

To: Members of the General Committee

From: Blair Nelson, Commissioner, Infrastructure, Planning and

Growth Management

Meeting Date: August 6, 2024

Report: Zoning By-law Amendment for 245 Spillsbury Drive, Report

IPGPL24-022

Subject

A report to evaluate the planning merits of amending the Zoning By-law to facilitate the development of a 26-unit stacked townhouse development on the property at 245 Spillsbury Drive

Recommendation

That Council approve the recommendation outlined in Report IPGPL24-022, dated August 6, 2024 of the Commissioner, Infrastructure, Planning and Growth Management as follows:

That Section 275, Special District 245 (SP.245) of Zoning By-law 1997-123 be amended by deleting the text of Sections 275.2, 275.3 and 275.4 and replacing it with the Draft Zoning By-law Amendment attached as Appendix D of Report IPGPL24-022, for the property known as 245 Spillsbury Drive.

Executive Summary

- Lerrato Inc. has requested that Council amend the Zoning By-law for their land at 245 Spillsbury Drive.
- The original zoning created Special District 245 (SP.245) with a list of commercial uses in addition to residential. The current owner applied to change the zoning to solely residential in 2021.

- The Zoning By-law Amendment would permit the applicant's plan to develop a 3storey, 26-unit stacked townhouse development.
- Staff is supportive of Lerrato Inc.'s request for a residential development that is in conformity with the Official Plan.
- Pending approval of the Zoning By-law amendment, the applicant would then
 proceed to the Site Plan process beginning with the request for pre-consultation.
 The pre-consultation step for Site Plan Approval will outline the technical studies
 and drawings required for a complete site plan application.

Background

The subject property is located on the north side of Spillsbury Drive between Airport Road and Clancy Crescent. The property is currently vacant land within an existing built-out subdivision. The property is surrounded by residential lands on the north, east and south, and vacant agricultural land on the west side of Airport Road.

A Pre-Consultation Meeting for the proposed development was held on October 10, 2019. As the site design evolved, a revised concept was presented to staff in September 2021. An application for Zoning By-law Amendment was filed by the Applicant on November 10, 2021. Supplementary materials in support of the application were received by the City on April 26, 2022. The application was deemed complete on May 26, 2022.

The application was supported by a variety of documents including: a Planning Justification Report; conceptual Site Plans, Building Elevations and Floor Plans; a Functional Services Report and Stormwater Management Report; a Grading and Servicing Plan; an Airport Obstacle Assessment; a Noise Impact Study; a Parking Justification Study; an Archaeological Assessment; a Hydrogeologic Investigation; and a Scoped Environmental Impact Study (EIS).

Agency and department comments from the first circulation were sent to the applicant on January 13, 2023. The Applicant hosted a Public Open House on September 29, 2022. Since that time, the Applicant has worked with Planning, Development and Urban Design staff and has submitted a refined concept site plan and materials to address the comments received from the circulation of the application and comments from the Open House. The proposal consists of two, three-storey buildings facing Airport Road and Spillsbury Drive and would result in 26 new residential units.

The City's current Official Plan was approved, with modifications, by the Ministry of Municipal Affairs and Housing on April 11, 2023. Based on a review of the current Official Plan, the proposed development is in conformity with the Official Plan. The current concept site plan is attached as Appendix B hereto.

Analysis

City of Peterborough Housing Pledge

On November 27, 2023, Council pledged to support the construction of 4,700 new dwellings by 2031 as requested by the Minister on June 16, 2023. Provincially, municipal housing pledges are a key tool for ensuring the construction of 1.5 million new homes by 2031 to address an ongoing housing supply and affordability crisis. This development, with a proposed 26 residential units, is an example of the type of development that the City will need to meet its housing target.

Provincial Policy Statement, 2020 (PPS)

Any decision on the proposed Zoning By-law Amendment must be consistent with the PPS which came into effect on May 1, 2020. The PPS provides general direction to municipalities with respect to addressing matters of provincial interest in land use planning.

Section 1.1.1 outlines how healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) accommodating an appropriate affordable and market-based range and mix of residential types, employment, institutional, recreation, parks and open space, and other uses to meet long-term needs;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns; and
- e) promoting the integration of land use planning, growth management, transitsupportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs.

