



REPORT

REPORT TO: Mayor Bonnette and Members of Council

REPORT FROM: Greg Macdonald, Senior Planner – Development Review

DATE: November 11, 2020

REPORT NO.: PD-2020-060

RE: Public Meeting for a proposed Draft Plan of Subdivision and Official Plan and Zoning By-law Amendments to allow for the development of 34 lots for single detached dwellings on a new public road at 102 Confederation Street (Glen Williams)

RECOMMENDATION:

THAT Report No. PD-2020-0060, dated November 11, 2020, regarding Public Meeting for a proposed Draft Plan of Subdivision and Official Plan and Zoning By-law Amendments to allow for the development of 34 lots for single detached dwellings on a new public road at 102 Confederation Street (Glen Williams), be received;

AND FURTHER THAT all agency and public comments be referred to staff for a further report regarding the disposition of this matter.

BACKGROUND:

The purpose of this report is to advise Council and the public about the submitted Draft Plan of Subdivision and Official Plan and Zoning By-law Amendment applications seeking to obtain the necessary approvals to create 34 lots for single detached dwellings on a new public road at 102 Confederation Street in Glen Williams.

Location and Site Characteristics:

The subject property, known municipally as 102 Confederation Street, is located in Glen Williams on the west side of Confederation Street, generally north of Wildwood Road and close to the intersection of Confederation Street and Mountain Street; see SCHEDULE 1 – LOCATION MAP. The 18.6 ha (46.0 acre) property is predominantly rectangular in shape and has 20.2 m (66.3 ft.) of frontage on Confederation Street. The lands are currently vacant and contain a variety natural heritage features consisting of valley lands, woodlands and wetlands. Of the 18.6 ha total property size, only approximately 4.9 ha (12 acres) are proposed for residential development.

Surrounding land uses to the subject property include:

- To the North: Agriculture and open space (lands within the Greenbelt)
- To the East: Single detached dwellings and the Credit River across Confederation St.
- To the South: A woodlot and single detached dwellings further south
- To the West: Single detached dwellings (on McMaster Street) and open space

Development Proposal

On September 15, 2020, the Town deemed complete applications for an Official Plan and Zoning By-law Amendment and for approval of a Draft Plan of Subdivision submitted by Glenn Wellings Planning Consultants Inc. (the Applicant), on behalf of Glen Williams Estates Inc. (the Owner). The applications seek the necessary land use approvals to facilitate the development of 34 lots for single detached dwellings on a new public road; see SCHEDULE 2 – SUBDIVISION PLAN.

