



PLANNING JUSTIFICATION REPORT

PROPOSED DEVELOPMENT

1310 South Service Road

Hamilton, ON

PREPARED FOR

Forum Properties

3027 Harvester Road #202
Burlington, ON L7N 3G7

PREPARED BY

UrbanSolutions Planning & Land Development Consultants Inc.

3 Studebaker Place, Unit 1
Hamilton, ON L8L 0C8

DATE

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Project Team



UrbanSolutions Planning and Land Development Consultants Inc.

3 Studebaker Place, Unit 1, Hamilton, ON L8L 0C8

T. (905) 546-1087

Matt Johnston (mjohnston@urbansolutions.info)

Matthew LeBlanc (mleblanc@urbansolutions.info)



WSP

150 Commerce Valley Drive West, Thornhill, ON L3T 7Z3

T. (289) 982-4357

Darryl Bird (darryl.bird@wsp.com)



SOS Surveyors On Site Inc.

3560 Walkers Road, Windsor, ON N8W 3S4

T. (519) 818-0767



GHD Limited

100 Milverton Drive, Suite 404, Mississauga, ON L5R 4H1

T. (905) 814-4397

William Maria (will.maria@ghd.com)

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1. Introduction

UrbanSolutions Planning & Land Development Consultants Inc. (“UrbanSolutions”) has been retained by Forum Properties, the registered owner of the lands municipally known as 1310 South Service Road in Hamilton (the “Subject Lands”), to assist in the coordination and preparation of the enclosed planning applications necessary to facilitate the proposed development.

The enclosed applications and supporting materials constitute complete applications as described in Sections 22 and 34 of the *Planning Act, R.S.O. 1990*.

This Planning Justification Report (the “Report”) has been prepared in support of applications for an Official Plan Amendment and Zoning By-law Amendment to facilitate two distinct land uses on the subject property – an expansion of the existing Costco Wholesale (“Costco”) surface parking lot on the southerly portion of the site (hereinafter referred to as “Block 1”), and a proposed residential development on the northerly portion (hereinafter referred to as “Block 2”).

The proposed Official Plan Amendment applies to the entirety of the subject lands, whereas the Zoning By-law Amendment applies only to the proposed parking lot expansion within Block 1. A separate Zoning By-law Amendment application will be required to facilitate the proposed residential development within Block 2. Additionally, a future Consent application will be required to establish the aforementioned lot configuration and land consolidation necessary to implement the proposed development. A detailed description of the proposal is provided in Section 2 of this Report.

This Report provides an overview of the subject lands, information on the previous site approvals, a detailed description of the development proposal, a review of the supporting studies, and an analysis of the applicable planning policy framework.

1.1 Location

The subject lands are located directly south of the QEW Highway and South Service Road right-of-way between Fifty Road (east) and Winona Road (west), as shown in Figure 1.



Figure 1 – Subject Lands

1.2 Site Description and Surrounding Context

The subject lands are located in Ward 10 within the Fruitland-Winona Secondary Plan Area. The lands have a total area of 2.4 hectares (5.8 acres), with approximately 93.0 metres of frontage on Vince Mazza Way to the west and +/- 87.0 metres of frontage on South Service Road to the north.

The subject lands are surrounded by a range of land uses and built forms, as described below:

North: The subject lands abut South Service Road and the QEW Highway to the north, beyond which is a residential subdivision comprised of block townhouse dwellings and single-detached dwellings.

East: Retail uses located within the Winona Crossing Commercial Plaza are located directly east of the subject lands, including a financial institution, a salon, an LCBO liquor store, and a restaurant.

South: The lands directly south of the subject site are occupied by a Costco Wholesale warehouse and large surface parking lot.

West: The parcel directly west of the subject lands opposite Vince Mazza Way (1290 South Service Road and 5 & 23 Vince Mazza Way) is currently vacant and received approvals for twelve (12) 2-storey stacked townhouse buildings, two (2) 3-storey mixed-use buildings, and a single-storey

commercial building with 409 surface parking spaces, totaling 413 dwellings and 1,900 m² of commercial gross floor area.



Figure 2 – Surrounding Context

1.3 Previous Planning Approvals

Official Plan Amendment Application No. UHOPA-22-026 and Zoning By-law Amendment Application No. ZAC-22-063 were previously approved for the subject lands by The City of Hamilton's Planning Committee on September 13, 2023 and subsequently ratified by Council on October 19, 2023 via implementing By-laws 23-167 and 23-168.

The approval of UHOPA-22-026 had the effect of redesignating the subject lands from 'District Commercial' to 'Neighbourhoods' on Schedule E-1 – Urban Land Use Designations of the Urban Hamilton Official Plan ("UHOP"), and from 'District Commercial' to 'Medium Density Residential 2' on Map B.7.4-1 of the Fruitland-Winona Secondary Plan. The Amendment also removed the lands from 'Site Specific Policy – Area G' and placed them into a newly created 'Site Specific Policy – Area O' within the Fruitland-Winona Secondary Plan. This site specific policy area established both density and building height allowances specific to the previously approved mixed-use development concept (described below).

ZAC-22-063 had the effect of rezoning the subject lands from the 'District Commercial (C6, 301, H112)' Zone to the 'Mixed Use Medium Density (C5, 851, H112)' Zone within City of Hamilton Zoning By-law No. 05-200 to facilitate the previously approved mixed-use development concept.

The aforementioned approvals established permissions for a mixed-use development concept consisting of three multiple dwellings ranging in height from 8- to 12-storeys in height and four (4) 3-storey townhouse blocks with a combination of both surface and underground parking (Figure 3).

