



TO: Development and Infrastructure Committee
FROM: Planning and Building
SUBJECT: Report providing information regarding the Shoreacres Character Study

Report Number: PB-15-16

Wards Affected: 4

File Numbers: 505-08-04

Date to Committee: February 17, 2016

Date to Council: February 29, 2016

Recommendation:

Receive the Shoreacres Character Study, dated December 2015, prepared by MHBC Planning and George Robb Architect (under separate cover); and

Endorse, in principle, the staff recommended Planning Directions contained in report PB-15-16 for the Shoreacres Character Study; and

Direct the Director of Planning and Building to consult with the public on the draft amendments to Zoning By-law 2020, as contained in Appendix A of PB-15-16; and

Direct the Director of Planning and Building to bring forward, following completion of the public consultation, for Council approval or enactment, the final Official Plan amendments and Zoning By-law amendments for the Shoreacres Character Area, as appropriate.

Purpose:

The purpose of this report is to:

- Transmit the Shoreacres Character Study report, dated December 2015 prepared by MHBC Planning and George Robb Architect;
 - Highlight the findings and recommendations from the Character Study;
 - Present staff's recommended Planning Directions for the Shoreacres neighbourhood with respect to draft Official Plan policies and Zoning By-law amendments; and,
 - Initiate the final round of consultation with the public on the draft Official Plan policies and Zoning By-law regulations.
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Background:

- On February 23, 2015, council received report PB-11-15 and directed staff to conduct a Shoreacres Character Study.
 - On June 3, 2015, MHBC Planning and George Robb architect (project team) were retained to conduct the Shoreacres Character Study.
 - On June 29, 2015, the project team hosted a kick off open house meeting and walking tour of the study area.
 - On October 6, 2015, the project team held an interactive workshop with residents to build on the findings from the walking tour and further refine the elements that define the character of the neighbourhood.
 - On November 3, 2015, the project team hosted the final public meeting to relay all the information gathered from the walking tour and interactive workshop and discuss their recommended changes to policies and regulations for the study area.
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Discussion:

Burlington is no longer growing outward as it once did; mature neighbourhoods across the city are now experiencing pressure from within for redevelopment opportunities and replacement of older housing stock. The staff direction from council to conduct the Shoreacres character study was a result of concerns raised by residents in the community about redevelopment in the area. This study is intended to:

- Identify the character of the community;
- Outline planning tools and controls that can assist with managing change; and
- Provide recommendations for policy, by-law, and development review process amendments to ensure that new developments maintain the character of the community.

The project team held three public workshop events plus interviews with various stakeholders to learn what the community considered important characteristics of their neighbourhood while educating them on planning tools and controls that can help manage change. The result is the Shoreacres Character Study report.

Planning Directions

Staff has considered the recommendations that were provided in the Shoreacres Character Study and propose the following planning directions that apply specifically to the Shoreacres study area (or all character areas as needed).

Note - The study has informed additional policies and regulations that will apply on a city wide basis to all low density residential areas (including character areas) and are outlined in report PB-03-16 regarding the site plan process for low density residential areas.

Direction A: Official Plan Policy Amendments

Direction A1: Define Neighbourhood Character in the Official Plan.

Issue: Neighbourhood character is not specifically considered in the official plan.

Current Policy Status: Neighbourhood character is not defined in the official plan.

Consultant Direction: Define neighbourhood character in the official plan to help manage change in character areas.

Recommended Planning Direction: This definition has been developed through the Roseland and Indian Point Character Studies (see Appendix A from report PB-14-16) and will be aligned for all character areas including Shoreacres.

Direction A2: Include lot area and frontage in character area policies in Official Plan.

Issue: The official plan does not have character area policies thus it does not acknowledge prevailing lot area and frontage as part of community character.

Current Policy Status: The official plan does not have specific character area policies. It regulates all low density residential areas in the same way.

Consultant Direction: Develop character area policies in the official plan and ensure they include lot area and frontage as part of what defines a neighbourhood.

Recommended Planning Direction: The Roseland and Indian Point Character Studies (see Appendix A from report PB-14-16) have developed general official plan policies for neighbourhood character areas that include lot configurations, areas, and frontages and will be aligned for all character areas including Shoreacres.