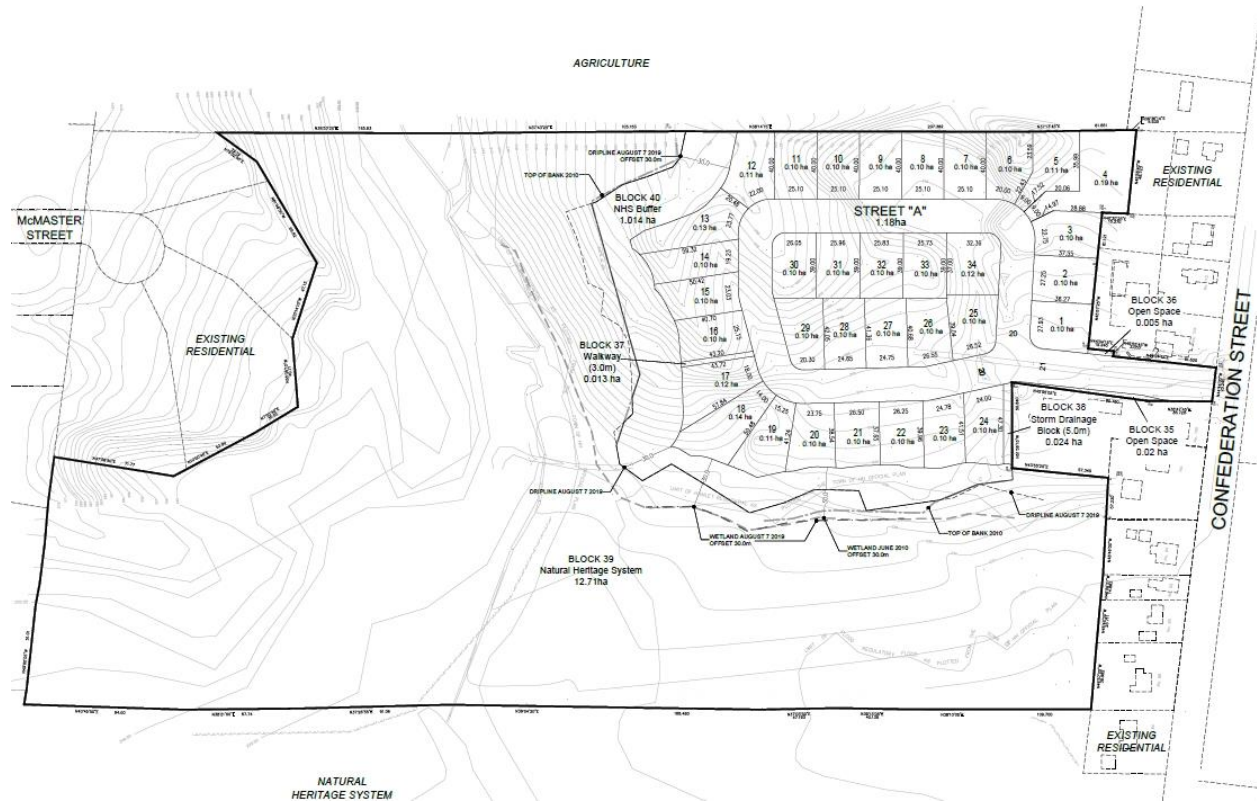


Figure 1: Subdivision Plan

The 34 lots range in size between 0.10 ha and 0.19 ha; however, the majority of the lots trend towards 0.10 ha in size ($\frac{1}{4}$ of an acre), with the average lot size being 0.11 ha. The lot frontages also vary considerable from as low as 9.0 m (only two irregular shaped lots) to as high as 32.0 m. Most of the lot frontages range from 23.0 to 27.0 m. The Applicant has indicated each of the houses on the lots would reflect a conceptual heritage architectural theme reinterpreted in a contemporary manner.

Access to the subdivision is proposed to occur from a new public road that would intersect Confederation Street. The lots would all be serviced by regional services (water and wastewater). An existing watermain on Confederation Street would provide water to the new subdivision; however, for the sanitary (wastewater) connection the Applicant is proposing to construct new sewers on Confederation Street and Main Street (under the Credit River) in order to connect to the existing pump station adjacent to the Glen Williams Park.

In addition to the 34 single detached lots and new public road, the proposed subdivision also includes a number of other blocks (see Figure 1 above) that would be dedicated to the Town, including:

Block Number(s)	Description
35 and 36	Lands adjacent to the Public Road near the entrance of the Subdivision (for sidewalk, swales, boulevard)
37	Walkway connection to a future trail(s)
38	Storm water management drainage
39	Natural Heritage System
40	Buffer to the Natural Heritage System

Table 1: Description of Blocks

In order to implement the Draft Plan of Subdivision, amendments to the Official Plan and Zoning By-law are proposed.

Under the Glen Williams Secondary Plan the portion of the property proposed for residential development is designated “Hamlet Residential”. The Applicant is proposing to apply a Special Policy Area designation to the site that would increase the maximum allowable density from 5 units per hectare to 7 units per hectare; see SCHEDULE 3 – DRAFT OFFICIAL PLAN AMENDMENT.

Under Town of Halton Hills Zoning By-law 2010-0050, the portion of the property proposed for residential development is zoned Development (D), which only permits existing uses. The Applicant proposes to rezone this area to the Hamlet Residential One (HR1) Zone with a special exception; see SCHEDULE 4 – DRAFT ZONING BYLAW AMENDMENT. The intent of the special exception is to capture site specific provisions that would allow for building envelopes on each lot consistent with the design objectives for the subdivision, which include:

- a minimum lot size of 0.1 ha;
- a minimum lot frontage of 9.0 m for two lots, 14.0 m for two other lots and 18.0 m for all other 30 lots;
- a minimum rear yard setback of 10.0 m;

- a minimum height of 11.0 m;
- site specific provisions addressing the location and projection of balconies and decks; and,
- site specific provisions addressing the location and size of attached garages to ensure garages are not dominant in the elevations of the dwellings.

The remainder of the subject lands that are not proposed for residential development would remain in natural heritage protection designations in the Official Plan and within corresponding natural heritage protection zones in the Zoning By-law.

A list of drawings and reports submitted in support of the application is attached as SCHEDULE 5 to this report.

COMMENTS:

1.0 Planning Context:

In Ontario, when reviewing applications looking to amend local Official Plans and/or Zoning By-laws, and seeking draft plan approval for a subdivision, development proposals are expected to conform with and meet the intent of all applicable Provincial, Regional and Municipal policy documents. This section discusses the relevant policy framework that applies to the subject site and proposal.

