

CITY OF HAMILTON PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT Planning Division

ТО:	Chair and Members Planning Committee
COMMITTEE DATE:	July 5, 2022
SUBJECT/REPORT NO:	Application for Official Plan Amendment for lands located at 20 Reid Avenue North, 11-17 and 41 Reid Avenue South, 22-116 Lang Street and 2, 4, 6, 8, 10, 12, 14, 16, 18, 20, 22 and 24 Hayes Avenue, Hamilton (PED22153) (Ward 4)
WARD(S) AFFECTED:	Ward 4
PREPARED BY:	Mark Kehler (905) 546-2424 Ext. 4148
SUBMITTED BY:	Steve Robichaud Director, Planning and Chief Planner Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

That amended **Urban Hamilton Official Plan Amendment Application UHOPA-22-011, by Roxborough Park Inc., Owner**, to amend Site Specific Policy UHN-25 to delete the maximum net residential density of 165 units per hectare and to require that increases in height and density be implemented through a Zoning By-law Amendment in accordance with applicable servicing and design criteria, for the lands located at 20 Reid Avenue North, 11-17 and 41 Reid Avenue South, 22-116 Lang Street and 2, 4, 6, 8, 10, 12, 14, 16, 18, 20, 22 and 24 Hayes Avenue, as shown on Appendix "A" attached to Report PED22153, be **APPROVED** on the following basis:

- (a) That the draft Official Plan Amendment (OPA), attached as Appendix "B" to Report PED22153, which has been prepared in a form satisfactory to the City Solicitor, be enacted by City Council;
- (b) That the proposed Official Plan Amendment (OPA) is consistent with the Provincial Policy Statement (2020) and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019, as amended.

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Avenue North, 11-17 and 41 Reid Avenue South, 22-116 Lang Street and 2, 4, 6, 8, 10, 12, 14, 16, 18, 20, 22 and 24 Hayes Avenue, Hamilton

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EXECUTIVE SUMMARY

The Owner, Roxborough Park Inc., has applied for an Official Plan Amendment (OPA) to increase the maximum net residential density for the subject lands from 165 units per hectare to 254 units per hectare. The subject lands consist of the former Roxborough Park Elementary School site and lands previously owned by CityHousing Hamilton (CHH) that are being redeveloped to include a mix of residential dwelling types and tenures, known as the Roxborough Park development (see Appendix "A" attached to Report PED22153).

Given Council direction to remove maximum densities for individual developments from the "Neighbourhoods" designation in the Urban Hamilton Official Plan (UHOP), through Phase 1 of the City's Municipal Comprehensive Review / GRIDS 2, staff have amended the Application to delete the maximum net residential density of 165 units per hectare as opposed to increasing the permitted density. To ensure the proposed increase in density is further implemented in City of Hamilton Zoning By-law No. 05-200, staff have amended the Application to require an implementing Zoning By-law Amendment addressing applicable servicing and design criteria in the UHOP.

The Application, as amended, has merit and can be supported as it is consistent with the Provincial Policy Statement (2020) and conforms to A Place to Grow Plan, 2019, as amended. Deleting the maximum permitted density requirement will allow for greater flexibility to accommodate residential intensification within the Roxborough Park development without the need for further Official Plan Amendments, provided applicable design and servicing requirements are met.

Alternatives for Consideration - See Page 14

FINANCIAL - STAFFING - LEGAL IMPLICATIONS

Financial: N/A

Staffing: N/A

Legal: As required by the *Planning Act*, Council shall hold at least one Public

Meeting to consider an Application for an amendment to the UHOP.

HISTORICAL BACKGROUND

On July 13, 2018, Council adopted By-law Nos. 18-202 and 18-203 that amended the UHOP and Zoning By-law No. 05-200 and approved a Draft Plan of Subdivision to

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permit a residential development consisting of seven blocks of land with a mix of townhouses, maisonettes, stacked townhouses and multiple dwellings and a new public road. The UHOP Amendment and Zoning By-law Amendment approvals provided for flexible zoning permissions based on a range of dwelling types being permitted on each Block and a permitted density of development for the entire site ranging from 115 units per hectare to a maximum of 165 units per hectare.

On December 15, 2021, Council adopted By-law No. 21-243 to further modify Zoning By-law No. 05-200 by modifying the zoning boundaries for three of the proposed development blocks (Blocks 5, 6 and 7a) and permitting multiple dwellings with a maximum building height of 41.5 metres on Block 6 where they were not previously permitted (see Appendix "C" attached to Report PED22153). The amending Zoning By-law includes a Holding Provision applicable to Block 6 restricting development exceeding 12.0 metres in height to a maximum of 41.5 metres until such time as an Urban Design Brief, Visual Impact Assessment, Shadow Impact Study and Noise Study have been submitted and implemented.

