NORTH ALDERSHOT INTER-AGENCY REVIEW

Final Report

May 1994

Hemson Consulting Ltd.

Hough Stansbury Woodland Ltd.

SUMMARY

This Final Report of the Inter-Agency Review presents the Land Use Concept for North Aldershot and an implementation strategy. This report has been prepared for the Councils of the City of Burlington and Halton Region, and for the public. It concludes the final phase, Phase Three, of the Inter-Agency Review.

The purpose of the Inter-Agency Review was to address planning issues in the area. This included: determining the appropriateness of current plans and policies in the area; recommending a land use plan and strategy for implementation; and sorting out issues of government jurisdiction.

The Land Use Concept developed through the Review's comprehensive public consultation process is a plan for the North Aldershot area *(see p. 25)*. It consists of four components: Planning Principles and Evaluation Criteria, Character Plan, Land Use Designations, and Design Guidelines. North Aldershot is a distinct, identifiable area defined by its special characteristics including the Niagara Escarpment, topography, habitat, vegetation, creeks, valleys and ravines, and settlement patterns. While change is permitted by the Land Use Concept, it must regard and respect the area's existing character.

Permitted uses include residential, prestige office, workshop, commercial and institutional. Areas for environmental protection are identified. The study area is 1,530 hectares (3,780 acres) in size and over one-half is designated as environmental protection. It is estimated, given the current level of information available, that possible long-term development is between 755 and 830 homes.

A strategy to implement the Concept is recommended. The Inter-Agency Review, and the political decisions that will accompany it, establishes the framework for future detailed planning. The next stage will involve the preparation of detailed policy documents and once those are in place, the design of individual sites can be undertaken *(see p. 60)*. The basic approach to implementation is that policy and development control will be undertaken at the local municipal level and the

study area will remain in the *Parkway Belt West Plan*. This approach is taken because the local municipal planning policy and development review process if familiar to its citizens, is an open public process and is locally accountable. And the *Parkway Belt West Plan* is an appropriate "umbrella" plan for the area because the area is of provincial significance and the objectives of the *Plan* for the area (urban separator and open space link) are still valid. It is also recommended that administration by the Niagara Escarpment Commission and the *Planning Act* changes proposed by the Sewell Commission should be investigated.

Municipal policy documents include an official plan amendment, zoning, and design guidelines to be used in site plan control. Before these documents can be prepared and enacted, a number of technical assessments need to be completed including: environmental appraisal, sub-watershed management plans, financial impact, water and wastewater servicing, transportation, heritage conservation and community services and facilities needs assessment. Concurrent with adoption of the official plan and zoning documents, decisions will be made on servicing and development caps for sub-areas within North Aldershot.

This Final Report will be presented to the City of Burlington Planning & Development Committee at its June 7, 1994 meeting and to Regional Planning & Public Works Committee on June 22, 1994.

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INTRODUCTION

This Final Report of the North Aldershot Inter-Agency Review presents the Land Use Concept for the study area and the strategy for implementing the Land Use Concept through planning policy. This report has been prepared for the Councils of the City of Burlington, Halton Region and for the public. This report concludes the North Aldershot Inter-Agency Review.

A. PURPOSE OF THE INTER-AGENCY REVIEW

The North Aldershot Inter-Agency Review was initiated in the summer of 1993 to address issues related to planning for change in North Aldershot. Specifically:

- To determine appropriateness of current plans and policies in the area;
- To recommend a land use plan and strategy for implementation; and
- To sort out issues of government jurisdiction.

The City of Burlington, Region of Halton and the Ministry of Municipal Affairs participated in and funded the Review. The Ministry of Natural Resources, Ministry of the Environment and Energy, Niagara Escarpment Commission and the Halton Region Conservation Authority, in addition to area residents, landowners, businesses and interest groups, were also participants. The consulting team, Hemson Consulting Ltd. and Hough Stansbury Woodland Limited, was retained to direct and manage an open public planning process involving the stakeholders in the area and resulting in a plan based on "good planning" principles.

The Review was undertaken in three phases.

1. Planning Framework Developed In Phase One

Phase One involved the preparation of a "Planning Framework" to identify areas that may be suitable for development and areas that are not. The Planning Framework consists of two parts, a map and text. The Opportunity and Constraints Map indicates areas that present high, moderate and low con-

straints to development. The text defines the conditions under which development may be considered, i.e. the kind and scale of development that may be permitted.[1]

2. Land Use Concept Prepared In Phase Two

The purpose of Phase Two was to develop a conceptual land use plan for the study area. Three land use strategies were prepared to assist in the discussion of appropriate land uses and were the focus of a Workshop held on Saturday, February 19, 1994 with Stakeholders' Liaison Group members,[2] residents, property owners, government agency representatives, local aldermen and the Mayor.

Based on comments from the public and research, a Land Use Concept was prepared for public review.[1] [3]

The Concept was presented to the City of Burlington Planning & Development Committee on May 3, 1994 and Halton Region Planning & Public Works Committee May 11, 1994. Subsequently, both Councils agreed that *Progress Report #2* satisfied the terms of reference for Phase Two of the Review.

A number of written comments on the final Phase Two report were received including a Resolution from Burlington City Council asking that certain issues be considered in Phase Three of the Review and comments from the Niagara Escarpment Commission staff, the GSA Owners Group, CUMIS Group Ltd., SunLife of Canada, Coalition on the Niagara Escarpment, Anne Davis, Art Green, Jannock Properties and John Holland. These comments have been considered in the preparation of this final report. Written responses to those commenting were provided where appropriate.

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[1] *Copies of Progress Report #1: A Planning Framework for North Aldershot, December 16, 1993 and Progress Report #2: Proposed Land Use Concept for North Aldershot are available from Patricia Munkittrick, Halton Region, (905) 825-6161. If calling from Aldershot dial 639-4540.*

[2] *Representatives of area interests, including provincial and municipal agencies, residents, landowners and business people, sit on the Stakeholders' Liaison Group which was formed at the outset of the Review to provide a forum for information exchange and input to the process.*

[3] *Over 100 comments were subsequently received.*

3. Phase Three Provides Recommended Implementation Strategy For The Concept

Phase Three represents a culmination of the previous work and this Final Report is essentially a package of recommendations including the Planning Framework, Land Use Concept, and implementation strategy.

A Stakeholders' Liaison Meeting was held May 12, 1994 to present and discuss the work-in-progress on the implementation strategy.

4. Ontario Municipal Board Hearing Scheduled

The Grindstone Settlement Area (GSA) Owners' Group (a number of landowners in the central part of the area whose holdings represent about 20 per cent of the total area) appealed the City of Burlington's and Region of Halton's 1992 decision not to support the GSA's application for development in central North Aldershot. A pre-hearing of the Ontario Municipal Board was held February 24, 1994. The City, Region and Grindstone Settlement Area Owners Group were represented by legal counsel. Staff from several government agencies were present and many area residents attended. The pre-hearing was adjourned until July 4, 1994 to allow the Inter-Agency Review to be completed. The eight week hearing about the GSA Owners development application was scheduled for September 12, 1994.

B. PURPOSE OF THIS REPORT

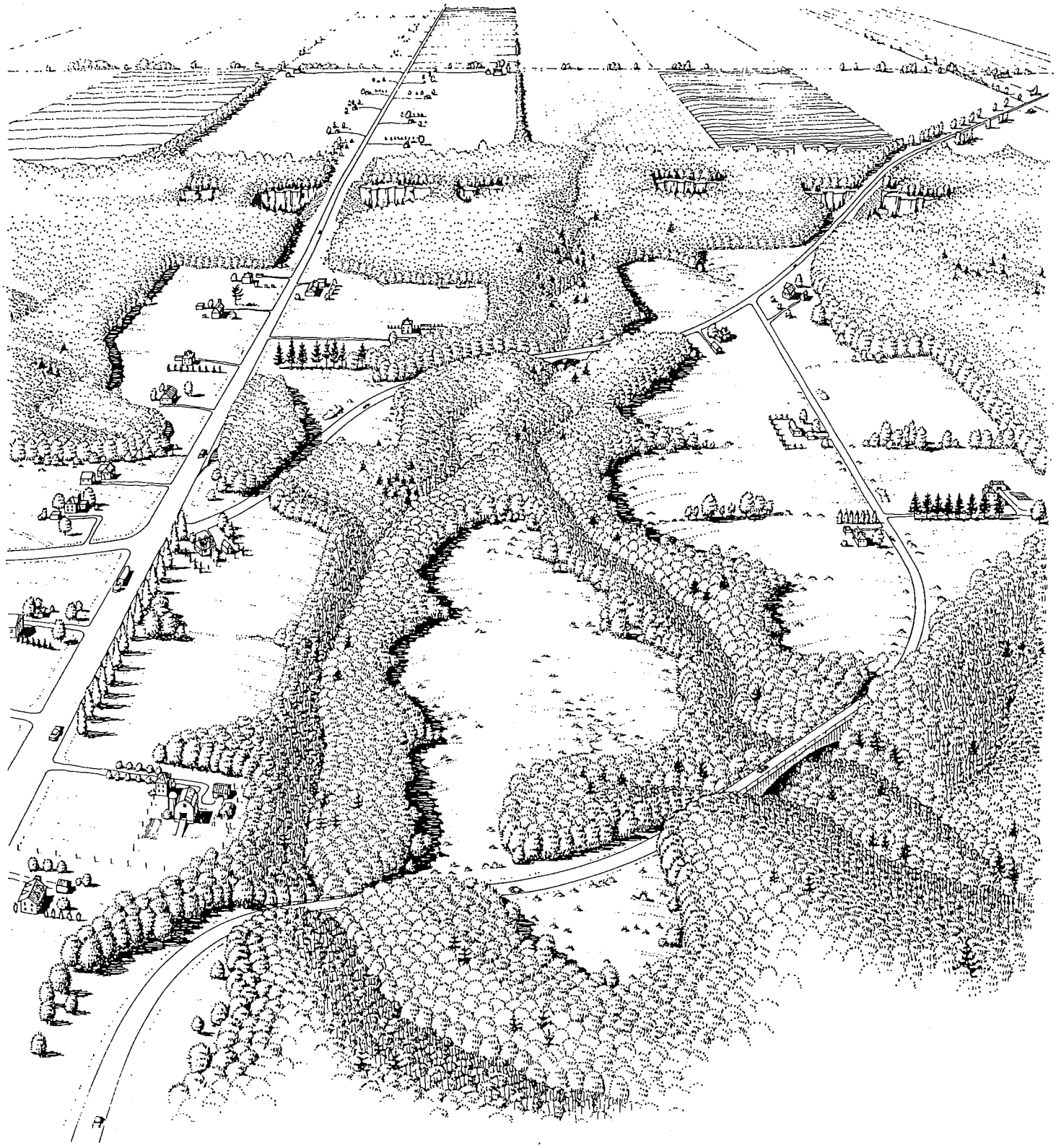
This Final Report of the Inter-Agency Review has been prepared to conclude the Review process and set in motion an implementation process that will turn the Land Use Concept (likely with revisions and refinements) into legal planning policy documents.

This report includes the Land Use Concept (as revised from *Progress Report #2*) and the Implementation Strategy.

C. NEXT STEPS

This Final Report will be presented to the City of Burlington Planning & Development Committee at its June 7th, 1994 meeting and to Regional Planning & Public Works Committee on June 22nd, 1994.

Comments about the recommendations contained in this report should be directed to Patricia Munkittrick of the Halton Region Planning Department, (905) 825-6161. If calling from Aldershot dial 639-4540.



Typical Aerial View of Existing Settlement Pattern

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LAND USE CONCEPT

The Land Use Concept consists of four components which are set out in this chapter of the report:

- Planning Principles and Evaluation Criteria;
- Character Plan *(map and text)*;
- Land Use Designations *(map and text)*; and
- Permitted Uses, Densities and Design Guidelines *(text and tables)*.

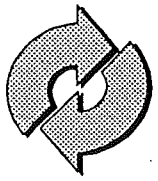
The Land Use Concept was developed in Phase Two of the Inter-Agency Review based on the Planning Framework (Opportunity and Constraints Map and Planning Principles) initially prepared in Phase One. The Proposed Concept was circulated to the public for comment in draft and final versions of *Progress Report #2* and has subsequently been refined.

The Concept recognizes that North Aldershot is a unique area with a complex landscape and a diversity of land uses. This area of Burlington, which lies north of Highway 403 between the built-up areas of Burlington and Waterdown, includes a section of the Niagara Escarpment as well as numerous river valleys and woodlots largely within the Grindstone Creek watershed. North Aldershot has a history of settlement which is primarily based on agricultural activities occurring before the turn of the century. Road-building was limited by the dramatic topography and today the few roads in the area are lined by large-lot residential development. A bird's eye view illustration of an area with topography similar to North Aldershot is found on the previous page.

North Aldershot should remain a distinct, identifiable area defined by its special characteristics including the Escarpment, topography, habitat, vegetation, creeks, valleys and ravines, and settlement patterns. There should continue to be a diversity of uses, activities and users. Therefore, while change should be permitted it must regard and respect the area's existing character.

ECOSYSTEM APPROACH TO INTER-AGENCY REVIEW

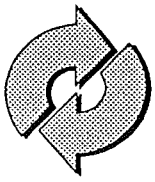
NORTH ALDERSHOT

Natural Environment  **People & Built Environment**

Existing Information
- Existing vegetation
- ESAs/ANSIs
- Flood & fill areas
- Privately identified natural areas
- Slopes analysis

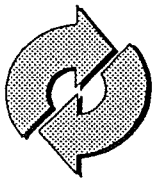
Public Consultation
- Meetings/discussions with area residents, landowners, business people, government agencies, interested parties
- Stakeholders' Liaison Meeting

PLANNING FRAMEWORK

Opportunity & Constraints Map  **Planning Principles & Evaluation Criteria**

- Meetings/discussions with stakeholders
- Saturday Workshop

LAND USE CONCEPT

Lands Designated For Environmental Protection  **Lands Designated For Development**

- Sub-Watershed, Environmental Appraisal, Water & Wastewater Servicing, Transportation, Heritage, Community Services, Financial Impact

PLANNING & POLICY DOCUMENTS

Provincial "Umbrella" Plan
Local Municipal OPA/Zoning

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A. ECOSYSTEM APPROACH TO PLANNING NORTH ALDERSHOT

An ecosystem planning approach considers all the parts of the environment of a place, using the broad definition of environment that includes natural, economic and social considerations. The focus is on interrelationships within the system — everything is connected to everything else — and understands that humans are part of nature, not apart from it. The nature and intensity of activities within the ecosystem (including development) should be sustainable over time based on the "carrying capacity" of the environment. An ecosystem planning approach is multi-disciplinary and multi-jurisdictional and decisions are made through a comprehensive public consultation process.