Section 1.1.3.1 states "Settlement areas shall be the focus of growth and development" and Section 1.1.3.2 states "Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) 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
- f) are transit-supportive, where transit is planned, exists or may be developed."

Section 1.4.3 of the PPS requires municipalities to provide for an appropriate range and mix of housing options by:

- b) permitting and facilitating:
 - all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
 - 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;
- directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed.

In staff's opinion, these policies are satisfied by the proposed development. The development will be constructed on a vacant lot. The proposed development will provide an additional housing opportunity.

Planning for sewage, water, and stormwater shall be in accordance with Section 1.6.6 of the PPS. Section 1.6.6.1 requires Planning for sewage and water services to accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services; to ensure that these systems are provided in a manner which is feasible and financially viable over their lifecycle; to promote water conservation and water use efficiency; and to integrate servicing and land use considerations at all stages of the planning process.

Existing municipal services and infrastructure will be utilized and improved, where necessary, to ensure the development has adequate infrastructure to support the proposed use. Located on a main north-south arterial street in the City's west end, this development is conveniently located within walking distance of Sir Sandford Fleming College, to parks, to a church, and neighbourhood commercial uses. This proposal represents a pedestrian-friendly and transit-supportive development and desirable type of intensification on a site that is currently unutilized.

The development is adjacent to a tributary in the Fleming subwatershed. In accordance with Section 3.1, Natural Hazards, the Applicant has provided the necessary information and studies for review. Otonabee Conservation has reviewed the proposal and confirmed that the proposed development will not be impacted by areas of flooding, and that the development will not negatively impact any natural hazards.

The subject properties are located within the City's settlement area boundary and is serviced with full municipal services. In accordance with the PPS, the development represents an efficient use of the property without the need for expansion or extension of existing infrastructure.

In staff's opinion, the proposed Zoning By-law Amendment is consistent with the policy direction of the PPS.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019 and Including Amendment 1, 2020 (Growth Plan)

Any decision on the proposed Zoning By-law Amendment must conform with the policies of the Growth Plan. The Growth Plan builds upon the policy foundation of the PPS by providing land use planning policies to address specific issues in the Greater Golden Horseshoe. The subject properties are located within the Delineated Built-Up Area as defined in the Growth Plan.

The policies of the Growth Plan encourage cities and towns to develop as complete communities which:

- feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, transportation options and public service facilities;
- improve social equity and quality of life;
- provides a diverse range and mix of housing options to accommodate people at all stages of life;
- provide for a more compact built form; and
- integrate green infrastructure and low impact development.

Lands within the Delineated Built-Up Area are expected to accommodate a minimum of 50% of all residential development in the City annually. Growth within the Delineated Built-Up Area is expected to occur on full municipal services and contribute to a complete community, designed to support healthy and active living and meet the needs of residents throughout a full life cycle. This application will increase the number of residential units in a location that is directly serviced by transit and an existing off-street multi-use trail along Airport Road. The development is located within walking distance of a college, a church, and local commercial uses.

It is the opinion of staff that the proposed Zoning By-law Amendment conforms with the policy direction of the Growth Plan.

Official Plan

The subject property is designated 'Neighbourhoods' on Schedule 'A' – Urban Structure and 'Residential' on Schedule 'B' – Land Use in the Official Plan. Airport Road is identified as a High Capacity Arterial and Spillsbury Drive is identified as a High Capacity Collector on Schedule 'D' – Road Network Plan. Schedule 'E' – Trails and Bikeways Network Plan demonstrates an off-road trail on the east side of Airport Road.

The Neighbourhoods, identified on Schedule A: Urban Structure, include the areas of the City focused on residential land uses. Section 4.2.2 b. outlines the permitted uses including a variety of housing types, but also including public service facilities, parks, institutional uses and supportive local retail and service commercial uses. The Neighbourhoods comprise a diverse range of communities within the City, from historic districts to recently constructed subdivisions and planned neighbourhoods.

Section 4.2.2 provides the objectives of the Neighbourhoods to encourage the provision of a broad range of housing types with respect to location, size, cost, tenure, design, and accessibility, including affordable housing, to meet the needs of all residents; and to encourage residential intensification and infill development in residential areas where the impacts of development on existing uses can be minimized and where development can efficiently utilize existing municipal services and facilities.