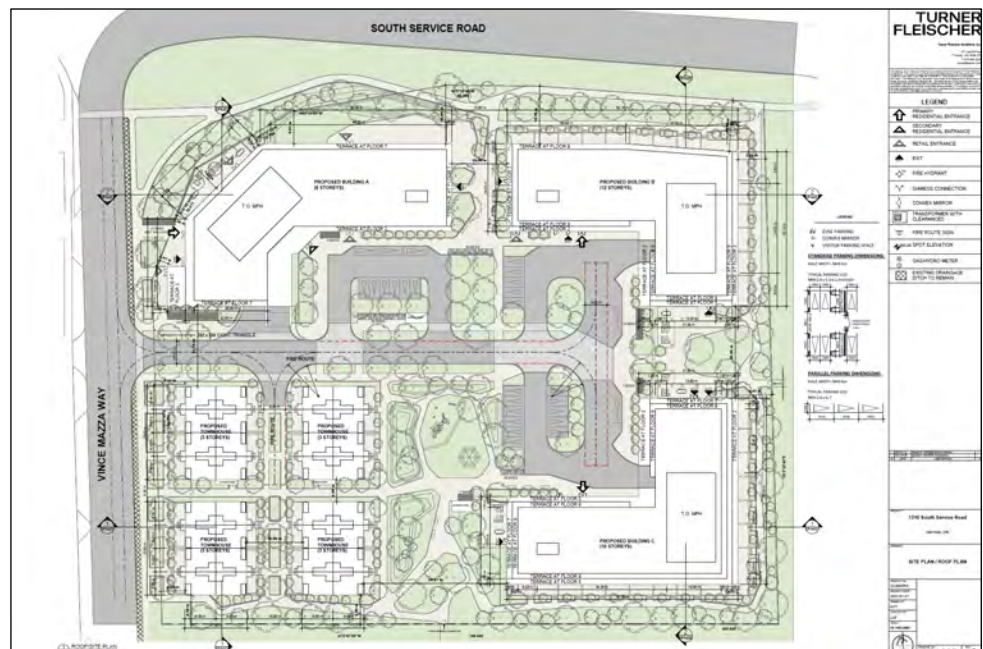


Figure 3 – Previously Approved Development Concept

1.4 Transportation Context

As previously noted, the subject lands have frontage on Vince Mazza Way to the west and South Service Road to the north. Vince Mazza Way is identified as an undesignated Local Road on Schedule C – Functional Road Classification of the UHOP, while South Service Road is identified as a Minor Arterial Road.

2. Proposed Development

As previously noted, the current proposal involves the expansion of Costco's existing surface parking lot (204 additional spaces) on the southerly portion of the subject lands (Block 1), and a revised residential development on the

northerly portion (Block 2). Figures 4 and 5 below detail the proposed block configuration and development within each.



Figure 4 – Blocks 1 and 2 of Subject Lands



Figure 5 – Proposed Development Within Blocks 1 and 2

2.1 Planning Applications

In addition to this Report, City Planning staff confirmed that the following list of materials are required in support of the enclosed Official Plan Amendment and Zoning By-law Amendment applications:

- Survey Plan
- Concept Plan
- Draft Official Plan Amendment
- Draft Zoning By-law Amendment
- Conceptual Landscape Plan
- Functional Servicing and Stormwater Management Report
- Preliminary Grading Plan
- Preliminary Servicing Plan
- Transportation Impact Brief
- Public Consultation Strategy
- Zoning Compliance Review

2.2 Required Approvals

Following discussions with City Planning staff, it was confirmed that approval of the following *Planning Act* applications would be required to facilitate the proposed development:

- an Official Plan Amendment application;
- a Zoning By-law Amendment application;
- a Consent to Sever application; and
- a Site Plan Amendment application;

The purpose of the Official Plan Amendment is to redesignate Block 1 of the subject lands from 'Neighbourhoods' to 'District Commercial' in the Urban Hamilton Official Plan, and from 'Medium Density Residential 2' to 'District Commercial' in the Fruitland-Winona Secondary Plan to permit the proposed use. The Amendment also seeks to modify the policies of Site Specific Policy – "Area O" in the Fruitland-Winona Secondary Plan to remove the special figure contained in Section B.7.4.18.15 c) which prescribed maximum building height allowances within specified portions of Block 2 to permit the previously approved mixed-use development concept. A copy of the Draft Official Plan Amendment can be found in Appendix "C" of this Report.

The purpose of the Zoning By-law Amendment is to rezone Block 1 of the subject lands from the 'Mixed Use Medium Density (C5, 851, H112)' Zone to the 'District Commercial (C6, 301)' Zone in the City of Hamilton Zoning By-law No. 05-200 to permit the proposed parking lot expansion and align the zoning with that of the larger Costco Wholesale site.

A future Consent application will also be required to sever Block 1 of the subject lands from Block 2 so that it can be merged with 1330 South Service Road to the south.

A future Site Plan Amendment application will also be required to implement the detailed design of the proposed parking lot within Block 1.

3. Supporting Studies

In addition to this Planning Justification Report, the required studies have been completed in support of this proposal. The following section is intended to provide a brief summary of the findings of each study.

3.1 Functional Servicing Brief

A Functional Servicing Brief has been prepared by WSP in support of the proposed parking lot expansion and is included within the enclosed submission package. This Brief contains an assessment of the proposed grading, drainage, and stormwater management measures and concludes that the proposed expansion can be adequately serviced. No new watermain or sanitary sewer works are required, and it was determined that the proposed stormwater management facilities can provide appropriate quality and quantity controls. Further, the Brief indicates that the emergency overland flow system has been designed to direct flows without adverse impacts on neighbouring properties.

3.2 Stormwater Management Design Brief

A Stormwater Management Design Brief has been prepared by WSP in support of the proposed parking lot expansion and is included within the enclosed submission package. The Brief examines the potential impacts of the proposed parking lot expansion on water balance, water quality, and quantity of wet weather flows; and presents specific measures to ensure compliance with both City of Hamilton and Hamilton Conservation Authority guidelines.

3.3 Transportation Impact Brief

A Traffic Impact Brief has been prepared by GHD in support of the proposed parking lot expansion within Block 1. This Brief concludes that the proposed expansion is not anticipated to generate additional vehicle trips on the surrounding road network, as trip generation is primarily driven by the type, size, and intensity of the associated land use (Costco Wholesale) – all of which remain unchanged through the subject applications. The Brief also concludes that the addition of 204 parking spaces is expected to improve the overall operation of Costco's parking lot by increasing parking availability, reducing circulation, and enhancing the efficiency of internal parking operations. Accordingly, the Brief supports the proposed expansion and does not recommend any mitigation measures.

It should be noted that supporting studies related to the proposed residential development within Block 2 will be submitted in support of a future Zoning By-law Amendment application under separate cover.

4. Planning Policy Framework

The following is intended to provide a review and highlight the planning policy framework applicable to the subject lands. The applicable documents include the Provincial Planning Statement (2024), the Urban Hamilton Official Plan, the Fruitland-Winona Secondary Plan, and the City of Hamilton Zoning By-law No. 05-200.

As the enclosed Official Plan Amendment application applies to both the proposed parking lot expansion within Block 1 and residential development within Block 2, Sections 4.1 (Provincial Planning Statement, 2024), 4.2 (Urban Hamilton Official Plan), and 4.3 (Fruitland-Winona Secondary Plan) will provide an overview of policies which are applicable to both development proposals. Given that the enclosed Zoning By-law Amendment application is only applicable to the proposed parking lot expansion within Block 1, Section 4.4 (Zoning By-law Amendment No. 05-200) will be specific to the proposed parking lot expansion within Block 1.