North Aldershot is a unique area with a complex landscape and a diversity of land uses. The co-existence of the natural environment and human settlement is part of the sense of place. This balance was recognized at the inception of the Inter-Agency Review: to deal with the natural environment issues along with the built environment issues (the human side), a comprehensive planning process with wide community and agency involvement was necessary. Based on the belief that nature and development are not mutually exclusive, development is permitted by the Land Use Concept but in pockets that remain integrated with the natural system.

1. Inter-Agency Review Process Developed To Address The Interrelationship Between The Natural And Built Environment

The Inter-Agency Review, from the beginning of the process, sought to understand the issues relating to the natural environment *and* to people and the built environment. The exhibit on the preceding page illustrates the Review process.

a) Natural Environment

At the outset of the Review, based on existing studies and reports, field work and public consultation, the physical attributes of the land were considered and areas where it was believed there may be limits to human activity were identified: natural areas with ecological importance and steep slopes were identified as having high constraint to development.

The Land Use Concept acknowledges those large, contiguous areas identified as having high constraint to development as areas for "environmental protection." Outside of these areas are pockets of land where some development is possible (moderate and low constraint) but these pockets are still recognized as being part of the larger natural system and any new development must maintain a balance with its natural surroundings.

It was recognized throughout the Review that the existing information about the environment would need to be supplemented. As new or more detailed information becomes available, refinements to the Concept may be required.

b) People and the Built Environment

To understand the nature of the existing built environment and human community in North Aldershot, the active involvement of all stakeholders in North Aldershot was sought. At the beginning of the Review, meetings and discussions with area residents, landowners, business people, government agencies, and interested parties were held. A Stakeholders' Liaison Group was formed as another forum for public input.

Since the start of the Review, four Stakeholders' Liaison Group meetings, two public meetings, and one all-day workshop have been held. Presentations were made to both City and Regional planning committees at the end of the Phase One, and again at the end of Phase Two. The Final Report will be presented to both committees for their consideration in June 1994.

Through this process of meeting and talking with the public, an appreciation of the nature of the existing community developed. Residents of the area were drawn to North Aldershot (or have never left) because of the natural setting, which is described as having a "cottage country" feeling. People wish to keep the sense of community that has been nurtured here for future generations. Residents believe that limited development in the form of infilling is possible but that more intense development will destroy the sense of place. Landowners in the area recognize that North Aldershot is special but believe there is an opportunity to bring in new residents and workers to enjoy the alternative lifestyle without destroying the setting or the existing community.

A review of existing information about the present and future status of water and wastewater servicing and traffic was undertaken to provide some understanding of these issues in the study area.

North Aldershot is an area that has had a history of residential and some commercial and institutional development in close proximity to its natural and agricultural areas. Through the consultation process it became evident that the area is a desirable place to live and work and this has led to the additional interest in bringing in new residents and workers.

Through the review of issues relating to the natural environment and people and the built environment, an understanding of the existing condition of the study area began to emerge.

2. Unique Character Of North Aldershot Not Defined As Rural Or Urban

North Aldershot is not urban and not rural: this paradox is its essential distinct character. It is not at the edge of an urban area (the "rural fringe") but encompassed by urban areas which are still growing. The concentration of unique natural features such as the Niagara Escarpment, Grindstone Creek and Sassafras Woods have had a profound formative effect on the area's settlement pattern and today the rural characteristics dominate the area. North Aldershot currently has only very limited urban services. The lifestyle of residents differs from their neighbours in surrounding urbanized areas: residents enjoy a home-based lifestyle centred on an appreciation of and stewardship of the natural setting. Strong community ties and association with place have persisted in North Aldershot.

The special character of North Aldershot should not be essentially changed and the Planning Framework reflects this. It is therefore not appropriate for this area to become wholly urban: the level of service for households in the area should not be planned to be to typical urban standards (i.e. specific walking/driving trip lengths to community services such as schools and parks, provision of retail and personal service amenities in the immediate neighbourhood, etc.). For these reasons, new "soft" services, such as schools, community centres and retail services, are discouraged within the study area. In the absence of community services and amenities and limited employment opportunities in the area, it is appropriate in this special case to assume that the private automobile will be the primary mode of transportation for residents and workers.

3. Alternative Lifestyle Supported

New development will continue to support this alternative lifestyle and will provide a residential alternative that is unique in the Greater Toronto Area (GTA). New development will provide an opportunity for a residential living environment in a natural setting that is reasonably close to urban amenities. Demographic trends suggest that demand for alternative places to live will increase as the "baby boom" population nears retirement age. Unlike development in other non-urban areas of the GTA, large tracts of productive agricultural farmland are not threatened. North Aldershot is physically distinct from other areas in the GTA and can provide a highly desirable residential alternative while still establishing large areas for open space preservation.

4. Land Use Concept Has Been "Tested"

People have asked us how a plan for North Aldershot can be prepared before area limitations are known. They have said that studies of the creeks and their watersheds must be undertaken, the existing environmental condition must be determined, and traffic capacity and municipal servicing system capacity must be studied first and then a plan can be put together and discussed. But with the limited resources available to the Review, an approach was adopted whereby the area cannot be subject to detailed technical assessment until fundamental planning decisions are made regarding the kinds of changes that should be considered.

After these fundamental planning decisions are made, potential environmental, stormwater management, servicing, heritage, financial and traffic impacts can be assessed. A preliminary test of the Proposed Concept was undertaken in Phase Two.

As part of the implementation process following the Review, this evaluation of the existing site condition and impacts of proposed development must be undertaken. These are discussed in the implementation strategy in the next section of this report.

As new or more detailed information becomes available from these studies, refinements to Land Use Concept may be required.

The Inter-Agency Review has taken an ecosystem approach to planning North Aldershot by considering all parts of the environment — natural, economic and social — through a comprehensive public consultation process. Issues of the natural environment were considered along with people and the built environment

and the Land Use Concept and the strategy for implementation have been designed to recognize and keep the existing balance over the long term.

B. PLANNING PRINCIPLES AND EVALUATION CRITERIA

Planning Principles to guide the preparation of the Land Use Concept were developed through discussions with area residents, landowners and agencies, meetings with stakeholders, research of relevant documentation and visits to the site.

The Principles represent the central objectives that will guide the future of planning for North Aldershot. They represent the overriding considerations for planning in the interest of the existing community (residents, landowners, businesspeople), the people of Burlington, and the larger regional population in southern Ontario. The Principles (numbered 1 through 5) are elaborated upon by Evaluation Criteria which provided a context for preparing the Land Use Concept in Phase Two and represent the conditions under which planning policy will be prepared and proposals for development will be evaluated.

The Evaluation Criteria are not to be considered in isolation of or to take precedent over the regulations and policies administered by various agencies of government. For instance, the Ministry of Natural Resources regulates Areas of Natural and Scientific Interest as well as fisheries and water quality. The Ministry of Municipal Affairs oversees several provincial policy statements and guidelines that must be taken into consideration when planning for this area. Other agencies include, among others, the Ministry of the Environment and Energy, and the Halton Region Conservation Authority.

1. <u>North Aldershot Is A Distinct, Identifiable Area In The Context Of Burlington And The Toronto-Hamilton Built-Up Area — Keep It Distinctive</u>

- Have regard for the visual experience of the landscape of the North Aldershot area as a single entity, e.g. significant views of North Aldershot from Hamilton and other areas, visual quality as generally experienced throughout the area;

- Reinforce predominantly rural characteristics of the North Aldershot area;
- Conventional large-scale suburban development is not appropriate, i.e. North Aldershot should be distinct from the other settled areas in Burlington; and
- Provide for agricultural uses.

2. Enhance Special Characteristics Of The Area

- Acknowledge that there are areas within North Aldershot that are clearly different from each other due to the nature and quality of the natural setting and settlement history.

- *Escarpment*
  - Preserve the brow of the Niagara Escarpment;
  - Preserve the visual and open space character of the Escarpment brow; acknowledge the visual, physical and natural character of the Escarpment slopes;
  - Acknowledge North Aldershot as a single landscape unit;
  - Preserve significant views of Escarpment brow; and
  - Facilitate views from the Escarpment brow, e.g. to Lake Ontario, Hamilton Harbour.

- *Topography*
  - Have regard for topographical character of the landscape, e.g. rolling terrain, deep ravines.

- *Habitat*
  - Protect unique habitats for both flora and fauna;
  - Allow for wildlife corridors and linkages, e.g. Clappison Woods to Sassafras Woods to Grindstone Creek south of Highway 403;
  - Minimize forest fragmentation;

- Do not negatively impact the Grindstone Creek fisheries; and
- Minimize impact on down stream habitats.

- ***Vegetation***
  - Recognize Environmentally Sensitive Areas; and
  - Minimize forest fragmentation, and to the greatest extent possible, retain significant trees and significant vegetation.

- ***Creeks, Valleys And Ravines***
  - Protect existing watercourses;
  - Minimize impact of stormwater runoff;
  - Provide for adequate consideration of public access to natural areas; achieve an appropriate balance between access and preservation; and
  - Minimize negative impacts from physical overuse.

- ***Settlement Patterns***
  - Respect the scale and character of the existing community;
  - Recognize and protect cultural heritage;
  - Have regard for the rural character of existing roads as identified, e.g. Waterdown Road, Snake Road;
  - Limit construction of additional major roads; and
  - Limit upgrading of existing roads.

3. **<u>Foster Diversity Of Uses, Activities And Users</u>**

- Permit some commercial activity, in addition to residential uses, e.g. prestige employment uses along North Service Road, small workshops, in-home offices;

- Recognize various area users, e.g. hikers, residents, tourists, farmers;
- Encourage land stewardship; and
- Seek out land uses that are uniquely suitable and compatible with the North Aldershot area, e.g. recreational uses, country inns, institutional uses.

4. Retain Urban Separator Function

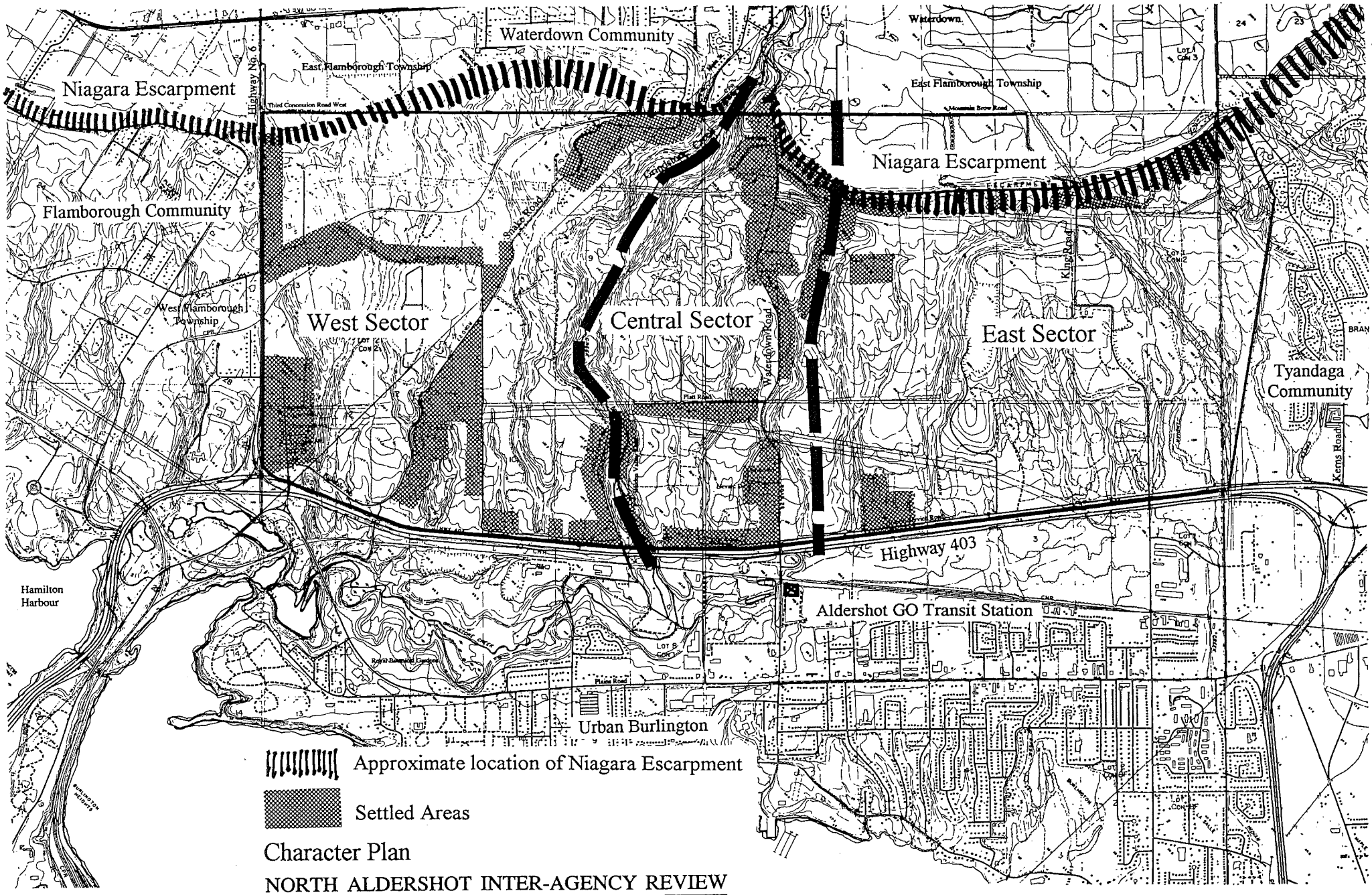
- Do not permit extensive areas of contiguous urban development;
- Have regard for the "view from the road" for vehicles passing through the area, e.g. character of Waterdown Road, Snake Road, character of Highway 403 corridor;
- Acknowledge "gateways" to the area from Burlington, Hamilton, and Flamborough; locate identifiable boundaries; and
- Reserve utility corridors, e.g. hydro, pipeline.

5. Development Must Pay For Growth-Related Capital Costs

- As defined by applicable municipal policies, the capital cost of development must not be an added burden on the municipality.

