

CITY OF HAMILTON PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT Planning Division

то:	Chair and Members Planning Committee	
COMMITTEE DATE:	May 2, 2023	
SUBJECT/REPORT NO:	Application for Rural Hamilton Official Plan Amendment and Zoning By-law Amendment for Lands Located at 127 Freelton Road, Flamborough (PED23107) (Ward 13)	
WARD(S) AFFECTED:	Ward 13	
PREPARED BY:	Charlie Toman (905) 546-2424 Ext. 5863	
SUBMITTED BY:	Steve Robichaud Director of Planning and Chief Planner Planning and Economic Development Department	
SIGNATURE:		

RECOMMENDATION

- (a) That Rural Hamilton Official Plan Amendment Application RHOPA-23-002, by UrbanSolutions Planning & Land Development Consultants Inc. (agent) on behalf of Brian Didiodato (Owner), to amend the Rural Hamilton Official Plan to redesignate the subject lands from "Settlement Commercial" to "Settlement Residential" to permit the adaptive reuse of an vacant commercial building for a single detached dwelling for the lands located at 127 Freelton Road, Flamborough, as shown on Appendix "A" attached to Report PED23107, be APPROVED on the following basis:
 - (i) That the draft Official Plan Amendment, attached as Appendix "B" to Report PED23107, which has been prepared in a form satisfactory to the City Solicitor, be enacted by City Council;
 - (ii) That the proposed amendment is consistent with the Provincial Policy Statement (2020) and conforms to the Greenbelt Plan (2017) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019, as amended);
- (b) That **Zoning By-law Amendment Application ZAR-23-002, by UrbanSolutions Planning & Land Development Consultants Inc. (agent) on behalf of Brian Didiodato (Owner)**, for a change in zoning from Settlement

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Commercial (S2) Zone to Settlement Residential (S1, 847) Zone, to permit the adaptive reuse of an vacant commercial building for a single detached dwelling, for the lands known as 127 Freelton Road, Flamborough, as shown on Appendix "A" attached to Report PED23107, be **APPROVED** on the following basis:

- (i) That the draft By-law, attached as Appendix "C" to Report PED23107, which has been prepared in a form satisfactory to the City Solicitor, be enacted by City Council;
- (ii) That the amending By-law be added to Schedule "C" of Zoning By-law No. 05-200;
- (iii) That the proposed change in zoning is consistent with the Provincial Policy Statement (2020), conforms to the Greenbelt Plan (2017) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019, as amended), and will comply with the Rural Hamilton Official Plan upon approval of Rural Hamilton Official Plan Amendment No. XX.

EXECUTIVE SUMMARY

The purpose of these applications is to change the Rural Settlement Area designation within the Rural Hamilton Official Plan from "Settlement Commercial" to "Settlement Residential" and the zoning from Settlement Commercial (S2) Zone to a modified Settlement Residential (S1, 847) Zone to facilitate the adaptive reuse of a vacant commercial building into a single detached dwelling.

The subject property is located in central Freelton. The existing building on the property was constructed circa 1868 as a single detached dwelling. The building is listed in the City's Built Heritage Inventory. The dwelling was converted for commercial uses in the mid to late twentieth century and subsequently zoned "Settlement Commercial" with the adoption of the Flamborough Zoning By-law No. 90-145-Z in 1992 and then Settlement Commercial (S2) Zone with the adoption of City of Hamilton Zoning By-law No. 05-200 in 2005.

The purpose of the Rural Hamilton Official Plan Amendment (RHOPA) is to amend the Freelton Rural Settlement Area Plan to designate the subject lands from "Settlement Commercial" to "Settlement Residential".

The purpose of the Zoning By-law Amendment is to rezone the subject lands from Settlement Commercial (S2) Zone to a modified Settlement Residential (S1, 847) Zone. A site specific modification is required to allow the residential use within the existing building on the property which does not conform to several zoning regulations of the S1 Zone.