The proposed Official Plan Amendment is requested due to a revised concept for Block 6 that includes two multiple dwellings with building heights of 16 and 18 storeys and a total of 597 dwelling units, that will result in the net residential density exceeding the maximum permitted in Site Specific Policy UHN-25 in the UHOP (see Appendix "D" attached to Report PED22153). An implementing Zoning By-law Amendment Application to facilitate the proposed increase in height and density has not been submitted by the Owner.

Report Fact Sheet

Application Details		
Applicant/Owner:	Roxborough Park Inc.	
File Number:	UHOPA-22-011	
Type of Application:	Official Plan Amendment	
Proposal:	 Applicant Proposal: To increase the permitted net residential density range from between 115 and 165 units per hectare to between 115 and 254 units per hectare. 	

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Application Details		
Proposal (Continued):	 Staff Recommended Proposal: To delete the maximum permitted net residential density; To require that any development resulting in a net residential density greater than 165 units per hectare be contingent on the availability of water, wastewater and storm water capacity; To require any multiple dwelling with a building height greater than 12 storeys to demonstrate compliance with the design criteria for high profile multiple dwellings in the High Density Residential category of the Neighbourhoods Designation in the UHOP; and, To require an implementing Zoning By-law Amendment for any development with a building height greater than 12 storeys and / or that results in a net residential density greater than 165 units per hectare. 	
Property Details		
Municipal Address:	20 Reid Avenue North, 11-17 Reid Avenue South and 41 Reid Avenue South, 22-116 Lang Street and 2, 4, 6, 8, 10, 12, 14, 16, 18, 20, 22 and 24 Hayes Avenue	
Lot Area:	5.52 hectares (55,200 square metres).	
Servicing:	Existing municipal services.	
Existing Use:	The lands are being redeveloped with a mix of townhouses, maisonettes, stacked townhouses and multiple dwellings, including a 10 storey multiple dwelling operated by CHH at 41 Reid Avenue South.	
Documents		
Provincial Policy Statement (PPS):	The proposal is consistent with the PPS.	
A Place to Grow:	The proposal conforms with the Growth Plan.	
Official Plan:	 Schedule "E": Neighbourhoods; Schedule "E-1": Neighbourhoods; and, Urban Site Specific Policy: UHN-25. 	

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Documents			
Zoning:	Downtown Multiple Residential (D6, 696, H74) Zone Downtown Multiple Residential (D6, 595) Zone Conservation/Hazard Land (P5) Zone		
Processing Details			
Received:	March 1, 2022		
Deemed Complete:	March 17, 2022		
Notice of Complete Application:	Sent to 205 property owners within 120 metres of the subject property on April 1, 2022.		
Public Notice Sign:	Sign posted: March 22, 2022 Sign updated: June 8, 2022		
Notice of Public Meeting:	Sent to 205 property owners within 120 metres of the subject property on June 17, 2022.		
Public Comments:	No public comments were received.		
Processing Time:	126 days		

Existing Land Use and Zoning:

Existing Land Use	Existing Zoning

Subject Property:

Residential development site.

Downtown Multiple Residential (D6, 696) Zone, Downtown Multiple Residential (D6, 696,

H74) Zone and

Conservation/Hazard Land (P5)

Zone

Surrounding Land Uses:

North Public park (Roxborough Park) Neighbourhood Park (P1) Zone

and low density residential uses. and "D" (Urban Protected

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Residential – One and Two Family Dwellings, Etc.) District

Surrounding Land Uses:

East Single detached dwellings and "B" (Suburban Agriculture and

the Red Hill Valley Parkway. Residential, Etc.) District and "D"

(Urban Protected Residential – One and Two Family Dwellings,

Etc.) District

South Six storey multiple dwelling. "E" (Multiple Dwellings, Lodges,

Clubs, Etc.) District

West Single detached dwellings. "C" (Urban Protected

Residential, Etc.) District

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Provincial Policy Statement (2020) (PPS)

The Provincial Planning Policy framework is established through the *Planning Act* (Section 3) and the PPS. The *Planning Act* requires that all municipal land use decisions affecting planning matters be consistent with the PPS. The following policies, amongst others, apply to the proposed development.

Settlement Areas

With respect to Settlement Areas, the PPS provides the following:

- "1.1.3.1 Settlement areas shall be the focus of growth and development;
- 1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:
 - a) Efficiently use land and resources;
 - Are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and / or uneconomical expansion;
 - e) Support active transportation; and,

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f) are transit-supportive, where transit is planned, exists or may be developed;

Land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated."