These Planning Principles and Evaluation Criteria have been refined through the consultation process.

The Land Use Concept Plan was developed based upon these objectives and each of the other components of the Concept — the Character Plan, designations, and design guidelines — support and further articulate the Principles and Criteria.



Character Plan

NORTH ALDERSHOT INTER-AGENCY REVIEW

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C. NORTH ALDERSHOT CHARACTER PLAN

The existing character of North Aldershot is defined by its relationship to the Escarpment and its proximity to Lake Ontario. The rolling topography associated with the deep steep-sided creek valleys and ravines begins at the Escarpment in the north end of the study area. The brow of the Escarpment itself is exposed in many places and from some vantage points is visible from a great distance. The natural features that have developed on the south-sloping terrain are unique in southern Ontario. The woodlands associated with the creek valleys shelter diverse habitats (even the areas previously cleared which have regenerated in the past 20 or 30 years) and many individual trees are quite old because they have been inaccessible. An unusually high concentration of rare species live in this area and many are of regional, provincial and even national significance. The main roads in North Aldershot — including Waterdown Road, Snake Road and King Road — are historic roads, generally following their original alignment. From the roads, scenic views of the woodlands and views across open fields are possible. A mix of institutional, agricultural, prestige office and residential uses co-exist in the study area. In addition to dwellings associated with farming activities, ribbon residential development has occurred over the years along these and smaller roads in the area. Another kind of residential development is found in the form of estate homes nestled into the base of the Escarpment. Many homes and associated structures and settings are of heritage significance. North Aldershot has a distinctly non-urban and non-suburban residential community character.

To some extent, the existing character of North Aldershot has been created by public policy. The study area has supplied land for public uses such as major utility corridors (two hydro corridors, a pipeline and a major expressway) and landfilling. With the implementation of the *Parkway Belt West Plan* in the 1970s, development of most land uses was severely curtailed. Wooded areas, ravines and old farm fields have continued to regenerate and grow and have nurtured progressively more diverse habitats. New homes were built and improvements to existing residences undertaken.

For planning purposes, three major sectors have been defined within North Aldershot which differ from each other because of their essential qualities. Each sector varies in its settlement history, relationship to adjacent communities,

existing landforms and habitats, among others. The attached North Aldershot Character Plan Map illustrates these areas. The following describes the essential characteristics of the three sectors and how the Land Use Concept has responded in terms of future uses, roads, etc.

1. Central Sector

This is the most heavily settled area in North Aldershot. Access to areas beyond North Aldershot via Waterdown Road defines the character of this central section. The Village of Waterdown to the north, the community amenities and schools in South Aldershot, the regional GO Transit railway station and Highway 403 (with the QEW just beyond) are easily accessible from Waterdown Road.

Waterdown Road is an historic road that connects areas above the brow of the Niagara Escarpment with communities down by the lake. It is a winding road which originally followed the natural contours of the land, but has since been engineered and straightened somewhat to the two-lane rural roadway that exists today. Large-lot residential homes line Waterdown Road for much of its length; these are modest homes that have been built over the years through infilling. Short feeder roads provide access from Waterdown Road to homes in the interior of the area. Flatt Road, Flatt Road Extension and Old Waterdown Road are longer exceptions, providing access to scattered homes, farms and businesses in the interior.

The North Aldershot area is currently an urban separator between Waterdown to the north and Burlington to the south. The role of Waterdown Road in defining this experience is extremely important.

The Central Sector is also defined by the main branch of the Grindstone Creek and related tributaries in its eastern watershed. As the Waterdown Road connects people to adjacent communities, the Grindstone Creek connects the natural system to areas outside North Aldershot. At the Escarpment brow the Grindstone valley connects to the east-west geologic feature and the plant and animal communities it supports. To the south, the Grindstone flows through a major wetland on the lands of the Royal Botanical Gardens and out to Hamilton Harbour which is currently undergoing a major restoration of the natural aquatic system there. Sassafras Woods, to the east of Waterdown Road, has also been identified as a unique and important natural area in southern Ontario.

Because of the access to existing infrastructure and amenities and because of the relatively intense residential development that has successfully been supported, this sector can sustain some additional development. The presence of sensitive natural features and rolling topography requires that development be confined to discrete pockets. The visual character of North Aldershot is defined to a great extent by Waterdown Road and with the exception of limited infilling along the road, new development must have little visual impact as seen from the road or from existing residences along the road.

The northern section of the Central Sector is dominated by the confluence of the Escarpment brow and the Grindstone Creek Valley. This area is difficult to service. It is suitable for infill housing only if new development does not negatively impact the visual character of the Escarpment, the scenic roadway, built heritage features and the environmentally sensitive creek valley and watercourse.

The middle section of this sector is characterized by "ribbons" of individual houses on Waterdown Road and Flatt Road. Agricultural fields are interspersed with deeply incised wooded valleys. It is technically possible to service this area. This area is suitable for pockets of new residential uses that do not impair the visual character of the natural features and existing homes, several of which have heritage significance. Development should be buffered from the environmentally sensitive creek valley.

Residential, institutional and landscape contracting uses are found in the south section. This area has the technical potential to be serviced. It is suitable for pockets of similar uses that are in keeping with the visual character of the natural features and existing uses.

Because it is an essential part of the character of North Aldershot and because it is an important element in defining the separation of existing urban areas, Waterdown Road must not be widened: this is simply inconsistent with the principle of reinforcing area character. Along Waterdown Road, some infilling of residential development, in keeping with the character of the development that currently exists, can occur. If necessary, one new road connection can be made with Waterdown Road to facilitate access into the interior. Signalized intersections are to be provided in consultation with neighbouring residents only if warranted to meet demand or needed for safety reasons.

Additional ramps at the existing Waterdown Road/Highway 403 interchange are not supported by the Concept unless it can be demonstrated that the facility will not ruin the area character, encroach upon Sassafras Woods or

attract further traffic to Waterdown Road north of Highway 403. This question needs to be studied further.

The widening of Waterdown Road would encourage Flamborough residents to use the corridor, however, alternatives should be investigated to service development in Flamborough, as well as North Aldershot, through further traffic and environmental assessment studies.

2. West Sector

The western sector of North Aldershot is an area of some scattered residential development along Snake Road, York Road, Old York Road, and Lemonville Road but the area is fragmented by deep north-south ravines and valleys associated with the tributaries in the western watershed of the Grindstone Creek. Much of the tableland suitable for building or farming has already been altered by settlement in the past. Existing homes are found in distinct pockets and many are of heritage significance. In the very northern portion of this area, the east-west Escarpment brow dominates.

To provide an opportunity for some additional residents to live in this area, the Land Use Concept permits residential uses mostly in the form of infilling along the settled stretches of roadways. Cluster housing is permitted in some areas where impacts on the overall visual character of the landscape can be mitigated. Information available at the current time does not suggest that municipal water or wastewater servicing is technically possible for much of the area.[4] The ultimate density of new uses will be determined by the constraints on private servicing (individual or communal) based on existing soils and hydrogeology.

The road pattern which currently exists in this area is historically based on topographical constraints. Due to the size and extent of the ravines and creek valleys, the construction of new roads is limited for practical reasons. Upgrading of existing roads is to be limited to work that is needed for safety reasons, excluding Highway 6. Therefore, access into this western sector of North Aldershot will continue to be limited.

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[4] *Residents of Lemonville Road and Hidden Valley Road have in the past inquired about the extension of services to their area. Demand from a sufficient number of residents has not been obtained to justify studying the potential for bringing services into either area.*

The northern portion of the West Sector is dominated by topography associated with the Escarpment. The railway corridor, hydro right-of-way and pipeline are major features. This area does not appear to be efficiently serviceable. It is generally suitable for residential infilling along existing roads and low density low intensity institutional uses.

The middle portion is characterized by open farmland and roadways lined with houses. Again, this section is not considered to be serviceable. It is suitable for residential infilling that respects the characteristics of the existing community and natural features.

The south portion, closer to Highway 403, is also characterized by open (fallow) farmland and roadways lined with houses. It does not appear to be efficiently serviceable. It is suitable for some additional uses — residential and workshop uses — that maintain the character of the existing community and natural features.

A notable number of acres of land in the West Sector is owned by religious organizations. Cemetery uses have been an issue in the past. Institutional use is permitted with careful site planning to mitigate the short-term visual impacts on existing residents and to maximize the long-term benefits to the area as landscape and plantings mature.

The very western edge of North Aldershot, along Highway 6 is a relatively dense settled pocket of residential and commercial uses. This area has more in common with Highway 6 and communities beyond than it does with the rest of the North Aldershot area to the east. The Bridgeview Survey is a residential area that will soon have full municipal servicing. (Water is to be provided from the Region of Hamilton-Wentworth and wastewater from Halton Region). Infilling of new residential uses with a lot and building size similar to that which exists is appropriate. New commercial uses are permitted that reinforce the gateway function of this area as the western entrance to North Aldershot and Burlington. Constraints to additional commercial development will be safety and traffic access from Highway 6.

3. East Sector

The East Sector of North Aldershot also is distinguished by the prominent Escarpment, wooded areas and deeply cut ravines. But in this sector, especially as one moves to the east, extensive human alterations to the landscape are more evident. The presence of a former landfill, large areas

licensed for shale extraction, the hydro corridor, pipeline and existing prestige office uses along the North Service Road result in a sector that is in places somewhat less scenic than other parts of the study area.

The northern edge of this area is dominated by the Escarpment brow and the topography and wooded areas associated with the Escarpment provide striking views as one moves through the area. Much of the land in this northern area is publicly owned. A few existing homes, including several of historic significance, exist nestled into the base of the Escarpment.

To provide an opportunity for some additional residents to live in this area or for an institution to take advantage of the unique setting, the Land Use Concept permits very low intensity uses that do not negatively impact the visual character of the Escarpment. A substantial setback from the Escarpment, developed in consultation with the Niagara Escarpment Commission, will be required for any new development. This area is apparently not efficiently serviceable. King Road is also an historic road providing access down from the Escarpment.

The middle portion of the East Sector contains former waste disposal sites and the Jannock Brick licensed shale extraction areas. Additional development to the west of the extraction areas in the near and mid-term is not believed to be compatible with the quarrying activities. Rehabilitation of the pits will be carried out in the very long term and new development may be compatible with the planned after use. The extraction areas effectively divide lands to the east from the rest of North Aldershot: these lands could be integrated with developed areas of the Tyandaga residential development.

The southern portion down to the North Service Road is highly visible from the expressway. Additional prestige office development along the North Service Road east of Waterdown Road is appropriate. However, most properties have ravines and mature woods on-site which constrain the amount of developable land. This southern portion is potentially serviceable. Improvements to the North Service Road might be possible between Brant Street and Waterdown Road if impacts on existing topography, creeks, valleys and ravines and vegetation can be mitigated. An alternative to major improvements to the North Service Road may be the construction of a South Service Road between Waterdown Road and King Road.

The Character Plan considers the type and extent of new development possible in North Aldershot in keeping with the Planning Framework (Opportunity &

Constraints Map and Planning Principles). The designations and design guidelines further describe the kinds of changes permitted by the Concept.

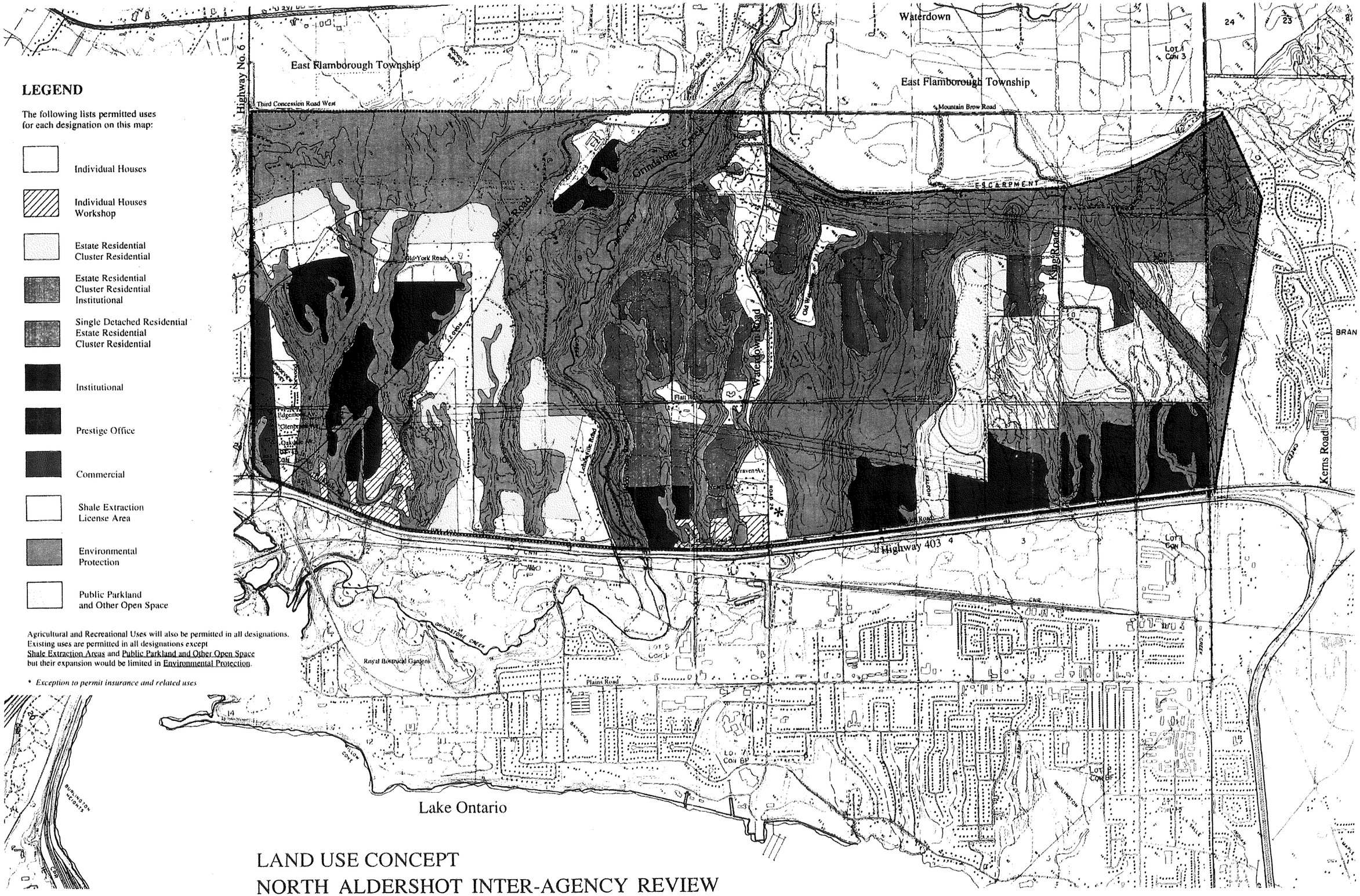
LEGEND

The following lists permitted uses for each designation on this map:

- Individual Houses
- Individual Houses Workshop
- Estate Residential Cluster Residential
- Estate Residential Cluster Residential Institutional
- Single Detached Residential Estate Residential Cluster Residential
- Institutional
- Prestige Office
- Commercial
- Shale Extraction License Area
- Environmental Protection
- Public Parkland and Other Open Space

Agricultural and Recreational Uses will also be permitted in all designations. Existing uses are permitted in all designations except Shale Extraction Areas and Public Parkland and Other Open Space but their expansion would be limited in Environmental Protection.

