be adopted as an exempt Local Official Plan Amendment;

ANY FURTHER THAT the Zoning By-law Amendment, to amend Town of Halton Hills Zoning By-law 2010-0050, as amended, for the lands municipally known as 284 Queen Street East (Acton), as generally shown in SCHEDULE 5 – ZONING BY-LAW AMENDMENT, be approved on the basis that the application is consistent with the Provincial Policy Statement, conforms or does not conflict with all applicable Provincial plans, conforms with the Region of Halton Official Plan and the Town of Halton Hills Official Plan, has regard for matters of Provincial interest, and represents good planning for the reasons outlined in Report No. PLS-2019-0046, dated June 12, 2019;

AND FURTHER THAT in accordance with Section 34(17) of the Planning Act, no further notice is determined to be necessary.

PURPOSE OF THE REPORT:

The purpose of this report is to provide Council with recommendations concerning the final disposition of Official Plan and Zoning By-law Amendment applications seeking to permit the development of sixteen bungalow (1.5-storey) townhouse units on the lands municipally known as 284 Queen Street East in Acton.

BACKGROUND:

1.0 Location and Site Characteristics

The subject property is generally located on the south side of Queen Street East, between Longfield Road and Meadvale Road, in the urban area of Acton; see **SCHEDULE 1 – LOCATION MAP**. The 0.57 ha (1.42 ac) lot has an irregular “L” shape and fronts both Queen Street East (38.2 m) and Longfield Road (42.2 m). The lands were previously occupied by a 1-storey dwelling and large accessory storage structure, which have since been demolished.

Surrounding land uses to the subject property include:

- To the North: Low density residential dwellings across Queen Street
- To the East: A commercial building and low density residential dwellings
- To the South: Low density residential dwellings
- To the West: Low density residential dwellings and commercial buildings

2.0 Development Proposal:

The Official Plan and Zoning By-law Amendment applications were submitted by Astrid J. Clos Planning Consultants (on behalf of Charleston Homes) on April 20, 2018, and deemed complete on April 30th. The Amendments are intended to obtain the necessary land use approvals to permit the development of sixteen, 1.5-storey townhouse units on a private condominium road; see **SCHEDULE 2 – SITE PLAN CONCEPT**. Further details regarding the proposal are outlined in the table below.

Design Elements	Application Proposal
Number of Units	16 townhouses
Height (Storeys)	Bungalow (1.5 storeys)
Unit Parking	2 space per unit (1 in garage; 1 in driveway) plus 3 additional surface spaces available for purchase
Visitor Parking	5 spaces
Vehicular Access Points	2 (Queen Street East and Longfield Road)