4.1 Provincial Planning Statement, 2024

On August 20, 2024 notice was received from the Ministry of Municipal Affairs and Housing on the creation of a new Provincial Planning Statement (PPS) which would consolidate the former A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019 and the Provincial Policy Statement, 2020. The new Provincial Planning Statement took effect as of October 20, 2024. The PPS supports the implementation of More Homes, More Choice: Ontario's Housing Supply Action Plan and includes key changes to:

- Plan for and support development, and increase the housing supply across the province;
- Align development with infrastructure to build a strong and competitive economy that is investment-ready;
- Foster the long-term viability of rural areas; and
- Protect agricultural lands, the environment, public health and safety.

The PPS, 2024 works together with other recent changes to the land use planning system which collectively support key government priorities of increasing housing supply, supporting job creation and reducing red tape.

The PPS, 2024 policies took effect on October 20, 2024 and replaced the PPS, 2020 and A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019. In accordance with Section 3 of the Planning Act, all decisions affecting land use planning matters made after this date shall be consistent with the PPS, 2024. Recognizing that, this proposal has been prepared in accordance with this new policy framework.

In line with the Provincial Policy Statement 2020, the PPS 2024 continues the mandate of building strong healthy communities. The vision of the PPS 2024 includes the long-term prosperity and economic competitiveness of Ontario which depends on wisely managing change and promoting efficient land use and development patterns.

2.0 Building Homes, Sustaining Strong and Competitive Communities

2.1 Planning for People and Homes

2.1.6 Planning authorities should support the achievement of complete communities by:

- a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;
- b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and
- c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

2.2 Housing

2.2.1 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the *regional market area* by:

- a) establishing and implementing minimum targets for the provision of housing that is *affordable* to *low and moderate income households*, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including *affordable* housing needs;
- b) permitting and facilitating:
 - 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and
 - 2. all types of residential *intensification*, including the *development* and *redevelopment* of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and *redevelopment*, which results in a net increase in residential units in accordance with policy 2.3.1.3;

- c) promoting densities for new housing which efficiently use land, resources, infrastructure and *public service facilities*, and support the use of *active transportation*; and
- d) requiring *transit-supportive* development and prioritizing *intensification*, including potential air rights development, in proximity to transit, including corridors and stations.

2.3 Settlement Areas and Settlement Area Boundary Expansions

2.3.1 General Policies for Settlement Areas

2.3.1.1 Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.

2.3.1.3 Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities

3.0 Infrastructure and Facilities

Chapter 3 of the PPS contains a range of policies related to Infrastructure and Public Service Facilities which promote their effective coordination and integration with land use planning. This includes an emphasis on the optimization of existing infrastructure and public service facilities as well as the efficient delivery of new infrastructure and facilities.

3.6 Sewage, Water and Stormwater

Chapter 3.6 of the PPS contains a range of policies relating to the efficient use and optimization of existing municipal sewage and water services. This chapter also requires planning for stormwater management to be integrated with that for sewage and water services to ensure that such systems are optimized, feasible, and financially viable over their life cycle.



4.2 Urban Hamilton Official Plan (UHOP)

The City of Hamilton's Urban Hamilton Official Plan (UHOP) was adopted by Council on July 9, 2009 and received final approval from the Ontario Municipal Board on August 16, 2013. UHOP Amendment No. 167 ("OPA 167") was issued by the Minister of Municipal Affairs and Housing on November 4, 2022 (with modifications). The version of the UHOP currently in force and effect reflects these legislative changes and provides policies on community management, land use changes, and physical development in the City.

Urban Land Use

The entirety of the subject lands (Blocks 1 and 2) is currently designated 'Neighbourhoods' on Schedule E – Urban Structure and Schedule E-1 – Urban Land Use Designations of the UHOP, as shown in Figures 7 and 8 respectively.

As previously noted, the enclosed Official Plan Amendment seeks to redesignate Block 1 of the subject lands from 'Neighbourhoods' to 'District Commercial' on Schedule E-1 to permit the proposed parking lot expansion. The 'District Commercial' designation is intended to provide retail and service commercial uses to the immediate neighbourhood and contain a range of retail shops and services that cater primarily to the weekly and daily shopping needs of area residents. In accordance with Section 4.7.10 of the Plan, these areas are to be planned and designed to be integrated with and easily accessible from the surrounding neighbourhood by a range of transportation modes, including the automobile, transit, and active transportation.

Block 2 of the subject lands is proposed to retain its 'Neighbourhoods' designation on Schedule E-1 of the UHOP through this application process. The Neighbourhoods designation permits and provides the opportunity for a full range of housing forms, types, and tenure; and supports residential intensification at a range of scales and densities provided that such is compatible with and respects the built form and character of the surrounding neighbourhood. In accordance with Section 2.4.1.3 c), 30% of the City's residential intensification target is anticipated to occur within the 'Neighbourhoods' designation.

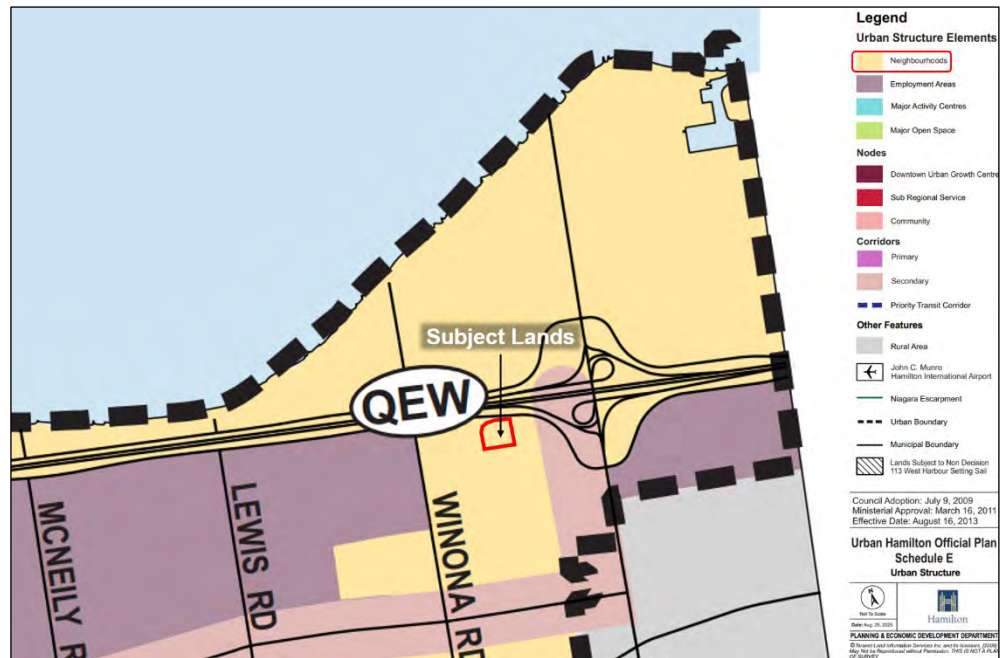


Figure 7 – Urban Hamilton Official Plan – Schedule E (Urban Structure)