* *Exception to permit insurance and related uses*



LAND USE CONCEPT
NORTH ALDERSHOT INTER-AGENCY REVIEW

HEMSON
Consulting Ltd

D. LAND USE DESIGNATIONS

As illustrated by the attached map, the Land Use Concept was developed to meet the Planning Principles and Evaluation Criteria and the existing natural and settlement conditions found in the central, east and west sectors. Currently available information regarding servicing was employed.

Permitted uses include residential, prestige office, workshop, commercial and institutional. In each of these designations, agricultural and recreational uses are included as fundamental permissions and as uses that may co-exist with the other permitted uses. Existing uses are permitted in each of these designations: this means that zoning permissions for existing uses are to be carried forward on a site-specific basis. New buildings, additions, alterations and activities for existing uses will be permitted through site-specific provisions.[5] Parkland and environmental protection designations are identified as well as shale extraction license areas owned by Jannock Brick.

For each designation, a definition follows below. A series of tables accompanying these definitions (p. 38) sets out permitted densities and design guidelines. Unlike more traditional land use plans, a great deal of emphasis is placed on the design guidelines to ensure that new development will enhance the special characteristics of the area. The design guidelines must be read with the use and density provisions to determine what is permitted. The settlement characteristics of North Aldershot and other Halton communities were generally used to create these design guidelines.

The design guidelines will ensure that new development fits into the natural and settled landscape. Permitted maximum densities will not necessarily be attained in all situations. The design guidelines set out requirements to ensure that new

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[5] *For instance, in the West Sector, lands now or proposed to be used for cemetery uses have been zoned and site planning regulations are included in the by-law. The "individual houses" designation along the road corridors does not override this zoning permission for existing uses - new buildings associated with the existing or proposed cemetery use could be built along the road corridors subject to respecting the general intent of the design guidelines for this designation. Implementation policies will be recommended in Phase Three of the Review to clarify these permissions.*

development is sensitive to the existing topography and setting. On a given site, density of development will be determined by such considerations as: the size and extent of developable land, existing topography, heritage features, existing adjacent uses, visual impact, and the ability of the site to sustain the proposed development.

Densities for residential areas are based in part on existing development densities found in Halton Region.[6] The maximum low density suburban residential density in Burlington is about 25 units per hectare (10 units per acre) however existing neighbourhoods have been developed at densities that are significantly less: Tyandaga at 8 units per hectare (3 units per acre) and Headon Forest at 13 units per hectare (5 units per acre). Rural residential development on private services is generally between 2.5 units per hectare and 1.2 units per hectare (1 unit per acre and 1 unit on 2 acres). Agricultural rural residential development is about 1 unit per 40 hectares (1 unit per 100 acres). If residential development in North Aldershot is to remain neither rural nor urban its density would have to fall between these extremes.

The Land Use Concept indicates a maximum density for residential development in North Aldershot to be 8 units per hectare (3 units per acre). This maximum is set to ensure that development will meet the Planning Principles, especially to ensure that development will not have the characteristics of large-scale conventional suburban subdivisions. The area over which the density is calculated is important. Densities will generally be calculated on a developable area that excludes the "environmental protection" areas. For larger developments, a detailed area planning exercise is appropriate to have the flexibility necessary to achieve the best site design. The area planning exercise will determine the appropriate distribution of the density in a given development and area. The results of the technical assessments of the Concept will be input to the area planning exercises, including the findings of the sub-watershed, servicing, traffic, environmental, heritage, community service and financial impact analyses. All development will be subject to a detailed site planning process.

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[6] *All density calculations for precedents are based on the gross site area. "Gross site area" is the total developable area (excluding development constraint areas such as valleylands). Conversely, "net site area" excludes parkland, roadways and utility rights-of-way.*

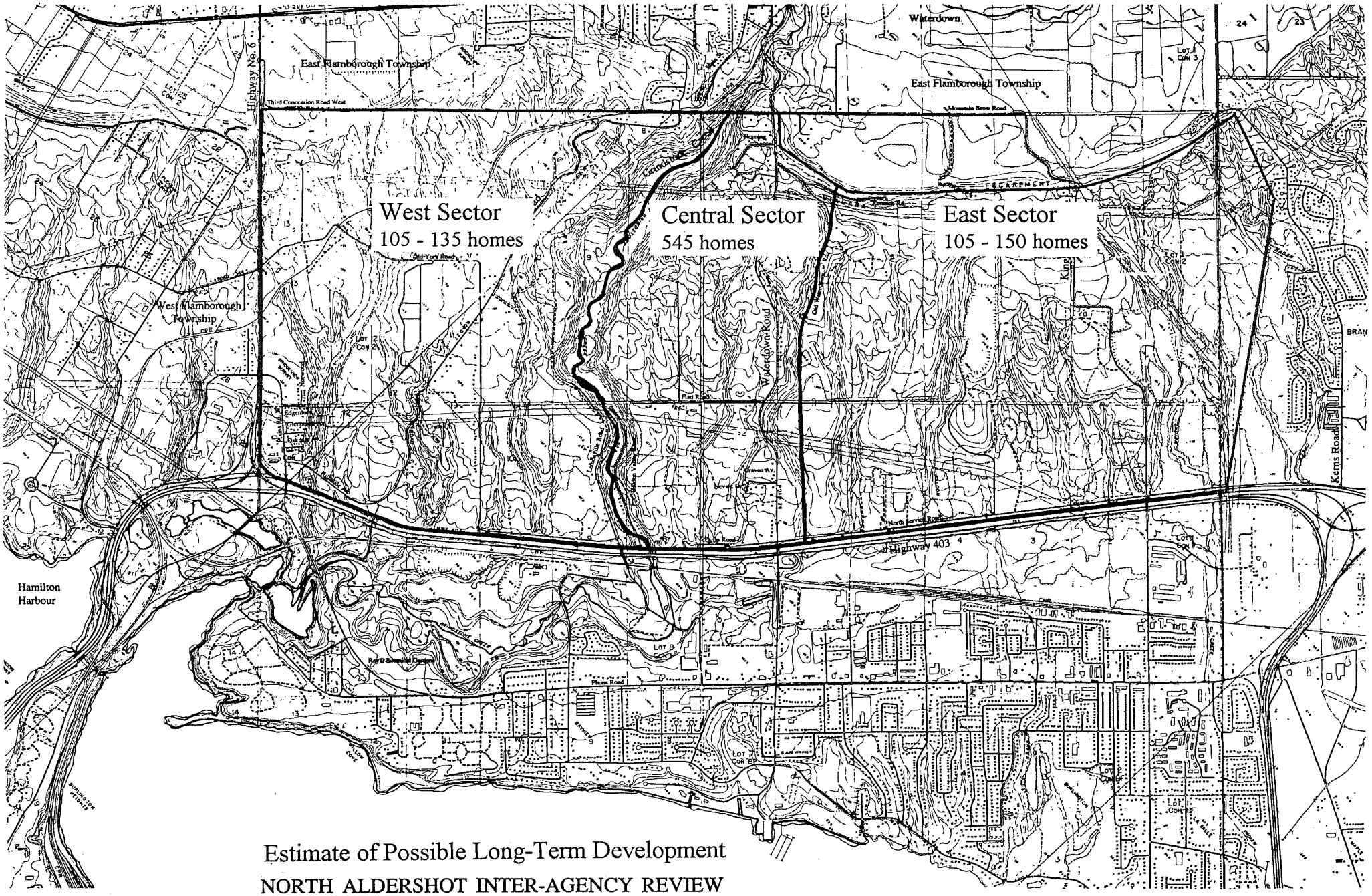
How many new homes may eventually be built according to the Concept? An estimate of possible long-term development is provided for illustrative purposes (not for development control) and sets out a possible range of the number of new homes that could be built across the study area within the Concept designations. This would be over the long term — 25 to 35 years or more. A theoretical total for the study area of 1,425 units is calculated by applying the maximum residential density on all lands within the Concept. However, in reality three factors will determine the extent of development in the area: development interest, the possibility of municipal or communal services, and environmental constraints. Two exhibits of the estimate of possible long-term development are provided on the following pages.

For the Central Sector, the theoretical total is 550 units in the designation allowing "Single Detached Residential, Estate Residential and Cluster Residential" although to achieve this maximum only single detached and cluster homes would need to be built. However, development interest is high at the present time and municipal servicing is apparently technically possible suggesting that a yield close to the maximum may be possible. However, environmental constraints including topography and existing vegetation are estimated to reduce this total to about 500 units. In addition, approximately 45 units are possible in the "Individual Houses" designation for a total estimate[7] of 545 units.

In the West Sector, the theoretical total is 350 units. However, development interest is limited. Municipal servicing is apparently difficult for capacity and economic feasibility reasons and communal servicing is expected to be difficult due to hydrogeologic factors. The topography and environmental considerations may also pose some constraint to development. Taking a conservative approach where a yield across the "Estate Residential and Cluster Residential" designation in this sector is equivalent to estate residential development of 1.2 units per hectare (1 unit per 2 acres), 60 units could be achieved. If this conservative

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[7] *This estimate for the Central Sector and the estimate for the West and East Sectors are illustrative only. These estimates are rough calculations based on the opinion of the consulting team recognizing that more information is required before a definitive statement of yield can be made. The actual possible unit yield will be subject to a variety of technical assessments including detailed engineering, community servicing, financial impact and environmental evaluations as discussed in the implementation section of this report.*



Estimate of Possible Long-Term Development

NORTH ALDERSHOT INTER-AGENCY REVIEW

HEMSON
Consulting Ltd.

THEORETICAL TOTAL NUMBER OF UNITS		
Central Sector	Theoretical Total for "Single Detached, Estate and Cluster Residential" Designation	550
	Estimate of Infill	45
West Sector	Theoretical Total for "Estate Cluster Residential" Designations	350
	Estimate of Infill	45
East Sector	Theoretical Total for "Estate and Cluster Designation and Single Detached, Estate and Cluster Residential" Designation	390
	Estimate of Infill	45
Theoretical (Maximum) Total For North Aldershot		**1,425**

POSSIBLE LONG-TERM DEVELOPMENT				
	Theoretical Total	**Possible Yield[8]**	**Estimate of Infill**	**Estimated Total**
Central	550	500	45	545
West	350	60 - 90	45	105 - 135
East	390	70 - 105	45	105 - 150
Total	1,290	630 - 695	135	755 - 830

[8] *Three factors determine the possible yield in the area: development interest, possibility of municipal piped or communal services, and environmental constraints.*

estimate were to increase as a result of enabling technical assessment by, say, 50 per cent, then 90 units would be built. Plus an estimated 45 units under the "Individual Houses" designation provides an estimated range of between 105 to 135 units for the West Sector.

In the East Sector, the theoretical total is 390 units. Development interest has been expressed for a large portion of the designated land areas. Municipal servicing is expected to be difficult for capacity and economic feasibility reasons and communal servicing is expected to quite difficult because of hydrogeologic reasons and the proximity of the former landfill sites to some designated lands. But it is the environmental constraints which are most restrictive in this area due in part to the presence of the shale extraction areas. Residential designations next to the licensed extraction areas which have a theoretical yield of 190 units are given as nil in this estimate because shale will not likely be quarried in the area for a very long time, and in the meantime, the Concept does not see residential use as compatible with quarrying activities. Some constraints of topography and existing vegetation on other lands in this sector are also expected to be restrictive. Taking a conservative approach where a yield is equivalent to estate residential development based on 1.2 units per hectare (1 unit per 2 acres), 70 units could be achieved in the remaining "Estate Residential, Cluster Residential and Institutional" designation. If this conservative approach were to increase by, say, 50 per cent, then 105 units would be built. Plus an estimated 45 units under the "Individual Houses" designation, a range between 105 and 150 units is estimated for the East Sector.

The possible number of units for the North Aldershot area is between 755 and 830 units. It should be cautioned that this is only an estimate of possible long-term development, not a forecast.

1. Residential Uses

Four residential unit types: individual houses, estate homes, cluster homes and single detached homes are permitted by the Land Use Concept.

a) Individual Houses

Individual houses are permitted provided they respect the existing settlement pattern and the visual character of existing roads; individual houses are permitted *only* as infill associated with existing settled areas.

Notwithstanding the Individual House designation, for the parcel indicated by an asterisk on the Concept Map, insurance and related uses are permitted provided that the intent of the design guidelines regarding built form, siting, parking, and landscape treatment is met and respects the residential character of Waterdown Road, the "gateway" location into North Aldershot, and the proximity to the Sassafras Woods Environmentally Sensitive Area. This will allow CUMIS Group Ltd. and enterprises related to their operation, such as the National Credit Union organizations, to develop an office building or buildings on this site subject to the restrictions. This designation is, as are all designations in the Land Use Concept, subject to the findings of the technical assessments that are required before planning policy can be put in place.

b) Estate Residential

Estate homes are suitable development types in an area where the natural features of the area must be protected and careful site design is warranted.

c) Cluster Residential

Cluster homes refer to groupings of attached units with minimal private open space and a large natural area, often requiring a condominium management arrangement. Such relatively large natural areas can provide additional open space, preserve topographic or natural feature characteristics and provide linkages between adjacent natural areas.

d) Single Detached Residential

Single detached homes are permitted to provide a mix of house types, but conventional large-scale suburban development and extensive areas of contiguous urban development are not permitted. The design guidelines are intended to ensure that the resultant effect is not a "blanket" conventional suburban one. Uniform application of minimum setback, frontage and depth requirements is avoided.