For residential growth in Neighbourhoods, new development on full urban services is required. Neighbourhoods are expected to evolve over time, with new development and intensification being evaluated based on the concept of compatible development. Intensification will be primarily through development on vacant lots, minor infill development and the establishment of additional residential units and garden suites.

In the Residential designation, the following criteria shall be considered:

- i. All development shall be identified as **compatible development**;
- ii. The type, mix, density and affordability of the housing form proposed for the site positively contributes to the area and the provision of a diverse housing stock, including a mix of unit sizes;
- iii. The **adequacy of municipal services available** to the area or to the site, including water, wastewater and stormwater management services;
- iv. The **promotion of active transportation and transit** and mitigation of adverse impacts on traffic and the surrounding transportation system;
- v. The adequacy of existing and/or proposed amenities within easy access to serve future residents and the existing community, including public service facilities, commercial opportunities and parks and open spaces;

- vi. The provision of adequate vehicular and bicycle parking, buffering, and landscaping;
- vii. The prevention of adverse impacts on cultural heritage features;
- viii. The appropriate protection of natural features and ecological functions of the Natural Heritage System from negative impacts;
- ix. The incorporation of sustainability features, including green infrastructure, green building practices, energy conservation measures and renewable/alternative energy systems;
- x. The financial viability of life-cycle costs of new and existing infrastructure and public service facilities required to service the development;
- xi. The phasing of development is consistent with the availability of municipal services and City intensification and/or density objectives; and
- xii. Where applicable, consistency with approved urban design and architectural control guidelines.

Based on the proposed design, this development can be considered a mid-rise residential development. Mid-rise residential uses include stacked townhouse dwellings which are generally greater than 3 storeys but no taller than 6 storeys. The site has direct access to both a Local and a Collector Street, and convenient access to public transit and active transportation routes. In accordance with Section 4.2.2 i. of the Official Plan, the site is a site of suitable size for the proposed development and provides adequate landscaping, amenity features, on-site parking, on-site waste pick-up, and stormwater management features including low impact development. The preliminary concept plan has adequately addressed compatibility with the surrounding neighbourhood through adequate location access points, driveways, landscaping and parking areas. These elements will continue to be reviewed and possibly refined through the site plan stage. The development does not create a traffic hazard.

The proposed development is a four-level building, but as the lowest level is partially below grade, is defined as being a 3-storey building by the Zoning By-law. The preliminary concept plan that forms part of this application has considered landscaping, amenity features, on-site parking, bike parking and on-site stormwater management. A parking study has been submitted in support of a parking ratio of 1.65 spaces per dwelling unit for the stacked townhouse development. The proposed buildings are oriented towards Airport Road and Spillsbury Drive, being the higher order arterial and collector roads, respectively. The site's massing, parking layout and vehicular routes have been designed in a manner to be sympathetic to neighbouring properties to the extent possible. Reductions to the standards for aisle width and parking space depth are proposed for a portion of the development to support maintaining the existing landscaping along the northern portion of the property. This would also support low

impact development. On-site bike parking is required, in support of reducing the on-site parking requirement.

The development proposes to utilize existing municipal services and provides reduced on-site parking. The parking reduction is appropriate given the proximity to active transportation and transit, and the inclusion of on-site bike parking. The development abuts the Airport Road multi-use trail, is located less than 200 metres from Valleymore Park, and less than 800 metres from the main entrance to Sir Sandford Fleming College. The proposed development generally conforms to the intent of the above noted policies, and the proposed Zoning By-law Amendment aligns with the directives of the Official Plan and will assist in achieving the intensification targets contemplated in the Provincial and Official Plan Policy.