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The proposed RHOPA and Zoning By-law Amendment have merit and can be supported as they are consistent with the Provincial Policy Statement and conform to the Greenbelt Plan (2017) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019, as amended). The proposal will comply with and implement the policies of the Rural Hamilton Official Plan (RHOP) upon approval of the Official Plan Amendment, provides for the long-term conservation of a heritage building through adaptive reuse of the building and maintains the existing rural character of the area.

Alternatives for Consideration – See Page 15

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 Official Plan Amendment and Zoning By-law Amendment.

HISTORICAL BACKGROUND

Report Fact Sheet

Application Details		
Applicant/Owner:	Applicant: UrbanSolutions Planning & Land Development Consultant Inc. c/o Matt Johnston Owner: Brian Didioato	
File Number:	RHOPA-23-002 & ZAR-23-002	
Type of Application:	Rural Hamilton Official Plan Amendent and Zoning By-law Amendment	
Proposal:	Change in the Rural Hamilton Official Plan Rural Settlement Area designation from "Settlement Commercial" to "Settlement Residential"	
	Change in zoning from the Settlement Commercial (S2) Zone to the Settlement Residential (S1, 847) Zone.	
Property Details		
Municipal Address:	127 Freelton Road, Flamborough	
Lot Area:	0.05 hectares	

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Property Details		
Servicing:	The property is serviced by private services (separate well and septic services).	
Existing Use:	Commercial (vacant)	
Documents		
Provincial Policy Statement (PPS):	The proposal is consistent with the PPS (2020).	
Greenbelt Plan:	The proposal conforms to the Greenbelt Plan (2017).	
A Place to Grow:	The proposal conforms to the Growth Plan (2019, as amended).	
Rural Hamilton Official Plan Existing:	"Hamlets (Rural Settlement Areas)" on Schedule "A" - Provincial Plans, "Rural Settlement Areas" on Schedule D - Rural Land Use Designation and "Settlement Commercial" in the Freelton Rural Settlement Area Plan in Volume 2: Map 7.	
Rural Hamilton Official Plan Proposed:	"Settlement Residential" in the Freelton Rural Settlement Area Plan in Volume 2: Map 7.	
Zoning Existing:	Settlement Commercial (S2) Zone.	
Zoning Proposed:	Settlement Residential (S1, 847) Zone.	
Modifications Proposed:	 Staff Requested Modifications Limit the proposed use of the single detached dwelling to the existing building on the property. 	
Processing Details	·	
Received:	October 27, 2022	
Deemed Complete:	November 25, 2022	
Notice of Complete Application:	Sent to 38 property owners within 120 metres of the subject property on December 7, 2022.	
Public Notice Sign:	Posted December 2, 2022 and updated with the Public Meeting date on April 20, 2023.	
Notice of Public Meeting:	Sent to 38 property owners within 120 metres of the subject property on April 21, 2023.	
Public Consultation:	N/A	
Public Comments:	Two telephone inquiries	
Processing Time:	157 days from the date of receipt of the application.	

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POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

EXISTING LAND USE AND ZONING

	Existing Land Use	Existing Zoning
Subject Lands:	Commercial (vacant)	Settlement Commercial (S2) Zone
Surrounding Land Use	es:	
North	Wrecking yard	Settlement Commercial (S2) Zone
East	Single detached dwellings	Settlement Commercial (S2) Zone
West	Local commercial and single detached dwellings	Settlement Commercial (S2) Zone
South	Single detached dwellings	Settlement Commercial (S2) Zone and Settlement Residential (S1) Zone

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 Provincial Policy Statement (2020) 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 proposal.

- "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;
 - b) 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;

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- 1.1.4.2 In rural areas, rural *settlement areas* shall be the focus of growth and development and their vitality and regeneration shall be promoted.
- 1.1.4.3 When directing development in rural *settlement areas* in accordance with policy 1.1.3, planning authorities shall give consideration to rural characteristics, the scale of development and the provision of appropriate service levels."