Direction B: Zoning By-law Amendments

Direction B1: Provide aligned zoning regulations in study area. (See Appendix A)

Issue: There are two zoning designations within the study area each with unique development regulations. The zoning by-law requires an amendment to identify the study area and ensure alignment of development regulations within it.

Current Policy Status: The mapping in the zoning by-law does not specifically recognize the Shoreacres community.

Consultant Direction: The updated boundary of the study area as shown on page 5 of the Shoreacres Character Study report, dated December 2015, prepared by MHBC Planning and George Robb Architect should be identified in the zoning by-law to ensure aligned regulations throughout. The consultant report indicates that properties along Lakeshore Road were not considered to form part of the character of the Shoreacres community.

Recommended Planning Direction: The mapping in the zoning by-law will be updated to reflect the updated study area as identified in the Shoreacres Character Study report. Note - the properties along Lakeshore Road will not be included in the Shoreacres character area and will not be subject to its policies and regulations.

Direction B2: Front yard setback. (See Appendix A)

Issue: The front yard setbacks established in the zoning by-law do not reflect the existing built form for the majority of properties (R2.1 zone) in the study area.

Current Policy Status: There are two zoning designations (R2.1 and R2.4) in the study area both with unique front yard setback requirements of 11m and 6m respectively.

Consultant Direction: The zoning by-law should be amended to reflect the average existing setback in the study area of 9m.

Recommended Planning Direction: The front yard setback regulations for the R2.1 zone within the study area will be revised from 11m to 9m to more accurately reflect the existing built form in the community. The current 6m setback for the R2.4 zone will remain.

Direction B3: Side yard setback. (See Appendix A)

Issue: There are two zoning designations within the study area and they measure side yard setbacks differently.

Current Policy Status: In the R2.1 zone, side yard setback is measured at 10% of lot width regardless of building height for dwellings with an attached garage/car port or 10% of lot width and 3m on one side regardless of building height for dwellings without an attached garage/car port.

In the R2.4 zone, side yard setback is measured for dwellings without an attached garage/car port at 1.2m and 3m other side for one and one and half storey side or 1.8m and 3m other side for two storey side of a dwelling. For dwellings with an attached garage/car port, side yard setback is measured at 1.2m and 1.8m for one or two storey dwellings respectively.

Consultant Direction: During the public open house meetings, the spacing between buildings was often identified as one of the key characteristics of the community. Side yard setbacks throughout the study area should utilize the 10% of lot width method.

Recommended Planning Direction: All side yard setbacks within the study area will be calculated utilizing the 10% of lot width method regardless of zoning designation.

Direction B4: Corner lots. (See Appendix A)

Issue: To provide architectural flexibility, corner lots are able to choose which street the front of the dwelling faces.

Current Policy Status: The zoning by-law does not specify which street the front of a dwelling must face on corner lots. One building orientation does not offer more development rights than the other. The zoning by-law also permits corner lots to have two driveways; one on both streets.

Consultant Direction: Limit driveway access to the front property line only and prohibit driveway access along a side street property line.

Recommended Planning Direction: Corner lots have different setback regulations than interior lots. As such, limiting driveway access to the front property line (similar to an interior lot) may overly restrict architectural flexibility for new dwellings, particularly when coupled with other proposed changes to the zoning bylaw regarding garage widths (see report PB-03-16). Rather than limit which street the driveway has access to, driveways on corner lots within the study area will simply be restricted to one street only.

Direction B5: Lot coverage. (See Appendix A)

Issue: There are two lot coverage requirements within the study area.

Current Policy Status: Lot coverage requirements range from 25%-35% on some properties and 35% to 40% on other properties within the study area.

Consultant Direction: Utilize the more restrictive lot coverage range of 25% - 35% within the study area.

Recommended Planning Direction: Lot coverage within the study area will be restricted to the 25% - 35% range.

Direction B6: Landscape open space area. (See Appendix A)

Issue: Landscape open space is the area not occupied by hard surfaces such as a driveway and walkway on a property. Landscape open space in front yards was identified by the community as an important characteristic of the neighbourhood.

Current Policy Status: The zoning by-law currently requires 50% landscape open space area for lots 18m in width or greater. The amount of landscape open space area decreases with narrower lots.