The subject lands are located within a settlement area as defined by the PPS. The proposed OPA to eliminate the maximum permitted density would allow greater flexibility to efficiently use land and existing infrastructure, support transit and active transportation and provide opportunities for intensification.

Therefore, the proposal is consistent with the PPS.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019, as amended (Growth Plan)

The Growth Plan directs the majority of growth to settlement areas that have access to municipal water and wastewater systems and can support the achievement of complete communities. The following policies, amongst others, apply to the proposal.

- "2.2.1.2 Forecasted growth to the horizon of this Plan will be allocated based on the following:
 - a) The vast majority of growth will be directed to settlement areas that:
 - i. Have a delineated built boundary;
 - ii. Have existing or planned *municipal water and wastewater* systems; and,
 - iii. Can support the achievement of complete communities;
- 2.2.1.4 Applying the policies of this Plan will support the achievement of *complete communities* that:
 - Feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;

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c) Provide a diverse range and mix of housing options, including second units and *affordable* housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes."

The subject lands are located within the City of Hamilton urban boundary, are within the built boundary as defined by the Growth Plan and are serviced by municipal water and wastewater infrastructure. The proposed Official Plan Amendment would provide for greater flexibility to increase housing options, contributing to the achievement of a complete community.

Based on the foregoing, the proposal conforms with the policies of the Growth Plan.

Urban Hamilton Official Plan

The subject lands are identified as "Neighbourhoods" on Schedule "E" – Urban Structure and are designated "Neighbourhoods" on Schedule "E-1" – Urban Land Use Designations of the UHOP. The redevelopment of the subject lands was reviewed comprehensively through Official Plan Amendment Application UHOPA-18-006, Zoning By-law Amendment Application ZAC-18-010 and Draft Plan of Subdivision Application 25T-201802 that were approved by City Council on July 13, 2018. Council's approval provided for flexibility to permit a mix of housing types on site and a design that evolves over time. Further modifications to the zoning were evaluated through Zoning By-law Amendment Application ZAR-21-034 which resulted in a redistribution of permitted housing types within the Roxborough Park development area but no increase to the maximum permitted residential density.

The lands are subject to Urban Site Specific Policy UHN-25, which includes the following policies:

- "1.0 For the lands located at 20 Reid Avenue North, 11-17 and 41 Reid Avenue South, 22-116 Lang Street, and 2, 4, 6, 8, 10, 12, 14, 16, 18, 20, 22, and 24 Hayes Street, former City of Hamilton, designated Neighbourhoods, and identified as Site Specific Policy Area UHN-25, the following policies shall apply:
 - a) In accordance with Section B.2.3.2 Affordable Housing Policies and Section E.3.3 Residential Uses General Policies of Volume 1, the lands are intended to be redeveloped with a full range of housing types and tenures, including street townhouse dwellings, Maisonette dwellings, stacked townhouses dwellings, block townhouse dwellings and multiple dwellings, as well as an affordable housing component; and,

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b) Notwithstanding Policies E.3.4.4, E.3.5.7, and E.3.6.6 b) of Volume 1, the net residential density shall be between 115 and 165 units per hectare."

The proposed OPA will not amend Policy 1.0 a) and the Roxborough Park development will continue to provide for a full range of housing types and tenures. By amending Policy 1.0 b) to delete the maximum net residential density requirement, the proposed OPA will allow for greater flexibility to implement residential intensification without further amendments to the Official Plan. The removal of the maximum net residential density requirement is consistent with Council's direction to remove maximum densities for individual developments from the "Neighbourhoods" designation policies in the UHOP.

From a site servicing perspective, future development resulting in densities greater than those contemplated in previous approvals will be required to satisfy the following Policies, amongst others:

- "C.5.3.11 The City shall ensure that any change in density can be accommodated within the municipal water and wastewater system; and,
- C.5.4.1 Any new development that occur shall be responsible for submitting a detailed storm water management plan prior to development to properly address on site drainage and to ensure that new development has no negative impact on off site drainage."

Servicing capacity was reviewed comprehensively through OPA Application UHOPA-18-006, Zoning By-law Amendment Application ZAC-18-010 and Draft Plan of Subdivision Application 25T-201802 which contemplated a maximum net residential density of 165 units per hectare. This maximum permitted density was implemented in the amending Zoning By-law which permits a maximum of 840 dwelling units for the Roxborough Park development area. Staff recommend that a Policy be added to the OPA requiring that any development resulting in a net residential density greater than 165 units per hectare be contingent on the availability of water, wastewater and storm water capacity. An assessment of available servicing capacity is to be completed as part of a future Zoning By-law Amendment to implement the proposed increase in residential density.

