



City of
Peterborough

To: Members of the General Committee

From: Blair Nelson, Commissioner, Infrastructure, Planning and Growth Management

Meeting Date: August 26, 2024

Report: Zoning By-law Amendment for 78 and 82 Lansdowne Street West, Report IPGPL24-025

Subject

A report to evaluate the planning merits of amending the Zoning By-law to facilitate the development of a 41-unit, five-storey apartment building on the properties at 78 and 82 Lansdowne Street West

Recommendations

That Council approve the recommendations outlined in Report IPGPL24-025, dated August 26, 2024 of the Commissioner, Infrastructure, Planning and Growth Management as follows:

- a) That Section 3.9, Exceptions of Zoning By-law 1997-123, be amended by adding Exception Number 368 to prescribe site-specific regulations for the properties known as 78 and 82 Lansdowne Street West in accordance with the Draft Zoning By-law Amendment attached as Appendix D of Report IPGPL24-025; and
- b) That the subject properties be rezoned from R.1,R.2,R.3,R.4 – Residential District to R.5-368 – Residential District in accordance with the Draft Zoning By-law Amendment attached as Appendix D of Report IPGPL24-025.

Executive Summary

- Habitat for Humanity owns lands located at 78 and 82 Lansdowne Street West and is seeking to redevelop the lands (Appendix A).
- The applicant has requested that Council amend the Zoning By-law for their lands at 78 and 82 Lansdowne Street West to permit a 5-storey residential apartment building on the subject lands.
- The redevelopment plan would add 41 affordable home-ownership units to the City's housing stock and would meet the City's definition of "affordable".
- The proposed amendment is consistent with the Provincial Policy Statement and conforms with the Growth Plan and the City's Official Plan.
- Staff is supportive of Habitat for Humanity's request and fulfills a key objective of the City's Strategic Plan to prioritize the creation of affordable housing options.
- Pending approval of the Zoning By-law amendment, the applicant would 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 properties are located on the north side of Lansdowne Street West between Lock Street and Edwards Street. The property at 78 Lansdowne Street West is currently developed with a one-storey single detached dwelling and accessory building. The property at 82 Lansdowne Street West is developed with a two-and-a-half storey single detached dwelling. The properties are surrounded by existing residential single detached dwellings to the north, east, and southeast, and low-rise apartment buildings to the south and west. There are commercial uses further to the east on Lansdowne Street West near the Edwards Street intersection.

The proposal is to construct a five-storey apartment building, containing 41 apartment dwelling units. Both existing dwellings will be demolished, and the properties will be consolidated on title. There have been a number of past Minor Variance applications to support a lower density residential redevelopment on these properties in accordance with the former Official Plan. In 2023, the current Official Plan came into effect, supporting a higher density residential redevelopment on the properties.

The general timeline and major milestones for this project are as follows:

- Pre-Consultation took place during 2023 and early 2024 and included an Open House on January 25, 2024.

- During the early to mid-2024 the applicant fulfilled the technical adequacy review requirements in order to advance to the formal Planning Act application.
- The Applicant refined the concept site plan and materials to address the comments received from the circulation of the application and comments from the Open House.
- The Zoning By-law Amendment application was deemed complete on July 25, 2024.

The application is supported by a variety of documents including: a Planning Justification Report; conceptual Site Plan, Building Elevations and Floor Plans; Functional Servicing Report; Noise Control Study; Hydrogeological Study; Geotechnical Investigation; Stage 1 and 2 Archaeological Assessment; Traffic Impact Study; Shadow Study; Context Plan; Public Open House Summary; and a Preliminary Sediment and Erosion Control Plan.

The current concept site plan and elevations are attached as Appendix B and Appendix C, respectively.

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 41 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 promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term; by accommodating appropriate affordable residential types; and promoting transit-supportive development, intensification and infrastructure for cost-effective development. Section 1.1.3.1 directs growth to Settlement areas while Section 1.1.3.2 requires land use patterns based on densities and a mix of land uses within settlement areas which efficiently use planned or

available infrastructure and services; support active transportation; and are transit-supportive.