In addition, Section 51(24) of the *Planning Act* contains a range of criteria that the municipality must have regard for in considering a Draft Plan of Subdivision including the health, safety, convenience, accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality. Other criteria relate to matters of provincial and public interest; the suitability of the land for the subdivision; adequacy of roads; shape and size of the lots; restrictions to be imposed on the lots and buildings; natural heritage; adequacy of municipal services; adequacy of school sites; energy conservation; and, lands to be dedicated to the municipality.

1.1 Provincial Policy Statement

The 2020 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. Specifically, Section 1.1.3 of the PPS identifies Settlement Areas as the focus of growth and development. Section 1.1.4.1 and 1.1.4.2 of the PPS supports accommodating an appropriate range and mix of housing in rural settlement areas and that rural settlement areas should be the focus of growth and development in rural areas. However, as per Section 1.1.4.3 this growth must consider rural characteristics, the scale of development, and servicing. Section 1.5 of the PPS notes that publicly accessible recreational opportunities such as trail development is encouraged. Finally, Section 2.1 of the PPS speaks to the protection of key natural heritage features.

The proposal is required to be consistent with the relevant policies of the PPS in accordance with Section 3 of the Planning Act.

1.2 Growth Plan for the Greater Golden Horseshoe:

The 2019 Growth Plan policies indicate that the vast majority of growth will be directed to settlement areas that have a delineated built boundary, existing or planned municipal water and waste water servicing and can support the achievement of complete communities. The Growth Plan considers existing hamlets that are long established and identified in official plans, such as Glen Williams, to be a rural settlement area. Section 2.2.9 of the Growth Plan directs new multiple lot developments to settlement areas within the rural area. However, while growth is to occur in rural settlements, it is envisioned to be limited.

As per Section 3 of the Planning Act, the proposal shall conform and not conflict with the Growth Plan.

1.3 Region of Halton Official Plan

The 2009 Regional Official Plan (ROP) identifies Glen Williams as a Hamlet. Under the Regional Plan, Hamlets are considered compact rural communities designated to accommodate future residential growth in the rural area. Sections 102 to 107 of the ROP provide policy direction for Hamlets. The portion of the subject property that contains valley lands, woodlands and wetlands that are proposed to be conveyed to the Town through the subdivision application, are identified as forming part of the Regional Natural Heritage System. The goal of the Natural Heritage System is to increase the certainty that the biological diversity and ecological function within Halton will be preserved and enhanced for future generations.

1.4 Town of Halton Hills Official Plan

Under the Town's Official Plan the subject lands are identified as falling within the Hamlet Area of Glen Williams. Section E3 of The Official Plan provides broad policy direction for Hamlets, including policy objectives to recognize the unique character of Glen Williams, carefully control new residential development in order to maintain the character of the Glen, and ensure that all development is serviced by sewer and water services that reflect the amount of planned development in the hamlet.

The main policy direction for Glen Williams is contained with the Glen Williams Secondary Plan (GWSP). Under the Glen Williams Secondary Plan the property is subject to two designations:

- Hamlet Residential Area – applies to the portion of the lands proposed for residential development
- Greenlands – applies to the lands containing environmental features

The Glen Williams Secondary Plan contains key objectives (Policy H.4.2), which include matters such as: the preservation of the heritage character of Glen Williams; the balance between development and protection of environmental features; the importance of visual and physical access to open space; linkages to the hamlet core area;

protection of the health of the natural environment; ensuring that subdivision design incorporates a variety of lot sizes and architectural styles consistent with hamlet character; linkages of existing open space and natural features to developed areas of the hamlet; and, maintenance and enhancement of existing mature neighbourhood areas.

Within the Glen Williams Secondary Plan, Section H4.3 outlines a number of detailed policies pertaining to a range of matters of consideration against which the proposed development must be evaluated again. Some of these include:

- Trail Systems (see Subsection H4.3.3). In this regard it must be determined if the proposed trail linkage and other trail development within the subject lands are in suitable locations and can be adequately designed for their intended use.
- The northern limits of the site are identified for a Hamlet Buffer. It must be determined whether the intent of the policy (H4.3.8) that a general 20 m Hamlet Buffer be provided has been met. It should be noted that alternatives to a lot line setback are permitted to be considered.
- Hamlet Design (see Subsection H4.3.11). It must be determined whether the lot fabric, placement of dwellings on each lot, and architecture of the dwellings meets the intent of the Hamlet of Glen Williams Design and Heritage Protection Guidelines. These guidelines speak to a mix of architectural styles; that garages should not be prominent; that lots have a mix of sizes and a mix of dwelling sizes; etc.
- Traffic (see Subsection H4.3.12). It must be determined through the submitted Traffic Impact Study (TIS) that both the roadway design within the subdivision is consistent with the design character of rural cross section streets and that all other internal and external traffic safety matters can be addressed where they are the responsibility of the applicants.