The concept submitted with the proposed OPA includes two multiple dwellings with building heights of 16 and 18 storeys, which is a departure from previous approvals that did not contemplate building heights greater than 12 storeys. Staff consider the 16 and 18 storey building heights to be "high profile" in relation to the design criteria for the high

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density residential category of the Neighbourhoods designation. Therefore, the following Policies, amongst others, apply:

- "E.3.6.7 Development within the high density residential category shall be evaluated on the basis of the following criteria:
 - b) High profile multiple dwellings shall not generally be permitted immediately adjacent to low profile residential uses. A separation distance shall generally be required and may be in the form of a suitable intervening land use, such as a medium density residential use. Where such separations cannot be achieved, transitional features such as effective screening and / or design features shall be incorporated into the design of the high density development to mitigate adverse impact on adjacent low profile residential uses;
 - d) Development shall:
 - ii) Be compatible with existing and future uses in the surrounding area in terms of heights, massing, and an arrangement of buildings and structures;
 - f) The City may require studies, in accordance with Chapter F Implementation Policies, completed to the satisfaction of the City, to demonstrate that the height, orientation, design and massing of a building or structure shall not unduly overshadow, block light, or result in the loss of privacy of adjacent residential uses; and,
 - g) The orientation, design, and massing of a building or structure higher than six storeys shall take into account the impact on public view corridors and general public views of the area of the Niagara Escarpment, waterfront, and other parts of the City as identified through secondary plans or other studies."

The "Neighbourhoods" designation in the UHOP does not establish maximum building heights and the mechanism for regulating building height is the Zoning By-law. Previous Zoning By-law Amendment Applications ZAC-18-010 and ZAR-21-034 were evaluated based on low-rise to mid-rise building heights with the maximum permitted building height being 12 storeys (41.5 metres). As a Zoning By-law Amendment to implement the proposed OPA has not been submitted by the Owner, staff recommend a Policy be added to require that any development exceeding 12 storeys be evaluated based on the design criteria applicable to high profile multiple dwellings in Policy

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E.3.6.7. The evaluation of building height will occur through a future Zoning By-law Amendment. As per Policy E.3.6.7 f), staff will identify through a Formal Consultation Application, the studies required to evaluate the impact of any increase in building height as part of a complete Zoning By-law Amendment Application.

City of Hamilton Zoning By-law No. 05-200

The subject lands are currently zoned Downtown Multiple Residential (D6, 696) Zone in Zoning By-law No. 05-200 which permits a mix of dwelling types across seven development blocks. Holding Provision H74 applies to Block 6 and requires additional studies for any building exceeding 12.0 metres in height up to a maximum building height of 41.5 metres.

The (D6, 696) Zone permits a maximum of 840 dwelling units for the Roxborough Park development area, implementing the existing maximum net residential density of 165 units per hectare in the UHOP. Based on the Site Plan Applications submitted to the City for Blocks 1 to 5 and 7, the Block 6 concept plan submitted with the proposed OPA would result in a total of 1,290 dwelling units. The proposed OPA would allow for an Application to increase the number of dwelling units permitted in the Zoning By-law without the need for an OPA, provided applicable servicing and design criteria are met.

The concept plan submitted with the proposed OPA includes two multiple dwellings with building heights of 16 and 18 storeys located on Block 6 of the Roxborough Development. This concept would require modifications to the Zoning By-law to increase the maximum building height for Block 6 from 41.5 metres to 54 metres.

In the opinion of staff, the Zoning modifications required to implement the proposed OPA are not minor. An increase to the number of dwelling units will require that the Owner demonstrate adequate servicing capacity and the increased building height would result in "high profile" residential development where previously only low-rise and mid-rise development was proposed. Therefore, the appropriate mechanism for implementing the proposed OPA is a Zoning By-law Amendment. As the Owner has not submitted a Zoning By-law Amendment Application, staff recommend a Policy be added to the OPA requiring that a Zoning By-law Amendment be submitted for any increase in density and / or building height beyond what was contemplated in previous approvals.