The subject lands are located within a rural settlement area. As the applications are to allow the conversion of an existing building back to a single detached dwelling the proposal maintains the rural character of the area.

Therefore, based on the above, the proposal is consistent with the Provincial Policy Statement.

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

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

"2.2.9.1 Municipalities are encouraged to plan for a variety of cultural and economic opportunities within *rural settlements* to serve the needs of rural residents and area businesses."

The subject lands are located within a rural settlement area. The proposed change in use will not negatively impact the function of the Freelton settlement area. Therefore, based on the above, the proposal conforms to the Growth Plan.

Greenbelt Plan (2017)

The lands are designated "Protected Countryside" in the Greenbelt Plan. The following policies of the Greenbelt Plan, amongst others, apply to the proposal.

- "3.4.4 For lands within Hamlets in the Protected Countryside, the following policy shall apply:
 - 1. Hamlets are subject to the policies of the Growth Plan and continue to be governed by official plans and related programs or initiatives and are not subject to the policies of this Plan, save for the policies of sections 3.1.5, 3.2.3, 3.2.6, 3.3 and 3.4.2. Limited growth is

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permitted through infill and intensification of Hamlets subject to appropriate water and sewage services."

The subject lands are designated Hamlet in the Greenbelt Plan. The proposal constitutes limited growth and as discussed under the Rural Hamilton Official Plan section of this report, has appropriate water and sewage services. Therefore, based on the above, the proposal conforms to the Greenbelt Plan.

Rural Hamilton Official Plan (RHOP)

The subject lands are designated "Hamlets (Rural Settlement Areas)" on Schedule A -Provincial Plans and "Rural Settlement Areas" on Schedule D - Rural Land Use Designations of the RHOP. Further, the subject property is designated "Settlement Commercial" in the Freelton Rural Settlement Area Plan in Volume 2: Map 7.

The following policies, amongst others, apply to the proposal:

Volume 1 – Rural Hamilton Official Plan Policies

General Policies for Rural Housing

"3.2.2 The existing stock of housing in the rural areas shall be retained wherever possible and kept in a safe and adequate condition through use of the City's Property Standards by-law and incentive programs financed by the City or by senior levels of government. (OPA 26)"

The conversion of the existing commercial building into a single detached dwelling is considered an adaptive reuse and retains the rural housing stock.

Servicing

- "C.5.1.1 d) Development of a new land use or a new or replacement building on an existing lot that require(s) water and/or sewage servicing, may only be permitted where it has been determined by the requirements of Policies C.5.1.1 a) and b) that the soils and size of the lot size are sufficient to accommodate the water system and sewage disposal system within acceptable levels of on-site or off-site impacts including nitrate impact, and shall include sufficient land for a reserve discharge site or leaching bed. The maximum lot size shall be in accordance with F.1.14.2.1 g);
 - e) The private water supply and sewage disposal systems shall be capable of sustaining the proposed and existing uses within

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acceptable levels of on-site and off-site water quantity and quality impacts, including nitrate impact;

- f) The existing or proposed wastewater system shall not include a sewage disposal holding tank; and,
- g) The existing or proposed water supply system shall include a well with sufficient quantity of water to sustain the use. A cistern system that meets current accepted standards, may, to the satisfaction of the City, be an additional component of the water supply system."

The subject property is on private services and the Applicant submitted a Hydrogeological Opinion Letter that the daily wastewater use would be lower for a single detached dwelling than for permitted use within the Settlement Commercial (S2) Zone. The applicant also submitted a Wastewater Treatment System Performance Evaluation to determine whether the existing septic system on the property is being operated and maintained in substantial compliance with the Ontario Building Code. Staff have reviewed the Evaluation and commented that while the septic system is nearing its end of functional life, it continues to function within acceptable parameters. Based on the above, the applications are consistent with the Private Water and Wastewater Services policies in the RHOP.

