

# PLANNING JUSTIFICATION REPORT

APPLICATION TO AMEND DUNDAS ZONING BY-LAW NO. 3581-86 AND CITY OF HAMILTON ZONING BY-LAW NO. 05-200

FGL Pirie Inc. 125 Pirie Drive City of Hamilton (Dundas)



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### **TABLE OF CONTENTS**

1.0	INTRODUCTION	2
1.1	PURPOSE OF THE REPORT	2
1.2	PROPERTY DESCRIPTION	3
1.3	SURROUNDING AREA AND USES	3
2.0	DEVELOPMENT PROPOSAL	3
3.0	PLANNING POLICY FRAMEWORK	4
3.1	PROVINCIAL POLICY STATEMENT (2020)	4
3.2	GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE (2019)	6
3.3	URBAN HAMILTON OFFICIAL PLAN ("UHOP")	9
4.0	TECHNICAL REPORTS	18
5.0	DRAFT ZONING BY-LAWS	20
6.0	PLANNING OPINION AND CONCLUSIONS	20

#### **SCHEDULES**

SCHEDULE 1: PROPERTY LOCATION

SCHEDULE 2: DEVELOPMENT CONCEPT PLAN

SCHEDULE 3: DRAFT ZONING BY-LAW AMENDMENT (RETIREMENT HOME)

SCHEDULE 4: DRAFT ZONING BY-LAW AMENDMENT (BUNGALOW TOWHOUSES)

# Planning Justification Report Application to Amend Dundas Zoning By-law No. 3581-86 and City of Hamilton Zoning By-law No. 05-200 FGL Pirie Inc. 125 Pirie Drive City of Hamilton (Dundas)

#### 1.0 INTRODUCTION

Wellings Planning Consultants has been retained by FGL Pirie Inc. to prepare a Planning Justification Report in support of an application to amend the former Town of Dundas Zoning By-law No. 3581-86 and City of Hamilton Zoning By-law No. 05-200 ("Zoning By-laws").

FGL Pirie Inc. has also retained the services of additional specialized consultants. The following plans, reports and materials have been prepared separately in support of the proposed application:

- Survey Plan, J.D. Barnes Limited, November 2019
- Architectural Package, Kirkor Architects, December 21, 2020
- Functional Servicing Report, Sidney W. Woods Engineering Inc., October 15, 2020.
- Grading Plan Sidney W. Woods Engineering Inc., August 2020.
- Stormwater Management, Sidney W. Woods Engineering Inc., October 2020.
- Transportation Impact Study, Parking Study, and Transportation Demand Management, Paradigm Transportation Solutions Limited, November 2020.
- Phase I Environmental Site Assessment, Pinchin Ltd., April 3, 2019.
- Draft Zoning By-law Amendments, Wellings Planning Consultants Inc., December 2020.
- Public Consultation Strategy, Fieldgate Properties, December 18, 2020.

#### 1.1 PURPOSE OF THE REPORT

The purpose of this report is to outline the nature of the proposal and to evaluate the proposed development in the context of the policies of the Provincial Policy Statement (2020), the Provincial Growth Plan (2019), and the Urban Hamilton Official Plan (UHOP).

#### 1.2 PROPERTY DESCRIPTION

The subject property is situated at the northeast corner of Governors Road and Pirie Drive at the west limit of the former Town of Dundas, now within the City of Hamilton. The lands comprise Lots 1 to 9 inclusive, and Block 18 of Registered Plan 62M-683. Plan 62M-683 was registered on May 1, 1991. The site has remained vacant since subdivision approval. The location of the subject lands is shown on **Schedule 1** to this report.

The site is approximately 1.43 hectares (3.54 acres) in size, having approximately 130 metres of frontage on Pirie Drive and a depth of approximately 112 metres. The subject lands are currently vacant and vegetated with grassland. The lands slope from north to south, with a grade variance of approximately 7 metres from the highest point at Pirie Drive at the north to the lowest point at Governors Road to the south.

#### 1.3 SURROUNDING AREA AND USES

The surrounding area is characterized primarily by residential uses. Fronting Pirie Drive just north of the subject property are single-detached dwellings. Townhouses and single-detached dwellings abut the property to the east, as well as to the south on the opposite side of Governors Road. On the west side of Pirie Drive are townhouses.

Institutional uses are situated east of the property on the south side of Governors Road, including Sir William Osler Elementary School, Dundas Valley Secondary School and St. Bernadette Catholic Elementary School.

In addition to residential and institutional uses, there are several parks, natural areas, and public open spaces within the immediate area. To the west, there is the Dundas Valley Conservation Area, with an extensive trail system. Local and neighbourhood parks within the vicinity include Turnball Parkette, Delottinville Park and Veterans Park.

Governors Road, which abuts the site to the south, is an east/west Major Arterial Road presently served by transit. Hamilton Street Railroad (HSR) Route #5 has its terminus at Pirie Drive. There is a signalized intersection to the east at Davidson Boulevard, a north/south Collector Road. Pirie Drive is a local collector road which runs north/south when intersecting with Governors Road. A sidewalk is provided on the north and west side of the Pirie Drive between Governors Road and Newcombe Road. East of Newcombe Road, sidewalks are provided along the south side of the road only.

#### 2.0 DEVELOPMENT PROPOSAL

The applicant is proposing to construct one 3-4 storey Retirement Home/senior's apartment building (referred hereafter as "Retirement Home"), and 17 one (1) storey bungalow townhouses. The proposed Retirement Home consists of approximately 14,712 square metres of total gross floor area, containing 71 retirement suites and 84 seniors' apartments. Access and building orientation will be to Governors Road. The proposed bungalow townhouse units front onto Pirie Drive with two (2) parking spaces for each unit. Parking for the independent seniors' apartments is provided at a rate of 1 space for each

of the 85 apartment units, plus 0.15 visitor spaces per unit, and 0.5 spaces are provided for each retirement suite.

The site plan is appended as **Schedule 2** to this report. A complete architectural set of drawings is included with the application submission.

The subject lands are currently regulated under former Town of Dundas Zoning By-law No. 3581-86. The City of Hamilton is presently undertaking a phased approach to bring all former Municipal Zoning By-laws into the City's Comprehensive Zoning By-law No. 05-200, however this work has not yet been completed for residential properties and therefore By-law 3581-86 still applies.

The site is currently within two separate zones. The largest portion of the site, Block 18, fronting onto Governors Road, is zoned Urban Reserve (UR). It is proposed that the Retirement Home lands be brought under Comprehensive Zoning By-law No. 05-200 by way of amendment. The lands proposed for the bungalow townhouses on the north side of the property are zoned R2. The R2 Zone permits single detached residential dwellings and Retirement Homes. An amendment is required to permit the development of these lands for bungalow townhouses. It is proposed that these lands remain covered by Dundas Zoning By-law 3581-86 and be rezoned to a Low to Medium Density Multiple Dwelling Zone (RM1) with site-specific permissions for the bungalow townhouses.

#### 3.0 PLANNING POLICY FRAMEWORK

The Provincial Policy Statement (2020), the Growth Plan for the Greater Golden Horseshoe (2019) and the City of Hamilton Official Plan are the policy documents that are applicable to the subject lands.

#### 3.1 PROVINCIAL POLICY STATEMENT (2020)

On February 28, 2020, the Government of Ontario released the Provincial Policy Statement (PPS) 2020, which is part of the government's plan to build healthier, safer, and more affordable communities. The PPS supports improved land use planning and management to contribute to effective and efficient land use patterns. The updated PPS contains new policies across five themes: Increasing Housing Supply and Mix; Protecting the Environment and Public Safety; Reducing Barriers and Costs; Supporting Rural, Northern and Indigenous Communities; and Supporting Certainty and Economic Growth. The 2020 PPS came into full force and effect on May 1, 2020.