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RELEVANT CONSULTATION

Departments and Agencies				
	Comment	Staff Response		
Transportation Planning Section, Planning and Economic Development Department	Advised that the net increase of new trips associated with the proposal can be accommodated within the overall transportation network, with minor improvements at the Queenston Avenue and Reid Avenue South intersection.	A supplemental analysis will be required at the Site Plan Control stage to determine the minor improvements required to the Queenston Road and Reid Avenue South intersection.		
Development Engineering Section, Growth Management Division	 Advised that the proposed increase in density will result in an exceedance of the domestic water demands that were included in the previously approved Watermain Hydraulic Analysis. An updated Watermain Hydraulic Analysis is required to confirm that watermains can meet the demands of increased density and that the increased domestic water demand does not reduce the pressure in the municipal system below the accepted range; and, The wastewater servicing and stormwater management components of the Applicant's Functional Servicing Report require revisions, including the provision of storm and sanitary catchment area plans and a storm drainage plan. 	 Staff recommend a Policy be added to the Official Plan Amendment requiring that any increase in density greater than the previously approved 165 units per net hectare be contingent on the availability of water, wastewater and storm water capacity; and, Development Engineering requirements will be addressed through a future Zoning By-law Amendment Application. 		

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PUBLIC CONSULTATION

In accordance with the provisions of the *Planning Act* and the Council Approved Public Participation Policy, Notice of Complete Application and Preliminary Circulation was sent to residents within 120 metres of the subject lands on April 1, 2022. A Public Notice sign was posted on the property on March 22, 2022 and updated with the Public Meeting date on June 8, 2022. A Notice of Public Meeting was sent to property owners within 120 metres of the site on June 17, 2022, in accordance with the requirements of the *Planning Act*.

In accordance with their submitted Public Consultation Strategy, the Applicant posted a sign on the subject property with a link to a microsite containing application materials and updates: https://urbansolutions.info/roxborough-park/.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

- 1. The proposed OPA has merit and can be supported for the following reasons:
 - (i) It is consistent with the PPS (2020) and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019, as amended;
 - (ii) It meets the intent of the UHOP and Council's direction as part of Phase 1 of the City's Municipal Comprehensive Review / GRIDS 2; and,
 - (iii) It allows for greater flexibility to implement residential intensification without further amendments to the Official Plan, provided applicable servicing and design criteria are met.

2. Official Plan Amendment

The Owner has applied for an OPA to increase the maximum net residential density for the subject lands from 165 units per hectare to 254 units per hectare. The subject lands are designated "Neighbourhoods" and are subject to Urban Site Specific Policy UHN-25.

On June 8, 2022, Council adopted the recommendations of Report PED21067(b) and approved updates to the UHOP as part of Phase 1 of the City's Municipal Comprehensive Review / GRIDS 2. The UHOP updates included eliminating the maximum net residential density requirements from the "Neighbourhoods" Policies as they relate to individual developments. Therefore, staff have amended the

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Application to delete the existing maximum net residential density of 165 units per hectare.

The proposed OPA, as amended, will allow for greater flexibility to implement residential intensification without further amendments to the Official Plan. To ensure any increase in density and height is implemented in accordance with applicable servicing and design criteria, staff recommend additional policies be added as follows:

- To require that any development resulting in a net residential density greater than 165 units per hectare be contingent on the availability of water, wastewater and storm water capacity;
- To require any multiple dwelling with a building height greater than 12 storeys to demonstrate compliance with the design criteria for high profile multiple dwellings in the high density residential category of the "Neighbourhoods" designation in the UHOP; and,
- To require an implementing Zoning By-law Amendment for any development with a building height greater than 12 storeys and / or that results in a net residential density greater than 165 units per hectare.

Therefore, staff support the proposed OPA, as amended.

3. The Owner has not submitted a Zoning By-law Amendment to implement the proposed OPA. Based on the materials submitted, modifications to the Zoning By-law will be required that are not minor in nature, including increasing the number of permitted dwelling units from 840 to 1,290 and increasing the maximum building height for Block 6 from 41.5 metres to 54 metres. Therefore, staff recommend that a Policy be added to the OPA requiring that an implementing Zoning By-law Amendment be submitted.

ALTERNATIVES FOR CONSIDERATION

Should the proposed Official Plan Amendment be denied, the existing maximum net residential density of 165 units per hectare would remain applicable to the subject lands.

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ALIGNMENT TO THE 2016 - 2025 STRATEGIC PLAN

Economic Prosperity and Growth

Hamilton has a prosperous and diverse local economy where people have opportunities to grow and develop.

Built Environment and Infrastructure

Hamilton is supported by state-of-the-art infrastructure, transportation options, buildings and public spaces that create a dynamic City.

APPENDICES AND SCHEDULES ATTACHED

Appendix "A" to Report PED22153 – Location Map Appendix "B" to Report PED22153 – Draft Official Plan Amendment Appendix "C" to Report PED22153 – Zoning Block Boundary Map Appendix "D" to Report PED22153 – Concept Plan

MK:sd