



City of Hamilton Report for Consideration

To: Chair and Members
Planning Committee

Date: April 8, 2025

Report No: PED25106

Subject/Title: Application for a Zoning By-law Amendment for
Lands Located at 120 Wentworth Street North,
Hamilton

Ward(s) Affected: Ward 3

Recommendations

That **Zoning By-law Amendment Application ZAC-25-010, by Landwise (c/o Katelyn Gillis), on behalf of Indwell Community Homes (c/o Graham Cubitt), Owner**, for a change in zoning from the Neighbourhood Institutional (I1) Zone to the Mixed Use Medium Density (C5, 933, H196) Zone, to permit the adaptive reuse of a portion of an existing place of worship and the construction of a four storey multiple dwelling containing 50 units for affordable housing with supports, on the lands located at 120 Wentworth Avenue North, Hamilton, as shown on Appendix A attached to Report PED25106, **BE APPROVED** on the following basis:

- (a) That the draft By-law, attached as Appendix B to Report PED25106, which has been prepared in a form satisfactory to the City Solicitor, be enacted by City Council;
- (b) That the amending By-law apply the Holding Provisions of Section 36(1) of the *Planning Act, R.S.O. 1990* to the subject property by including the Holding symbol 'H' to the proposed Mixed Use Medium Density (C5, 933, H196) Zone;

The Holding Provision 'H196', is to be removed conditional on the following:

- (i) The owner submits and receives approval of an updated Watermain Hydraulic Analysis Report to demonstrate that there is sufficient water

supply available to meet the fire flow requirements for the proposed development, to the satisfaction of the Director of Growth Management and Chief Development Engineer;

- (ii) The owner makes satisfactory arrangements with the City's Growth Management Division and enter into and register on title of the lands, an External Works Agreement with the City for the design and construction of any required improvements to the municipal infrastructure at the Owner's cost, should it be determined that upgrades are required to the infrastructure to support this development, according to the Functional Servicing Report and Watermain Hydraulic Analysis Report, to the satisfaction of the Director of Growth Management and Chief Development Engineer;
 - (iii) The owner submits and receives approval of a Demolition Plan that identifies potential salvage items and a process for safely removing and storing them as part of a controlled demolition process. The plan should include protective measures for the 1924 Sanctuary that is being retained, including foundation shoring, vibration monitoring, and protection of stained-glass windows in the east wall of the Sanctuary, to the satisfaction of the Director of Heritage and Urban Design; and,
 - (iv) The owner submits and receives approval of a Salvage & Commemorative Plan that includes a list of salvaged architectural elements and building materials and a strategy for how they will be reused elsewhere or repurposed on site as commemorative features. The plan should include interpretive material that provides a context for the commemorative features and strategies for conveying their significance, to the satisfaction of the Director of Heritage and Urban Design;
- (c) That the proposed change in zoning is consistent with the Provincial Planning Statement (2024), and complies with the Urban Hamilton Official Plan; and,
 - (d) That upon finalization of the amending By-law, the subject lands be redesignated from "Civic and Institutional" to "Institutional and Medium Density Apartments" in the Gibson Neighbourhood Plan and that the "Institutional and Medium Density Apartments" designation be added to the legend of Map 6607 – Gibson Neighbourhood Plan, as shown in Appendix J attached to Report PED25106.

Key Facts

- The purpose of the Zoning By-law Amendment application is for a change in zoning from the Neighbourhood Institutional (I1) Zone to the Mixed Use Medium

Density (C5, 933, H196) Zone to permit the adaptive reuse of a portion of the existing place of worship and construction of a four storey multiple dwelling.

- The subject lands are designated “Neighbourhoods” on Schedule E – Urban Structure and identified as “Neighbourhoods” on Schedule E-1 – Urban Land Use Designations as well as zoned Neighbourhood Institutional (I1) Zone in Zoning By-law No. 05-200.
- The proposal will facilitate the development of a four storey building containing 50 affordable housing dwelling units. To facilitate the new addition, the eastern portion of the existing two storey place of worship will be demolished while the western portion will be retained, which contains the main sanctuary building of the Wentworth Baptist Church, as is illustrated in the Concept Plan in Appendix D attached to Report PED25106.
- Staff recommends approval of the application for Zoning By-law Amendment as included in Appendix B attached to Report PED25106.

Financial Considerations

Not applicable.

Analysis

The subject lands are municipally known as 120 Wentworth Street North and are approximately 0.21 hectares in size. The subject lands are rectangular in shape with frontage along Wentworth Street North, Cannon Street East, and Huntley Street. Currently, the subject lands contain an existing place of worship, known as the Wentworth Baptist Church.