Two definitions from the PPS are relevant:

"housing options" means a range of housing types such as, but not limited to single-detached, semi-detached, rowhouses, townhouses, stacked townhouses, multiplexes, additional residential units, tiny homes, multi-residential buildings. The term can also refer to a variety of housing arrangements and forms such as, but not limited to life lease housing, co-ownership housing, co-operative housing, community land trusts, land lease

community homes, affordable housing, <u>housing for people with special</u> <u>needs</u>, and housing related to employment, institutional or educational uses.

"special needs" means any housing, including dedicated facilities, in whole or in part, that is used by people who have specific needs beyond economic needs, including but not limited to, needs such as mobility requirements or support functions required for daily living. Examples of special needs housing may include, but are not limited to long-term care homes, adaptable and accessible housing, and housing for persons with disabilities such as physical, sensory or mental health disabilities, and housing for older persons. (underlines added)

In addition to the proposed bungalow townhouse units, the proposal includes "housing for older persons" in the form of retirement suites and seniors' apartments. Both forms of housing are consistent with Section 1.1.1. of the PPS which speaks to the importance of a mix of housing types in creating and sustaining healthy, livable, and safe communities. Section 1.1.1 reads as follows:

#### 1.1.1 Healthy, livable and safe communities are sustained by:

b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;

The proposed development is also consistent with the PPS vision for planning authorities to permit and facilitate a range of housing options, including new development as well as residential intensification, to respond to both current and future needs. An excerpt from Section 1.4 of the PPS is as follows:

#### 1.4 Housing

- 1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:
- b) 1. permitting and facilitating all *housing options* required to meet the social, health, economic and well-being requirements of current and future residents, including *special needs* requirements and needs arising from demographic changes and employment opportunities.

The PPS establishes that Settlement areas will be the focus of growth and development [Policy 1.1.3.1]. Policy 1.1.3.2 requires land use patterns and densities, and a mix of land uses which support efficient land use of infrastructure; minimize negative impacts to air

quality and responds appropriately to the impacts of climate change; and be supportive of active transportation and public transit.

Consistent with the PPS, the proposed development represents a reasonable and appropriate intensification of a presently vacant property situated on a Major Arterial Road. The development provides an efficient and cost-effective development and land use pattern and an efficient use of land and existing infrastructure and services, including public transit. The development is also consistent with the PPS by adding to the diversity of housing within the neighbourhood and providing a level of intensification that in my opinion is appropriate for the neighbourhood.

Based on my comprehensive review of the PPS 2020, it is my opinion that the proposed development is consistent with the policy directives of the PPS. The proposal for bungalow townhomes and housing for older persons will add to the available housing mix in the area. The redevelopment represents an appropriate, reasonable and optimal intensification of the subject lands. The redevelopment will also take advantage of existing infrastructure and is transit supportive. There are no adverse land use or environmental impact anticipated as a result of the proposed development.

#### 3.2 GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE (2019)

Consistent with the PPS, A Place to Grow, the Growth Plan for the Greater Golden Horseshoe ("Growth Plan") provides policies for the management of population and employment growth and to guide municipal decisions on a variety of issues such as transportation, infrastructure planning, land-use planning, urban form, housing, natural heritage and resource protection.

Section 1.1 of the Growth Plan highlights several challenges expected over the coming decades. Most pertinent to this proposal, the Growth Plan discusses the aging population, and the infrastructure needed to support this shift.

"People over the age of 60 are expected to comprise over 25% of the population by 2041<sup>3</sup>, which will result in the need for more age-friendly development that can address their unique needs and circumstances. This will include a more appropriate range and mix of housing options, easier access to health care and other amenities, walkable built environments, and an age-friendly approach to community design that will meet the needs of people of all ages."

This demographic shift and its implications are addressed in the City of Hamilton's Plan for an Age Friendly City discussed later in this report.

<sup>&</sup>lt;sup>3</sup> "Greater Golden Horseshoe Growth Forecasts to 2041: Technical Report (November 2012) Addendum", Hemson Consulting Ltd., 2013

The Guiding Principles (Section 1.2.1) of the Growth Plan provide a foundation for the Plan's principles and policies and acknowledge that achieving the vision for the GGH will require collaboration with the private and non-profit sectors, among others. Relevant Guiding Principles include the following:

- The achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime.
- Intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability.
- A range and mix of housing options, including additional residential units and affordable housing, to serve all sizes, incomes, and ages of households.

These Guiding Principles influence the implementation policies contained in Section 2 (Where and How to Grow). This Section of the Plan emphasizes building of compact and complete communities that are well-designed, age-friendly, provide a variety of both active and passive transportation options, and accommodate an appropriate range of housing, jobs, local services and public service facilities.

The subject lands are within the "Built Boundary" and "Built-up Area" according to Appendix G of the UHOP. Section 2.1 of the Growth Plan discusses intensification within the built boundary in the context of creating complete communities. Some of the key paragraphs in this section are outlined below:

"This Plan is about accommodating forecasted growth in complete communities. These are communities that are well designed to meet people's needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, public service facilities, and a full range of housing to accommodate a range of incomes and household sizes..."

"... many communities in the GGH are facing issues of housing affordability, which are being driven primarily by sustained population growth and factors such as a lack of housing supply with record low vacancy rates. This Plan helps to address this challenge by providing direction to plan for a range and mix of housing options, including additional residential units and affordable housing and, in particular, higher density housing options that can accommodate a range of household sizes in locations that can provide access to transit and other amenities. There is also a need for stakeholders to work collaboratively to find opportunities to redevelop sites using more age-friendly community design."

Section 2.2.1 of the Growth Plan sets out policies for managing growth. The following sections pertinent to the proposal are summarized below and include:

- 2.2.1(2) (c) Within settlement areas, growth will be focused in;
  - i) delineated built-up areas;
  - ii) strategic growth areas;
  - iii) locations with existing or planned transit; and
  - iv) areas with existing or planned public service facilities.
- 2.2.1(4) Applying the policies of this Plan will support the achievement of complete communities that;
  - a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities.
  - b) Improve social equity and overall quality of life, including human health, for people of all ages, abilities and incomes;
  - c) Provide a range and mix of housing options, including second units and affordable housing to accommodate people of all stages of life and to accommodate the needs of all household sizes and incomes.

Section 2.2.2 discusses the intensification targets within delineated built-up areas. The following policies are relevant to the proposal:

- 2.2.2(1) By the time the next municipal comprehensive review is approved and in effect, and for each year thereafter, the applicable minimum intensification target is as follows:
  - a) A minimum of 50 per cent of all residential development occurring annually within each of the Cities of Barrie, Brantford, Guelph, Hamilton, Orillia and Peterborough and the Regions of Durham, Halton, Niagara, Peel, Waterloo and York will be within the delineated built-up area.
- 2.2.2(3) All municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will:
  - a) identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development;
  - b) identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas:
  - c) encourage intensification generally throughout the delineated built-up area:
  - d) ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;
  - e) prioritize planning and investment in infrastructure and public service facilities that will support intensification; and
  - f) be implemented through official plan policies and designations, updated zoning and other supporting documents.

The subject lands are within the delineated built-up area, making these policies on residential intensification targets pertinent. The proposed development will assist the City in reaching the targets for residential intensification. Policies specific to the City of Hamilton's residential Intensification targets are highlighted within the UHOP, as discussed in the Official Plan section of this report.

The site is also well served by the local transit system. The Growth Plan definition of strategic growth areas includes the following statement: "Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as strategic growth areas." Although the subject property may not be identified as such, it has many of the characteristics of a strategic growth area as it is adjacent to a major arterial well served by public transit.