Cultural Heritage

- "B.3.4.1.3 Ensure that all new development, site alterations, building alterations, and additions are contextually appropriate and maintain the integrity of all onsite or adjacent cultural heritage resources; and,
- B.3.4.2.1(h) Conserve the character of areas of cultural heritage significance, including designated heritage conservation districts and cultural heritage landscapes, by encouraging those land uses, development and site alteration activities that protect, maintain and enhance these areas within the City."

The proposal is compatible with the built environment as the density, height and nature of the rural landscape is unchanged from the existing built form. The conversion of the existing commercial building to a single detached dwelling will maintain the established character of the Freelton Rural Settlement Area.

The subject property is listed in the City's Built Heritage Inventory. The proposed conversion to a single detached dwelling will retain the historic appearance and rural character of the area through interior modifications to the existing building as well as

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removal of the commercial façade which is not original to the building. Staff are satisfied that the cultural heritage value or interest of the property will be conserved. Based on the above, the proposal conforms to Volume 1 of the Rural Hamilton Official Plan.

Volume 2 – General Policies

- "A.1.2.4 Development in Rural Settlement Areas shall proceed in accordance with the specific policies and designations for each Rural Settlement Area and subject to the following conditions:
 - (a) Within the Rural Settlement Areas, development shall be of a height, density, area and nature to be compatible with the existing built environment; and,
 - (b) All development shall be required to obtain approval from the City for servicing. Any development shall be serviced in accordance with Section C.5.1, Sustainable Private Water and Wastewater Services of Volume 1 of this Plan, and in no case shall a proposed new lot be less than one acre.
- A.1.2.8 To maintain and protect the distinct form and historical character of Rural Settlement Areas designated in this Plan, any application pursuant to the Planning Act or other legislation shall seek to conserve cultural heritage resources, cultural heritage landscapes, areas of archaeological potential, archaeological sites and the overall settlement character; and,
- A.1.2.9 To conserve the settlement character, construction of new buildings or renovation of existing buildings shall be sympathetic to and consistent with the existing heritage attributes of the Rural Settlement Area, including, but not limited to, consideration of traditional minimum lot sizes and setbacks in accordance with Section C.5.1 of Volume 1, building massing and orientation, and preservation of views, open spaces, and landmarks."

The proposal is compatible with the built environment as the height and nature of the rural landscape is unchanged from the existing built form. The conversion of the commercial building to a single detached dwelling will maintain the established character of the Freelton Rural Settlement Area.

As discussed above, the subject property is a legal non-complying lot that predates the minimum 0.4 hectare lot size, the owner currently has zoning permissions for commercial uses and that it is not feasible to increase the size of the property. Staff are

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satisfied that the proposal meets the Sustainable Servicing Policies in the Rural Hamilton Official Plan.

The subject property is listed in the City's Built Heritage Inventory. The proposed conversion to a single detached dwelling will retain the historic appearance and rural character of the area. Staff are satisfied that the cultural heritage value or interest of the property will be conserved.

Volume 2 - Settlement Residential

"A.1.3.1 On lands designated Settlement Residential, residential uses are limited to single detached dwellings, small scale residential care facilities, and small scale institutional uses shall be permitted subject to the policies of this Plan. (OPA 26)"

The proposal is consistent with the permitted uses under the Settlement Residential designation of the Freelton Rural Settlement Area Plan. Based on the above, the proposal conforms to Volume 2 of the RHOP.

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

The subject lands are currently zoned Settlement Institutional (S2) Zone in City of Hamilton Zoning By-law No. 05-200. Permitted uses in the Settlement Residential (S3) Zone include Medical Clinic, Motor Vehicle Service Station, Restaurant, Retail and Veterinary Service. A change in zoning to the Settlement Residential (S1, 847) Zone is required to facilitate conversion of the vacant commercial building to a single detached dwelling.

A site-specific zoning exception is necessary to recognize the current 0.05 hectare lot area whereas 0.4 hectares is required and 23 metres of lot frontage whereas 30 metres is required under the Settlement Residential (S1) Zone. The proposed zoning is discussed in the Analysis and Rationale for Recommendation section of this Report, and an evaluation of the proposed modifications to the (S1) Zone is included in Appendix "D" attached to Report PED23107.