Section 1.4.3 of the PPS requires municipalities to provide for an appropriate range and mix of housing options by permitting and facilitating all housing options for current and future residents, including all types of residential intensification; and directs new housing to locations which have sustainable levels of infrastructure. In staff's opinion, these policies are satisfied by the proposed development. The development will be constructed on two underdeveloped lots; make better use of existing infrastructure; and 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.

Located on a main east-west arterial street in the City's central area, this development is conveniently located within walking distance of The Memorial Centre and the new Miskin Law Community Complex, and proximate to various parks, churches, and the downtown commercial area. This proposal is pedestrian-friendly and transit-supportive, and is a desirable form of intensification on a site that is currently underutilized.

In accordance with Section 2.6 – Cultural Heritage and Archaeology, a Stage 1 and 2 Archaeological Assessment was undertaken. The results indicated that no additional archaeological work is required. In accordance with Section 3.1 – Natural Hazards, the development is outside of any areas affected by natural hazards. 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.

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 a proposed off-street multi-use trail along the former CPR corridor to the north. The development is located within walking distance of various commercial and institutional 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 'Strategic Growth Areas' on Schedule 'A' – Urban Structure; 'Central Area' on Schedule 'B' – Land Use; and 'Business District' on Schedule 'C' – Central Area in the Official Plan. Lansdowne Street West is identified as a High Capacity Arterial on Schedule 'D' – Road Network Plan. This proposal is being reviewed in the context of the Business District policies.

The Business District is considered a Strategic Growth Area. These areas are to be the focus for accommodating intensification and/or higher intensity mixed-uses in a more compact built form. Major development/redevelopment opportunities may include vacant or underutilized sites, former commercial and industrial properties, the expansion or conversion of existing buildings, or the development of new mixed-use, higher density corridors and centres serving emerging development areas.

Development proposals within Strategic Growth Areas will be planned to:

- i. Accommodate transit-supportive densities and promote active transportation and a range and mix of uses and activities;
- iii. Accommodate alternative development standards, such as reduced parking requirements; and

- vii. Provide a broad array of retail and service commercial uses as well as mid and high-rise forms of housing.

Section 4.3.3 b. outlines the permitted uses, including low-rise and mid-rise residential uses. Live-work units, communal and/or special needs housing are also permitted. This proposal is subject to the Lansdowne Street West Business District policies in Section 4.3.3 c., which “encourages redevelopment to include additional mixed-use opportunities and improvements to site conditions, including buildings addressing and facing onto the street, high quality façades and architectural treatments, streetscaping and landscaping.” Development shall be compatible with adjacent residential uses and the Zoning By-Law will establish a range of commercial uses that minimize land use conflicts and promote sound urban design.

The proposed development is a five-storey building, in keeping with the Official Plan policy that requires building heights between 2 and 6 storeys at this location.

No commercial uses are proposed at this time. However, Section 4.3.3 e. of the Official Plan requires consideration of increased first floor height (generally 4.25 metres) to facilitate future opportunities for mixed-use development. The applicant revisited their original building design in an effort to satisfy this policy and has demonstrated that the proposed building would be sufficient to accommodate a range of non-residential uses in the future, should the need or opportunity arise. A minimum first floor height of 3.2 metres has been incorporated into the proposed Zoning By-law to achieve this.

This application is an example of a higher density housing option, including affordable home ownership. The Official Plan is supportive of alternative residential development standards to facilitate affordable housing. The Official Plan also encourages the creation of affordable housing by exploring opportunities for fast-tracking development applications that are providing affordable housing.

Providing some flexibility on design and parking objectives is supported by Official Plan policies that enable alternative development standards and fulfils the objectives to support and prioritize affordable housing projects.

The preliminary concept plan that forms part of this application has considered landscaping, amenity features, on-site parking, bicycle parking and on-site stormwater management. The proposed building is oriented towards Lansdowne Street West. 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. On-site bicycle parking is required, in support of reducing the on-site parking requirement.

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 and more importantly introduce a much needed housing option in the City.