Having reviewed the Growth Plan in its entirety, it is my opinion that the proposed development of the subject lands conforms to the Guiding Principles and policies of the Growth Plan. The proposal will facilitate an intensified development within an existing residential community, while contributing to a complete community by adding to the mix of housing forms and increasing the variety of age-friendly housing options.

#### 3.3 URBAN HAMILTON OFFICIAL PLAN ("UHOP")

#### **Schedules**

The UHOP identifies the subject lands in various land use schedules as follows:

- Schedule A Provincial Plans "Urban Area";
- Schedule C Functional Road Classification "Major Arterial" (Governors Road);
- Schedule E Urban Structure "Neighbourhoods";
- Schedule E1 Urban Land Use Designations "Neighbourhoods";
- Schedule G Local Housing Market Zones "Dundas";
- Appendix F4 Archeological Potential "Archeological Potential"; and,
- Appendix G Boundaries Map "Built Boundary"/ "Built-up Area".

There is no Secondary Plan for the area.

#### <u>General</u>

The General Provisions of UHOP, Section 2.4 addresses the importance of residential intensification in delivering the City of Hamilton's growth strategy. As the Plan notes "intensification contributes to creating and maintaining vibrant neighbourhoods, nodes and corridors and can provide a wider range of housing types to meet the housing needs of Hamilton's current and future population." While supporting residential intensification, the Plan also acknowledges the importance of design and compatibility with existing uses, neighbourhood character and cultural and natural heritage. "Intensification must represent good planning and not cause unacceptable impacts."

The City endeavours to support and build on the strengths of individual communities. Together, these communities create a strong City of Hamilton. The City defines strong communities as:

- 1. Complete: Opportunities to live, work, learn, shop, and play are provided and are accessible.
- 2. Healthy: Healthy and safe lifestyles are supported by quality built and natural environments.
- 3. Diverse: Neighbourhoods are unique in character and enable a variety of lifestyle choices and housing opportunities for all.
- 4. Vibrant: Interesting and creative streetscapes and human scale public places are created through quality design, pedestrian amenities, and attention to land use mix.

The proposed development assists in the development of strong communities by contributing to the range of lifestyle and housing opportunities in the area in proximity to a wide range of recreational opportunities and natural areas. The building design oriented to Governors Road will enhance the streetscape and provide a safe and attractive pedestrian environment.

Section B.1.0 of the UHOP places emphasis on the need for "providing housing for people of all incomes and demographics in different housing types and tenures" as critical to quality of life. The Plan also highlights that:

"health and safety in our communities is essential ... A broad interpretation of health recognizes the inter-relationships between all aspects of our environment and the impacts on the health of citizens. Policies in this section enable healthy lifestyles, promote a healthy and safe community, and promote a high quality of life".

The proposal provides more housing opportunities within the subject neighbourhood in both quantity and variety. The bungalow townhouse units provide ownership opportunities for individuals and families, which may include seniors. Seniors are also provided with options for retirement suites or apartment living largely depending on their health and need for care. The availability of trails and both active and passive recreational opportunities nearby provides options for healthy active lifestyles for all ages.

The proposed Retirement Home meets the following definition in the UHOP:

"housing with supports" means public, private or non-profit owned housing with some form of support component, beyond economic support, intended for people who need support services to live independently in the community, where providers receive funding for support services. The tenure may be long term. Housing with supports includes special needs housing as defined by the Provincial Policy Statement.

#### **Urban Structure – Neighbourhoods Designation**

As described in the UHOP, Neighbourhoods are one of the key components of the City's Urban Structure. Lands within this designation occupy a major portion of the City's land area and are intended to contain all the elements that make up a complete community.

Importantly, the UHOP acknowledges that neighbourhoods are not static and that they are expected to evolve over time. Section E 2.6 states:

"Residential intensification within Neighbourhoods is part of the evolution of a neighbourhood and can happen at a range of scales and densities provided the intensification is compatible with and respects the built form and character of the surrounding neighbourhood."

As defined by Section E.2.6.4, the Neighbourhoods element of the urban structure shall provide the opportunity for a full range of housing forms, types, and tenure, including affordable housing and <u>housing with supports</u>.

Section E.3.2.1 addresses how urban areas designated as neighbourhoods shall function as complete communities, including the full range of residential dwelling types and densities including housing with supports as well as supporting uses intended to serve the local residents. The proposed development satisfies this policy as it provides a diversity of residential dwelling types within the neighbourhood, while respecting the built form of the surrounding community. The development conforms to the permitted uses within Neighbourhood Areas, as defined by Section E.3.2.2. which include residential dwellings and housing with supports.

Section 3.3 Residential Uses – General Policies provide direction and criteria for low, medium and high density residential uses. The bungalow townhouses would be considered low density (i.e. street townhouse) while the Retirement Home would be considered medium density.

Low density residential areas are characterized by lower profile, grade oriented built forms with a maximum height of 3 storeys and direct access to each unit at grade. Low density is preferred within the interior of neighbourhoods.

Medium density residential is characterized by multiple dwelling forms on the <u>periphery</u> of neighbourhoods in proximity to major or minor arterial roads. Medium density can also locate on collector roads within the interior of neighbourhoods. The maximum height for medium density residential shall be 6 storeys. In this case, the proposed Retirement Home is located at the periphery of the neighborhood with direct frontage and access to a Major Arterial Road (Governors Road). The Retirement Home will be a maximum of 4 storeys in height. It is my opinion that the Retirement Home is appropriately integrated into the neighbourhood in terms of density, design, and the overall fit on the subject property.

#### **Intensification Analysis**

As previously noted, the Growth Plan establishes enhanced targets for intensification within built up. Targets reflected in the policies of the UHOP are as follows:

**CHAPTER A, SECTION 2.3.3.4** highlights the City of Hamilton's Intensification Target:

Hamilton is required to plan to achieve a minimum of 40 percent of all residential development occurring annually within its built-up area by 2015. A total of 26,500 units are to be accommodated within the built-up area between 2001 and 2031.

The City's goal to achieve a minimum of 40 percent reflects the Growth Plan policy in effect at the time of the UHOP's approval. *Amendment 1* (2020) to the *Growth* Plan for the Greater Golden Horseshoe 2019 was approved by the Lieutenant Governor in Council, Order in Council No 1244/2020 to take effect on August 28, 2020, and has the effect, in part, of extending the horizon year to 2051 and increasing the intensification target to 50% of all residential development occurring annually within the delineated built-up area.

Work on a Municipal Comprehensive Review is now underway by the City of Hamilton and will include the incorporation of updated targets. Housing data contained in the recently released LORIUS and Associates report (City of Hamilton Residential Intensification Market Demand Analysis Market Demand Analysis Market Demand Analysis December 2020) indicates that the City of Hamilton is on target to achieve the 40% target.

According to the City of Hamilton staff report accompanying the LORIUS report (PED17010(h)) to achieve the target of 50 per cent, the City will need to continue with initiatives to support the City's desirability for high density living, and increase actions that the City is already undertaking to encourage intensification such as as-of-right policy and zoning permissions, and financial incentives and credits.

The Plan provides guidance for matters that must be considered in assessing proposals which meet the definition of Residential Intensification defined as:

Residential Intensification: Intensification of a property, site or area which results in a net increase in residential units or accommodation and includes:

- a) Redevelopment, including the redevelopment of brownfield sites;
- b) The development of vacant or under-utilized lots within previously developed areas;
- c) Infill development.

The subject proposal meets the definition of the Residential Intensification.