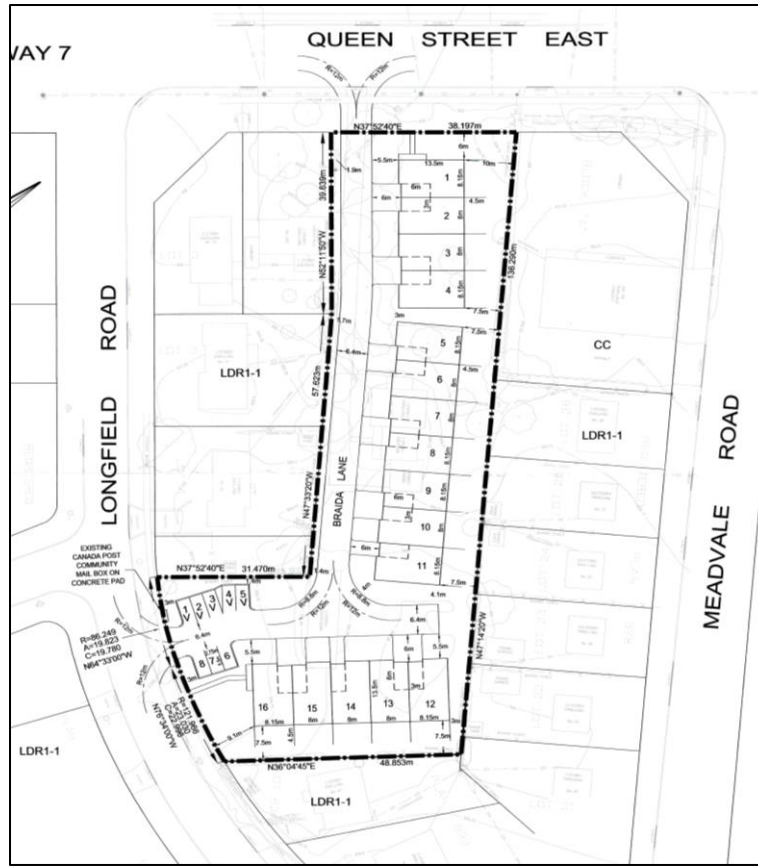


Figure1: Concept Plan

To accommodate the development, the application is proposing to amend the Town's Official Plan to change the designation of the property from Low Density Residential to Medium Density Residential; see **SCHEDULE 4 – DRAFT OFFICIAL PLAN AMENDMENT**. The current Low Density Residential Area designation does not permit townhouse units and restricts the maximum density of development to 15 units per net residential hectare (Section D1.3.1.2); whereas, the proposed 16-unit development requires a density of 27.9 units per net residential hectare. The proposed Medium Density Residential Area designation would permit the townhouse dwellings and allow a density of 21-50 units per net residential hectare.

The Zoning By-law Amendment proposes to rezone the subject property from Low Density Residential One (LDR1-1) to a site-specific Medium Density Residential Two (MDR2) zone; see **SCHEDULE 5 – DRAFT ZONING BYLAW AMENDMENT**. To facilitate the proposed townhouse development site specific provisions to the MDR2 zone would be required to establish the following:

- Define the units as Private Road Townhouses;
- Restrict the dwelling height to 1.5 storeys or 8.5 m from the current 11.0 m;
- Increase the minimum rear yard setback from 4.5 metres to 7.5 metres;
- Establish minimum setbacks of 3.0 metres between townhouse blocks; and
- Require a 6.0 metre setback from the unit garages to the private road.

A Site Plan Application (File: D11SPA19.001) was also submitted on January 2, 2019, and is currently under review by staff. This application, along with the submission of a Draft Plan of Condominium, are required to complete the development, should the Official Plan and Zoning By-law Amendments be approved by Council.

COMMENTS:

The “Comments” section of the report will identify, analyze and respond to key matters of interest associated with the Official Plan and Zoning By-law Amendment applications. This section is broken down into the following subsections:

- 1.0 Planning Context and Policy Framework
- 2.0 Water Allocation
- 3.0 Town Department and External Agency Comments
- 4.0 Public Comments

1.0 Planning Context

In Ontario, when reviewing applications seeking to amend local Official Plans and/or Zoning By-laws, development proposals are expected to conform with and meet the intent of all applicable Provincial, Regional and Municipal policy documents. This section evaluates the proposed Official Plan and Zoning By-law Amendments against the relevant policy framework that applies to the subject site and proposal.

1.1 Provincial Policy Statement

The 2014 Provincial Policy Statement (PPS) provides broad based policies that promote an appropriate range of housing types that makes efficient use of infrastructure and public services facilities, thus supporting the development of healthy communities. The proposal is required to be consistent with the relevant policies of the PPS in accordance with Section 3 of the Planning Act.

Specifically, Section 1.1.3 of the PPS speaks to density, intensification and redevelopment. This section (1.1.3.1 to 1.1.3.5) promotes intensification and redevelopment where appropriate in settlement areas, and where public health and safety are maintained.

Planning staff is of the opinion that the proposed Official Plan and Zoning By-law Amendment applications are consistent with the policies of the 2014 PPS.

1.2 Growth Plan for the Greater Golden Horseshoe

The subject lands are part of a larger designated urban area in Acton. The 2019 Growth Plan directs new growth to locations that make efficient use of transportation and servicing infrastructure and sets out general policies for residential intensification. As per Section 3 of the Planning Act, the proposal shall conform and not conflict with the Growth Plan.