Consultant Direction: Require 50% landscape open space area for all lots (regardless of lot width) in study area.

Recommended Planning Direction: The strong majority of lots in the study area are at least 18m in width. The zoning by-law will be revised to require 50% landscape open space area, regardless of lot width, to ensure consistency within the study area.

Consultant Recommendations Not Supported By Staff

The Shoreacres Character Study report contains a number of recommendations for policy and by-law amendments. The consultants made two recommendations to be applied on a city wide basis that was considered by staff but is not being recommended for approval at this time:

1. Measure building height to mid point of roof instead of top of peak.

Changing how building height is measured (mid point of roof versus top of peak) does not guarantee improvements to house design and/or massing. Measuring to the mid point of the roof adds an unnecessary complication to the zoning by-law that may not add value or yield a benefit. Utilizing the current method of calculating building height coupled with the proposed provisions for lot coverage, floor area ratio, and side yard setbacks is adequate. Staff do not support the proposed revision to building height.

2. Consider additional regulations for flat or shallow rooflines.

The zoning by-law currently defines a flat roof as a roof having a slope of less than 1:10. This is a complex matter that requires a holistic analysis of the zoning by-law. Further consideration for revising this definition along with maximum height of a dwelling will be done during the comprehensive rewrite of the zoning by-law to implement the policies from the official plan review. Staff do not support the proposed regulations for flat roofs at this time.

Strategy/Process

There are overlapping themes and concepts among all three character studies (Roseland, Indian Point, and Shoreacres) and the site plan process for low density residential areas. As such, the corresponding staff reports (PB-03-16, PB-14-16, PB-15-16) for these initiatives are being presented to council at the same time to allow for a consistent and informed discussion. Council's decision on these reports will influence next steps for the Shoreacres Study and preparation of related by-laws.

Financial Matters:

Council approved one time funding of \$60,000 for this study. Actual costs to the city were \$52,749.

Public Engagement Matters:

The project team held three public workshop events to assist with the study research and recommendations. They also held interview sessions with various homeowners in the community, realtors, and the building industry to further their analysis. A webpage was created on the City's website so that all information from the workshop events was posted and shared with the general public.

The Shoreacres Study has been presented to Burlington Housing and Development Liaison Committee (HDLC) to inform them of the project team's analysis and recommendations.

Should council direct the Director of Planning and Building to prepare the amending by-laws to implement this study, public notice will be provided for a public meeting to be held at a future meeting of the Development and Infrastructure Committee.

Conclusion:

The proposed policy and by-law amendments from the Shoreacres Character Study will provide more clarity to the public, the development industry, and staff regarding the expectations for new development in the Shoreacres community. The outcome of reports PB-03-16 (Site Plan) and PB-14-16 (Roseland and Indian Point Character Studies) should be considered in coordination with the proposed amendments found in this report.

Respectfully submitted,

Jamie Tellier, Coordinator of Site Plan Review & Urban Design
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Appendices:

- a. Potential Draft Amendments to Zoning By-law 2020
- b. Character Area Study for Shoreacres
- c. Character Area Study for Shoreacres – Appendix A

Note: Appendix B and C are available online at www.burlington.ca/agendasandminutes

Notifications: (after Council decision)

Name:	Mailing or E-mail Address:

Approved by:

Mary Lou Tanner, Director of Planning and Building
Joan Ford, Director of Finance
Lisa Shields, Acting Director of Legal
James Ridge, City Manager

APPENDIX A – Potential Draft Amendments to Zoning By-law 2020

Direction B1: Provide aligned Zoning Regulations in Study Area	
Description of Draft Zoning By-law Amendment(s): Add the Shoreacres study boundary on the Zoning Maps in Part 15 to assist with aligning zoning regulations.	
Existing and Draft Zoning Comparison	
Existing Zoning By-law Provision	Draft Zoning By-law Amendment
[Shoreacres study boundary not identified in zoning maps]	[Map change to include Shoreacres study area]