**CHAPTER B, SECTION 2.4.1** sets out General Residential Intensification Policies, establishing that *Residential intensification* shall be encouraged throughout the entire *built-up area*; in accordance with the policies of Chapter E – Urban Systems and Designations. The UHOP notes that 40 per cent of the *residential intensification target* is expected to occur within Neighbourhoods (Section 2.4.1.3.c).

Criteria for evaluating residential intensification development proposals are set out under Section 2.4.1.4 requiring:

- a) a balanced evaluation of the criteria in b) through g);
- b) The relationship of the proposal to the existing neighbourhood character so that it maintains, and where possible, enhances and builds upon desirable established patterns and built form;

The bungalow townhouses abutting Pirie Drive are compatible with the surrounding built form and the single-detached dwellings located on the north side of Pirie Drive. Both street townhouses and single-detached are considered a low density residential built form by the UHOP. The townhouse form of housing is found in the immediate neighbourhood on the west side of Pirie Drive. The bungalow product will provide a lower building height than existing dwellings in the immediate neighbourhood.

The Retirement Home is a different built form as would be the church that was previously proposed for this site. The Retirement Home will be low rise in nature and appropriately setback and stepped back from the existing surrounding residential.

It is my opinion that the proposed will enhance and build upon the established patterns and built forms.

c) The development's contribution to maintaining and achieving a range of dwelling types and tenures;

As previously noted, the proposal contributes to a variety of housing opportunities for singles, families, and older persons, in both rental and ownership accommodation.

d) The compatible integration of the development with the surrounding area in terms of use, scale, form and character. In this regard, the City encourages the use of innovative and creative urban design techniques;

Compatible is defined in the UHOP as:

"land uses and building forms that are mutually tolerant and capable of existing together in harmony within an area. Compatibility or

# compatible should not be narrowly interpreted to mean "the same as" or even as "being similar to"."

The bungalow townhouses will be a lower built form than the surrounding residential development. The current Zoning By-law permits a maximum building height of 10.5 metres whereas the bungalow townhouses would have a maximum height of 7.0 metres. The townhouses would be street-oriented with the units having front yards and individual driveways in keeping with the pattern of development on Pirie Drive.

While the proposed Retirement Home is a taller built form than the existing homes in the area, this height difference is mitigated using setbacks and step-backs (terracing) on the building's east elevation, reducing the height on this side to three (3) storeys with the application of the 45 degree angular plane. An enhanced side yard setback and landscaping between the homes to the east also assists in the successful integration into the surrounding area.

The primary orientation of the Retirement Home is to Governors Road, away from the existing residences. The 4 storey portion of the building fronting onto Governors Road is stepped back after the first floor.

### e) The development's contribution to achieving the planned urban structure as described in CHAPTER E, Section E.2.0 – Urban Structure;

The proposal conforms to the objectives and policies of the Neighbourhoods designation by providing a mix of housing of all residential types including housing with supports and bungalow townhouse product consistent with the PPS.

#### f) Infrastructure and transportation capacity; and

A Functional Servicing and Stormwater Management Report (FSR) has been prepared for this proposal by Sidney W. Woods Engineering Inc., which is included with the application submission package. The FSR concludes that services are adequate and available to service the proposed development.

With respect to transportation capacity, the Traffic Impact Study prepared by Paradigm Transportation Solutions Limited concludes that the study area intersections are currently operating within acceptable levels of service during the weekday AM and PM hours. The study area intersections are forecast to operate with similar levels of service post-development. From a transit perspective, the area currently has seven-day service by the HSR 5 Delaware bus route which runs east/west and serves Dundas, Ancaster, Hamilton, and Stoney Creek. There is a transit stop at the corner of

Governors Road and Pirie Drive, the other stops located at Pirie Drive and Newcombe Road providing easy access for residents to transit.

g) The ability of development to comply with all applicable policies.

The development complies with all applicable policies of the UHOP, using creative urban design techniques, by maintaining and enhancing the built form of the neighbourhood, and by providing a broader range of housing opportunities within the surrounding area.

**CHAPTER B, SECTION 2.4.2** sets out policies regarding residential intensification within lands designated Neighbourhoods identified on Schedule E-1 - Urban Land Use Designations shall comply with Section E.3.0 – Neighbourhoods Designation.

Criteria for residential intensification within the Neighbourhoods designation are outlined in 2.4.2.2, requiring:

a) The matters listed in Policy B.2.4.1.4;

Refer to the comments above.

b) Compatibility with adjacent land uses including matters such as shadowing, overlook, noise, lighting, traffic, and other nuisance effects;

Comments with respect to compatibility are noted above. The proposed built form and design of the Retirement Home avoids adverse impacts relating to shadows and overlook.

 The relationship of the proposed building(s) with the height, massing, and scale of nearby residential buildings;

Refer to B.2.4.1.4(d) above.

d) The consideration of transitions in height and density to adjacent residential buildings;

The north portion of the property is at a higher elevation than the south resulting in a 3-4 storey design. As previously noted, design techniques such as enhanced setbacks, step-backs and the application of a 45 degree angular plane have been employed to address the transition between the Retirement Home with the townhouses immediately east. It is also expected that privacy fencing and/or landscaping will be provided.

# e) The relationship of the proposed lot(s) with the lot pattern and configuration within the neighbourhood;

The area consists of a varying lot pattern and configuration. The proposed bungalow townhouses are generally consistent with the lot pattern and configuration of the existing surrounding neighbourhood albeit the lots are smaller than those residences fronting Pirie Drive. Block 18 was created by plan of subdivision in 1991 and no change to the block configuration is proposed.

# f) The provision of amenity space and the relationship to existing patterns of private and public amenity space;

The bungalow townhouses fronting Pirie Drive will have front and rear yard private amenity areas similar to existing freehold dwellings in the surrounding neighbourhood. The private amenity space for the Retirement Home consists of indoor and outdoor facilities including an at-grade outdoor area to the rear of the building and rooftop amenity area. These areas will provide amenity options for residents who may have limited mobility.

# g) The ability to respect and maintain or enhance the streetscape patterns including block lengths, setbacks and building separations;

The bungalow townhouses along Pirie Drive maintain and respect the current streetscape patterns. The setback of the townhouses from Pirie Drive is consistent with the surrounding neighbourhood, and each unit will have direct access to Pirie Drive, similar to the previously envisaged single-detached dwellings on Lots 1-9. The pattern and configuration of Block 18 will not change as a result of the proposal. This block was originally created with the intent to accommodate an institutional use (i.e. church).

#### h) The ability to complement the existing functions of the neighbourhood;

The proposed development complements the existing functions of the neighbourhood. The development provides a greater range of housing opportunities and dwelling types within the neighbourhood. The Retirement Home and retirement bungalows complement the neighbourhood by providing more housing options especially for an aging demographic. The Retirement Home would provide the opportunity for area residents to remain in the neighbourhood as they grow older.

#### i) The conservation of cultural heritage resources; and,

There are no cultural heritage resources associated with this site.

j) Infrastructure and transportation capacity impacts.

Refer to B.2.4.1.4(f) above.

#### Hamilton's Plan for an Age-Friendly City 2014

Hamilton's Plan for an Age-Friendly City was approved in 2014 after extensive community engagement. It discusses a number of issues regarding the expected increase in the aging population over the next two decades. The Plan notes that seniors reside in all parts of Hamilton; however, suburban and rural areas of Hamilton will experience more rapid aging than areas of current concentration over the next two decades (Hamilton Council on Aging, 2014).