Zoning By-law

To facilitate the proposed development, the Applicant is requesting that the property be re-zoned from SP.245 – Commercial District to SP.245 – Residential District and that the provisions of SP.245 be modified as follows (changes shown in **Bold**):

Regulation	Current Standard	Proposed Standard
Permitted Uses	a) a restaurant; b) a drug store; c) a bakeshop; d) a convenience retail store; e) a sub-post office; f) a clinic; g) an office, excluding a veterinary office; h) a bank, financial institution or loan company; j) a food store; k) a video rental establishment; l) a gas bar accessory to a convenience retail store; m) a personal service use;	Delete Commercial uses a) through m), maintaining a dwelling unit as a permitted use

Regulation	Current Standard	Proposed Standard
	n) a dwelling unit.	
a) minimum lot area	4,000 square metres	No change
b) minimum lot width	55 metres	Delete
c) minimum lot depth	70 metres	Delete
d) minimum building setback - side lot line or rear lot line	6 metres	Change term to "minimum building setback – side lot line"
e) maximum building coverage	30%	25%
f) maximum number of storeys	2	3
g) total maximum commercial floor area	745 square metres	Delete
h) maximum floor area per commercial purpose	235 square metres	Delete
j) the maximum residential floor area in a building shall not exceed the commercial floor area therein	Residential not exceed commercial	Delete
k) an accessory building, bicycle parking structure, waste receptacle or garbage storage area and meter room may be erected or located within the district provided the following regulations are complied with:		
i) minimum setback from the	NI/A	47.5
centre line of Spillsbury Drive	N/A	17.5 metres
ii) minimum building setback	9 metres 4.6 metres	4 metres
iii) maximum building heightiv) maximum building or site area	37 square metres	No change 38 square metres

Regulation	Current Standard	Proposed Standard
I) landscaped open space of a minimum width of 3 metres shall be provided and maintained on a lot line abutting a residential district	3 metres	Delete
m) minimum landscaped open space	10% of the area of the lot	25% of the area of the lot
Maximum lot area per dwelling unit	N/A	160 square metres
Maximum lot coverage by open parking areas, driveways and vehicle movement areas	N/A	50%
Section 4.2 (A) 2) – Minimum parking requirements (Area 3)	1.75/unit	1.65/unit
Section 4.3.1(b)(i) – Minimum parking space dimensions (Area 3)	2.7 metres by 5.7 metres	2.7 metres by 5.5 metres for parking spaces located along centre aisle which is not part of fire route
Section 4.3.1(b)(i) – Minimum aisle width serving 76-90 degree parking (Area 3)	6.4 metres	6.0 metres for centre aisle which is not part of fire route
Section 6.11(a) – Minimum building setback of the street line of a local street which is 20 metres or wider in width	6.0 metres	5.0 metres
Section 6.19b) – Maximum encroachment for an unenclosed porch or balcony into any building setback from a street line	N/A	1.5 metres
Minimum Bicycle Parking	N/A	0.9 parking spaces per dwelling unit (0.8 long-term and 0.1 short-term parking spaces)

The above site-specific regulations are proposed in the draft Zoning Amendment attached as Appendix D to Report IPGPL24-022.

The submission is accompanied by the necessary studies and analysis to ensure conformity with the Official Plan policies.

Generally, staff has no objection to the requested regulations as it will permit a type of built form and use that is desirable in the neighbourhood. This built form will be subject to further review through site plan approval.

Site Plan Approval

Pending zoning approval, the proposal will also be subject to Site Plan Approval prior to issuance of a Building Permit. Site Plan Approval will confirm the details related to the location of parking, driveways, lighting, landscape treatment and buffering as well as the urban design and compatibility with the adjacent properties.

Preliminary comments related to the future site plan application have been provided to the Applicant as part of the Zoning By-law review.

Strategic Plan

Strategic Pillar: Growth & Economic Development

Strategic Priority: Plan for mid-density and high-density, mixed-use neighborhoods to

make the most efficient use of land and municipal services and

provide affordable options for residents.

The proposed development provides for a higher-density residential neighbourhood to make the most efficient use of land and provide housing.

Strategic pillar: Community and Well-being

Strategic Priority: Support opportunities for multi-modal transportation including

walking, cycling and Transit services.

The proposed townhouse development contributes to the City's housing supply and supports multi-modal transportation including walking, cycling and transit.

Engagement and Consultation

Summary of Agency Responses

Agency circulation was issued on May 20, 2022 with subsequent follow up circulations on January 30, April 30 and June 10 of 2024.

The Chief Fire Prevention Officer advised that a fire hydrant is to be located within 90 metres of all principle entrances via a travelled pathway, fire department connections (aka Siamese connections) are to be between 3 and 15 metres from the fire route, and the fire route is to be a minimum of 6 metres with a 12 metre centreline turning radius. These items will be addressed at the Site Plan Approval stage.