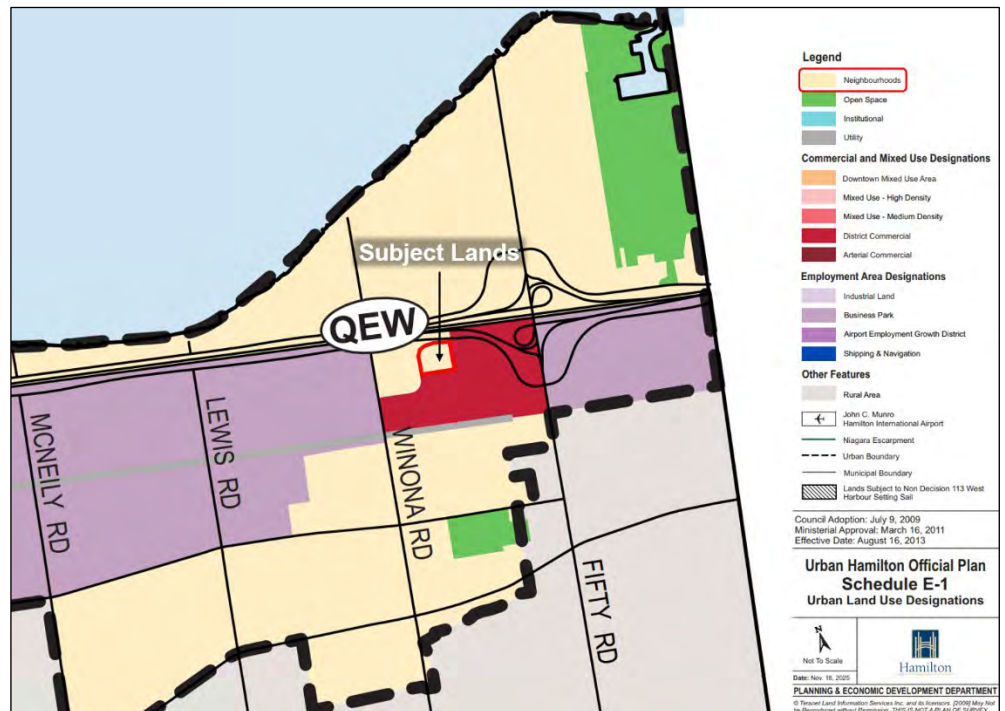


Figure 8 – Urban Hamilton Official Plan – Schedule E-1 (Urban Land Use)

Transportation

Schedule C – Functional Road Classification of the UHOP identifies South Service Road as a Minor Arterial Road and Vince Mazza Way as a local road. South Service Road is currently +/- 33.0 metres wide, while Vince Mazza Way is approximately 24.0 metres wide.

4.3 Fruitland-Winona Secondary Plan

The Fruitland-Winona Secondary Plan area is located at the eastern edge of the City of Hamilton (formerly known as lower Stoney Creek) and consists of the lands east of Fruitland Road, north of Highway No. 8, south of Barton Street (including Winona); and the lands east of Winona, north of Highway No. 8, south of the QEW, and west of the City limits. The Plan establishes land uses and development standards to guide the development of lands within the Secondary Plan area and plans to accommodate an estimated population of 15,400 people at a density of 70 persons/jobs per hectare.

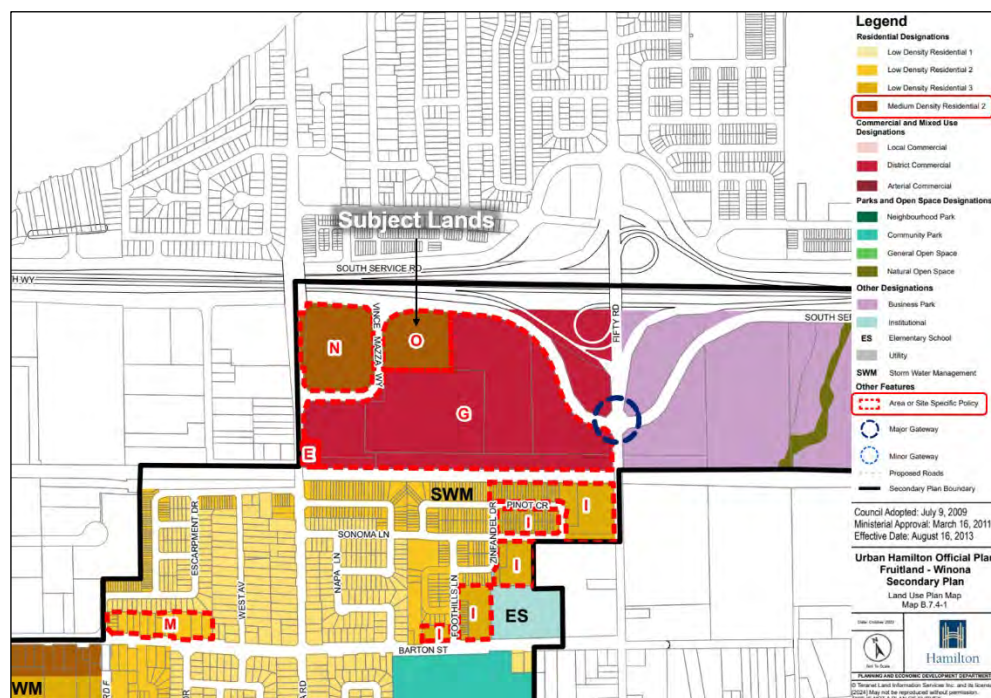


Figure 9 – Fruitland-Winona Secondary Plan – Land Use Plan Map B.7.4-1

The entirety of the subject lands (Blocks 1 and 2) is designated 'Medium Density Residential 2' and are identified as being located within 'Site Specific

Policy – Area O’ on Map B.7.4-1 – Land Use Plan Map of the Fruitland-Winona Secondary Plan.