Zoning By-law

To facilitate the proposed development, the Applicant is requesting that the properties be rezoned from the R.1,R.2,R.3,R.4 – Residential District to a site-specific R.5 with Exception 368 (R.5-368) – Residential District. The R.5 permits a dwelling unit with a minimum of 3 units. The Exception 368 will modify the following R.5 regulations (changes shown in **Bold**):

Regulation	R.5 Standard	Exception 368
Minimum lot area per dwelling unit	140 square metres	65 square metres
Minimum first storey ceiling height	N/A	3.2 metres
Minimum building setback i) Side lot line	6 metres or 3 metres per storey, whichever is the greater	4.5 metres (west side lot line), 6 metres or 3 metres per storey, whichever is the greater (east side lot line)
ii) Rear lot line	12 metres or 6 metres per storey, whichever is the greater	12.6 metres
Maximum lot coverage by open parking, driveways and vehicle movement areas	25%	45%
Section 4.2 (A) 2) – Minimum parking requirements (Area 2)	1.5/unit	0.85/unit
Minimum setback between a parking space or driveway and window to a habitable room	6.0 metres	2.0 metres
Minimum bicycle parking	N/A	0.9 spaces/unit

The above site-specific regulations are proposed in the draft Zoning Amendment attached as Appendix D to Report IPGPL24-025.

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

A parking study has been submitted in support of a parking ratio of 0.85 spaces per dwelling unit for the affordable apartment development. This request is in alignment with the recommended standards presented in the Residential Parking Standards Review

report prepared by Paradigm Transportation Solutions Limited (October 2023). The parking reduction is appropriate given the proximity to active transportation and transit, and the inclusion of on-site bike parking.

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.

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 massing, conceptual design, relationship to Lansdowne Street, accessibility, parking, driveways, lighting, landscape treatment and buffering.

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 and 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 affordable home-ownership development provides for a higher-density residential neighbourhood to make the most efficient use of land and provides housing.

Strategic Pillar: Community and Well-being

Strategic Priority: Encourage our neighborhoods to be safe, diverse, accessible and affordable across all ages, incomes and abilities.

The proposed development contributes to creating neighbourhoods that are safe, diverse, accessible, and affordable across all ages, incomes, and abilities.

Engagement and Consultation

Summary of Agency Responses

Agency circulation was issued on January 25, 2024 with a subsequent follow up circulation on May 2, 2024.

The Urban Design Planner advised of technical comments that will need to 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 of technical comments which were addressed and have no further comments.

The City's Cultural Resource Program Manager advised they concur with the findings of the Archaeological Assessment.

The Building Division advised that comments will be provided at the Site Plan Approval stage.

The Chief Fire Prevention Officer advised they have no comments at this time.

The Senior Transportation Project Manager advised the parking reduction is supportable based on the traffic study and inclusion of Transportation Demand Management measures such as bike parking. Additional comments were provided that will be addressed at the Site Plan Approval stage.

The Accessibility Compliance Specialist advised of the accessible parking requirements under the Accessibility for Ontarians with Disabilities Act (AODA).

Otonabee Region Conservation Authority has reviewed the application in accordance with their mandate and policies. They advised the application is consistent with Section 3.1 of the Provincial Policy Statement; that the development does not appear to create new or aggravate existing hazards; that a permit is not required from them under Ontario Regulation 167/06; and that the subject properties are located in a vulnerable area as per the Trent Source Water Protection Plan (SPP), however significant threats are not possible and therefore the SPP policies do not apply.

Peterborough Utilities Group advised that water service sizing is the responsibility of the owner. Development and/or Frontage Charges are applicable.

Enbridge Gas advised they do not object to the application.

Bell Canada advised that servicing plans and a Composite Utility Plan (CUP) is required at the earliest convenience as part of a Site Plan application.

Cogeco advised they have no conflicts with the proposed plan, but that they have equipment at 78 Lansdowne Street West that will need to be removed prior to demolition.

Peterborough Public Health advised they have no comments to submit at this time.

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 29, 2024 and was mailed to property owners within 120 metres of the site on July 29, 2024. As of the writing of this report, no written or verbal public comments have been received in response to the Notice.