RELEVANT CONSULTATION

Departments and Agencies	
Canada Post; and,Conservation Halton.	No comment or objection.

Empowered Employees.

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Departments and Ager	cies (Continued)	
	ent Division, Planning and Economic ment, Economic Development Division, te Office Section.	No comment or objection.
	Comment	Staff Response
Development Engineering Approvals Section, Growth Management Division, Planning and Economic Development Department	 No comments. The proposal is serviced by a private well and septic system (no municipal services). 	• Noted.
Source Water Protection, Public Works Department	It is our understanding that the application serves to recognize the current use of the property as residential instead of commercial since the property is currently used as a residential property. SWP group reviewed the "Hydrogeological Opinion Letter" prepared by Landtek Limited dated September 28, 2022. The letter states that the assumed commercial effluent flow would be higher than residential flow but in the absence of an actual commercial use it is difficult to state that daily design sewage flows are expected to increase or not as a result of this proposal. The applicant also submitted a Wastewater Treatment System Performance Evaluation to determine whether the existing septic system on the property is being operated and maintained in substantial compliance with the Ontario Building Code.	The existing Settlement Commercial (S2) Zone allows several uses which would be considered more intensive from a water, wastewater perspective than the proposed single detached dwelling, including restaurant, veterinary clinic and catering services.

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	Comment	Staff Response
Source Water Protection, Public Works Department (Continued)	Source Water Protection staff reviewed the evaluation with Building Department staff. While the septic system is nearing its end of functional life, it continues to function within acceptable operating parameters.	
	If the septic system does not receive any required maintenance, it may fail, and become unsafe. The City could then intervene and issue an Unsafe Order to Comply to repair or replace the system to meet the requirements of the OBC Act & Regulations.	
	It should be noted that with the system nearing end of life, any alteration, repair or replacements may require Building Permits to be obtained prior to work taking place.	
Growth Planning Section, Growth Management Division, Planning and Economic Development Department	The existing municipal addresses will be retained for this development.	• Noted.
Transportation Planning Section, Transportation Planning and Park Division, Planning and Economic Development Department	Transportation Planning has determined that a daylighting triangle will not be required if the building remains as is under this subject development application (ZAR-23-002 & RHOPA-23- 002). If developed in the future (building	Under the <i>Planning Act</i> the City is not permitted to require road widening dedications as part of an Official Plan or Zoning By- law Amendment application.
	removed and new DA or OPA/ZA is submitted) the following right of- way and daylighting dedications would be considered as per the Rural Hamilton Official Plan:	With the changes made to the <i>Planning Act</i> under Bill 23, the conversion of the existing building from commercial to residential is not considered would not be subject to Site Plan Control.

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	Comment	Staff Response
Transportation Planning Section, Transportation Planning and Park Division, Planning and Economic Development Department (Continued)	 a. Approximately ±5.5 metres should be dedicated to the right-of-way on Freelton Road, as per the Council Approved Rural Official Plan: Schedule C-1 - Future Right-of-Way Dedications. Freelton Road is to be 26.213 metres from Highway 6 to Eleventh Concession East as per Schedule C-1. b. Approximately ±4 metres should be dedicated to the right-of-way on Book Road, as per the Council Approved Rural Official Plan: Schedule C-1 - Future Right-of-Way Dedications. Brook Road is to be 26.213 metres from Highway 5 to Freelton Road as per Schedule C-1; and, c. Freelton Road and Brook Road are both Arterial Roads. According to the Official Plan, technically a 15.0 metres x 15.0 metres Daylighting Triangle should be dedicated to the right-of-way, as per the Council Approved Rural Official Plan: Chapter C - City Wide Systems and Designations 4.5 Road Network Functional Classification; Daylighting Triangles 4.5.7. 	
Waste Management Division, Public Works Department	This development is eligible for municipal waste collection and will be required to follow the requirements under the Waste Management System By-law No. 20-221.	Noted.
Ministry of Transportation	Although in principle, the Ministry has no objection to the proposed Zoning By-law Amendment & Official Plan Amendment applications for the property described above, the property owner should be made aware that the site is located within the MTO permit Control Area for Hwy 6. Therefore, an MTO Building & Land Use Permit will be required from this office before the start of any onsite construction/work.	• Noted