The proposed development will adaptively reuse a portion of the existing place of worship that contains the sanctuary and construct a four storey multiple dwelling containing 50 affordable housing studio apartments with supports. The first floor will contain administrative offices, tenant services, and amenity space. The second floor will contain additional amenity space with a proposed rooftop patio for resident use. A total of 14 parking spaces are proposed, including 13 spaces located in a parking garage and one located at grade. Although not formally recognized under the *Ontario Heritage Act* through registration or designation, the subject property is of potential cultural heritage value and staff do have an interest in ensuring any proposed changes are sympathetic to the historic character of the property and are contextually appropriate. Details on surrounding land uses are included in Appendix A1, the Concept Plan in Appendix D, and the Historical Background Factsheet in Appendix C attached to Report PED25106.

A full review of applicable Provincial Planning Statement (2024), and Urban Hamilton Official Plan policies is provided in Appendix E attached to Report PED25106.

Provincial Policy Framework

The Provincial planning policy framework is established through the *Planning Act* (Section 3) and the Provincial Planning Statement (2024). The *Planning Act* requires that all municipal land use decisions affecting planning matters be consistent with the Provincial Planning Statement (2024).

The proposal supports the development of healthy, livable, and complete communities by providing affordable housing options in an area with access to a mix of land uses, transportation options, employment, public service facilities, institutional uses, recreation, and parks and open spaces. The development is located within a settlement area and is designed to promote efficient land and resource use. The proposal optimizes existing and planned infrastructure and public service facilities, supports active transportation, is transit supportive, and contributes to the provision of affordable housing for low to moderate income households.

Based on the foregoing, the proposal is consistent with the Provincial Planning Statement (2024).

Urban Hamilton Official Plan

The subject lands are designated “Neighbourhoods” on Schedule E – Urban Structure and identified as “Neighbourhoods” on Schedule E-1 – Urban Land Use Designations. Wentworth Street North and Cannon Street East are categorized as “Minor Arterial Road” on Schedule C – Functional Road Classification. A full review of applicable Urban Hamilton Official Plan policies is provided in Appendix E attached to Report PED25106.

The “Neighbourhoods” designation permits the proposed residential use. Policy E.3.2.1 notes that areas designated “Neighbourhoods” shall function as complete communities, with diverse residential types, densities, and supporting uses. The proposal will adaptively reuse a portion of an existing place of worship and intensify the site with a four storey multiple dwelling that is compatible with the surrounding development. The subject lands are situated on an underutilized institutional site, and the proposal represents an efficient use of land and will contribute to the affordable housing options in the neighbourhood.

Policy E.3.2.3 promotes the integration of housing with supports, local community uses/services, and local commercial uses within the “Neighbourhoods” designation. The proposed development aligns with these objectives by facilitating the construction of affordable housing adjacent to an existing place of worship, which will continue to serve as a community resource.

Policy E.3.8.1 permits local commercial uses that serve the daily and weekly needs of nearby residents within the “Neighbourhoods” designation, while Policy E.3.8.2 specifies the types of local commercial uses permitted. The subject lands have direct access to two minor arterial roads and benefit from higher order transit, supporting a mix of local

commercial uses that will enhance the surrounding area. The amending Zoning By-law includes provisions for limited local commercial uses to minimize the potential impacts related to noise, parking, deliveries, and loading, as detailed in Appendix B attached to Report PED25106. Introducing small scale retail, service, and office uses within walking distance will enhance convenience and accessibility for residents of all ages, abilities, and backgrounds, improving their quality of life.

The Mixed Use Medium Density (C5) Zone is found along collector and arterial roads. It permits a range of retail, service, commercial, and residential uses that serve the surrounding community while supporting active transportation and a pedestrian focused public realm. This aligns with the policy goals of the “Neighbourhoods” designation by fostering complete communities where people can live, work, shop, learn, and play. By reducing local automobile trips and promoting active transportation, these amenities will contribute to a vibrant, pedestrian friendly environment.

While no commercial uses are currently proposed due to the need for housing, the amending Zoning By-law includes provisions for limited commercial uses that will serve the daily and weekly needs of nearby residents, in accordance with Policy E.3.8 of the Urban Hamilton Official Plan. The proposal also meets the intent of the Mixed Use Medium Density (C5) Zone, which permits residential uses within a single or mixed use building, as outlined in Appendix B attached to Report PED25106. This flexibility allows for the evolution of the subject lands with the potential introduction of social enterprises and community based commercial uses, which will contribute to the neighbourhood’s vitality and long term sustainability.