On January 25, 2024, the Applicant hosted an in-person neighbourhood open house with their consultants, staff, and the public in attendance. Neighbours with properties fronting on Princess Street identified concerns such as having the building or parking at the rear of the property, lighting, balconies, vegetation loss (removal of trees), noise, loss of privacy, decrease in property value, and traffic impacts to Lansdowne Street. The neighbour to the immediate west identified concerns with the proximity of the building to the west lot line, as well as concerns with the type of fence proposed.

The Applicant's team prepared responses to each of the comments received. In response to the concerns, the building was designed to conform to the Official Plan policies to maintain compatibility with the neighbouring residential uses. The building has been designed without balconies and minimal windows on the north side to reduce views into neighbouring lots on Princess Street. A traffic study has confirmed that the development will not require any upgrades to the existing Lansdowne Street. Timing of garbage pickup can be scheduled to avoid noise issues during the early morning or evening hours in accordance with the City's noise by-law. Landscaping, fencing, privacy and buffers will be a consideration during the site plan process.

In response to the above comments, City staff note that issues such as tree removal and fencing can be addressed at the Site Plan stage.

Budget and Financial Implications

There are no direct budget or financial implications arising from the approval of this application. Under the current rates for development charges, the 41-unit development would generate approximately \$1,114,954.00 in City Development Charge revenue (based on 41 units at \$27,194.00/unit for Residential – apartments) and \$63,960.00 in Education Development Charge revenue (based on 41 units at \$1,560.00/unit for Residential). These are the in-effect rates as of August 6, 2024. In accordance with Sections 4.1 and/or 4.2 of the Development Charges Act, this project may be eligible for exemption from development charges. The amount of applicable development charge will be determined on the day an application for site plan approval is submitted.

The construction of an intensified residential development will also increase the assessed value of the property and in turn also increase the City's tax revenue. This supports the City's financial sustainability and makes more efficient use of the existing services. The value of increase in tax revenue is ultimately determined by the assessed

value of the property which will be calculated by the Municipal Property Assessment Corporation (MPAC) once a building permit has been issued.

Conclusion

The applicant is proposing to amend the Zoning By-law to permit a 41-unit apartment 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 that creates an opportunity for affordable home ownership. 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

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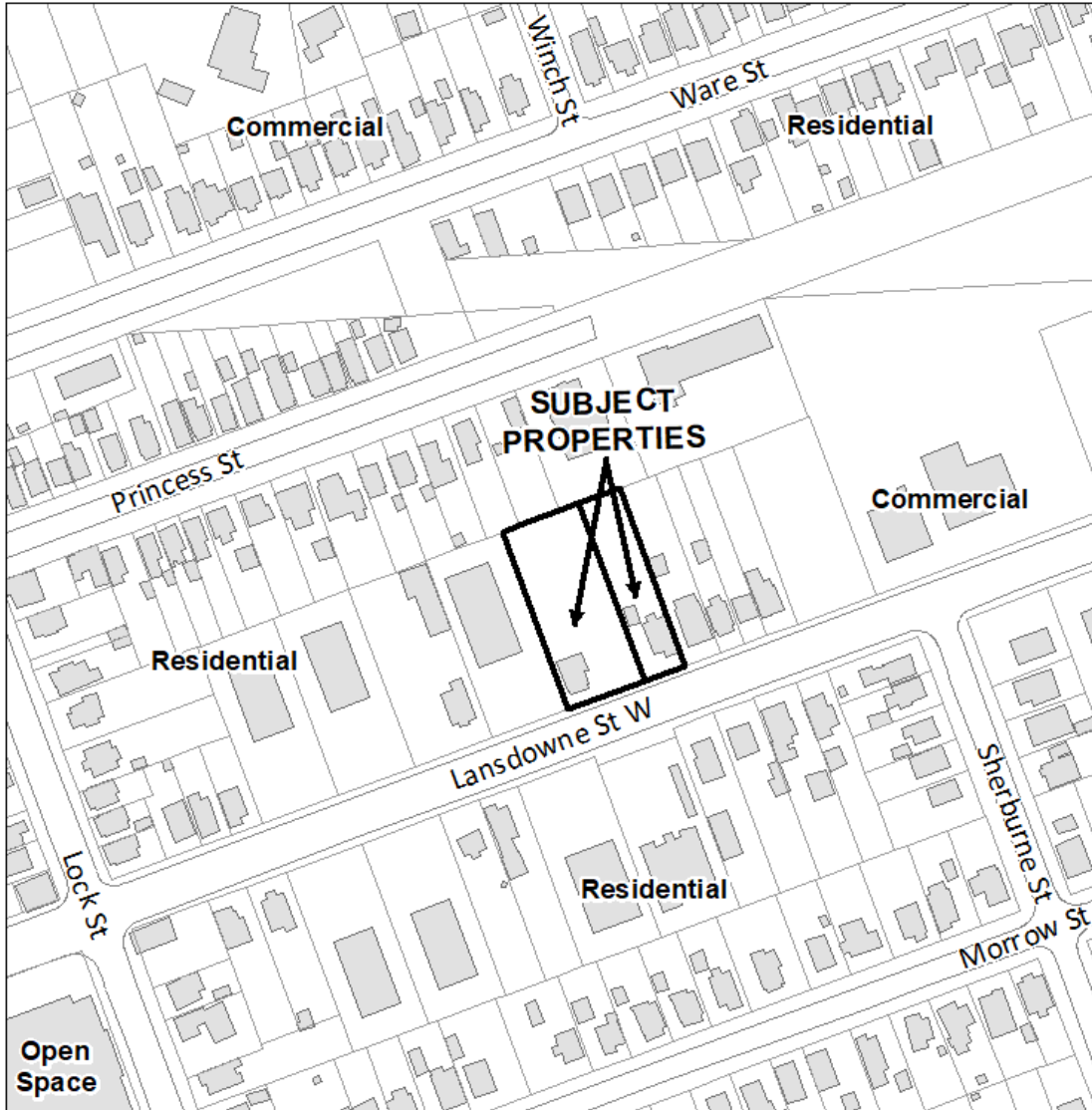
Appendix A – Land Use Map, Page 1 of 1