The following Section of this Report contains an overview of applicable Secondary Plan policies separated by development Block.

Block 1: Proposed Parking Lot Expansion

To facilitate the proposed parking lot expansion, Block 1 is proposed to be redesignated to ‘District Commercial’ and placed within ‘Site Specific Policy – Area G’ on Map B.7.4-1 to align with that of the larger Costco Wholesale site (1330 South Service Road).

In accordance with Section B.7.4.5.4 of the Secondary Plan, the District Commercial designation is to be governed by the policies of Section E.4.7 of Volume 1 (of the UHOP). As noted above in Section 4.3 of this Report, the ‘District Commercial’ designation is intended to provide retail and service commercial uses to the immediate neighbourhood and contain a range of retail shops and services that cater primarily to the weekly and daily shopping needs of area residents. In accordance with Section 4.7.10 of the Plan, these areas are to be planned and designed to be integrated with and easily accessible from the surrounding neighbourhood by a range of transportation modes, including the automobile, transit, and active transportation.

Section B.7.18.7 of the Fruitland-Winona Secondary Plan contains policy requirements related to Site Specific Policy – Area G, including the addition of permitted uses beyond those established for the District Commercial designation in Section E.4.7.2, the prohibition of stand-alone residential uses, the establishment of a maximum leasable GFA for commercial uses, as well as both urban and environment design requirements in accordance with Chapter B of the UHOP (Volume 1).

Block 2: Proposed Residential Development

While Block 2 is proposed to retain its current ‘Medium Density Residential 2’ designation within the Fruitland-Winona Secondary Plan, the requested Amendment seeks to remove the maximum building height permissions for the site previously introduced through the approval of UHOPA-22-026 by deleting Section B.7.4.18.15 c) of the Secondary Plan (including the corresponding Special Figure shown in Figure 10), and replacing it with a maximum building height allowance of 12-storeys across the entirety of Block 2 (of the subject lands).



Figure 10 – Special Figure (Section B.7.18.15 c))

Aside from the aforementioned maximum building height permissions, 'Site Specific Policy – Area O' requires a minimum residential density of 60 dwelling units per hectare and a maximum density of 310 dwelling units per hectare (Section B.7.4.18.15 a)) and requires that the implementing Zoning By-law sets out appropriate building height transitions and step backs from adjacent streets and existing residential uses within the adjacent lands designated 'Neighbourhoods'. The proposed residential density of 156 units per hectare conforms to the above-noted policy, while a separate (future) Zoning By-law Amendment specific to the proposed residential development within Block 2 will ensure the proposed multiple dwellings are appropriately transitioned to adjacent uses.

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

As previously noted, Zoning By-law Amendment Application No. ZAC-22-063 was approved on October 19, 2023 which had the effect of rezoning the

entirety of the subject lands from the 'District Commercial (C6, 301, H112)' Zone to the 'Mixed Use Medium Density (C5, 851, H112)' Zone in the City of Hamilton Zoning By-law No. 05-200 to facilitate the previously approved mixed-use development concept. The enclosed Zoning By-law Amendment application seeks to rezone Block 1 of the subject lands *back* to the 'District Commercial (C6, 301)' Zone to permit the proposed parking lot expansion and facilitate the proposed land consolidation with 1330 South Service Road to the south. A copy of the Draft Zoning By-law Amendment can be found in Appendix "C" of this Report.



Figure 11 – City of Hamilton Zoning By-law No. 05-200

5.0 Policy Analysis

When evaluating the merits of the proposed developments within Blocks 1 and 2, it is appropriate to consider the applicable upper tier policy documents. In this instance, the upper tier documents include the *Planning Act, R.S.O., 1990*, the Provincial Planning Statement, 2024, the Urban Hamilton Official Plan, and the Fruitland Winona Secondary Plan. The analysis contained in the following section of this Report evaluates both the proposed parking lot expansion within Block 1 and residential development within Block 2 where applicable.

Planning Act, 1990

Section 2 of the Planning Act identifies matters of provincial interest that approval authorities must have regard for when evaluating development proposals. They are as follows:

- a) The protection of ecological systems, including natural areas, features and functions;

Planning Comment: There are currently no ecological systems, including natural areas, features and functions present on the subject lands.

- b) The protection of the agricultural resources of the Province;

Planning Comment: The subject lands are located within the approved urban settlement boundary. Accordingly, the development protects the agricultural resources of the Province.

- c) The conservation and management of natural resources and the mineral resource base;

Planning Comment: The proposed development does not adversely impact natural resources or the mineral resource base, as such it has regard for these matters.

- d) The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;

Planning Comment: The subject lands do not contain any features of significant architectural, cultural, historical, archaeological, or scientific interest requiring conservation.

- e) The supply, efficient use and conservation of energy and water;

Planning Comment: As addressed in the Functional Servicing Brief prepared by WSP, the proposed parking lot expansion within Block 1 has regard for the efficient supply, use, and conservation of energy and water. A separate Functional Servicing Report prepared in support of a future Zoning By-law Amendment specific to the proposed residential development within Block 2 will assess the development in accordance with this policy.

- f) The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;

Planning Comment: The proposed parking lot expansion ensures the adequate and efficient provision of communication, transportation and waste management systems. The Functional Servicing Brief prepared by WSP supports the development's provision of sewage and water services. A separate Functional Servicing Report prepared in support of a future Zoning By-law Amendment specific to the proposed residential development within Block 2 will assess the development in accordance with this policy.

- g) The minimization of waste;

Planning Comment: Appropriateness of waste management systems provided will be secured through the Site Plan conditions of approval.

- h) The orderly development of safe and healthy communities;

Planning Comment: The future conditions of Site Plan approval will ensure the proper and orderly development of the municipality.

- h.1) The accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;

Planning Comment: Future conditions of Site Plan approval will ensure pedestrian connections for both developments are AODA compliant and the Ontario Building Code will ensure that best practices are implemented with regards to accessibility for dwelling units for the proposed residential development within Block 2.

- i) The adequate provision and distribution of educational, health, social, cultural and recreational facilities;

Planning Comment: The Subject Lands are within the jurisdiction of the Hamilton District School Board and the Hamilton Catholic District School Board. These boards will be circulated on the Official Plan Amendment application for the purpose of evaluating school allocation with respect to the proposed residential development within Block 2.

- j) The adequate provision of a full range of housing, including affordable housing;

Planning Comment: The proposed residential development within Block 2 contributes to a range and mix of dwelling types in the area to meet the diverse needs of the City's growing population.