2. Commercial

This designation applies to the Bridgeview community at the west boundary of North Aldershot along Highway 6 and supports the existing commercial character that currently exists.

3. Workshop

The Workshop designation permits small-scale commercial activity that is compatible with the residential character of the area and the natural setting. Business ownership must be limited to residents of the property. New buildings associated with the workshop use must be subordinate in scale and design to the primary residential building. Open storage of materials is not permitted and strict guidelines for outdoor vehicle storage must be maintained.

4. Prestige Office

Along much of the North Service Road, properties have good exposure to passing traffic along Highway 403. Prestige office uses have developed in this area to take advantage of the location. Additional high quality employment uses are supported in this area.

5. Institutional Uses

North Aldershot has a history of accommodating public uses for the benefit of the Burlington community. The Institutional use designation supports that role. However, only those institutional uses that are low intensity and that support the natural and open space of the study area are permitted (single user per designation is preferred). Accessory uses which are integral to the institutional activities, for instance a swimming pool as part of a school or a residence for employees, are also permitted.

6. Parkland And Other Open Space

The Parkland designation applies to two city-owned parks, Bridgeview Community Park and Bayview Park (former landfill site reclaimed for public use). Other Open Space refers to the closed regional landfill.

7. Environmental Protection

The total area of North Aldershot is 1,530 hectares (3,780 acres). Three major watercourses run through the area including the Grindstone, Falcon and Indian Creeks. Environmentally sensitive areas have been identified by Halton Region and they include: Clappison Escarpment Woods, Bridgeview Valley, Grindstone Creek Valley, Sassafras Woods and Waterdown Escarpment Woods. The total area of these ESAs is 527 hectares (1,300 acres). In addition, 153 hectares (378 acres) of land is to be transferred to the Halton Region Conservation Authority from the provincial Management Board Secretariat for conservation purposes. The "environmental protection" designation also includes sizable lands with steep slopes (identified by the Opportunity and Constraints Map in Phase One of the Review); flood and fill areas identified by Halton Region Conservation Authority and watercourses. Of the total study area, 55 per cent is designated environmental protection.

Very limited development is permitted in these areas to support the use, enjoyment and interpretation of the natural features. Recreational uses may be permitted if careful site design is employed to integrate the use with the natural feature. Vehicular and pedestrian access through the area to adjacent lands is permitted (subject to obtaining permission where required from a regulatory agency). Trails and trailheads with parking areas are permitted (trails permitted on private lands only with the consent of the property owner). The protection of existing vegetation and topography is required. The means of assuring preservation under private or public ownership needs to be addressed.

Existing uses in the Environmental Protection designation will be permitted but expansions and additions to any buildings will generally be restricted.

The precise boundaries and extent of Environmental Protection areas will be determined through detailed area-specific planning exercises for adjacent development proposals for large areas. Precise boundaries of Environmental Protection areas adjacent to small sites will be subject to a detailed site planning process.

It is acknowledged that revisions to the Region's ESA boundaries may result from detailed area studies undertaken through an ESA Update or through an Environmental Impact Assessment initiated by a property owner. Also, changes to lands that are within the ESA designations are subject to the Region's requirement for Environmental Impact Assessments. Similarly precise boundaries for flood and fill regulated areas and changes permitted

within these areas are subject to the regulations of the Halton Region Conservation Authority.

Lands with steep slopes have been included in the Environmental Protection designation especially where they are in proximity to valleys and ravines. Topography is an important defining characteristic of North Aldershot. Where it can be demonstrated that the inclusion of steep slopes in developable areas will not result in the disruption of these slopes during or after construction, they may be included in the area of future residential lots.

E. PERMITTED USES, DENSITIES, AND DESIGN GUIDELINES

The following tables provide descriptions of the proposed land use designations permitted by the Land Use Concept.

The purpose of the design guidelines is to ensure that new development fits into the natural and settled landscape and does not detract from the existing visual character. Built form and siting guidelines require new development to be respectful of its neighbours, especially existing residences. Low building heights, generous setbacks, and natural building materials are required to reduce perceptions of encroachment.

Note that densities are given as maximums. As discussed in the main body of the report, ultimate development yields may be lower based on site-specific considerations which include natural feature protection and servicing constraints.

The area over which the density is calculated is important. Densities will generally be calculated on a developable area that excludes the "environmental protection" areas.

For large-site development proposals, a detailed area planning exercise is appropriate to have the flexibility necessary to achieve the best site design. The area planning exercise will determine the appropriate distribution of the density in a given development and the precise boundaries of the area. The results of the technical assessments of the Concept will be input to the area planning exercises, including the findings of the sub-watershed, servicing, traffic, environmental, heritage, community service and financial analyses.

Landscape treatment guidelines are included for all designations. All development proposals must demonstrate that existing plant material has been retained to the greatest extent possible. New planting of native species to reinforce the unique natural character of the area will be required in areas where plant material has been removed. Landscape screens and buffers must be effective year-round. Site re-grading is to be limited as much as possible.

TABLE 1 (a) RESIDENTIAL USES			
Use	**Density**	**Design Guidelines**	**Water/Wastewater Services**
Individual Houses	Maximum 5 units per hectare (2 units per acre).[9]	***Built Form*** • New buildings shall be compatible with surrounding properties and the adjacent settled area in terms of formal characteristics such as height, massing, roof shapes and window proportions. • Building height shall be limited to a maximum of two and one-half storeys above existing grade and shall relate to the height of any immediate neighbouring residences. • Expansions of buildings shall be compatible in design and massing with the existing built form. ***Siting*** • Where development lands abut the Escarpment, a setback for new buildings equivalent to two times the vertical height of the Escarpment face[10] is required. • Principal buildings shall be oriented towards the street. • Lot frontage, lot depth and front yard and side yard setbacks shall be compatible with the general character of the adjacent settled area. ***Parking*** • Garages will be permitted only at the side or rear of buildings. ***Landscape Treatment*** • All existing plant material shall be protected and retained to the greatest extent possible. New planting shall be native species and should be designed in keeping with the natural landscape character. • Site re-grading will be limited to the building envelope. No re-grading will be permitted within 3 m of the property boundary.	Units can be partially or fully serviced where services are available. Private servicing is permitted in keeping with the Ministry of the Environment and Energy guidelines.

[9] This reflects a minimum 0.2 hectare (0.5 acre) lot size. It is recognized that private services for lots under two acres in size must be subject to detailed hydrogeological study.

[10] The Niagara Escarpment Plan defines the Escarpment face as: "the area between the brow and toe of the Escarpment and usually characterized by a steep gradient. Where the rise occurs in the form of a series of steps, the slope also includes the terraces between the steps." The brow and toe are defined as the highest and lowest points of the face where there is an obvious break in slope. The face of the Escarpment in the North Aldershot area is seen as a limited band along the northern edge of the study area. Although the entire study area derives its sloping topographical character from its proximity to the Escarpment, most of these lands are not considered to be part of the "face."

TABLE 1 (b) RESIDENTIAL USES			
Use	**Density**	**Design Guidelines**	**Water/Wastewater Services**
Estate Residential	Maximum 1.2 units per hectare (1 unit per 2 acres)	***Built Form*** • Proposed building height shall be limited to a maximum of two and one-half storeys above existing grade. • Principal buildings shall be oriented towards the street. Where possible, garage doors shall be oriented to the side yards. ***Siting*** • Where development lands abut the Escarpment, a setback for new buildings equivalent to two times the vertical height of the Escarpment face[11] is required. • Front yard setback shall be a minimum of 15 m. Side yard setback shall be a minimum of 10 m. Lot frontage shall be a minimum of 40 m. Overall lot depth shall be a minimum of 120 m. ***Landscape Treatment*** • All existing plant material shall be protected and retained to the greatest extent possible. New planting shall be native species and should be designed in keeping with the natural landscape character. • Site re-grading will be limited to the building envelope. No re-grading shall be permitted within 3 m of the property boundary.	Units can be partially or fully serviced where services are available. Private servicing is permitted in keeping with the Ministry of the Environment and Energy guidelines.

[11] *See Footnote 9.*

TABLE 1 (c) RESIDENTIAL USES			
Use	**Density**	**Design Guidelines**	**Water/Wastewater Services**
Single Detached Residential	Maximum density is 8 units per hectare (3 units per acre)	***Built Form*** • Proposed building height shall be limited to a maximum of two and one-half storeys above existing grade. Height shall relate to that of immediate neighbouring residences, if applicable. • Building design shall be compatible with surrounding properties in terms of formal characteristics such as height, massing and roof shape. Building materials shall harmonize with natural setting. ***Siting*** • Where development lands abut the Escarpment, a setback for new buildings equivalent to two times the vertical height of the Escarpment face[12] is required. • Principal buildings shall be oriented towards the street. Where possible, garage doors shall be oriented to the side yards. • Lot frontages shall face existing roads. Rear yards shall not be permitted to abut public roads. • No minimum or maximum lots dimensions are included to provide the greatest site planning flexibility. • A diversity of lot sizes and configurations is encouraged. • Building design and placement must have regard for the existing topography. ***Landscape Treatment*** • All existing plant material shall be protected and retained to the greatest extent possible. New planting shall be native species and should be designed in keeping with the natural landscape character. ***Parking*** • Garages will be permitted only at the side or to the rear of buildings. ***Stormwater Management*** • Subject to confirmation through sub-watershed study: stormwater run-off shall be minimized and detained on site; stormwater run-off shall be detained within each development node to address water quality and erosion concerns; outletting of water should not impact the natural features; roadside swales and ditches shall be employed to conduct run-off to stormwater management facilities; the design of the facilities must harmonize with the abutting natural features; and best management practices shall be employed	Homes to be developed on full water and wastewater servicing.

[12] *See Footnote 9.*

TABLE 1 (d) RESIDENTIAL USES			
Use	**Density**	**Design Guidelines**	**Water/Wastewater Services**
Cluster Residential	Maximum density is 8 units per hectare (3 units per acre)	***Built Form*** • Buildings shall be sited so that obstruction of open space and landscape views from the public roads and trails will be minimized by taking advantage of natural topography and existing vegetation. • Building materials shall be selected to blend and harmonize with the natural landscape setting. Where practical earth tones and natural materials such as stone, wood siding and clay brick shall be employed. ***Siting*** • Where development lands abut the Escarpment, a setback for new buildings equivalent to two times the vertical height of the Escarpment face[13] is required. • Building clusters shall be setback a minimum of 120 m from existing roadways as indicated on the Concept map. Landscape buffers shall be maintained to screen views from these existing roadways and settlement areas to the buildings. ***Parking*** • Parking areas shall be designed to minimize visual impact from public roads and trails and neighbouring residential uses. ***Landscape Treatment*** • All existing plant material shall be protected and retained to the greatest extent possible. • The natural landscape setting shall be preserved and landscape treatment using native species shall include rehabilitation of natural habitat buffer zones along existing roadways and adjacent to outdoor parking area. • Site re-grading will be limited to the building envelope and lands required for communal services. No re-grading shall be permitted within 10 m of the property boundary. ***Stormwater Management*** • Subject to confirmation through sub-watershed study: stormwater run-off shall be minimized and detained on site; stormwater run-off shall be detained within each development node to address water quality and erosion concerns; outletting of water should not impact the natural features; roadside swales and ditches shall be employed to conduct run-off to stormwater management facilities; the design of the facilities must harmonize with the abutting natural features; and best management practices shall be employed.	Units can be partially or fully serviced where services are available. Private communal servicing is permitted in keeping with the Ministry of the Environment and Energy guidelines.

[13] *See Footnote 9.*

TABLE 2 COMMERCIAL		
Use	**Design Guidelines**	**Water/Wastewater Services**
Commercial	***Built Form*** • Building design to reinforce the gateway function because Plains Road at this point serves as a gateway into North Aldershot and Burlington from the west. • Height of permanent buildings not to exceed two storeys to ensure that views into the North Aldershot area are unrestricted. Height of temporary structures may exceed this height limit if all other site design considerations are met. • Building materials to blend and harmonize with the natural landscape setting. Where practical, earth tones and natural materials such as stone, wood siding and clay brick shall be employed. ***Siting*** • Where commercial development is proposed adjacent to a residential use, a side yard setback of 15 m shall be observed. This area is to be used as a buffer zone and shall be landscaped to minimize views from neighbouring residences. ***Parking*** • Parking areas and access to be buffered to minimize views from adjacent residential and institutional uses. ***Landscape Treatment*** • Where the natural landscape has been disturbed by previous uses, rehabilitation through planting of native species is required. • Site lighting shall be low intensity and under no circumstances may the light be permitted to shine beyond the lot lines onto neighbouring properties or public roads. • Site signs shall not interfere with views into the North Aldershot area. • Open storage and refuse collection areas are to be screened from neighbouring uses.	Commercial units to be fully serviced.

TABLE 3 WORKSHOP			
Use	**Density**	**Design Guidelines**	**Water/Wastewater Services**
Workshop		***Built Form*** • Workshop structures shall be designed as outbuildings subordinate to the principal residence. • Building design shall be compatible with the principal residence in terms of formal characteristics such as height, massing and roof shape. Building materials shall harmonize with natural setting. ***Siting*** • Where commercial development is proposed adjacent to a residential use, a side yard setback of 15 m shall be observed. This area is to be used as a buffer zone and shall be landscaped to minimize views to neighbouring residences. ***Parking*** • Parking areas will be permitted only at the side or rear of buildings, with the parking requirements to be met beyond the front face of the building. Parking standards must be developed. • Parking areas shall be designed to minimize visual impact from public roads and trails and neighbouring residential uses. ***Landscape Treatment*** • Site lighting shall be low intensity and under no circumstances may the light be permitted to shine beyond the lot lines onto neighbouring properties or public roads. • Outdoor storage shall not be permitted (including long-term vehicle storage).	