Land Use Map

File: Z2409

Property Location: 78 and 82 Lansdowne St W

EXHIBIT
SHEET OF



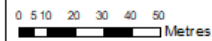
The City of Peterborough Planning Division

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Date: July 18, 2024

Map by: AReveler



Appendix C – Proposed Elevations, Page 1 of 3



A. As preparer and the architect of this drawing, I warrant that the information contained herein is true and correct to the best of my knowledge and belief, and that I am not providing any false or misleading information to the public.



MULTIHUNT
 RESIDENTIAL
 78 and 82 Lansdowne Street

1. PROJECT NAME	MULTIHUNT RESIDENTIAL
2. PROJECT ADDRESS	78 AND 82 LANSDOWNE STREET
3. PROJECT CITY	TORONTO, ONTARIO
4. PROJECT CLIENT	9 ARCHITECTURE INC.
5. PROJECT DATE	2024
6. PROJECT SCALE	1/8" = 1'-0"
7. PROJECT SHEET	01
8. PROJECT TOTAL SHEETS	03
9. PROJECT DRAWN BY	9 ARCHITECTURE INC.
10. PROJECT CHECKED BY	9 ARCHITECTURE INC.
11. PROJECT DATE	2024
12. PROJECT SCALE	1/8" = 1'-0"
13. PROJECT SHEET	01
14. PROJECT TOTAL SHEETS	03
15. PROJECT DRAWN BY	9 ARCHITECTURE INC.
16. PROJECT CHECKED BY	9 ARCHITECTURE INC.
17. PROJECT DATE	2024
18. PROJECT SCALE	1/8" = 1'-0"
19. PROJECT SHEET	01
20. PROJECT TOTAL SHEETS	03