Section 2.2.2 of the Growth Plan states that, until the Region of Halton completes its municipal comprehensive review, a minimum of 40 per cent of all residential development occurring annually will be within the delineated built-up area. Once the Region's comprehensive review has been completed, a minimum of 50 per cent of all residential development must be within the built-up area each year until 2041.

Planning staff is of the opinion that the proposed development is in conformity with the Growth Plan for the Greater Golden Horseshoe.

1.3 Greenbelt Plan

As noted in the preceding section, the subject lands are located within Acton, which is classified as a Town/Village under the 2017 Greenbelt Plan. For purposes of infill development, Section 3.4.3 (Town/Village Policies) essentially defers to the Growth Plan and the Official Plan from a policy perspective.

Staff is of the opinion that the proposed development conforms to the Greenbelt Plan.

1.4 Region of Halton Official Plan

The 2009 Regional Official Plan (ROP) designates the subject lands as Urban Area (Acton). Section 76 of the OP states that the range of permitted uses and the creation of new lots in the Urban Areas will be in accordance with Local Official Plans and Zoning By-laws. Section 89 of the ROP requires all development within the Urban Area to be on full municipal services.

Regional staff has confirmed that the application is in conformity with the Regional Official Plan.

1.5 Town of Halton Hills Official Plan

The subject lands are currently designated Low Density Residential Area (LDRA) in the Town's Official Plan. Permitted uses in the LDRA include single detached, semi-

detached and duplex dwellings up to a maximum density of 15 units per net residential hectare and a maximum height of three storeys (Section D1.3.1). Townhouses are not permitted under the Low Density Residential Area designation.

The Applicant is proposing to change the designation of the lands to Medium Density Residential Area. Section D1.4.3 outlines that new medium density development, by way of Amendment, shall be considered provided Council is satisfied that the proposal:

- a) *is located on and has direct access to a Collector or Arterial Road as shown on Schedule B1 to this plan;*
- b) *respects the character of adjacent residential neighbourhoods, in terms of height, massing and setbacks;*
- c) *can easily be integrated with surrounding land uses;*
- d) *will not cause traffic hazards or an unacceptable level of congestion on surrounding roads;*
- e) *can easily be accessed by public transit if available;*
- f) *is located in close proximity to community facilities, such as parks, schools and open spaces;*
- g) *is located on a site that has adequate land area to incorporate the building, on-site parking, an outdoor amenity area, and appropriate buffering such as setbacks, landscaping and fencing to ensure the compatibility of the use with adjacent land uses;*
- h) *where appropriate, considers the role of topography and natural vegetation in minimizing the impacts of tall buildings on adjacent land uses;*
- i) *has demonstrated that the potential shadow impacts associated with tall buildings will be at an acceptable level on adjacent properties; and,*
- j) *municipal water and wastewater services are adequate and available.*

Town staff is of the opinion that the proposed 16-unit townhouse proposal has been designed appropriately to conform with the policies of Section D1.4.3, due to the following:

- The site fronts onto a multi-purpose arterial road (Queen Street) and significant public transportation route (GO Bus);
- While the proposal represents a slightly more dense form of development than is present in the neighbourhood, the townhouses have been designed to meet the setbacks required for a low density neighbourhood and reduce the currently permitted height of 3 storeys down to a maximum of 1.5 storeys;
- Is located on a site with available municipal services, and can accommodate adequate parking and amenity space;
- Is located in close proximity to multiple commercial uses, parks and other community services; and
- Will not contribute an unacceptable level of traffic congestion to the surrounding area.

Additionally, as per Section D1.4.1 of the Official Plan all new development requiring Planning Act approval shall conform to the Urban Design policies (Section F2) of the Plan. Staff is satisfied that the design and layout of the proposal complies with the general urban design objectives of the Plan.

It should also be noted that 284 Queen Street has been identified as a potential infill development site (between the 2016 and 2031 timeframe) through the Town's previous intensification study, given the large size of the remnant single detached lot. Although recognized as having potential for medium density development through that study, the lands were not re-designated as part of Official Plan Amendment 9 (OPA 9) at that time.