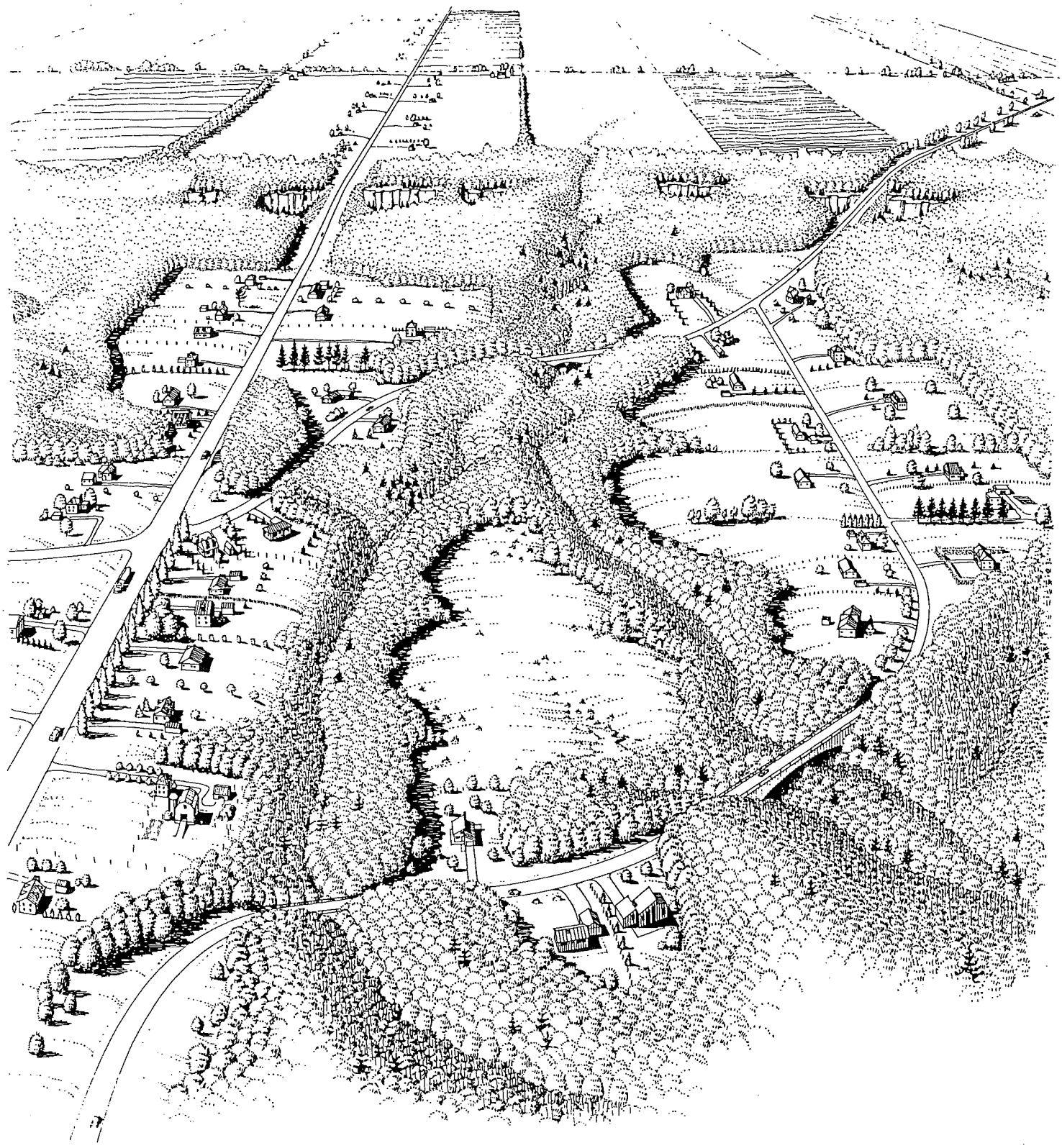
TABLE 4 PRESTIGE OFFICE			
Use	**Density**	**Design Guidelines**	**Water/Wastewater Services**
Prestige Office	Maximum Floor Space Index 0.5 (total floor area of a building can be no greater than one-half the development site area).	***Built Form*** • Building coverage not to exceed 20% of net tableland. • Minimize impervious cover. • Maximum height of building not to exceed three storeys as long as the mass of the building does not extend above the tree canopy and does not interrupt the sightlines to the horizon. • Building materials shall be selected to blend and harmonize with the natural landscape setting. Where practical earth tones and natural materials such as stone, wood siding and clay brick shall be employed. ***Siting*** • Setback along the North Service Road to be 120 m and along King Road to be 60 m. The setback area is to be maintained as a low maintenance native landscape (e.g. woodlots and meadows) that harmonize with the abutting natural features. Mowed turf grass is not in keeping with a naturalized native landscape approach. ***Parking*** • Parking areas must be screened with dense hardy plant material to create an effective visual barrier. Within the parking lot, buffer islands will generally be employed in areas where there are more than 4 parallel rows of cars. Buffer islands shall be a minimum of 3 m wide and take the form of hedgerows incorporating native shrubs and groundcovers. ***Landscape Treatment*** • All existing plant material shall be protected and retained to the greatest extent possible. New planting shall be native species and should be designed to restore a natural landscape character. ***Stormwater Management*** • Subject to confirmation through sub-watershed study: stormwater run-off shall be minimized and detained on site; stormwater run-off shall be detained within each development node to address water quality and erosion concerns; outletting of water should not impact the natural features; the design of the facilities must harmonize with the abutting natural features; and best management practices shall be employed.	Prestige office units to be fully serviced.

TABLE 5 INSTITUTIONAL			
Use	**Density**	**Design Guidelines**	**Water/Wastewater Services**
Institutional		***Built Form*** • Maximum height of building not to exceed three storeys as long as the mass of the building does not extend above the existing tree canopy and does not interrupt the sightlines to the horizon. • Building materials shall be selected to blend and harmonize with the natural landscape setting. Where practical earth tones and natural materials such as stone, wood siding and clay brick shall be employed. ***Siting*** • Where development lands abut the Escarpment, a setback for new buildings equivalent to the two times the vertical height of the Escarpment face is required. ***Parking*** • Parking areas shall be provided only at the side or rear of buildings. Parking areas must be screened with perimeter buffers of dense plant material to create an effective visual barrier. ***Landscape Treatment*** • Landscape buffers along the perimeter of the property and within the grounds shall be employed to screen the visual impact of facilities from existing neighbouring residences. The landscape buffers shall create a visual screen and be compatible with the natural landscape setting. • Site lighting shall be low intensity and under no circumstances may the light be permitted to shine beyond the lot lines onto neighbouring properties or public roads. • Site signs shall be integrated within the landscape. Hanging or projecting signs will not be permitted. Internal signs shall be at ground level and integrated with landscaping. • All existing plant material shall be protected and retained to the greatest extent possible. • New planting shall be native species and should be designed in keeping with the natural landscape character. • Extent of mowed turf grass shall be minimized. • Burial grounds shall be screened from residential uses. ***Stormwater Management*** • Subject to confirmation through sub-watershed study: stormwater run-off shall be minimized and detained on site; stormwater run-off shall be detained within each development node to address water quality and erosion concerns; outletting of water should not impact the natural features; the design of the facilities must harmonize with the abutting natural features; and best management practices shall be employed.	Institutions to be fully serviced where services are available. Otherwise, partial or private services will limit the number of persons (students, beds) who can use the buildings because of water use restrictions.

TABLE 6 PUBLIC PARKLAND AND OTHER OPEN SPACE		
Use	**Design Guidelines**	**Water/Wastewater Services**
Public Parkland and **Other Open Space**	***Built Form*** • Buildings and facilities shall be designed and sited to be subordinate to the parkland served. • Building materials shall harmonize with the natural setting. ***Siting*** • Landscape buffers shall be employed where necessary to screen buildings and structures and activity areas from neighbouring residences. ***Parking*** • Parking areas to be designed for minimum impact on the natural environment. • Parking areas shall be sited to minimize the visual impact from public roads, trails and neighbouring residences.	Facilities to be fully serviced where services are available. Otherwise, partial or private services will limit the number of persons who can use the buildings because of water use restrictions.

TABLE 7 ENVIRONMENTAL PROTECTION AREAS		
Use	**Design Guidelines**	**Water/Wastewater Services**
Environmental Protection Areas	***Built Form*** • While existing uses are permitted, expansions and additions to existing buildings will be restricted. ***Siting*** • Regarding construction or disturbances required for recreational or access uses: it is acknowledged that revisions to the Region's ESA boundaries may result from detailed area studies undertaken through an ESA Update or through an Environmental Impact Assessment initiated by a property owner. • Changes to lands that are within the ESA designations are subject to the Region's requirement for Environmental Impact Assessments. Similarly precise boundaries for flood and fill regulated areas and the extent of changes permitted within these areas are subject to the regulations of the Halton Region Conservation Authority. ***Landscape Treatment*** • Any disturbed or degraded environments must be rehabilitated. The methods for rehabilitation shall include site restoration using native plant materials and bio-engineering approaches to slope stabilization.	

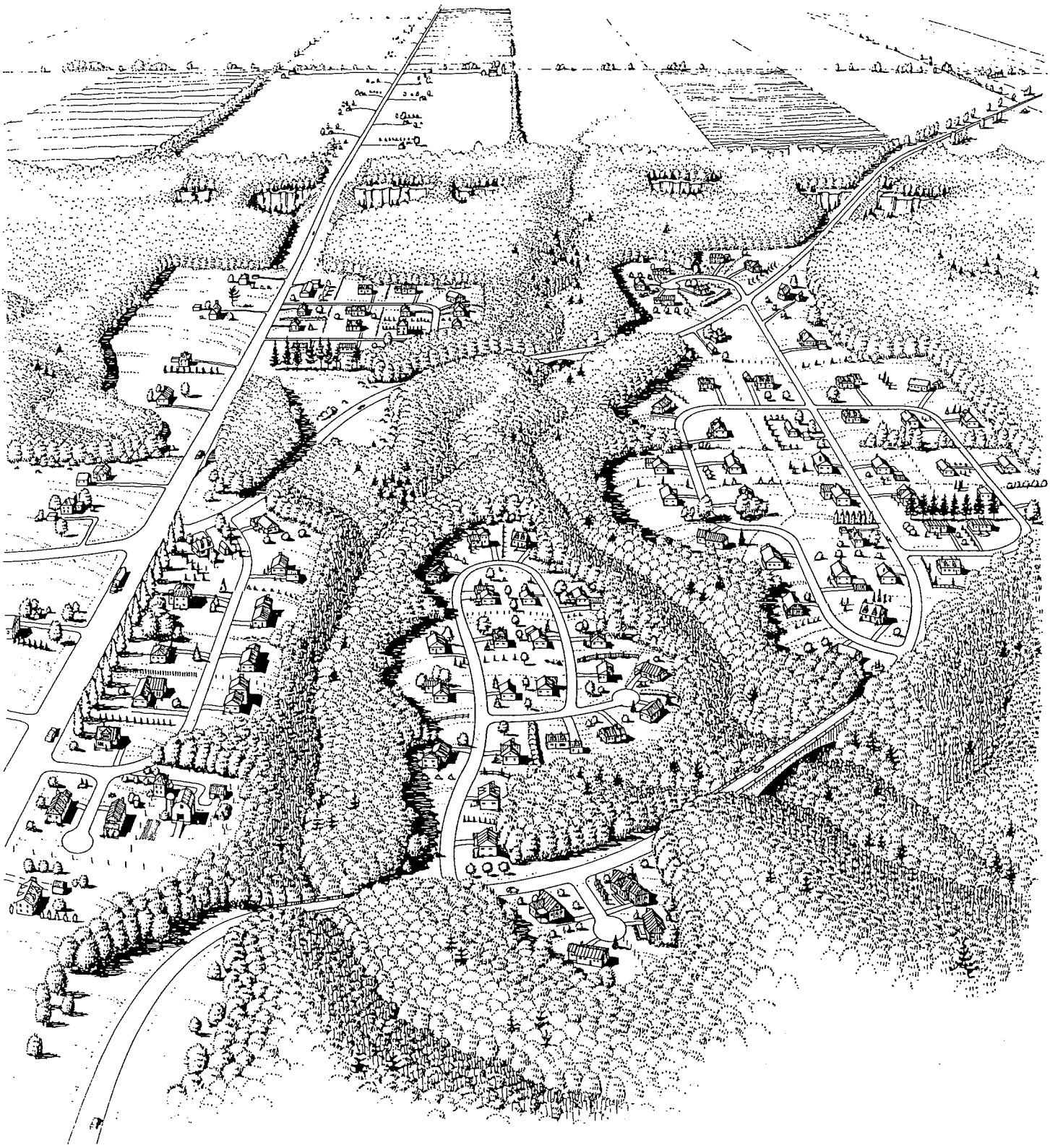
Bird's eye view illustrations of an area with topography similar to North Aldershot have been prepared to demonstrate the possible relationship between existing development, future development and the existing landscape that is in keeping with a plan such as the Land Use Concept. The drawback of this type of illustration is that most people will not experience North Aldershot from this angle. However, the drawings do show that existing homes can remain undisturbed by carefully designed development where intrusions into the natural areas are minimized.