Policy B.2.4.2.2 outlines considerations for residential intensification, including the evaluation of compatibility with adjacent land uses, height, massing, amenity space, and infrastructure impacts. The development is strategically located to maximize distance from nearby low rise residential uses and the parking garage entrance has been situated to the rear of the site for added privacy. There are no residential units that have windows facing north, mitigating overlook concerns to the adjacent single detached dwellings to the north. The development preserves the existing lot pattern and offers sufficient public and private amenity spaces. The proposal’s height and massing align with the surrounding neighbourhood, contributing to a cohesive streetscape. A central courtyard in the southwest corner of the site encourages foot traffic towards Cannon Street East while preserving the privacy of homes located on Huntley Street. Compatibility is further achieved through the efficient use of existing infrastructure and the integration of low impact development strategies to minimize environmental impacts. Additionally, the building is designed to meet passive house standards, achieving the sustainability goals of the Urban Hamilton Official Plan.

The proposal is a medium density residential development and complies with the Urban Hamilton Official Plan, permitting all forms of multiple dwellings within the “Neighbourhoods” designation. Policy E.3.5.1 defines medium density residential areas as those situated near major or minor arterial roads. Additionally, the general policies in the residential uses section advocate for higher density dwelling forms and supporting

uses to be located near such roads. Given that the subject lands have frontage on two minor arterial roads, Wentworth Street North and Cannon Street East, the site is ideally positioned to support medium density residential development. The proposed development represents an appropriate form of housing compatible with the evolving nature of the neighbourhood.

Policy E.3.5.8 and E.3.5.9 define criteria for evaluating the height and design, respectively, of medium density residential development. The development will exceed the height of existing residential uses; however, the overall building massing and scale achieve an appropriate transition in built form and scale. Additionally, the development incorporates adequate landscaping, amenity features, and on site parking, aligning with the intended function, scale, height, and design of medium density residential development policies.

A Cultural Heritage Impact Assessment for the subject property was completed by Hobson Built Heritage, dated December 6, 2024. The report assessed the impact of the demolition of the eastern part of the structure, including the circa 1870s stone house and the 1928 Sunday School addition. The main sanctuary building is proposed to be retained and integrated into the development. To ensure that development occurs within the portion of the building to be protected, a regulation has been included in the amending Zoning By-law that requires the development to occur in the building that existed on the date of the passing of the by-law. In addition, the Zoning By-law contains a regulation amending the definition of “existing” to permit the multiple dwelling within a new modification, enlargement, or extension of the building, as outlined in Appendix B attached to Report PED25106.

Staff also require that a detailed Demolition Plan and a Salvage and Commemorative Plan of the building on the subject property be submitted and approved as part of the Holding ‘H’ Provision as contained in Appendix B attached to Report PED25106. The proposal supports the conservation of a cultural heritage resource by adaptively reusing the existing place of worship, integrating it into the four storey multiple dwelling.

Staff have reviewed the evaluation of the subject property under Ontario Regulation 9/06 of the *Ontario Heritage Act* as supplied as part of the Cultural Heritage Impact Assessment and have determined that the subject property is a candidate for designation under Part IV of the *Ontario Heritage Act*. As regulated by the *Ontario Heritage Act*, Cultural Heritage staff are unable to designate the existing place of worship until the Zoning By-law Amendment process is complete as it is considered a prescribed event. Cultural Heritage staff and Hamilton Municipal Heritage Committee were satisfied with the approach of partial retention and protection within the Zoning By-law Amendment and have not recommended heritage designation at this time.

Based on the foregoing, and subject to the Holding Provisions, the proposal complies with the applicable policies of the Urban Hamilton Official Plan.

Gibson Neighbourhood Plan

The subject lands are identified as “Civic and Institutional” within the Gibson Neighbourhood Plan. Policy F.1.2.11 states that Neighbourhood Plans are policies adopted by Council resolution and do not form part of the Official Plan. Any proposal for development or redevelopment must conform to the designations, and policies in the Neighbourhood Plan. The subject lands are in the Gibson Neighbourhood Plan which consists of mapping and no associated policies to provide further guidance to development.

The subject lands are identified as “Civic and Institutional”, which does not permit the proposed development, which would be considered “Medium Density Apartments.” Therefore, staff are recommending that the Gibson Neighbourhood Plan be amended to change the designation of the subject lands to “Institutional and Medium Density Apartments” to implement the proposed development and the “Institutional and Medium Density Apartments” designation be added to the legend of Map 6607 – Gibson Neighbourhood Plan.

The proposed amendment can be supported for the following reasons:

- It allows for the residential intensification of the subject lands, consistent with the Provincial Planning Statement and represents good planning; and,
- Amendments to the Gibson Neighbourhood Plan will be in conformity with the Urban Hamilton Official Plan and aligns with the policy objectives.

The proposed mapping changes to the Gibson Neighbourhood Plan can be found in Appendix J attached to Report PED25106.

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

The purpose of the Zoning By-law Amendment application is for a change in zoning from the Neighbourhood Institutional (I1) Zone to the Mixed Use Medium Density (C5, 933, H196) Zone under Hamilton Zoning By-law No. 05-200, to permit the adaptive reuse of a portion of an existing place of worship and construction of a four storey multiple dwelling containing 50 affordable dwelling units with 14 parking spaces, including three barrier-free spaces.