One area of focus of the Plan is the continuing challenge regarding housing opportunities for the aging population, and it sets out several objectives together with recommendations:

#### Objective 1.2:

1.2 Older adults' housing affordability, stability and choice is increased and maintained over time.

#### Recommendations:

- 1.2.1 Ensure that all municipal planning decisions with respect to mix and range follow the policy direction of the Urban and Rural Hamilton Official Plans.
- 1.2.1.1 Explore opportunities for housing mixes that include the needs of one and two person households, build accessible units, include different ownership models such as co-op housing and co-housing, Retirement Homes, some city park space and recreation facilities when none are nearby.

The proposal satisfactorily addresses the goals and visions outlined within Hamilton's Plan for an Age Friendly City.

#### **Roads Network**

Governors Road is designated as a Major Arterial Road on Schedule C to the UHOP. Policy E.4.5.2 discusses arterial road requirements:

• E.4.5.2(i) The primary function of a major arterial road shall be to carry relatively high volumes of intra-municipal and inter-regional traffic through the City in association with other types of roads.

• E.4.5.2(ii) Although land accesses are permitted, they shall generally be controlled/restricted.

The proposal includes a single access point to the property from Governors Road, at the request of the City, providing pick-up, drop-off, and visitor parking. It should be noted that the location of the entrance conflicts with the current transit stop. Further consultation with HSR will be required.

#### 4.0 <u>TECHNICAL REPORTS IN SUPPORT OF THE APPLICATION</u>

In support of the application, several technical studies/reports have been prepared. These studies/reports form part of, and are integral to, my planning opinion on the proposal. A brief overview of the technical reports follows:

#### **Functional Servicing Report**

Sidney W. Woods Engineering Inc. prepared a Functional Servicing Report (FSR) dated October 15, 2020 for the subject lands. The FSR confirms that water, sanitary services, and stormwater management services are readily available and can be implemented in compliance with the City of Hamilton's standards.

With respect to storm servicing, the majority of the lands drain south and southeast towards Governors Road and are intercepted by the existing roadside ditch running along the north side of the ROW. Existing municipal storm sewers are available adjacent to the site. The bungalow townhouse units will be serviced by a proposed private storm sewer running parallel to Pirie Drive, which will then connect to the existing municipal storm sewer. The remainder of the site will be serviced by the proposed internal storm sewer system through underground stormwater detention. Stormwater management quality control will be provided by a proposed oil/grit separator manhole providing more than 70% total suspended solids detention in accordance with MECP guidelines.

The existing sanitary sewer on Pirie Drive can accommodate the development of the townhouse units. A private sanitary sewer is proposed within the townhouse front yard area to accommodate lateral connections to individual units connecting to the existing sanitary sewer on Pirie Drive. Sanitary service to the proposed Retirement Home will be provided through a proposed sewer connection from the existing sanitary manhole on the north side of Governors Road.

Water service is proposed via installation of a private watermain parallel to Pirie Drive with individual service laterals to each unit. The private watermain will connect to the existing municipal watermain on the north side of Pirie Drive. An existing water service to Block 18 will be used to provide water service to the Retirement Home.

#### Transportation Impact Assessment, Parking, and TDM Study

A Transportation Impact Assessment, Parking Study, and Transportation Demand Management (TDM) Study was prepared by Paradigm Transportation Solutions Limited dated November 2020. The Study addresses the impacts of the development on the surrounding road network, the site's parking needs, and the TDM measures proposed to support the development application. A summary of Paradigm's findings is as follows:

#### **Traffic Impact**

The study area intersections are currently operating within acceptable levels of service during the weekday AM and PM hours. The site's trip generation is estimated to be approximately 40 AM peak hour vehicle trips and 53 PM peak hour vehicle trips. The development is forecast to have minimal impact on levels of service within the study area. The site is adequately served by the City's transit system, currently serviced by the 5 Delaware route, which provides seven-day service at regular intervals. Impacts from the development to both peak hour operations and transit operations are expected to be minor.

#### <u>Parking</u>

The proposed on-site parking for the development consists of 34 spaces for the townhouse units at two (2) spaces per unit, and 133 spaces for the Retirement Home (apartments at 1.15 spaces per unit including visitor, and 0.5 spaces per retirement suite). The number of parking spaces for apartment units and retirement suites exceed the recognized parking demand as per the ITE's Parking Manual guidelines and exceed the current Zoning By-law standards.

#### **Transportation Demand Management**

The Study includes recommended Transportation Demand Management (TDM) measures to help improve transportation efficiency, ultimately encouraging use of alternative modes, reducing reliance on single occupant vehicles, and encouraging a change in behaviour. These can be discussed further at the site plan approval process.

#### **Phase I Environmental Site Assessment**

Pinchin Ltd. conducted a Phase I Environmental Site Assessment (ESA) for the subject lands dated April 3, 2019. The ESA was conducted to assess the property for potential issues of environmental concern in the context of the development proposal. The ESA was completed in general accordance with the Canadian Standards Association (CSA) document entitled "Phase I Environmental Site Assessment, CSA Standard Z768-01", including a review of historical records, regulatory records, site reconnaissance, interviews and evaluation of information and reporting. Based on the conclusions of the ESA, no potential issues of environmental concern were identified.

#### 5.0 DRAFT ZONING BY-LAWS

#### **Existing Zoning**

The site is currently covered by two zones under the former Town of Dundas Zoning Bylaw 3581-86. Block 18 falls within the Urban Reserve (UR) Zone category. Permitted uses are restricted to agricultural uses and existing residential uses. The UR Zone is intended to prevent the premature development of land. With the Neighbourhoods designation now in place, it is appropriate to amend the Zoning By-law to permit development that conforms to the UHOP.

The balance of the lands fronting onto Pirie Drive (Lots 1-9 inclusive) are zoned Single-Detached Residential (R2) Zone, a zoning category which permits low density residential development in the form of single-detached dwellings. Retirement Homes, and bed and breakfast establishments are also permitted in the R2 Zone subject to various zone provisions.

#### Proposed Zoning

The City's intention is to ultimately bring all lands under City of Hamilton Comprehensive Zoning By-law 05-200. In support of this proposed development, we have prepared an amendment to By-law 05-200 which would have the effect of adding Block 18 (Retirement Home) to By-law 05-200 and placing the lands within a Modified Community Institutional (I2) Zone to allow for the development of the Retirement Home. The proposed amendment is attached to this report as **Schedule 3**.

A separate amendment is provided for the bungalow townhouses which would have the effect of rezoning the north area of the site from R2 to a new RM1 Zone with site-specific provisions under Dundas Zoning By-law 3581-86. The proposed amendment is attached to this report as **Schedule 4**. These lands will ultimately be brought into the City's Comprehensive Zoning By-law 05-200 as part of a broader City-initiated amendment at a later date.

#### 6.0 PLANNING OPINION AND CONCLUSIONS

Consistent with the PPS, the development represents an appropriate, reasonable and optimal intensification of the subject lands. The development will take advantage of existing infrastructure, is transit supportive, and will add to the range and mix of housing types and options in the neighbourhood.

By providing for a higher density development with a range of housing options for "older persons", the development proposal also conforms to the Growth Plan and contributes to a complete community that provides seniors with housing options. The Retirement Home provides area residents the opportunity to remain in the neighbourhood as they become older. The proposed bungalow townhouse units also conform to the Growth Plan as they

provide for some modest intensification that is age-friendly and compatible with the surrounding residential neighbourhood. The increasing need for housing for seniors has been identified in Hamilton's Age Friendly Plan 2014. The proposed development contributes to fulfilling that need.

The proposal also meets the definition of Residential Intensification as defined in the UHOP, and conforms to the criteria established for consideration of proposals for intensification within the Neighbourhoods designation. Development of the site will contribute to the achievement of intensification targets set by the Province and the 40% within the Neighbourhoods designation of the UHOP.