- k) The adequate provision of employment opportunities;

Planning Comment: N/A

- l) The protection of the financial and economic well-being of the Province and its municipalities;

Planning Comment: The proposed residential development within Block 2 supports long-term economic prosperity of the Province by adding to the overall housing supply and offering a range of housing options including to contribute to a diverse workforce. Conditions of approval for parkland dedication, development charges and cost sharing also protect the financial and economic well being of the Province and City. Once developed, the lands will contribute significantly more to the municipal tax base than the current underutilized parcel. Additionally, the proposed parking lot expansion within Block 1 is required to meet the operational needs of an established business in the area.

- m) The co-ordination of planning activities of public bodies;

Planning Comment: The comprehensive review of the subject applications by the City of Hamilton ensures matters of provincial interest are accounted for, and a coordinated approach of planning activities has been implemented.

- n) The resolution of planning conflicts involving public and private interests;

Planning Comment: N/A

- o) The protection of public health and safety;

Planning Comment: The proposed developments do not present any negative impacts to public health and safety.

- p) The appropriate location of growth and development;

Planning Comment: As the subject property is located within the Urban Settlement Boundary for the municipality, the proposed residential development within Block 2 aids the City of Hamilton in achieving their growth and employment targets and implements appropriate intensification adjacent to built-up areas. Additionally, the proposed parking lot expansion within Block 1 represents a logical expansion of Costco Wholesale's existing surface parking lot adjacent to the south.

- q) The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;

Planning Comment: The proposed developments will connect with the road network of the surrounding neighbourhood and provides routes which are walkable and support active transportation. The subject lands are placed in close proximity to several public transit stops, encouraging the use of public transit by future residents of the proposed residential development within Block 2 specifically.

- r) The promotion of built form that,
- i. is well-designed,
 - ii. encourages a sense of place, and
 - iii. provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;

Planning Comment: The proposed residential development within Block 2 offers a well-designed, attractive pedestrian environment with access to Vince Mazza Way and South Service Road. The built-form of the proposed multiple dwellings is compatible with both existing and proposed developments within the surrounding area and will contribute to a more attractive and vibrant pedestrian environmental than the existing vacant, underutilized parcel.

- s) The mitigation of greenhouse gas emissions and adaptation to a changing climate.

Planning Comment: With respect to the proposed residential development within Block 2, multi-unit dwellings have been shown to require less energy and water per resident, making them an integral

part of the solution to address climate change. This will help to mitigate greenhouse gas emissions that will be produced and reduce the overall carbon footprint of the proposed development.

This proposal has regard for matters of Provincial interest as identified in Part 2 of the *Planning Act*.



Provincial Planning Statement, 2024

Legislation states that *Planning Act* applications must be “consistent with” the Provincial Planning Statement, 2024.

This proposed residential development within Block 2 supports the Province’s objective of providing for a range and mix of housing options and densities to meet the needs of current and future residents, thus contributing to the achievement of a complete community (Policy 2.2.1). The proposed level of density will support the efficient use of land, resources, infrastructure, and public service facilities and support the use of active transportation in accordance with Policy 2.2.1. Further, the proposed parking lot expansion within Block 1 is required to meet the identified long-term needs of an established business (Costco) and improve the overall suitability of the site for continued operations (Policy 2.8.1). Additionally, the Functional Servicing Brief and Stormwater Management Design Brief prepared by WSP along with the Transportation Impact Brief prepared by GHD confirm that the proposed parking lot expansion within Block 1 can be adequately serviced and accommodated by the existing transportation network and municipal servicing infrastructure (Policy 3.0 and 3.6).

As demonstrated above, this proposal is consistent with the Provincial Planning Statement, 2024.



Urban Hamilton Official Plan (UHOP)

The UHOP provides direction and guidance on the management of communities, land use change, and physical development. As an amendment to both the UHOP and Zoning By-law is required to facilitate the proposed development, the UHOP provides the appropriate framework for evaluating this proposal.

The following section of this Report contains an analysis of UHOP policies applicable to the proposed residential development within Block 2.

Block 2 – Residential Development

As previously noted, 30% of the City's residential intensification target is anticipated to occur within the 'Neighbourhoods' designation (Section B.2.4.1.3 c)), which the proposed residential development within Block 2 is designated. Additionally, Section B.2.4.1.4 of the UHOP provides criteria to evaluate residential intensification within the City's built-up area.

"B.2.4.1.4 Residential intensification developments within the built-up area shall be evaluated based on the following criteria:

- a) a balanced evaluation of the criteria in b) through l) as follows;

Planning Comment: The proposed residential development within Block 2 appropriately balances and satisfies the criteria outlined in subsections b) through l), as demonstrated below.

- b) the relationship of the proposal to existing neighbourhood character so that it builds upon desirable established patterns and built form;

Planning Comment: The proposed residential development within Block 2 builds upon the established patterns and built-forms of the surrounding neighbourhood by contributing to a range and mix of dwelling types to meet the needs of the City's growing population. Additionally, the proposed built form is consistent with that of the approved mixed-use development at 1290 South Service Road and 5 & 23 Vince Mazza Way.

- c) the contribution of the proposed development to maintaining and achieving a range of dwelling types and tenures;

Planning Comment: The proposed residential development within Block 2 will contribute to the provision of a range of housing forms, densities, types, and tenures within the area.

- d) the compatible integration of the development with the surrounding area in terms of use, scale, form and character. In this regard, the City encourages the use of innovative and creative urban design techniques;

Planning Comment: The use, scale, form, and character of the proposed residential development within Block 2 is compatible with both existing and proposed built-forms within the surrounding area.

- e) the contribution of the proposed development to achieving the planned urban structure as described in Section E.2.0 – Urban Structure;

Planning Comment: The proposed residential development within Block 2 fulfills the intent of the Neighbourhoods designation by providing for a full range of housing forms, types, and tenures within the area and aiding the City's objective of accommodating 30% of Hamilton's residential intensification target within the Neighbourhoods designation.

- f) existing and planned water, wastewater and stormwater capacity;

Planning Comment: An analysis of the proposed residential development with respect to existing and planned water, wastewater and stormwater capacity will be addressed through a future Zoning By-law Amendment application submitted under separate cover.

- g) the ability to respect and maintain or enhance streetscape patterns including block lengths, setbacks, and building separations;

Planning Comment: The proposed residential development within Block 2 builds on established patterns and built forms through the incorporation of adequate setbacks and building heights to achieve an appropriate transition to adjacent uses with respect to massing and built-form.