Direction B2: Front yard setback	
Description of Draft Zoning By-law Amendment(s): Revise the front yard setback for R2.1 zone in study area from 11m to 9m.	
Existing and Draft Zoning Comparison	
Existing Zoning By-law Provision	Draft Zoning By-law Amendment
Table 2.4.1 R2.1 zone front yard setback: 11m	Footnotes to Table 2.4.1 (d) Properties located within the Shoreacres Character Area on ZONING MAPS in Part 15: R2.1 zone front yard setback: 9m

Direction B3: Side yard setback	
Description of Draft Zoning By-law Amendment(s): Revise the side yard setbacks in study area for dwellings with an attached garage or carport to 10% of lot width and for dwellings without an attached garage or carport to 10% of lot width and 3m on one side.	
Existing and Draft Zoning Comparison	
Existing Zoning By-law Provision	Draft Zoning By-law Amendment
Footnotes to Table 2.4.1 (a) With attached garage or carport: 10% of actual lot width Without attached garage or carport: 10% of actual lot width, 3 m minimum on one side (b) Without attached garage or carport: (i) One or one and a half storey side 1.2m, 3m other side (ii) Two or more storey side 1.8m, 3m	Footnotes to Table 2.4.1 (e) Properties located within the Shoreacres Character Area on ZONING MAPS in Part 15: With attached garage or carport: 10% of actual lot width Without attached garage or carport: 10% of actual lot width, 3 m minimum on one side

<p>other side With attached garage or carport: (i) One or one and a half storey side 1.2m (ii) Two or more storey side 1.8m</p>	
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<p>Direction B4: Corner lots</p>	
<p>Description of Draft Zoning By-law Amendment(s): Restrict corner lots in study area to only one driveway access</p>	
<p>Existing and Draft Zoning Comparison</p>	
<p>Existing Zoning By-law Provision</p>	<p>Draft Zoning By-law Amendment</p>
<p>Part 1, Section 2.23 2) (a) and (b)</p> <p>(a) A maximum of one driveway shall be permitted for each residential property, except in the case of a corner lot where a maximum of one driveway per street frontage may be permitted if the second driveway location is approved by the city.</p> <p>(b) The maximum width of the 2nd driveway is of 4 metres inclusive of walkways.</p>	<p>Part 1, Section 2.24 2) (c) (c) properties located within the Shoreacres Character Area shall have a maximum of one driveway.</p>

Direction B5: Lot Coverage			
Description of Draft Zoning By-law Amendment(s):			
Add the Designated Area symbol (grey with white dots) to the Shoreacres study boundary on the Zoning Maps in Part 15			
Existing and Draft Zoning Comparison			
Existing Zoning By-law Provision			Draft Zoning By-law Amendment
Dwelling Type	Dwelling with Attached Garage	Dwelling Without Attached Garage	[map change to include Shoreacres study area in the Designated Areas]
One storey	40% including accessory buildings	32% plus 8% for accessory buildings	
One and a half storey	37.5% including accessory buildings	29.5 plus 8% for accessory buildings	
Two or more storeys	35% including accessory buildings 40% in R3.3 and R3.4 zones	27% plus 8% for accessory buildings 32% plus 8% in R3.3 and R3.4 zones	
All Dwellings in Designated Areas (b) (c)	35% for one storey dwellings including accessory buildings 25% for all other dwelling types including accessory buildings	27% for one storey dwellings plus 8% for accessory buildings 17% for all other dwelling types plus 8% for accessory buildings	

Direction B6: Landscape open space area	
Description of Draft Zoning By-law Amendment(s): Require 50% Landscape Open Space in entire study area regardless of lot width	
Existing and Draft Zoning Comparison	
Existing Zoning By-law Provision	Draft Zoning By-law Amendment
<p>Part 1, Section 2.24 3) (e) (e) Front lot or street side lot lines equal to or greater than 18m in width: (i) The combined maximum width of all hard surfaces is 50% of the front lot or street side lot line. (ii) The remaining lot area between a street line and a building elevation facing a street shall be landscaped open space area.</p>	<p>Part 1, Section 2.24 3) (e) (e) Front lot or street side lot lines equal to or greater than 18m in width and for all properties within the Shoreacres study area: (i) The combined maximum width of all hard surfaces is 50% of the front lot or street side lot line. (ii) The remaining lot area between a street line and a building elevation facing a street shall be landscaped open space area.</p>