The proposal is compatible with the surrounding neighbourhood and is "mutually tolerant and capable of existing together in harmony within the area" as per the definition of "Compatible" in the UHOP. Appropriate design considerations have been made for the transition from the Retirement Home to the adjacent residential to the east through enhanced setbacks, step-backs and ensuring that the building respects the 45 degree angular plane. It is also expected that appropriate fencing and/or landscaping will be addressed at a subsequent site plan approval stage. There are no unacceptable impacts relating to shadow and overlook. A 3-4 storey building at this location is, in my opinion, an appropriate fit and will result in a positive contribution to the neighbourhood as well as the streetscape along a Major Arterial Road. The proposal will provide a landmark building at the intersection combined with strong building articulation facing Governors Road with a pedestrian scale entrance to the street.

From a technical perspective, the various technical reports and studies prepared in support of the proposed development do not raise any technical concerns.

Based on my review of the pertinent planning documents and the background technical studies prepared in support of the application, it is my opinion that the proposed development of 17 bungalow townhouse units and a 3-4 storey Retirement Home is appropriate, compatible and represents good planning in the public interest.

The attached Draft Zoning By-laws (see Schedules 3 and 4) prepared in support of the application are in my opinion appropriate to facilitate the planned development. A Public Consultation Strategy is also provided under a separate cover and includes a detailed outline of how the proponent will actively consult residents and stakeholders while also respecting the COVID-19 pandemic.

In conclusion, it is my opinion that the proposal represents good planning in the public interest and provides an appropriate and compatible form of development in the surrounding context. The proposal is consistent with the PPS and in conformity with the Growth Plan and UHOP. The proposal also satisfies many policies of the UHOP particularly with respect to intensification and housing with supports. The proposal is also consistent with the recommendations of Hamilton's Age-Friendly Plan 2014. There are no technical issues arising from the various studies/reports submitted with the applications.

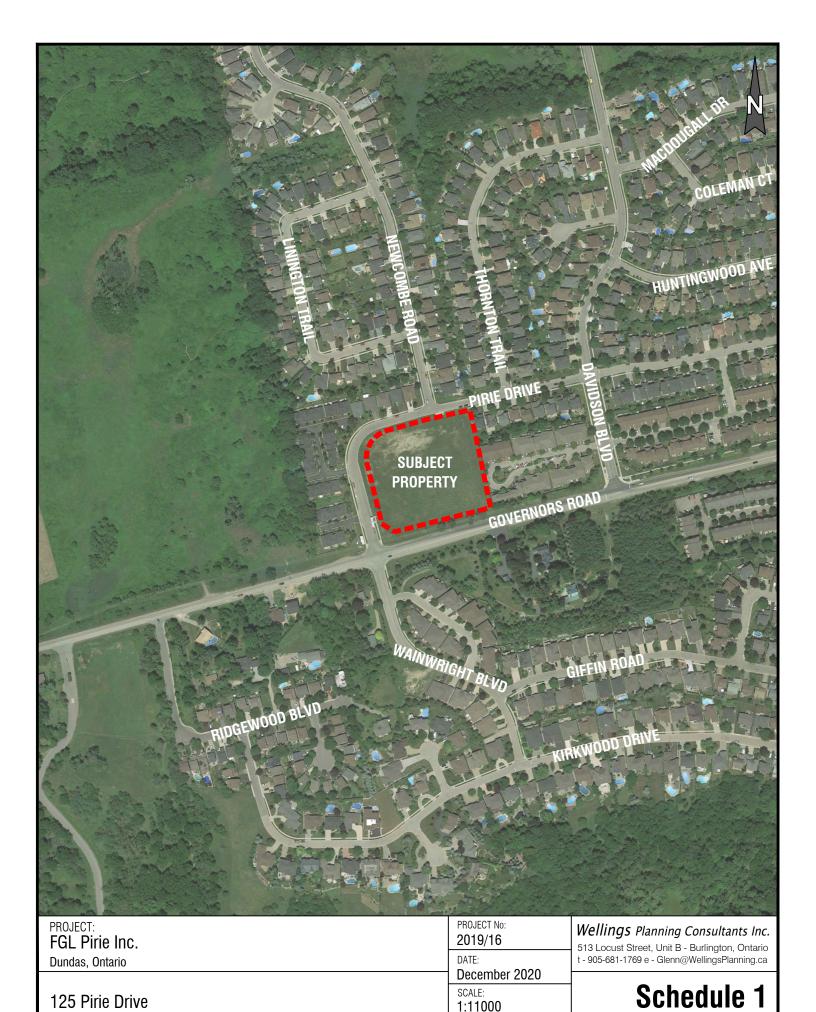
It is my opinion that the proposal should be approved subject to the Draft Zoning By-laws attached as **Schedules 3 and 4** to this report.

Yours truly,

WELLINGS PLANNING CONSULTANTS INC.

Glenn J. Wellings, MCIP, RPP.

22 | Page



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# 125 PIRIE DR RETIREMENT HOME & SENIORS' RESIDENCE

Fieldgate Properties Limited 125 Pirie Drive, Dundas, Ontario

	DRAWING LIST					
Sheet Number	Sheet Name	Issue#1 (Dec 21, 2020)	Issue#2 (Add Date)	Issue#3 (Add Date)	Issue#4 (Add Date)	4
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dA0.0	Cover Sheet					
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A2						
dA2.1	Floor Plan Level 1 - RETIREMENT HOME & SENIOR'S APARTMENT	•				
dA2.2	Floor Plan Level 2 - RETIREMENT HOME & SENIOR'S APARTMENT	-				
dA2.3	Floor Plan Level 3 - RETIREMENT HOME & SENIOR'S APARTMENT	-				
dA2.4	Floor Plan Level 4 - RETIREMENT HOME & SENIOR'S APARTMENT	•				
dA2.5	RoofTop Level Floor Plan - RETIREMENT HOME & SENIOR'S APARTMENT	•				
dA2.6	Floor Plan Level 1 - Bunglow Townohuses					
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A6						_
dA6.1	Perspectives - Apartment Building	•				Ĺ
dA6.2	Perspectives - Townhouse Blocks	•				L
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dA7.1	Shadow Studies - March 21st	•				
dA7.2	Shadow Studies - June 21st					
dA7.3	Shadow Studies - June 21st	I	1	1	1	

DRAWING LIST						Schedule 2
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<b>0</b>						Architect.
dA0.0	Cover Sheet	-				Date:
A1 dA1.1	Site Plan					
A2						
A2 dA2.1	Floor Plan Level 1 - RETIREMENT HOME & SENIOR'S APARTMENT	-				
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dA2.1	APARTMENT Floor Plan Level 2 - RETIREMENT HOME & SENIOR'S					
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A5.1	Sections	•					KIRKOR ARG
A6.1	Perspectives - Apartment Building	•					20 De Boers Dr

RCHITECTS + PLANNERS

Dr. # 400 Toronto ON M3J 0H1 TEL 416 665 6060 kirkorarchitects.com No.: Revision:

01	Rezoning	DEC 21, 202
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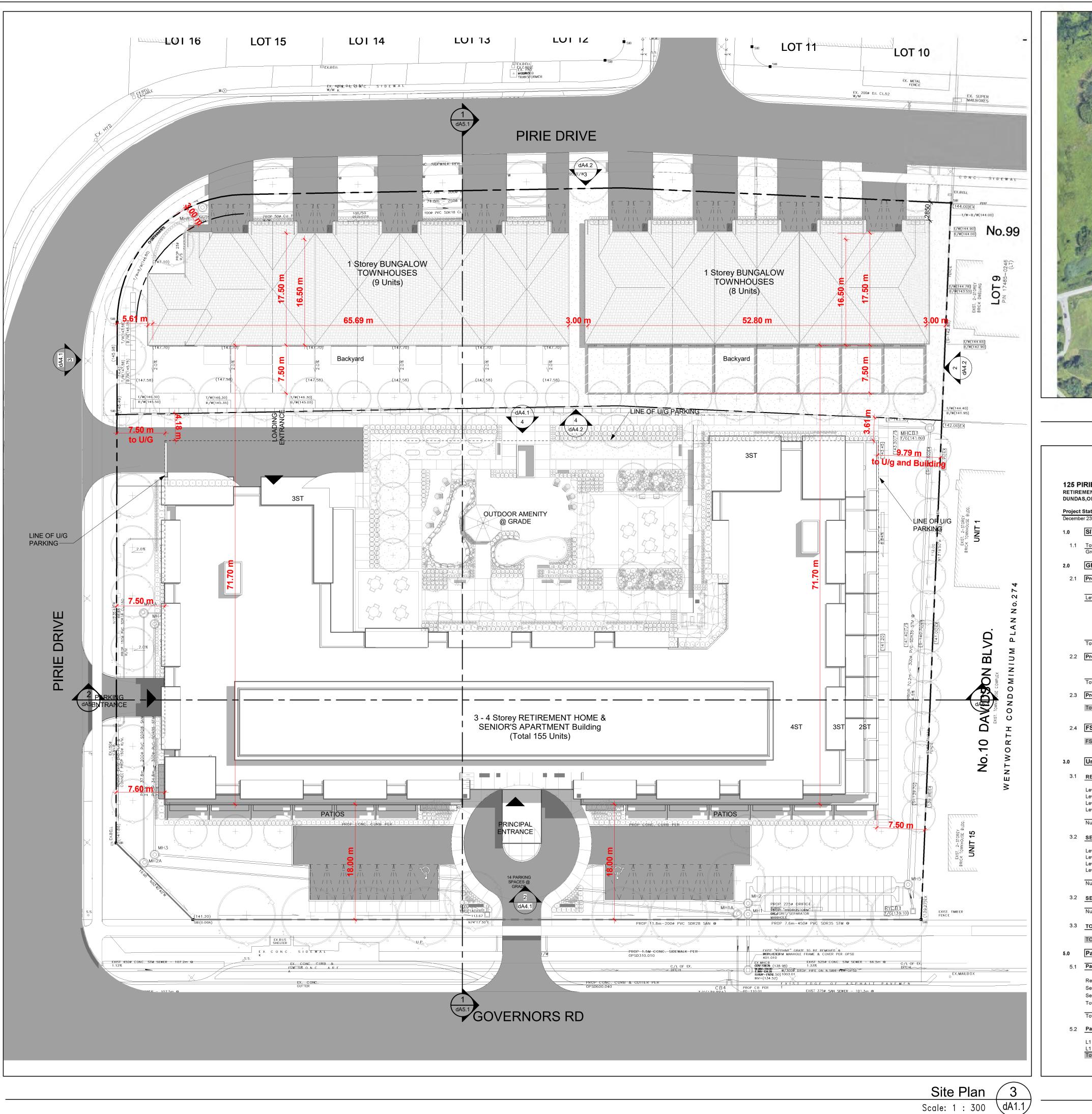
Cover Sheet

Fieldgate Properties Limited

125 PIRIE DR

125 Pirie Dr, Dundas, Ontario

Checked by: Checker 12/21/20



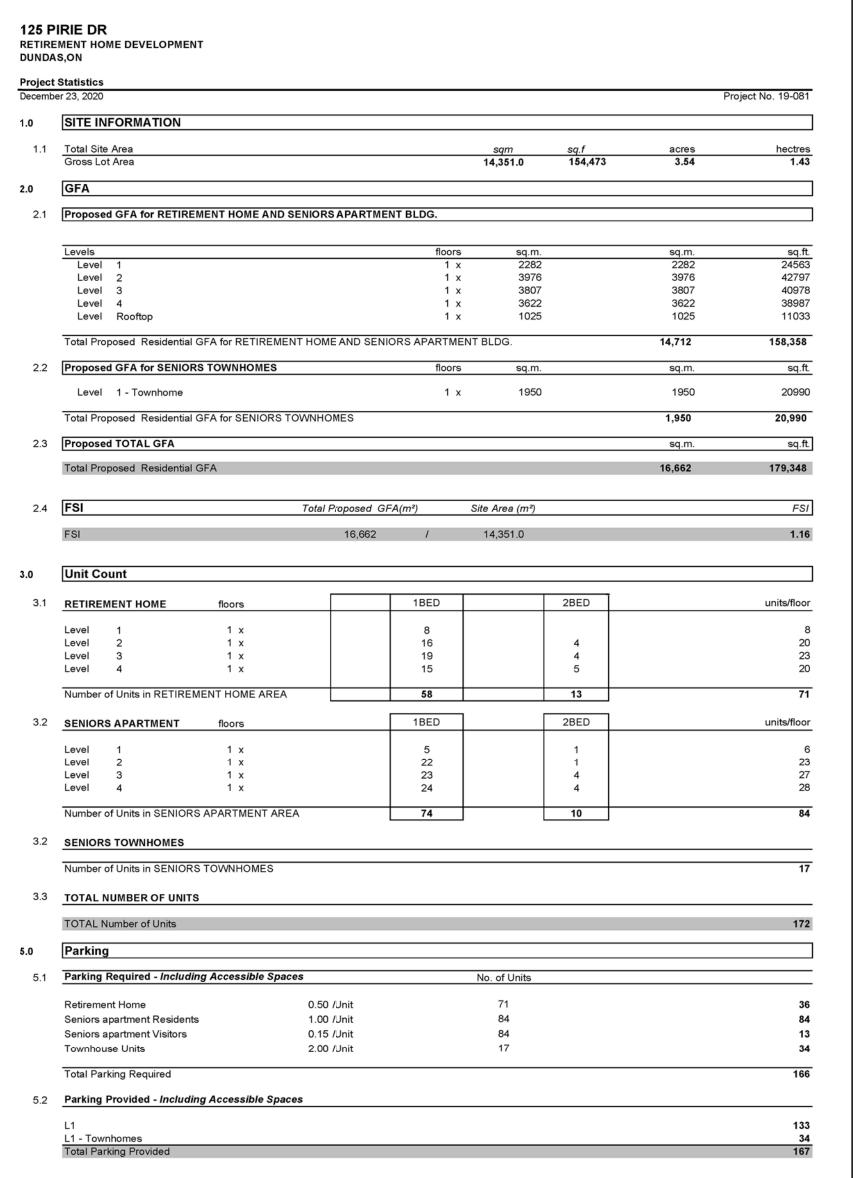


Context Plan 1 \dA1.1 NTS

Project Statistics 2

NTS

(dA1.1)



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KIRKOR ARCHITECTS + PLANNERS

20 De Boers Dr. # 400 Toronto ON M3J 0H1 TEL 416 665 6060 kirkorarchitects.com No.: Revision: Date:

01	Rezoning	DEC 21, 20
Nö	Issued For:	Date:

Drawing Title:

Site Plan

Fieldgate Properties Limited

125 PIRIE DR

Checked by:

Project No.