As noted above, the portion of the subject lands proposed for residential development is designated Hamlet Residential Area, which allows single detached dwellings. The objective of this designation is to allow for gradual and limited residential growth over time in a manner that is consistent with the character of the Hamlet. Policy H4.5.3 establishes the land use policies for this designation, which include:

- New development will be serviced with municipal water and waste water;
- That design and technical studies be submitted to address the matters identified above;
- A minimum lot size of 0.1 ha (maximum 0.4 ha) be provided and that a mix of lot sizes occur, generally increasing in size further from the Community Core;
- The maximum density of any new subdivision developed on municipal water and wastewater shall be 5 units per net residential hectare (2 units/acre);
- That the development be consistent with the Glen Williams Design and Heritage Protection Guidelines.

The Applicant is seeking to amend the Glen Williams Secondary Plan by designating the site as a Special Policy Area to allow for a residential subdivision at a density of 7 units per hectare (whereas the Hamlet Residential designation allows a maximum density of 5 units per hectare).

It should finally be noted that the Town of Halton Hills is currently undertaking a review of the Glen Williams Secondary Plan. Given that the proposed applications were submitted to the Town during the midst of the review, they will continue to be reviewed against the policies of the existing Secondary Plan. Any emerging new directions flowing from the Secondary Plan review may be considered as part of the ongoing review of the application subject to determining the appropriate weight to apply to the same.

1.5 Town of Halton Hills Zoning By-law 2010-0050:

The portion of the property proposed for residential development is zoned Development (D) Zone, which only permits uses that existed on the effective date of the by-law (i.e. 2010). The remainder of the subject lands is zoned Environmental Protection One (EP1) and Environmental Protection Two (EP2), which limits uses to conservation uses.

In order to permit the proposed 34 lots for single detached dwellings, the applicant is proposing to rezone the portion of the lands zoned Development (D) Zone to the Hamlet Residential One (HR1) Zone with a special exception. In addition, a portion of lands currently zoned (D) would be rezoned to the Environmental Protection One (EP1) to reflect identified environmental features and buffers that exist in that area. The rest of the property is not proposed to be rezoned and would remain in Environmental Protection One (EP1) and Environmental Protection Two (EP2) Zones.

2.0 Issues Summary:

2.1 Department and Agency Circulation Comments:

The application was circulated for review and comment to Town Departments and External Agencies on September 16, 2020. As of the date of this report, Planning has not yet received all of the department and agency comments. However, it is anticipated that staff comments will generate the requirement for the Applicant to update a number of the drawings and technical and/or planning studies prior to any future recommendation report being considered. Some issues or matters in need of address that have been identified to date include:

Planning:

Planning and urban design comments have been provided requesting further information in order to better evaluate the proposal including:

- Further analysis with regards to the proposed lot sizes and density in comparison to nearby neighbourhoods in Glen Williams in order to better evaluate compatibility;

- Clarification on the intent of the site-specific zoning modifications and proposed staggered setbacks of the dwellings and how they would ensure that the planned character of the subdivision is being maintained in a manner contemplated by the Glen Williams Design and Heritage Protection Guidelines;
- How does the Applicant plan on implementing architectural control for the dwellings;
- The Architectural Design Guidelines are still under review and may be subject to a peer review; and,
- More detail is needed as to the type, amount and depth of the enhanced plantings proposed adjacent to the Hamlet boundary to determine if the intent of the Hamlet Buffer policies has been satisfied.

Transportation:

The Traffic Impact Study (TIS) is required to be updated to better reflect planned trip generation from the development; to utilise methodology consistent with the Region of Halton's TIS guidelines; and, to provide a pavement marking and signage plan for review.

Engineering:

Additional grading information is required, particularly at the entrance of the subdivision in order to ensure adequate site lines are provided. More details as to how grading and drainage would meet Town standards, particularly towards the northerly limits of the subdivision where grading is proposed to also be altered on the adjacent property to the north. Further evaluation of the Low Impact Development (LID) features proposed to deal with the storm water management of the subject lands is also required.

Parks and Recreation:

Further information about how the intent of the Hamlet Buffer policies is being met by the proposed development is required. Further review of on-site tree preservation and tree compensation for trees being removed is necessary. Revisions to the Environmental Impact Report (EIR) may be needed to address trail design and how it meets the new Active Transportation Management Plan. The uses proposed within the open space, buffers, and natural heritage blocks must be confirmed.