For the reasons outlined above, Planning staff is of the opinion that the proposed Official Plan Amendment will allow for the development of the subject lands in a manner consistent with the intent of the Town's Official Plan.

1.6 Town of Halton Hills Zoning By-law 2010-0050

The subject lands are zoned Low Density Residential One Mature Neighbourhood (LDR1-1 MN), which permits single and semi-detached dwellings. Townhouse dwellings and multi-unit residential buildings are not permitted in this zone.

The Applicant is proposing to re-zone the subject property from LDR1-1 MN to a site specific Medium Density Residential Two (MDR2) zone. The MDR2 zone would allow townhouses and multiple dwelling units on the site. The site specific provisions would alter the MDR2 zone as follows:

Provision	MDR2 Zone (Current)	MDR2 (Site Specific)
Permitted Uses	Multiple dwelling units (i.e. townhouses on a condominium road)	Restricted to 16, 1.5-storey Private Road Townhouses
Maximum Height	11.0 metres	8.5 metres
Minimum Rear Yard Setback	4.5 metres	7.5 metres
Minimum Interior Side Yard Setback	4.5 metres	3.0 metres
Residential Parking Requirements – Multiple dwelling units	2 spaces per unit plus 0.3 spaces for visitor parking	2 spaces per unit plus 0.3 spaces for visitor parking (5 total), plus 3 additional resident spaces

Staff considers the proposal to rezone the property from LDR1-1 MN to the site specific MDR2 zone appropriate given that the proposed development satisfies the Official Plan policies for New Infill Development (Section D1.4.3). Further, Staff supports the rezoning as the proposed site specific standards:

- Restrict the height of the units to 1.5 metre less than what is currently permitted for the abutting low density residential lands (10.0 metres);
- Conforms to the building setbacks for the LDR1-1 Mature Neighbourhood zone; and,

- Provides parking at a rate that exceeds the current minimum.

While Staff acknowledges that the subject site is included within the Mature Neighbourhood Area, as per By-law 2017-0033, the rezoning is considered appropriate given the properties inclusion in the 2009 Town Intensification Study and that the development conforms to the Mature Neighbourhood setback and height requirements.

2.0 Water Allocation

The Region of Halton has identified that 13 Single Detached Equivalents (SDE) of water will be required to be allocated to the site to accommodate the development. Staff has brought forward the water allocation report (Report No. PLS-2019-0049) for 284 Queen Street East to the June 25, 2019, Planning, Public Works & Transportation Committee meeting to be considered in conjunction with the subject recommendation report.

3.0 Town Department and External Agency Comments

The 16-unit townhouse proposal was circulated to Town departments and external agencies for review and comment. Staff from the various departments and agencies have completed their review of the proposed development and have indicated that they have no concerns or objections with the approval of the proposed Official Plan and Zoning By-law Amendments.

For information purposes, staff has provided comments on some of the site specific matters regarding the proposal:

3.1 Servicing and Stormwater Management

Following a review of revised Site Servicing and Grading Plans, Town Development Engineering staff are satisfied that the site grading has been designed to enable proper drainage, and all issues noted in prior submissions have been properly addressed.

3.2 Traffic and Transportation

Following a review of the initial Traffic Brief, Transportation staff noted concerns with the Sight Distance Analysis from the Longfield Road access. A subsequent addendum to the Traffic Brief submitted by the Applicant satisfied the sight line distance from the Longfield access, subject to the reduction/removal of a small portion of the hedge located along the southern property line that extends into the Town-owned right-of way.

4.0 Public Comments and Issues

The development proposal was presented to the Public by way of Report No. PLS-2019-0004 through a Statutory Public Meeting on January 21, 2019. There were approximately ten (10) interested persons in attendance at the meeting with six (6) of those individuals coming forward to present their concerns.

Additionally, staff has received three (3) emails/correspondence and five (5) phone calls/counter inquiries from residents in regards to the proposed application. The

following sections describe the specific public questions/concerns and provide staff responses:

4.1 Loss of Existing Vegetation on Site:

Comments were made regarding the potential removal of vegetation on, or near, bordering properties during construction. The owners of 47 Longfield Road had specific concerns about the existing hedge along the shared southern lot line of the site.