125 Pirie Dr, Dundas, Ontario 1:300 Author

Checker 19081 12/21/20

Authority:
Bill No.
CITY OF HAMILTON

To Amend Zoning By-law No. 05-200, as Amended, Respecting Lands Located at 125 Pirie Drive in the former Town of Dundas, Now in the City of Hamilton

BY-LAW NO. 21-

**WHEREAS** the City of Hamilton has in force several Zoning By-laws which apply to the different areas incorporated into the City by virtue of the *City of Hamilton Act*, 1999, Statutes of Ontario, 1999 Chap. 14;

**AND WHEREAS** the City of Hamilton is the lawful successor to the former Municipalities identified in Section 1.7 of By-law 05-200;

AND WHEREAS Zoning By-law No. 05-200 was enacted on the 25th day of May, 2005;

AND WHEREAS the Council of the City of Hamilton, in adopting Item of Report of the Planning Committee, at its meeting held on the day of commended that Zoning By-law No. 05-200 be amended as hereinafter provided;

**NOW THEREFORE** the Council of the City of Hamilton enacts as follows:

- 1. That Map No. \_\_\_\_\_ of Schedule "A" Zoning Maps, to Zoning By-law No. 05-200 is amended as follows:
  - a. by adding to the City of Hamilton Zoning By-law 05-200, the land the extent and boundaries of which are shown on a plan thereto attached as Schedule "A"; and,
  - b. by establishing a Community Institutional (I2) Zone, Modified to the lands, the extent and boundaries of which are shown on a plan hereto attached as Schedule "A".
- 2. That Schedule "C" of By-law No. 05-200 is amended by adding an additional special exception as follows:

#### "I2-xx"

a) Within the lands zoned Community Institutional (I2, xxx) Zone, identified on Map No.\_\_ of Schedule "A" – Zoning Maps and described as 125 Pirie Drive, the following special provisions shall apply:

Permitted Uses: Retirement Home Seniors' Apartments

#### Regulations:

i) For the purposes of this By-law, the Front Lot Line shall be deemed to be Governors Road

ii) Minimum Front Yard: 18 metres

iii) Minimum Side and

Flankage Yard: 7.5 metres

iv) Minimum Rear Yard: 3.0 metres

v) Maximum Building Height: 21.5 metres

vi) Maximum Capacity for Retirement Home

Suites: Shall not exceed 100

Residents

vii) Minimum Off-Street Parking:

1.0 spaces per Seniors Apartment plus 0.15

spaces for visitors

0.5 spaces per Retirement

Home Suite

viii) Minimum Parking Space Size: 2.6 metres in width and 5.5

metres in length for perpendicular parking

spaces

3.		authorized and directed to proceed with the giving of no aw, in accordance with the <u>Planning Act</u> .	otice
4.	into force, in accordance	shall come into force and be deemed to have c with Subsection 34(21) of the <u>Planning Act</u> , either uses By-law or as provided by the said Subsection.	
PAS	SED and ENACTED this	day of, 2021.	
	F. Eisenberger Mayor	A. Holland Clerk	

# Schedule "A" Zoning By-Law 05-200 125 Pirie Drive



This is a Schedule "A"
To By-Law No. \_\_\_\_ Passed
This \_\_Day of \_\_, 2021



Lands to be added to Zoning By-law 05-200 and Zoned Community Institutional (I2.xx) Zone

#### Schedule 4

**Authority:** 

Bill No.

CITY OF HAMILTON					
BY-LAW NO. 21-					
To Amend Zoning By-law No. 3581-86, as Amended, Respecting Lands Located at 125 Pirie Drive in the former Town of Dundas, Now in the City of Hamilton					
WHEREAS the City of Hamilton Act, 1999, Statues of Ontario, 1999 Chap.14, Sch. C. did incorporate, as of January 1st, 2001, the municipality "City of Hamilton";					
<b>AND WHEREAS</b> the City of Hamilton is the successor to certain area municipalities, including the former area municipality known as "The Corporation of the Town of Dundas" and is the successor of the former Regional Municipality, namely, "The Regional Municipality of Hamilton-Wentworth";					
<b>AND WHEREAS</b> the City of Hamilton Act, 1999, provides that the Zoning By-laws of the former area municipalities continue in force in the City of Hamilton until subsequently amended or repealed-by the Council or the City of Hamilton;					
<b>AND WHEREAS</b> Zoning By-law No. 3581-86, as Amended, was adopted on the 22 <sup>nd</sup> day of May, 1986 and came into full force and effect on the 10 <sup>th</sup> day of May, 1988;					
AND WHEREAS the Council of the City of Hamilton, in adopting Item of Report of the Planning Committee, at its meeting held on the day of , 2021, recommended that Zoning By-law No. 3581-86 be amended as hereinafter provided;					
NOW THEREFORE the Council of the City of Hamilton enacts as follows:					
1. That Map No of Schedule "A" – Zoning Maps, to Zoning By-law No. 3581-86 is amended as follows:					
<ul> <li>a. by rezoning the lands, the extent and boundaries of which are shown on a plan hereto attached as Schedule "A", from Single-Detached Residential (R2) Zone to Modified Low to Medium Multiple Dwellings Residential Zone</li> </ul>					

b. That the Modified RM1-xx Zone be subject to the following provisions:

Minimum Lot Area

180 square metres per

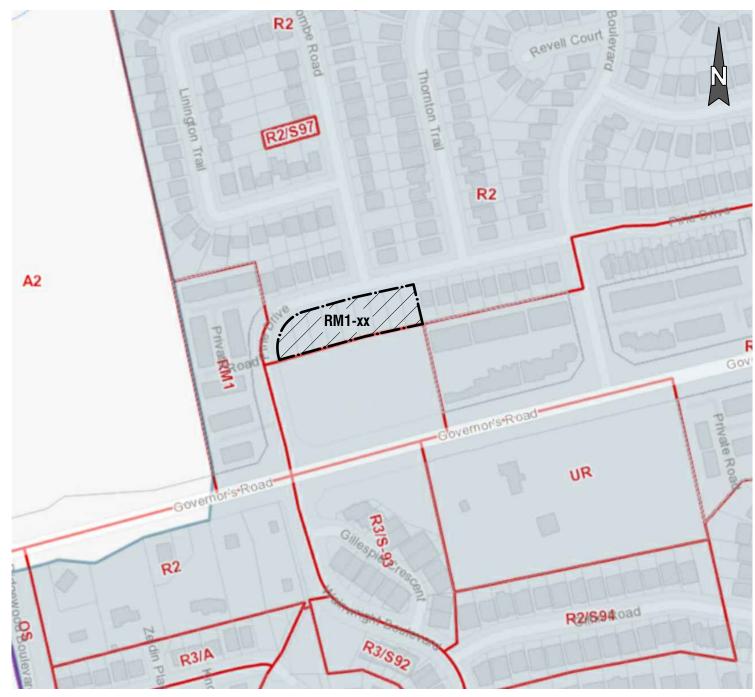
(RM1-xx Zone).

i)

	ii)	Minimum Lot Frontage	6.0 metres per dwelling unit				
	iii)	Minimum Front Yard	6.0 metres				
	iv)	Minimum Side Yards	0.0 metres for interior units and 3.0 metres for exterior units and between interior townhouse blocks				
	v)	Minimum Rear Yard	7.5 metres				
	vi)	Maximum Building Height	7.0 metres				
	c. All other pr	ovisions of Zoning By-law No.	3581-86 shall apply.				
2.		ereby authorized and directed this by-law, in accordance with	to proceed with the giving of notice the <u>Planning Act</u> .				
3.	3. That this By-law No shall come into force and be deemed to have cor into force, in accordance with Subsection 34(21) of the <u>Planning Act</u> , either up the date of passage of this By-law or as provided by the said Subsection.						
PASS	SED and ENACTE	this day of , 20	)21.				
	F. Eisenberg Mayor	er	A. Holland Clerk				

dwelling unit

# Schedule "A" Zoning By-Law 3581-86 125 Pirie Drive



This is a Schedule "A"
To By-Law No. \_\_\_\_ Passed
This \_\_Day of \_\_, 2021



Lands to be Rezoned from R2 Zone to RM1-xx Zone