Typical Aerial View of Infilling with Individual Houses

HEMSON

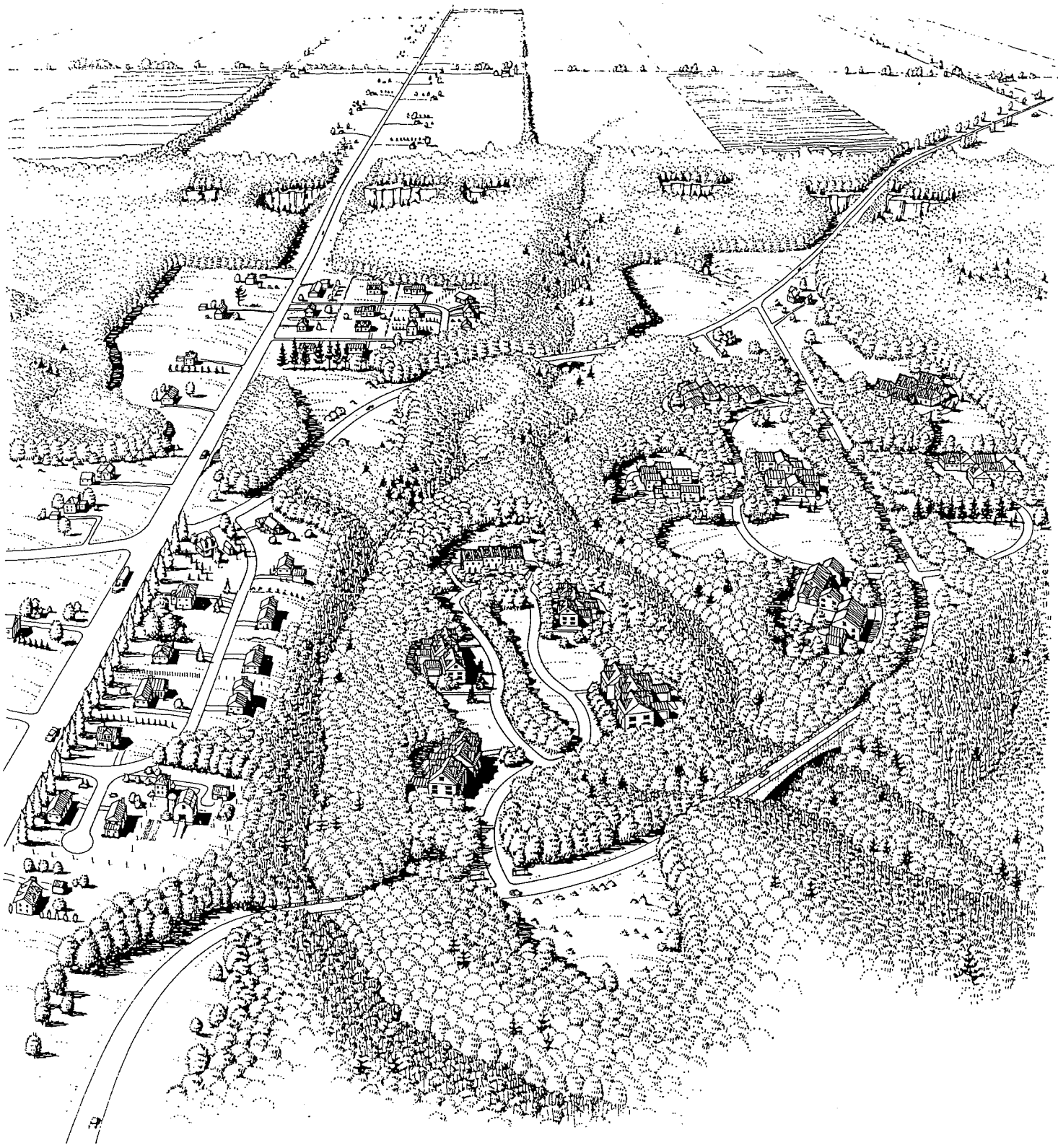
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Typical Aerial view of Infilling with Individual Houses, Estate Residential and Single Detached Residential

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Typical Aerial View of Infilling with Individual Houses, Estate Residential and Cluster Residential

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IMPLEMENTATION STRATEGY

This section recommends a strategy to implement the Land Use Concept. It is a strategy, further work and political decisions are required before detailed planning regulations will be put in place to guide planning decisions.

A. INTER-AGENCY REVIEW PROVIDES A FRAMEWORK FOR FUTURE PLANNING

Because of the overlapping jurisdictions and the special nature of the area, the preparation and adoption of a plan for North Aldershot will not follow conventional steps. The Inter-Agency Review and the political decisions that will accompany it establish the framework for future detailed planning. The second stage involves the preparation of detailed policy documents. Once that has taken place, the third stage, designing specific sites can be carried out.

1. Inter-Agency Review Establishes Framework For Future Land Uses

The Land Use Concept including the Planning Principles and Evaluation Criteria, Character Plan, Land Use Designations and Design Guidelines establishes a framework for future land uses in the study area. The basic elements for guiding future change are suggested by the Concept and are the result of a comprehensive public consultation process and a review of existing information about the area. However, the Concept is just that, a concept, and it needs to be translated into legal planning policy documents to guide future planning decisions in the area.

2. This Framework Needs To Be Translated Into Detailed Policy Documents

The Inter-Agency Review has resulted in a Land Use Concept that will be forwarded to the participating agencies for adoption. If adopted, the agencies will begin the process of developing legal planning policy documents to implement the Concept. Additional investigation is required to address several issues before the detailed land use designations, densities and design guidelines for the area can be set. These investigations will continue work

done as part of the Review and will address: stormwater management, water and wastewater servicing, traffic, environmental impact, heritage conservation, community services and financial impact.

3. Policy To Provide Context For Detailed Site Design

The third step in the North Aldershot planning process is designing specific developments. This will include individual developments such as infill houses, recreation and open space projects and large residential and commercial developments. Detailed planning policy regulations and guidelines as well as an open public consultation process will guide the design of these specific developments.

B. WHAT KIND OF PLANNING TOOLS ARE BEST SUITED TO IMPLEMENT THE CONCEPT?

1. Certain Features Of The Concept Require Particular Attention

In looking at what legislative and jurisdictional tools should be used to implement the Concept, certain features of the Concept require particular attention:

a) The Concept's Emphasis on Environmental and Design Issues

Fifty-five per cent of the study area has been designated "Environmental Protection" and it is recognized that the remaining areas, although seen as having varying degrees of development potential, are interconnected with these natural areas. Therefore, there is a need to ensure that any development is properly designed from an environmental site planning and architectural perspective.

b) Avoidance of Uniform Standards

Planning often relies heavily on standards (e.g. lot frontages, setbacks) to guide future development. However, a major part of the character of North Aldershot is its diversity in human settlement patterns and the natural features which, although they are recognizable as part of the whole, are different in character from place to place. A policy structure that employs uniform standards, such as is often applied through zoning, would negate

the principle of enhancing the special characteristics in the area. Rather, a flexible approach to site design, to address site-specific conditions is required, not the uniform application of standards.

c) Need for Flexibility in Determining and Deploying Density

The placement of homes on a given site — the way in which they are distributed — is referred to as the "deployment" of residential density. For example, homes could be spread out evenly on same-sized lots as often occurs in the suburbs, or clustered together on one part of the site, leaving the rest of the area open with trees and meadows. The Land Use Concept is predicated on any permission for new homes to be responsive to the area's topography and natural features. To achieve this, flexibility is required in the deployment of density especially for developments over a larger area.

2. Certain Planning Tools Are More Responsive To The Land Use Concept

In reviewing the available planning implementation tools, certain ones are more responsive to the critical features of the Concept while others are less so.

a) Traditional Emphasis on As-Of-Right Zoning is Not Appropriate

The traditional "as-of-right" zoning system divides an area into zones that allow certain uses provided they are developed to certain standards. These standards, including lot frontages, building setbacks, etc. most often are uniformly applied as the developer uses the minimum standards to maximize return on investment. The result in greenfields development is often the repetitive and uniform suburban landscape. Due to the special environment in North Aldershot, this uniform application of zoning is not appropriate to meet the intent of the Concept or to address, on a site-by-site basis, site design issues such as topography, existing woodlots and vegetation, and existing settlement character. Therefore, as-of-right zoning needs to be tempered with design guidelines.

b) Site Plan Control is Limited

Site plan control under the *Planning Act* was introduced to provide some flexibility to the application of zoning standards and can deal with certain issues on a development application basis such as pedestrian and vehicular

access, parking, lighting, landscaping and grading. But the site plan control process does not allow density to be considered (reduced) on a site-by-site basis and has limited application to environmental issues.

c) Rezoning/Site Specific By-Law Process Can Provide Needed Flexibility

Given the limitations of traditional as-of-right zoning and site plan control, a rezoning process to develop site-specific by-laws for larger development areas can be used to achieve non-uniform density deployment and to address site environmental issues. By establishing a low as-of-right density and setting out clear rezoning criteria in the Official Plan document, applications seeking permission for higher development densities would need to demonstrate that the proposal meets the criteria. This would provide both the desired flexibility and clear "rules" to the development review process.

The Niagara Escarpment Commission (NEC) has powers of development control that are not available through the current *Planning Act*. The Commission requires site-specific proposals for development to meet an explicit set of criteria in their Plan. Essentially there is no as-of-right zoning.

This type of development control system may be appropriate for the North Aldershot area given its special characteristics and the need to ensure that development is in keeping with its special character.

In its Final Report, *New Planning for Ontario*, the Commission on Planning and Development Reform in Ontario (Sewell Commission) recommended several changes to the *Planning Act* to improve development control. In addition to encouraging municipalities to include design guidelines in their official plans, the Commission recommends the creation of a development permit process. This may give the municipality greater control over density, use, physical form and environmental issues *on a site-by-site basis*. If, in the future, a development permit process is available under the *Planning Act*, this also could address the need for flexibility in the development review process.

C. RECOMMENDED STRATEGY

The recommended implementation strategy relies primarily on existing powers given to municipalities in the *Planning Act*. In addition, a Provincial "umbrella" plan is recommended: at this time this should be the *Parkway Belt West Plan* although, subject to investigation and public discussion, it may be appropriate for

this to be altered in the future through new provisions of a revised *Planning Act* or through the Niagara Escarpment Commission.

1. Basic Approach

- ***Policy Development And Development Control To Be Undertaken At Local Municipal Level***

  It is recommended that the study area be removed from the *Parkway Belt West Plan* regulations and be governed by local municipal controls; through the Burlington Official Plan, Zoning By-law and Site Plan Control process. To do this, detailed technical assessments required to refine the Concept will have to be completed. The official plan policy document would include a set of clear criteria setting out the means by which proposals for development will be evaluated. In addition, a Zoning By-law for North Aldershot would be prepared and it is recommended that City Council direct in their Official Plan that design guidelines be prepared for use in the site plan control process.

  North Aldershot is an integral part of the City of Burlington and the Region of Halton. The local municipal planning policy and development review process is familiar to its citizens, is an open public process and is locally accountable. Putting the area into this process will take advantage of these attributes although the local municipal planning tools will need to be used creatively to respond to the special characteristics of the area.

- ***North Aldershot Remain In The* Parkway Belt West Plan**

  The study area is of provincial significance due to the presence of the Niagara Escarpment and Areas of Natural and Scientific Interest, etc. This provincial significance is evident by the effort of the Ministry of Municipal Affairs in co-funding this Review and the participation of the Ministries of Environment and Energy and Natural Resources.

  This Inter-Agency Review is the comprehensive study called for in Subsection 6.2.3 of the *Parkway Belt West Plan.* This Final Report sets out the "appropriate conditions" for the preparation of a comprehensive restricted area by-law. The objectives of the *Parkway Belt West Plan*, particularly for the Escarpment Link, of an urban separator and an open space link are still valid, as are the implementing actions set out in Section 6.2.3 which include:

- Restricting the number and location of transportation routes;
- Minimizing damage to wooded areas, hedgerows and orchards;
- Protecting the slope and watercourses and associated ravines;
- Ensuring buildings attain the maximum visual and physical harmony with natural characteristics and are visually compatible with the existing natural landscape; and
- Ensuring a minimum provision of public water and sewage services.

These are reflected in the Planning Principles and Evaluation Criteria as part of the Concept and should be upheld for North Aldershot.

Maintaining a provincial role in this area is seen as appropriate to provide a safeguard for the future so that development is limited to the level envisaged by the Concept. For example, the extension of municipal services into this area is seen by some as a possible prelude to pressures for further development in the future. Retaining a provincial "umbrella" will act as a provincial safeguard to the local municipality to ensure that the policy is enforced over time.

- ***Administration By The Niagara Escarpment Commission And Effect Of* Planning Act *Changes Proposed By The Sewell Commission Should Be Investigated***

The Niagara Escarpment Commission (NEC) is the primary planning authority for lands within the Niagara Escarpment Planning Area. In 1989, the NEC put forward amendments to include lands generally following the brow of the Escarpment at the northern edge of the North Aldershot area in their Planning Area. In 1990, a further extension of the Planning Area south was put forward for discussion. Staff of the NEC have participated in the Review and have requested that the Review address the desirability of expanding the Planning Area towards Highway 403.

As previously discussed the development control powers available to the NEC could provide a desired degree of flexibility in implementing the Land Use Concept. Also, the experience of the NEC in dealing with the complex environmental and natural feature issues associated with the escarpment area would be valuable in planning North Aldershot. The advisability of the NEC

expanding its Planning Area to include all of North Aldershot should be investigated and thoroughly discussed in public.

This investigation must address the following:

- The Land Use Concept contemplates development and, therefore, any development control system must be capable of assessing how this development should occur;

- How the development control process would be open and locally accountable;

- How the process would have a balanced planning perspective that considers social and economic issues along with the environmental issues.

A number of recommendations of the Sewell Commission are designed to address environmental issues. These include introducing Provincial Policy Statements which local plans must be consistent with. If enacted, these changes to the *Planning Act* could provide a new form of safeguard, at the Provincial level, to ensure that future municipal plans are not changed in a way contrary to the objectives of the Land Use Concept. This could include protection against calls for further development if part of North Aldershot is serviced.

The possible amendments to the *Planning Act* provide a timely opportunity to investigate how these and the possible extension of the Niagara Escarpment Planning Area could assist in implementing the Land Use Concept. In the meantime, the Parkway Belt West Plan provides an appropriate provincial "umbrella" for implementation of the Concept.

2. Implementation System Has Two Steps Following Review

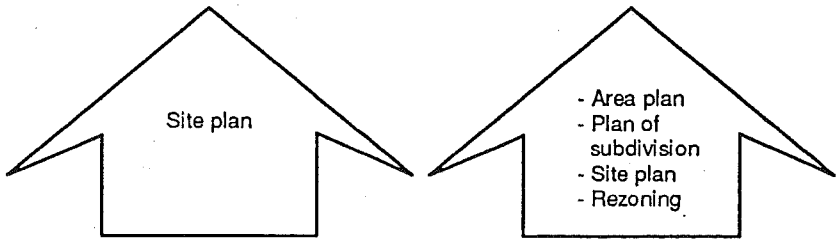
The attached exhibit illustrates the planning process that is recommended for North Aldershot. With a decision by the responsible bodies to use the Concept and implementation strategy as a basis for future planning in the study area, the preparation of detailed policy documents and the designing of specific sites follow.