The Urban Design Planner advised previous comments relating to the Zoning By-law Amendment have been satisfied, and any additional comments can be addressed at the Site Plan stage.

The Asset Management and Capital Planning Division has confirmed no further review is required as part of the Zoning By-law Amendment application. The Applicant has been advised of technical comments that will need to be addressed at the Site Plan Approval stage.

The City's Development Engineering advised the proposed sanitary service is acceptable.

The Accessibility Compliance Coordinator confirmed the number of accessible parking spaces comply with the Accessibility for Ontarians with Disabilities Act (AODA) requirement and provided a list of technical comments which will need to be addressed through the subsequent site plan approval.

Otonabee Region Conservation Authority has reviewed the application including the Servicing and Stormwater Management Report and associated plans, the Hydrogeological Investigation, the Planning Justification Report and supplementary materials and the scoped Environmental Impact Study (in accordance with their previous scope of review with a focus on natural hazards and natural heritage). They advised the application is consistent with Sections 2.1, 2.2 and 3.1 of the Provincial Policy Statement; that a permit is required from them under Ontario Regulation 167/06; and that the subject properties are not located in a vulnerable area as per the Trent Source Water Protection Plan.

Curve Lake First Nation met with the Applicant to discuss the Stage 1 and 2 Archaeological Assessment.

Enbridge Gas advised they do not object to the application.

Kawartha Pine Ridge District School Board advised they have no objection to the application, and noted in their comments that the development will generate approximately 3 public elementary students and 2 public secondary students. They request that a pedestrian network be completed to provide safe access through the site to the nearest public street. This will be required at the site plan stage.

Peterborough Utilities Group advised that development and/or frontage charges are applicable. Water service sizing is the responsibility of the Owner.

Summary of Public Responses

In accordance with Planning Act requirements, a Notice of Public Meeting for the proposed Zoning By-law Amendment was published in the Peterborough Examiner on July 8, 2024 and was mailed to property owners within 120 metres of the site on July 8, 2024. As of the writing of this report, no written or verbal public comments have been received in response to the Notice.

On September 29, 2022, the Applicant hosted a virtual neighbourhood open house with their consultants, staff, one former Otonabee Ward Councillor, and one member of the public in attendance. The only public query identified at the open house related to when and how long the construction timeline would be. In response to the question, the Applicant's team noted that construction would take approximately one year, and would commence following all Planning Act approvals, and building permit issuance.

Budget and Financial Implications

There are no direct budget or financial implications arising from the approval of this application. Under the current 2024 rates, the 26-unit development could generate approximately \$751,504.00 in Development Charge revenue (based on 26 units at \$28,904.00/unit for Residential – more than 2 units).

Conclusion

The applicant is proposing to amend the Zoning By-law to permit a 26-unit stacked townhouse residential development. The proposal conforms with the Growth Plan, is consistent with the PPS, and conforms with and implements the Official Plan. Staff are in support of this proposal. The proposal will assist the City in achieving its housing pledge to provide at least 4,700 units by 2031. On that basis, staff respectfully recommends that the application be approved.

Attachments

Appendix A: Land Use Map

Appendix B: Proposed Preliminary Concept Plan

Appendix C: Proposed Preliminary Building Elevations

Appendix D: Draft Zoning By-law Amendment

Submitted by,

Blair Nelson, P.Eng.

Commissioner, Infrastructure, Planning and Growth Management (Acting)

Contact Name:

Brad Appleby, MA, MCIP, RPP

Director, Planning, Development and Urban Design

Phone: 705-742-7777 Ext. 1886

Toll Free: 1-855-738-3755

Email: bappleby@peterborough.ca

Anne Taylor Scott, RPP, MCIP Manager, Development Planning Phone: 705-742-7777 Ext. 1869

Toll Free: 1-855-738-3755

Email: ataylorscott@peterborough.ca

Ian Walker, B.Sc. (Hons)