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Public Consultation:		
140 Freelton Road	No concerns with the proposed change of use but inquired about the status of the zoning the nearby property at 140 Freelton Road	• The proposed Official Plan and Zoning By- law Amendment applications are not associated in anyway to the use of the lands at 140 Freelton Road.

Public Consultation

In accordance with the provisions of the *Planning Act* and the Council approved Public Participation Policy, Notice of Complete Application was sent to 38 property owners within 120 metres of the subject property on December 7, 2022. A Public Notice sign was posted on the property on December 2, 2022 and updated with the public meeting date on April 21, 2023. Finally, Notice of the Public Meeting was mailed to 38 property owners within 120 metres of the subject lands on April 21, 2023. The applicant provided a Public Consultation Strategy as part of their application which identified no additional neighbourhood engagement beyond the minimum requirements of the *Planning Act*.

To date, the City has received two public enquires regarding the proposal via telephone. Both residents had no concern with the proposed Official Plan Amendment or Zoning By-law Amendment applications but requested updates with respect to permitted uses on the nearby property at 140 Freelton Road.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

- 1. The proposal has merit and can be supported for the following reasons:
 - It is consistent with the Provincial Policy Statement (2020) and conforms to the Greenbelt Plan (2017) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019, as amended);
 - (ii) It will comply with the general intent of the Rural Hamilton Official Plan upon approval of Rural Hamilton Official Plan Amendment No. XX; and,
 - (iii) The proposed development is compatible with the existing land uses in the immediate area and represents good planning by, among other things, adaptively reuses a cultural heritage resource.
- 2. The Official Plan Amendment is to designate the subject lands to "Settlement Residential" within the Freelton Rural Settlement Area Plan to convert the

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existing vacant commercial building to a single detached dwelling. The review of the Official Plan Amendment can be summarized as follows:

- The proposal is compatible with the built environment as the density, height and nature of the rural landscape is unchanged from the existing built form; and,
- The proposal adaptively reuses the existing building on the property, a cultural heritage resource.
- 3. Zoning By-law Amendment

The proposal is for a change in zoning from the Settlement Commercial (S2) Zone to the Settlement Residential (S1, 847) Zone to permit conversion of the existing vacant commercial building into a single detached dwelling. The proposed residential use is compatible with the surrounding uses, maintains the existing rural character and will continue the cluster of single detached dwellings within the Freelton Rural Settlement Area. The proposal constitutes good planning through adaptive reuse of an underutilized commercial building on an existing lot that can sustain private servicing at acceptable levels. Therefore, staff support the proposal Zoning By-law Amendment.

The site-specific zoning modifications proposed for the Settlement Residential (S1, 847) Zone are outlined in the Report Fact Sheet and discussed in detail in Appendix "D" attached to Report PED23107.

ALTERNATIVES FOR CONSIDERATION

Should the proposed Zoning By-law Amendment be denied, the use of the property would continue to be regulated by the Settlement Commercial (S2) Zone in Zoning By-law No. 05-200.

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.

Healthy and Safe Communities

Hamilton is a safe and supportive City where people are active, healthy, and have a high quality of life.

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Built Environment and Infrastructure

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APPENDICES AND SCHEDULES ATTACHED

Appendix "A" to Report PED23107 – Location Map Appendix "B" to Report PED23107– Amendment to Rural Hamilton Official Plan Appendix "C" to Report PED23107 – Amendment to Zoning By-law No. 05-200 Appendix "D" to Report PED23107– Zoning Modification Table

CT:sd