2.2 Public Comments:

To date, Planning staff has received three (3) emails and two (2) phone calls outlining concerns with the proposed development. Comments identified in the correspondence relate to the following:

- increase in density from that which is permitted in the existing Secondary Plan;
- increase in traffic generated by the proposal and resulting traffic safety concerns along Confederation Street;
- that the front portion of the new street would be constructed with an urban cross section instead of a rural cross section; and,
- that the gateway feature proposed at the entrance to the subdivision is not in keeping with the character of Glen Williams.

The purpose of the Public Meeting is to obtain additional comments and feedback from the community. Any further comments received from the public will be reviewed, addressed and included in the final Recommendation Report. It is noted that staff do expect additional comments from members of the public and from the Glen Williams Community Association (GWCA) that will likely express similar concerns to those raised at the October 15th Public Information Centre (PIC) held by the Applicant (see the CONSULTATION section of this report below for comments made by the public at the PIC).

RELATIONSHIP TO STRATEGIC PLAN:

The final Recommendation Report will address the relationship between the proposed development and the Town's Strategic Plan.

FINANCIAL IMPACT:

There is no financial impact associated with this particular report.

CONSULTATION:

Pre-Consultation:

The proposed Official Plan and Zoning By-law Amendments and Draft Plan of Subdivision were considered at the February 7, 2019, Development Review Committee Pre-consultation meeting (D00ENQ19.007). The Applicants were provided with preliminary comments from various Town Departments and external agencies at the meeting.

Public Information Centre (PIC):

The Applicants held a Virtual Public Information Centre (PIC) on October 15, 2020, to provide further details about the proposed development to members of the public. The meeting was attended by approximately 59 residents. Town staff also attended the meeting. Residents raised a number of concerns pertaining to:

- the increase in density and resulting relationship to the character of Glen Williams;
- engineering technical matters such as drainage, groundwater and well protection; methodology for tunnelling under the Credit River, water pressure, etc.
- transportation concerns pertaining to speeding along Confederation Street and turning movement safety where the new public road proposed for the subdivision would intersect with Confederation Street;
- pedestrian safety concerns (relating to the above) and the need for sidewalks on Confederation Street;
- tree protection as it relates to on-site trees that are not contained within the environmental protection lands;
- what kind of staggered setbacks and range in lot sizes differences would be provided in the subdivision;
- how much would the houses cost to purchase;
- ensuring trails and trail connections are provided as part of the development;

- the amount of greenspace provided on each lot and the amount and type of landscaping; and,
- whether new municipal services installed on Confederation Street would allow existing dwellings in the community to connections to the new services.

PUBLIC ENGAGEMENT:

Planning Staff will continue to ensure that Transparency, Notification and Participation, as defined in the Town's Public Engagement Charter, continue to be at the core of the Public Consultation Strategy throughout the review process for the subject proposal.

SUSTAINABILITY IMPLICATIONS:

The final Recommendation Report will address the relationship between the proposed development and any sustainability implications.

COMMUNICATIONS:

Public Notification Key Dates:

September 17, 2020:	Notice of Received Applications mailed out to all property owners and tenants assessed within 120 m of the subject property.
October 6, 2020:	Sign posted along the Confederation Street property frontage explaining the purpose of the proposed applications.
October 29, 2020:	Notice of a Public Meeting was published in the Independent & Free Press.
October 30, 2020:	Notice of Public Meeting was mailed out to all property owners and tenants assessed within 120 m of the subject property and to anyone who requested notification.
November 19, 2020:	Courtesy Notice to be published in the Independent & Free Press.

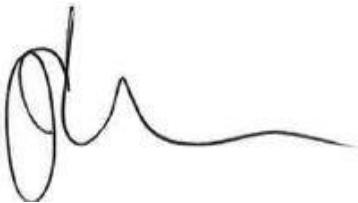
CONCLUSION:

The proposed Official Plan and Zoning By-law Amendments and Draft Plan of Subdivision contemplate the development of 34 lots for single detached dwellings on a new public road at 102 Confederation Street in Glen Williams. Once all relevant information, reports and comments have been reviewed and assessed, a final Recommendation Report, which summarizes all agency and public comments and assesses the merits of the applications, will be prepared.

Reviewed and Approved by,

A handwritten signature in black ink, appearing to read "Jeff Markowiak".

Jeff Markowiak, Director of Development Review

A handwritten signature in black ink, appearing to read "John Linhardt".

John Linhardt, Commissioner of Planning and Development

A handwritten signature in black ink, appearing to read "Chris Mills".

Chris Mills, Acting Chief Administrative Officer