Land Use Planner

Phone: 705-742-7777 Ext. 1734 Toll Free: 1-855-738-3755

Email: iwalker@peterborough.ca

Appendix A - Land Use Map, Page 1 of 1

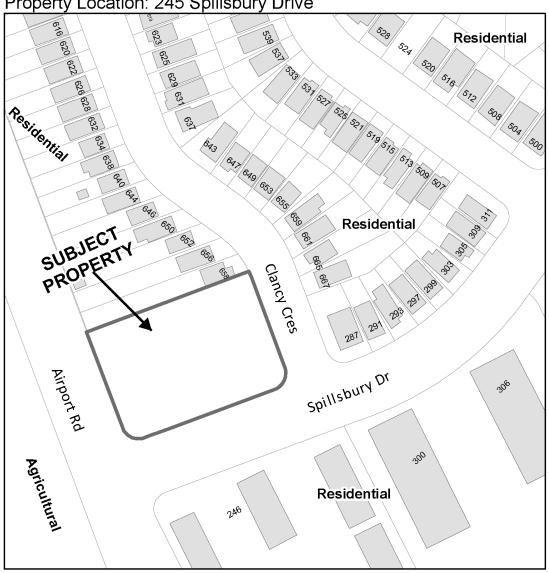
Land Use Map

EXHIBIT

File: Z2113

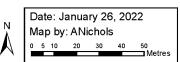
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Property Location: 245 Spillsbury Drive

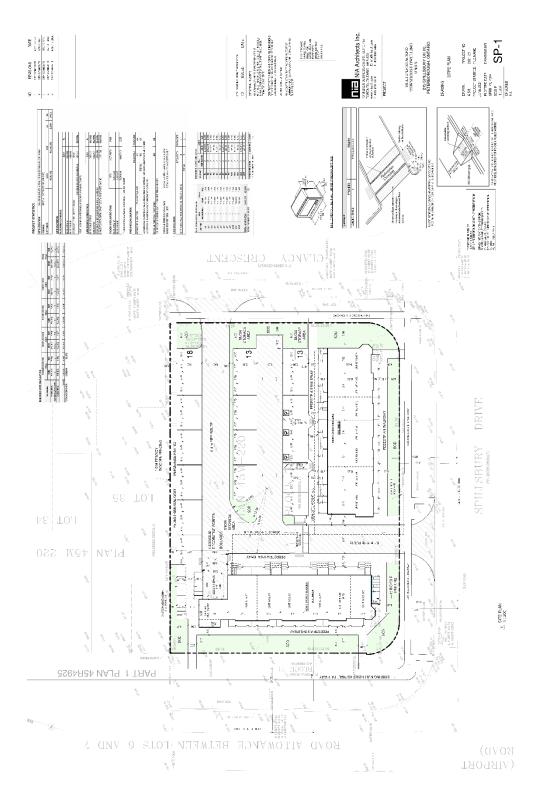


The City of Peterborough Planning Division

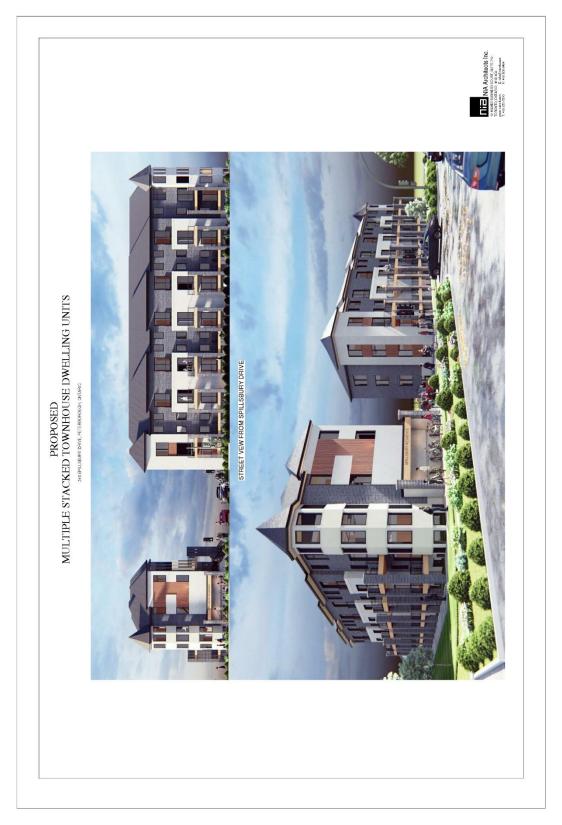
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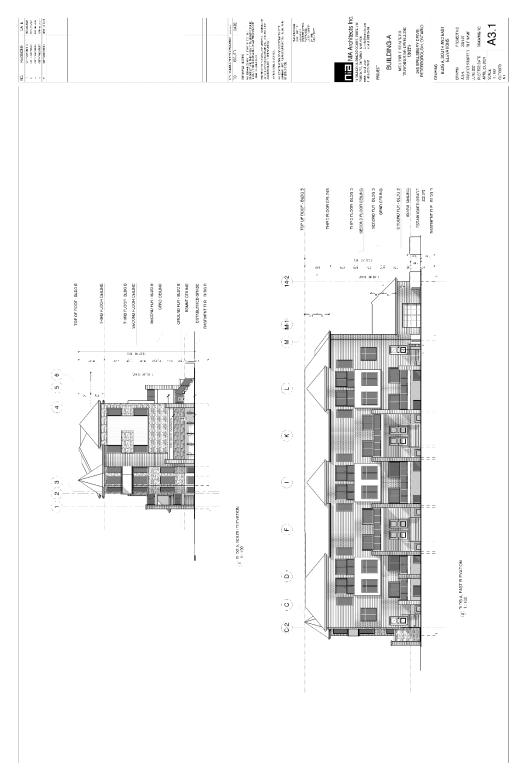
Appendix B - Concept Plan, Page 1 of 1