- h) the ability to complement the existing functions of the neighbourhood;

Planning Comment: The proposed residential development within Block 2 enhances the functions of the existing neighbourhood by contributing to a range and mix of dwelling types and sizes in the area to meet a variety of income levels and household sizes, thus contributing to the achievement of a complete community.

- i) the conservation of cultural heritage resources;

Planning Comment: No cultural heritage resources have been identified on the subject lands or within the surrounding area.

- j) infrastructure and transportation capacity and impacts; and,

Planning Comment: Both infrastructure and transportation impacts will be assessed through a future Zoning By-law Amendment application specific to the proposed residential development within Block 2, to be submitted under separate cover.

Section B.3.2.1 of the UHOP contains specific housing goals for lands located within the City's urban area.

"B.3.2.1 The following shall apply in the urban area:

- B.3.2.1.1 Provide for a full range of housing types, forms, and densities to meet the social, health, and well-being requirements of all current and future residents.

Planning Comment: The proposed residential development within Block 2 will contribute to a full range of housing types, forms, and densities within the area to meet the social, health, and well-being requirements of all current and future residents.

- B.3.2.1.2 Provide housing within complete communities.

Planning Comment: The proposed development will support the achievement of a complete community by contributing to a range of housing types, forms, and densities within an established area.

- B.3.2.1.6 Increase the mix and range of housing types, forms, tenures, densities, affordability levels, and housing with supports throughout the urban area of the City.

Planning Comment: The proposed development offers a more attainable housing alternative to the ground-oriented dwellings that currently dominate the housing stock of the surrounding neighbourhood, thus contributing to the achievement of a complete community.

The following section of this Report contains an overview of the proposed parking lot expansion within Block 1 within the context of applicable UHOP policies.

Block 1 – Parking Lot Expansion

As previously noted, Block 1 of the subject lands is proposed to be redesignated from Neighbourhoods to District Commercial in the UHOP to facilitate the proposed parking lot expansion.

As outlined in Section 4.7 of the UHOP, the District Commercial designation is intended to provide retail and service commercial uses to the immediate neighbourhood, and shall contain a range of retail shops and services that cater primarily to the weekly and daily shopping needs of residents in the surrounding neighbourhoods. As the existing Costco Wholesale located at 1330 South Service Road (to which the proposed parking lot expansion within Block 1 of the subject lands is proposed to be merged with) achieves the objectives of the District Commercial designation, the proposed parking lot expansion implements the policy objectives of the UHOP.



Hamilton

Fruitland-Winona Secondary Plan

The Fruitland-Winona Secondary Plan establishes land uses and development standards to guide the development and/or redevelopment of lands located within the Secondary Plan area.

The following section of this Report contains an analysis of the applicable Secondary Plan policies related to the proposed residential development within Block 2 of the subject lands.

Block 2 – Residential Development

As previously noted, Block 2 of the subject lands is currently designated Medium Density Residential 2 and is located within Special Policy – Area O on Map B.7.4-1 – Land Use Plan of the Fruitland-Winona Secondary Plan and is proposed to retain this designation through the proposed development process.

The proposed residential development within Block 2 adheres to all applicable policies of the Medium Density Residential 2 designation and Special Policy – Area O with the exception of Section B.7.4.18.15 c) which establishes maximum building height parameters within specified portions

of Block 2 associated with the previously approved mixed-use development. Accordingly, the enclosed Draft Official Plan Amendment proposes to delete Section B.7.4.18.15 c) so that maximum building height permissions can be appropriately established through a future Zoning By-law Amendment specific to the proposed residential development within Block 2. Based on the above, the proposed residential development within Block 2 conforms to and implements the policies of the Fruitland-Winona Secondary Plan, as amended through the enclosed Draft Official Plan Amendment.

The following section of this Report provides an analysis of the applicable Secondary Plan policies related to the proposed parking lot expansion within Block 1 of the subject lands.

Block 1 – Parking Lot Expansion

As outlined within the enclosed Draft Official Plan Amendment, Block 1 of the subject lands is proposed to be redesignated from Medium Density Residential 2 to District Commercial, removed from Special Policy – Area O, and placed within Special Policy – Area G on Map B.7.4-1 – Land Use Plan of the Fruitland-Winona Secondary Plan to facilitate the proposed parking lot expansion. This redesignation is required to permit the proposed parking lot use and align the policy framework with that of the larger Costco Wholesale site for which Block 1 is proposed to be merged with through a future Consent to Sever application. Accordingly, the proposed parking lot expansion within Block 1 conforms to and implements the policies of the Fruitland-Winona Secondary Plan, as amended through the enclosed Draft Official Plan Amendment.

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

As noted in Section 2.2 of this Report, the enclosed Draft Zoning By-law Amendment proposes to rezone Block 1 of the subject lands from the 'Mixed Use Medium Density (C5, 851, H112)' Zone to the 'District Commercial (C6, 301)' Zone in the City of Hamilton Zoning By-law No. 05-200 to permit the proposed parking lot expansion and align the zoning with that of the larger Costco Wholesale site. Further, the proposed site design within Block 1 conforms to all applicable regulations of the 'District Commercial (C6, 301)' Zone, as demonstrated by the enclosed Zoning Compliance Review.



Hamilton

6. Conclusion

Forum Properties is the owner of the subject lands municipally known as 1310 South Service Road in Hamilton, Ontario. This Planning Justification Report (the “Report”) has been prepared in support of applications for an Official Plan Amendment and Zoning By-law Amendment to facilitate two distinct land uses on the subject property – an expansion of the existing Costco Wholesale (“Costco”) surface parking lot on the southerly portion of the site (referred to as “Block 1” throughout this Report), and a proposed residential development consisting of two (2) 9-storey multiple dwellings on the northerly portion (referred to as “Block 2”). The enclosed Official Plan Amendment application applies to both development proposals whereas the enclosed Zoning By-law Amendment application applies only to the proposed parking lot expansion within Block 1. A future Zoning By-law Amendment application will be submitted under separate cover to facilitate the proposed residential development within Block 2. Both development proposals have been reviewed against the applicable provincial and municipal policy frameworks, as well as the surrounding land use context.

This Report provides planning analysis and justification in support of the subject applications and concludes that such are consistent with and conform to the applicable planning policy framework as outlined below:

- The subject applications have regards for the matters of Provincial interest outlined in Section 2 of the *Planning Act*;
- The subject applications are consistent with the Provincial Planning Statement, 2024;
- The subject applications support the intent, goals, and objectives of the Neighbourhoods and District Commercial designations of the Urban Hamilton Official Plan;
- The subject applications support the intent, goals, and objectives of the Medium Density Residential 2 and District Commercial designations of the Fruitland-Winona Secondary Plan, as well as the policies of Special Policy – Area G and Special Policy – Area O as amended; and,
- The proposed Zoning By-law Amendment application applicable to the proposed parking lot expansion within Block 1 implements the

regulations of the 'District Commercial (C6, 301)' Zone within the City of Hamilton Zoning By-law No. 05-200.