Staff Response

The Applicant must follow Town-approved Landscape and Tree Management Plans when developing the site. These plans include preserving to the fullest extent possible the existing vegetation, while also planting new trees and shrubs as part of the Site Plan Approval process.

Only a small portion of the hedge that extends into the public right-of-way is required to be reduced or removed to address sight line concerns on Longfield Road; see **SCHEDULE 3 – LANDSCAPE PLAN**. Town staff met on-site with the owners of 47 Longfield Road to discuss the need to cut back the portion of the hedge in the right-of-way and they indicated they will not object. However, Town staff, the Applicant and owners of 47 Longfield Rd. are currently discussing other alternatives, which could include the construction of a fence in place of some portion of the hedge. Should the parties agree on any changes they will be secured through the Site Plan process.

4.2 Impacts from Construction

Comments were made regarding the impacts on adjacent properties when development of the site commences. The owner of 21 Longfield Road had specific concerns about the potential for dust from construction to have health impacts on surrounding residents.

Staff Response

An approved Construction Management Plan is required as part of the Site Plan Approval process. This plan will address how the Applicant proposes to mitigate potential impacts of construction. As part of the plan, the applicant will provide 2 weeks' notice to surrounding property owners prior to any site activities. Additionally, throughout the life of the project, the applicant must keep a log of all inquiries and complaints, including how they were addressed.

4.3 Traffic Concerns

Comments were made regarding the impacts of traffic generated from 16 new units on Longfield Road. In particular, residents noted concern over the access on Longfield Road being used as the primary access which would increase congestion within the neighbourhood at peak traffic times.

Staff Response

A Traffic Brief and subsequent addendum have been submitted by the Applicant addressing increased traffic and sight distances from proposed access points. The Brief, approved by Town Transportation staff, did not forecast any significant traffic issues that would occur as a result of the development.

4.4 Height Concerns

Comments were made regarding the height of the proposed units. More specifically there was a stated concern that the applicant could pursue a greater building height closer to final approval, resulting in units that are much taller than those in the surrounding low density residential area.

Staff Response

The Applicant has agreed to a maximum height of 8.5 metres for the townhouse units. This restricts the height to being less than the 10.0 metres currently permitted for the abutting and surrounding Low Density Residential zone. The 8.5 metre height has been written into the site-specific zoning by-law should the application be approved. Therefore, any proposal by the Applicant to increase the height would require further Planning Act approvals, which would be subject to mandatory public consultation.

4.5 Visitor Parking Concerns

Comments were made suggesting that the current plan for five (5) visitor parking spaces is insufficient for the number of units being proposed. Public comments previously received also voiced concerns that insufficient visitor parking would lead to increased street parking along Longfield Road.

Staff Response

The proposed townhouse units are classed as 'multiple dwellings' under the Zoning By-law 2010-0050. The current requirement for visitor parking is 0.3 spaces per unit for multiple dwellings. The proposal for 5 visitor parking spaces satisfies this requirement (i.e. $16 \times 0.3 = 4.8$). Additionally the proposal has 3 extra spaces set aside, presumably for purchase by unit owners. These spaces would accommodate any potential additional parking demand within the development.

4.6 Lighting Concerns

Comments were made regarding the impacts of increased lighting on adjacent properties, including light directly into adjacent rear yards.

Staff Response

The impacts of lighting from a development on the surrounding area are assessed through a Town-approved Photometrics Plan submitted as part of a Site Plan Application. The applicant has submitted a Photometrics Plan, which is currently under review by Town Development Engineering staff.

4.7 Fencing Concerns

Comments have been received regarding the height and extent of proposed fencing along the perimeter of the site. Comments more generally have requested a higher privacy fence separating the development from adjacent properties.

Staff Response

The proposed fencing for the site will be evaluated as part of the Site Plan Approval process. Currently, deficiencies in the perimeter fencing proposed by the applicant have

been noted by Town staff and will be addressed through a future re-submission. Additionally, all fencing for residential development in Halton Hills is subject to By-law 2002-0060 and must adhere to all restrictions therein.