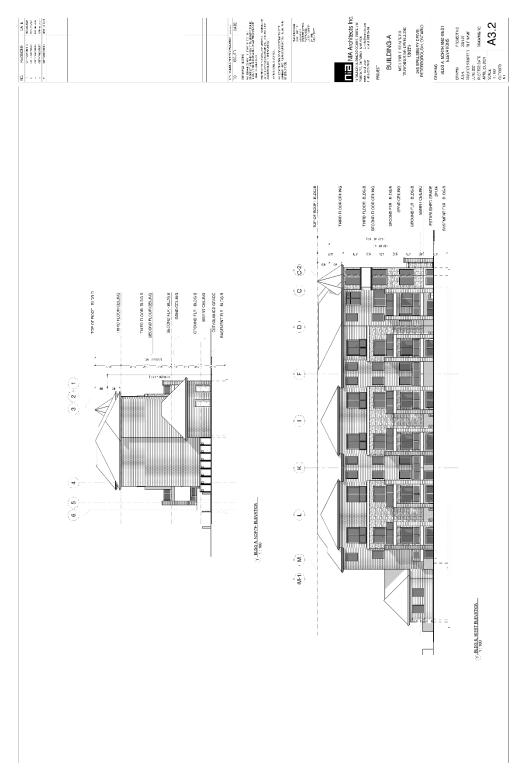
Appendix C - Proposed Elevations, Page 1 of 5



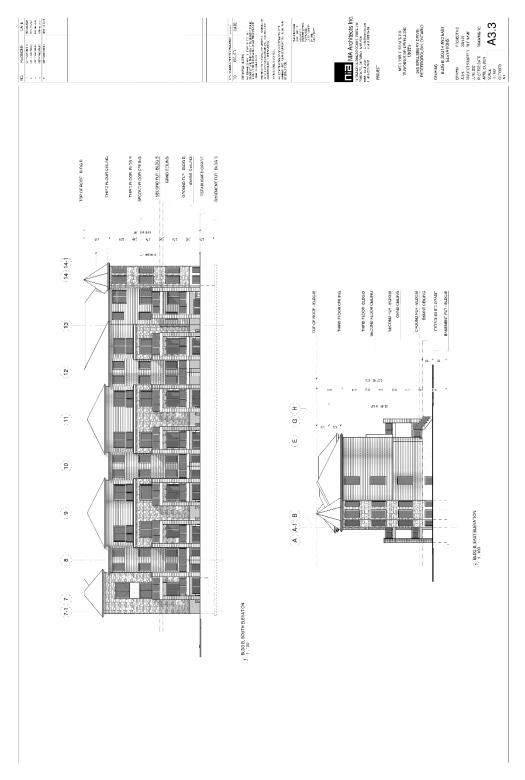
Appendix C – Proposed Elevations, Page 2 of 5