Modifications to the Mixed Use Medium Density (C5) Zone are required to facilitate the development and are discussed in Appendix G attached to Report PED25106. Staff are satisfied that the proposed Zoning By-law Amendment complies with the policies of the Urban Hamilton Official Plan, in particular as it relates to policies regarding residential intensification, providing a range of housing options, local commercial, and developing complete communities.

The City of Hamilton's Comprehensive Zoning By-law No. 05-200 came into effect on May 25, 2005, and has been implemented in stages. The final phase of this project focuses on residential zones within the urban area, aiming to establish consistent zoning regulations city wide while expanding housing options for residents. As part of this initiative, the Residential Zones project will introduce two new Mid Rise Residential Zones to facilitate increased density along major roads. To align with this objective, Zoning By-law Reform staff recommend that the subject lands be designated within a Mid Rise Residential Zone, ensuring appropriate density and land use along key corridors.

Rationale For Recommendation

1. The proposal has merit and can be supported for the following reasons:
 - (i) It is consistent with the Provincial Planning Statement (2024);
 - (ii) It complies with the Urban Hamilton Official Plan; and,
 - (iii) The proposal is compatible with existing development in the area and represents good planning by introducing a residential development that aligns with the existing and planned character of the area. The proposal contributes to the creation of a complete community by providing housing types and densities that are in harmony with the neighbourhood, while making efficient use of the land, existing municipal services, and multi modal transportation infrastructure.

2. Zoning By-law Amendment

The proposed Zoning By-law Amendment is to rezone the subject lands to the Mixed Use Medium Density (C5, 933, H196) Zone under Hamilton Zoning By-law No. 05-200, to permit the adaptive reuse of a portion of an existing place of worship and a four storey multiple dwelling containing 50 units for affordable housing with supports. A Holding 'H' Provision has been included to address water supply, infrastructure upgrades, and the documentation and salvage of the building elements.

Modifications are requested to the proposed zoning, including site specific performance regulations and the addition of prohibited uses, which are discussed in Appendix G attached to Report PED25106. Staff are satisfied that the proposed Zoning By-law Amendment complies with the policies of the Urban Hamilton Official Plan, particularly those related to the "Neighbourhoods" designation and residential intensification. Currently, no commercial uses are proposed due to the need for housing. However, the amending Zoning By-law includes provisions for limited commercial uses to support the long term sustainability and vitality of the subject lands. Overall, the proposal expands the range of housing options within the neighbourhood, adaptively reuses an existing

place of worship, and introduces a built form that is compatible with the surrounding context while supporting appropriate intensification. Staff are satisfied that the proposed Zoning By-law Amendment, as amended, meets the intent of the Urban Hamilton Official Plan. Therefore, staff support the proposed Zoning By-law Amendment, subject to the Holding 'H' Provisions.

Alternatives

Should the application be denied, the subject lands can be used in accordance with the Neighbourhood Institutional (I1) Zone in City of Hamilton Zoning By-law No. 05-200.

Relationship to Council Strategic Priorities

- Priority 1: Sustainable Economic & Ecological Development
 - 1.2: Facilitate the growth of key sectors.
- Priority 2: Safe & Thriving Neighbourhoods
 - Increase the supply of affordable and supportive housing and reduce chronic homelessness.

Consultation

The applications were circulated to internal departments and external agencies. Refer to the comment summary and responses provided in Appendix F attached to Report PED25106.

The applicant submitted a public consultation summary which included notifying the Ward Councillor and mailing information to 250 property owners within 120 metres. 39 individuals attended the open house. The response to the Public Consultation that occurred prior to the submission of the application is included as Appendix H attached to Report PED25106. At the time of writing this report, three submissions were received from the public regarding the proposed development and a summary is included in Appendix I attached to Report PED25106. Residents indicated concerns regarding the number of units proposed, lack of green space, whether adequate parking was provided, and potential disruption caused by construction activities during site works. One resident was in favour of the development, supporting the rezoning and site-specific provisions, emphasizing the role of this application in providing affordable housing and preserving community space.

Appendices and Schedules Attached

Appendix A:	Location Map
Appendix A1:	Existing and Surrounding Land Uses and Zoning
Appendix B:	Amendment to Zoning By-law No 05-200
Appendix C:	Historical Background Report Fact Sheet

Appendix D: Concept Plan
Appendix E: Policy Review
Appendix F: Staff and Agency Comments
Appendix G: Zoning Modification Table
Appendix H: Public Consultation Summary
Appendix I: Public Comments Received
Appendix J: Amendment to Gibson Neighbourhood Plan Mapping

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