IMPLEMENTATION STRATEGY

STEP III

BUILDING PERMIT

Area Planning/ Site Planning

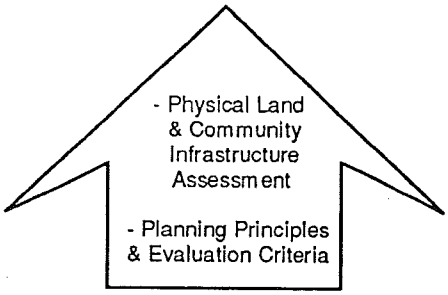


Designing Specific Sites

STEP II

- Adoption of planning documents
- Decision on servicing
- Decision on development caps

Official Plan Amendment, Zoning, & Design Guidelines

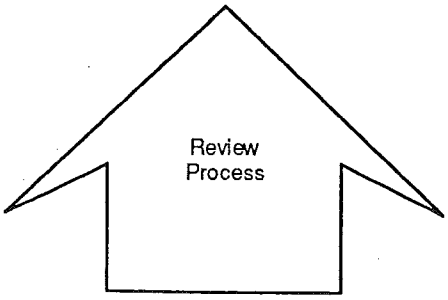


Preparing Detailed Policy Documents

STEP I

POLITICAL DECISION

Inter-Agency Review



Establishing Framework for Future Planning

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a) Preparation of North Aldershot Official Plan Amendment and Zoning By-Law

Under the "umbrella" of the *Parkway Belt West Plan*, policy documents implementing the Concept at the local municipal level are required. These policy documents would be an amendment to Burlington's Official Plan, a Zoning By-law for the area and design guidelines for use in site plan control.

i) Official Plan

Before the framework provided by the Review can be translated into a detailed Official Plan amendment, a number of technical assessments need to be completed. These assessments are discussed in the Appendix. Some work on these assessments has already been undertaken and they can largely be done using existing information. It is only upon completion of these assessments that well-informed decisions can be made about what intensity of new development in all areas of North Aldershot can be supported by the physical land and the municipal hard and soft servicing infrastructure. In other words, the "carrying capacity" of the area needs to be understood. This can be expressed in a variety of ways including number of housing units or amount of commercial development. It will likely be appropriate to express the "carrying capacity" in terms of several (maybe in the order of ten) sub-areas within North Aldershot.

Once the technical carrying capacity is known, the Planning Principles and Evaluation Criteria need to be revisited to determine if the overall intensity of development suggested is appropriate. North Aldershot should remain a distinct, identifiable area defined by its special characteristics. The urban separator function should be retained. To address these principles may require a reduction below the technical "carrying capacity" of the various sub-areas.

As part of this revisiting of the Planning Principles and Evaluation Criteria a decision needs to be made regarding municipal piped water and/or wastewater services. This is both technical and policy decision. The technical assessments will indicate which sub-areas could be viably serviced in engineering and financial terms. For sub-areas where these assessments indicate servicing may be possible, a policy decision needs to be made as to whether servicing should proceed. This policy decision should consider the financial and non-financial costs and

benefits of providing services to this area compared to other areas in Halton.

The combination of the findings of the technical assessments and the application of the Planning Principles will provide the appropriate development maximum for North Aldershot.

The Land Use Concept provides initial density levels for various permitted uses and a general guide for average residential density across developable areas. These will be refined by the Official Plan amendment as a result of the technical assessments. In addition to the development caps established for the sub-areas, it is anticipated that the Official Plan amendment will establish maximum densities that may be achieved subject to criteria.

The Official Plan amendment policies will include:

- land uses and densities;
- defined sub-areas;
- sub-areas or parts thereof to be serviced by municipal piped water and/or wastewater;
- policies regarding private/communal services;
- development caps (number of housing units, amount of commercial, institutional and recreational development) for sub-areas;
- requirements for area planning (including how the findings of the technical assessments should be applied on a site-by-site basis); and
- design guidelines to be used in site plan control.

Given the extensive study that will have been completed by the time an Official Plan amendment is prepared, it is anticipated that this amendment can be quite detailed, along the lines of a Secondary Plan.

For lands to be designated "environmental protection", the means of assuring preservation under private or public ownership need to be addressed at this stage.

The new Region of Halton Official Plan designates the North Aldershot area Parkway Belt Special Study Area. This designation does not need to be changed.

ii) Zoning By-law

In conjunction with the Official Plan amendment, a Zoning By-law for North Aldershot would be prepared. Given the concerns (previously discussed) with extensive as-of-right zoning, the Land Use Concept anticipates that the Zoning By-law would only provide as-of-right permission for limited development — expansion of existing residential, commercial and institutional uses and low intensity infill housing along existing roads. It may be advisable for the Zoning By-law to provide for greater permission subject to a holding provision. If this provision was employed, criteria would need to be included in the Official Plan for removal of the "H" symbol.

This relatively restrictive approach to as-of-right zoning is suggested to provide both the control and flexibility required to effectively implement the Land Use Concept.

iii) Design Guidelines

At this stage the design guidelines of the Concept should be refined to be used in conjunction with site plan control. These would be adopted by Burlington Council for this purpose and it is recommended that the Official Plan amendment contain an explicit provision indicating that they will be followed.

b) Designing Specific Sites

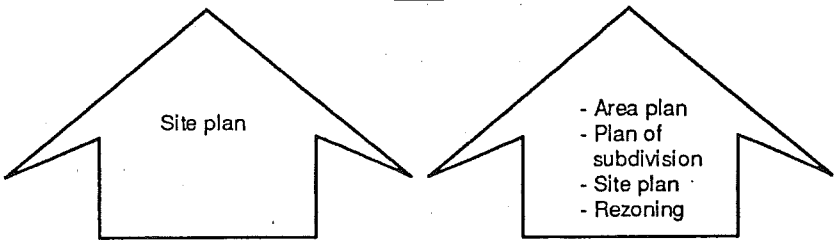
Referring again to the exhibit of the implementation system that is recommended following completion of the Review, the third level, Designing Specific Sites, can proceed following the adoption of the detailed policy documents. The approval requirements will differ for small and large sites. Small sites will simply need to obtain site plan approval whereas larger sites will require a rezoning to achieve densities above the general by-law. The exact definition of smaller and larger will be contained in the Official Plan amendment and Zoning By-law.

DEFINING DENSITY IN NORTH ALDERSHOT

STEP III

- Sub-area plans specify definition and deployment of density
- Site specific zoning

Area Planning/ Site Planning

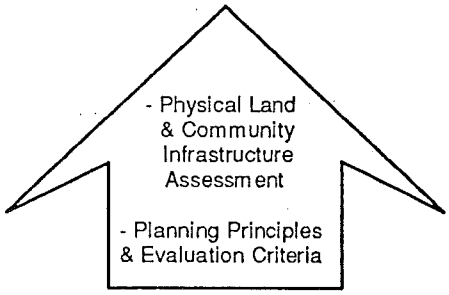


Designing Specific Sites

STEP II

- Sub-area development caps established
- Possible maximum densities set in OP
- Zoning to permit only limited development

Official Plan Amendment, Zoning, & Design Guidelines

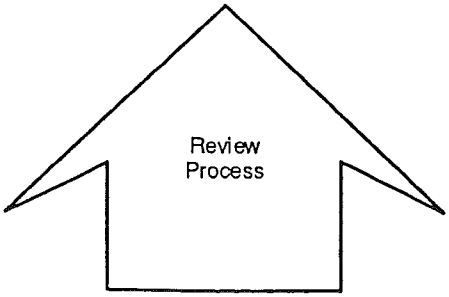


Preparing Detailed Policy Documents

STEP I

- Maximum densities and design guidelines established to reflect planning principles and avoid conventional suburban development

Inter-Agency Review



Establishing Framework for Future Planning

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i) **Larger Sites**

For larger sites a rezoning process will be required. This process would entail preparation of an area plan (not necessarily an "official plan") for the sub-area in which the site is located. This area plan would establish the appropriate distribution of the sub-areas development cap and the precise development densities and how they should be calculated. In doing this, the area plan would indicate how any new development would be consistent with the characteristics and general density of the existing settlement pattern having in mind the advisability of introducing new forms of housing, such as cluster housing, which can respond to natural features, topography and environmental concerns. In some instances, a Plan of Subdivision would be required.

ii) **Smaller Sites**

For smaller sites, a rezoning process would not be required. Site plan approval and a building permit would allow development. In most cases a land severance would also be required.

Currently, the City of Burlington exempts certain small-scale housing from site plan approval. Also, the process does not include a formal notification procedure. Given the importance of design issues in North Aldershot, it is recommended that all development be subject to site plan approval and that a formal public notification process be designed and followed. This notification should be over a relatively large area, not just immediate neighbours. Also, the site plan application should be circulated to all the agencies that participated in the Review.

c) **System Progressively Refines Density Permissions**

Land use planning regulations traditionally use density as a fundamental measure of use intensity. Zoning by-laws are a permissive planning tool and usually permit a certain "maximum density." This "as-of-right" density cannot be altered through the site plan control process.

In North Aldershot such an as-of-right approach to density permission is not appropriate. Rather, the appropriate density needs to be determined through technical and normative assessments. These should be undertaken in steps as more detailed information becomes available.

The recommended implementation strategy takes such a stepped approach. As illustrated by the graphic, the three steps in the planning process gradually define density — its maximum levels and its deployment across areas. As-of-right density is restricted to limited development (e.g. infilling) until the last step when a sub-area plan will dictate allowable densities for an increased level of development but only on a site-specific zoning basis.

3. OMB Will Make Decision For GSA Lands

As previously indicated, the Ontario Municipal Board (OMB) has scheduled a hearing in September 1994 to consider the GSA Owner's Group development application for lands in the Central Sector. This will have the effect of "collapsing" the stepped implementation strategy into a hearing and a decision by the OMB for the subject lands (which represent about 20 per cent of North Aldershot). It is anticipated, however, that this decision would not be made before the various technical assessments called for in the implementation strategy have been completed for the subject lands. Also, it is anticipated that the results of the Inter-Agency Review will be considered at the hearing.

NORTH ALDERSHOT INTER-AGENCY REVIEW

MEETINGS HELD IN PHASE THREE

Stakeholders Liaison Group	May 12, 1994
Contract Management Team	May 9, 1994
CUMIS	May 13, 1994

NORTH ALDERSHOT INTER-AGENCY REVIEW

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APPENDIX:

TECHNICAL ASSESSMENTS

TECHNICAL ASSESSMENTS

Technical assessments are needed to address issues of stormwater management, water and wastewater servicing, traffic impact, environmental impact, heritage conservation, community servicing and municipal fiscal impact.

Upon completion of these assessments, well-informed decisions can be made about the intensity of new development in all areas of North Aldershot that can be supported by the physical land and the municipal hard and soft servicing infrastructure. In other words, the "carrying capacity" of the area will be largely understood.

What is then required, is a step back and review of the Planning Principles and Evaluation Criteria to determine if the overall intensity of development suggested is appropriate. North Aldershot should remain a distinct, identifiable area defined by its special characteristics. The urban separator function should be retained.

The required technical assessments include:

- Environmental Evaluation
    - Environmental Appraisal
    - Sub-Watershed Management Plans
- Financial Impact
- Water and Wastewater Servicing
- Transportation
- Heritage Conservation
- Community Services and Facilities Needs Assessment

The technical assessments are to further investigate issues of development in the context of the overall study area. They must be comprehensive i.e. pulling together appropriate information in such a way that the impact of development in the context of the study area and the City and Region can be fully understood.

For some discrete parts of the study area, much existing information is available to complete these assessments. The Inter-Agency Review has followed an

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ecosystem planning approach and this must be carried through the technical assessments. The various development issues cannot be looked at in isolation of each other in the context of the entire study area. What is required is an iterative approach that addresses the interrelationships between the specific issues, for example, servicing issues cannot be evaluated without information about existing soils provided through the sub-watershed work.

1. Environmental Appraisal

An environmental appraisal of development areas adjacent to environmental protection areas must be undertaken. This appraisal will address the inter-relationships between open field and successional areas and forested areas in terms of maintaining biodiversity and providing for the persistence of the landscape conditions necessary for long-term protection of ecological areas. An evaluation of possible buffers necessary to maintain the physical and ecological integrity of the environmental protection areas is required.

2. Sub-Watershed Management Plans

Sub-watershed management plans will be required to determine the potential extent of impacts and mitigation measures necessary.[1] Two sub-watersheds are associated with the main valley of the Grindstone Creek in North Aldershot. In addition, sub-watersheds for Falcon Creek and Indian Creek must be studied. Acceptable mitigation measures will be defined as part of the sub-watershed management plans.

3. Financial Impact

The purpose of a financial assessment is to analyze and determine both capital and operating costs to regional, local and other agencies, such as the School Boards and Burlington Hydro, of the Land Use Concept. Such an assessment should examine the implications on regional and local capital costs, such as road upgrading or construction and piped municipal water and wastewater services, and would include an analysis of the appropriate changes

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[1] *This planning work must be undertaken in accordance with recent publications of the Ministry of Natural Resources and Ministry of the Environment and Energy, entitled: Integrating Water Management Objectives into Municipal Planning Documents, Subwatershed Planning and Water Management on a Watershed Basis. Watershed planning is a valuable approach in streamlining the planning process of future development applications.*

to development charges by-laws. In considering operating costs, costs associated with roads, storm sewers, creek maintenance, transit, garbage collection, snow removal, and community service provision (such as schools, fire and police protection) etc. should be investigated. The capital and operating costs of alternative servicing schemes, if proposed, should be investigated.

4. Water And Wastewater Servicing

A servicing master plan and a project list should be prepared to evaluate in detail those areas that have been identified as being technically feasible for servicing. Engineering feasibility will have to be evaluated within the context of current Regional policy which requires that growth-related infrastructure must not impact the existing taxpayer.

For communal or private servicing, hydrogeologic information will be required.

5. Transportation

Existing background traffic studies must be updated to reflect recent changes in growth patterns in the communities surrounding the study area. The acceptable level of service for each roadway must determined. Based on this work, the ability for the road system to reasonably accommodate specific development proposals can be determined. Alternatives to Waterdown Road to service development in Flamborough, as well as North Aldershot, should be investigated. The feasibility of any specific road improvements must be evaluated within the context of the *Environmental Assessment Act.*

6. Community Services And Facilities Needs Assessment

An assessment of community services and facilities needs will include an assessment of existing services, identification of needs and gaps, projection of additional service demands that will result from new development, and an outline of how the required services could be provided. The Concept suggests that most service needs would largely have to be met outside of the North Aldershot area. This needs to be considered by the assessment which would include an examination of the operating and maintenance costs to the municipalities, school boards and other agencies of supporting additional

residential development (for example the costs of bussing school children).

7. Heritage Conservation

Owners of built heritage features should be encouraged to preserve and maintain them in their original setting. Because many historic properties exist today apparently in their existing form and setting (many present day residents are descendants of the original settlers) the municipality should investigate taking a pro-active approach to conservation in this area. Such an approach may include the preparation of a Heritage Master Plan and an assessment of archaeological potential.