SCALE: 1/8" = 1'-0"
 EAST ELEVATION
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- EAST ELEVATION (AT PARKING AREA)
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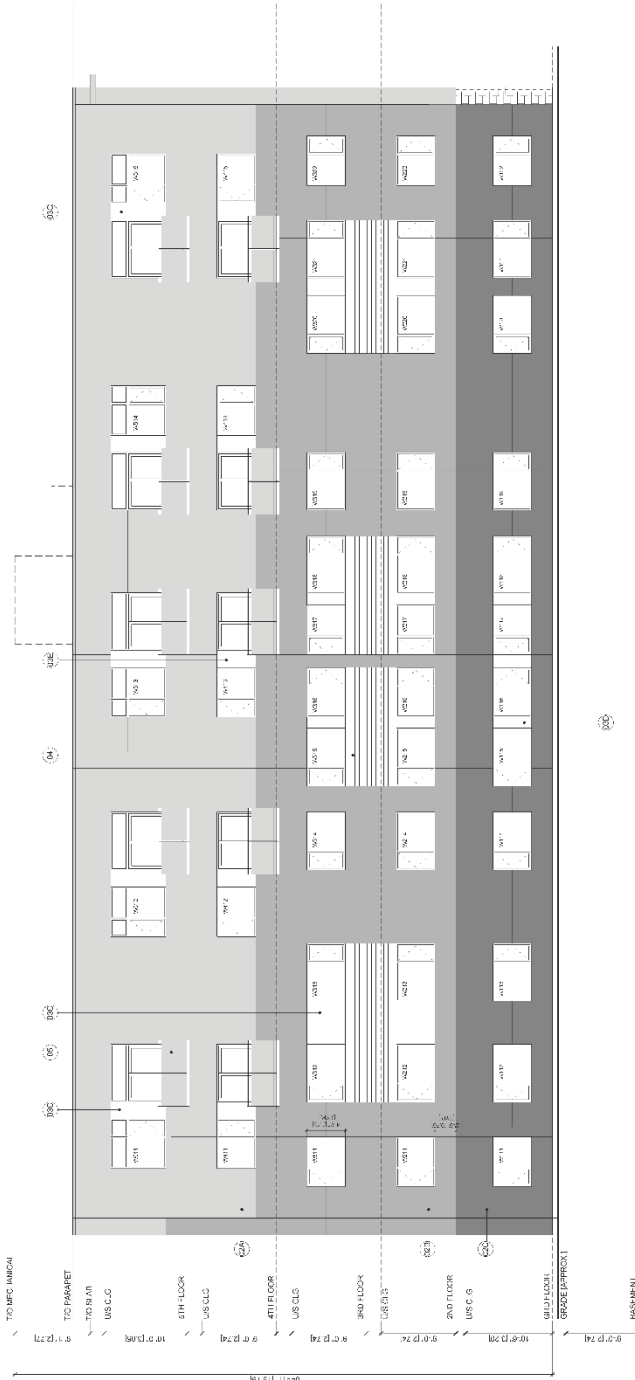
Appendix C – Proposed Elevations, Page 2 of 3



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MULTIHUNT RESIDENTIAL
 378-313
 SCALE: 3/8"=1'-0"
WEST ELEVATION
 3 2.2



WEST ELEVATION
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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 known as 78 and 82 Lansdowne Street West

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

1. That Section 3.9 – Exceptions, be amended to add the following:
“.368 Notwithstanding the provisions of Sections 11.2, 4.2(A)2), and 4.3.2c), the following regulations shall apply:

Type	Requirement
a) Minimum lot area per dwelling unit	65 square metres
b) Minimum first storey ceiling height	3.2 metres
c) Minimum building setback – side lot line	4.5 metres (west side); 6 metres or 3 metres per storey, whichever is the greater (east side)
d) Minimum building setback – rear lot line	12.6 metres
e) Maximum lot coverage by open parking, driveways and vehicle movement areas	45%

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

Type	Requirement
f) Minimum residential parking requirements	0.85/unit
g) Minimum bicycle parking	0.9 spaces/unit
	Notwithstanding the provisions of Section 4.3.2 c), a motor vehicle parking space or driveway shall not be located within 2.0 metres of a window to a habitable room in an apartment dwelling or group dwelling

(By-law 24-[Clerk’s Office will assign the number])”

2. That Map 18 forming part of Schedule “A” to By-law 97-123, is amended by changing the area shown on the sketch attached hereto as Schedule ‘A’ from R.1,R.2,R.3,R.4 – Residential District to R.5-368 – Residential District.

By-law passed this 3rd day of September, 2024.

Jeff Leal, Mayor

John Kennedy, City Clerk

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