4.8 Acknowledging the Mann Family Heritage on the Site

Comments were made suggesting the development should respect the heritage of the subject property, which was the site of a home owned by the Mann family.

Staff Response

284 Queen Street East is not currently listed on the Town's Heritage Register. However the applicant has indicated they would be open to incorporating some type of sign on-site recognizing the Mann family heritage. This will be explored with the applicant through the Site Plan process.

4.9 Affordable Housing

Prior to the Public Meeting, staff received written comments from one (1) resident concerning a general lack of affordable housing in Halton Hills, which forces long-tenured residents to leave the Town as result.

Staff Response

Staff have discussed with the Applicant the possibility of adding units to the development under the expectation the additional units could provide opportunity for some form of affordable housing. However, it has been determined that, it is not possible to add any units to the current site plan without making significant changes to site design that would negatively impact its fit within the surrounding neighbourhood.

The Province, Region nor Town do not currently have any policies that would require the Applicant to offer units at a certain price point on these lands.

RELATIONSHIP TO STRATEGIC PLAN:

The proposed development is most closely aligned with Strategic Direction G – Achieve Sustainable Growth, the goal of which is:

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.

The Strategic Direction is to be achieved as it relates to this application in part through Strategic Objectives:

G10. *To promote intensification and affordable housing in appropriate locations within the Town.*

G11. *To ensure the efficient use of urban land and infrastructure in existing communities and new growth areas.*

FINANCIAL IMPACT:

There is no financial impact associated with this particular report.

CONSULTATION:

Planning staff have consulted with appropriate Town Departments and the Region of Halton in preparation of this report.

PUBLIC ENGAGEMENT:

The proposed Official Plan and Zoning By-law Amendment applications were presented to the Public through a Statutory Public Meeting on January 21, 2019 (Report No. PLS-2019-0004). This meeting fulfilled requirements for public participation under the Planning Act, and provided for Transparency, Notification and Participation, as defined in the Town's Public Engagement Charter.

Additionally, the Town held an earlier Public Information Centre (PIC) on June 18, 2018, at the Acton Arena to introduce the proposal to the community.

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 recommendation outlined in this report advances the Strategy's implementation.

This report supports the Environmental Health and Social Well-Being pillars of sustainability and the alignment of this report with the Community Sustainability Strategy is very good.

Compliance with the Town's Green Development Standards will be addressed through the approval of a required Site Plan application. The application of the Green Development Standards to this project will help achieve energy and water efficiencies with other sustainable objectives.

COMMUNICATIONS:

Public Notice of Council's decision regarding the passage of the Official Plan and Zoning By-law Amendments will be completed in accordance with the requirements of the Planning Act.

CONCLUSION:

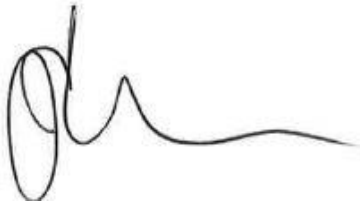
Staff has completed the review of the proposed sixteen unit townhouse development at 284 Queen Street East in Acton. Relevant policies, department and agency-reviewed drawings and studies, as well as public comments were all considered and staff is of the opinion that the proposal has merit and should be supported. The proposed Official Plan and Zoning By-law Amendment applications conform to the Growth Plan for the Greater Golden Horseshoe, are consistent with the Provincial Policy Statement and are in conformity with the Town and Region Official Plans.

For these reasons, Planning staff recommends that Council approve the Official Plan Amendment as generally shown in **SCHEDULE 4** of this Report and also approve the Zoning by-law Amendment generally shown in **SCHEDULE 5** of this Report.

Reviewed and Approved by,

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Jeff Markowiak, Manager of Development Review

A handwritten signature in black ink, appearing to read 'John Linhardt', written in a cursive style.

John Linhardt, Commissioner of Planning and Sustainability

A handwritten signature in black ink, appearing to read 'Brent Marshall', written in a cursive style.

Brent Marshall, Chief Administrative Officer