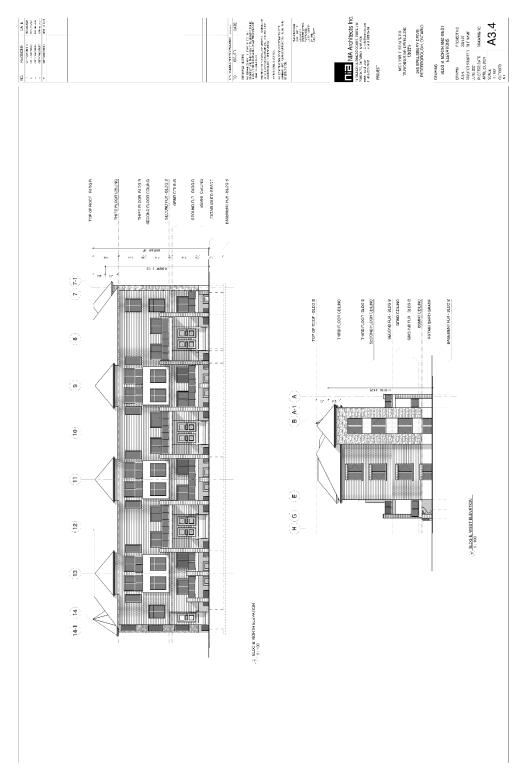
Appendix C - Proposed Elevations, Page 3 of 5



Appendix C - Proposed Elevations, Page 4 of 5



Appendix C – Proposed Elevations, Page 5 of 5



Appendix D – Draft Zoning By-law Amendment, Page 1 of 3



The Corporation of the City of Peterborough

By-Law Number 24-[Clerk's Office will assign the number]

Being a By-law to amend the Zoning By-law for the lands municipally known as 245 Spillsbury Drive

The Corporation of the City of Peterborough by the Council thereof hereby enacts as follows:

1. That Section 275 – Special District 245 (SP.245), be amended by deleting the text of Sections 275.2, 275.3 and 275.4 and replacing it with the following:

"PERMITTED USES

- No person shall within an SP.245 district use any land or erect, alter or use any building or part thereof for any purpose other than:
 - a) a dwelling unit.

REGULATIONS

Notwithstanding the provisions of Sections 4.2(A)2), 4.3.1(b)(i), 6.9, 6.11(a), and 6.19b), no person shall within an SP.245 district use any land or erect, alter or use any building or part thereof except in accordance with the following:

Туре	Requirement
a) Minimum lot area	4,000 square metres
b) Minimum building setback – side lot line	6 metres

Appendix D – Draft Zoning By-law Amendment, Page 2 of 3

Тур	oe .	Requirement
c)	Maximum number of storeys	3
d)	Maximum building coverage	25%
e)	Minimum landscaped open space	25% of the area of the lot
f)	Maximum lot coverage by open parking areas, driveways and vehicle movement areas	50%
g)	Maximum lot area per dwelling unit	160 square metres
h)	An accessory building, bicycle parking structure, waste receptacle or garbage storage area and meter room may be erected or located within the district provided the following regulations are complied with:	
	i) minimum setback from the centre line of Spillsbury Drive	17.5 metres
	ii) minimum building setback	4 metres
	iii) maximum building height	4.6 metres
	iv) maximum building or site area	38 square metres
i)	Maximum encroachment for an unenclosed porch or balcony into any required building setback from a street line	1.5 metres
j)	Minimum parking requirements	1.65/unit
k)	Minimum parking space dimensions	2.7 metres by 5.5 metres for parking spaces located along centre aisle which is not part of fire route
l)	Minimum aisle width serving 76- 90 degree parking	6.0 metres for centre aisle which is not part of fire route

Appendix D – Draft Zoning By-law Amendment, Page 3 of 3

Туре	Requirement
m) Minimum building setback of the street line of a local street which is 20 metres or wider in width	5 metres
n) Minimum Bicycle Parking	0.9 parking spaces per dwelling unit
275.4 SP.245 District is hereby designated as a Residential District	

By-law passed this 12th day of August, 2024.	
	Jeff Leal, Mayor
	Jen Lear, Mayor

John Kennedy, City Clerk