Based on a review of the subject lands, surrounding uses, supporting studies, and applicable planning policy framework, the subject applications facilitate an appropriate form of development and represents good land use planning.

Respectfully submitted this 20th day of August, 2026.

Regards,

UrbanSolutions Planning & Land Development Consultants Inc.



Matt Johnston, MCIP, RPP
Principal

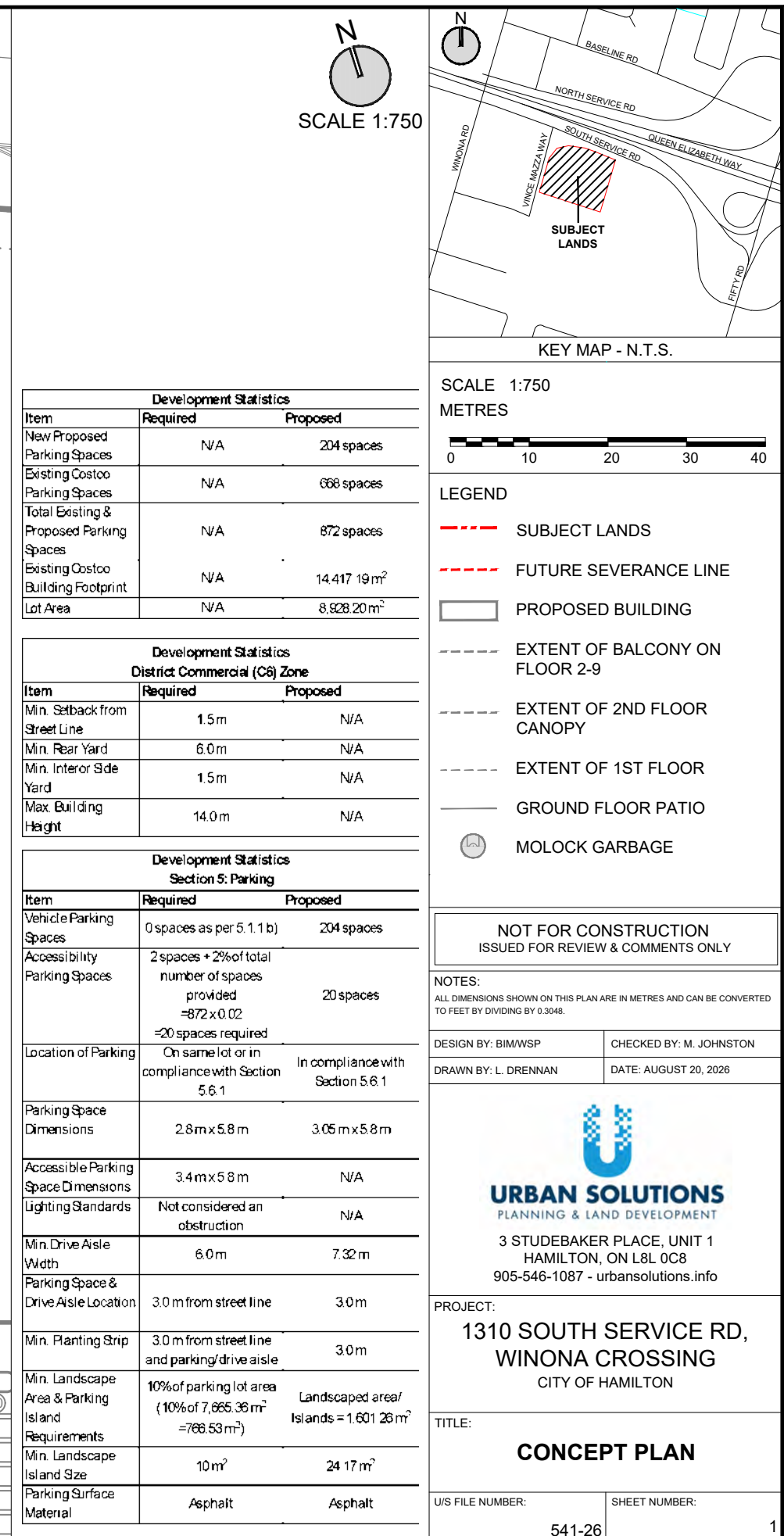


Matthew LeBlanc, MCIP, RPP
Intermediate Planner

*I hereby certify that this Planning Justification Report was prepared by a Registered Professional Planner, within the meaning of the Ontario Professional Planners Institute Act, 1994.
This report has been prepared based on a review of the subject application and cannot be used for any other purpose.*

Appendix A

Concept Plan



Appendix B

Draft Official Plan Amendment

**Draft Urban Hamilton Official Plan
Amendment No. X**

The following text, together with:

Appendix “A”	Volume 1: Schedule E-1 – Urban Land Use Designations
Appendix “B”	Volume 2: Map B.7.4-1 – Fruitland Winona Secondary Plan – Land Use Plan

attached hereto, constitutes Official Plan Amendment No. “X” to the Urban Hamilton Official Plan.

1.0 Purpose and Effect:

The purpose and effect of this Amendment is to redesignate the portion of the subject lands identified as “Block 1” on Appendix “A”, attached to this Amendment from the Neighbourhoods designation to the District Commercial designation on Schedule E-1 – Urban Land Use Designations of the Urban Hamilton Official Plan and to redesignate the portion of the subject lands identified as “Block 1” on Appendix “B”, attached to this Amendment from the Medium Density Residential 2 designation to the District Commercial designation, remove it from Special Policy – Area O and add it to Special Policy – Area G on Map B.7.4-1 – Land Use Plan Map of the Fruitland-Winona Secondary Plan to permit the proposed expansion of the existing surface parking lot to the south on this portion of the subject lands. The purpose and effect of this Amendment is also to amend Site Specific Policy – Area O for the portion of the subject lands identified as “Block 2” on Appendix “B”, attached to this Amendment to permit the development of two (2) 9-storey multiple dwellings on this portion of the subject lands.

2.0 Location:

The lands affected by this Amendment are known municipally as 1310 South Service Road, in the City of Hamilton.

3.0 Basis:

The basis for permitting this Amendment is:

- The proposed development supports the policies of the Urban Hamilton Official Plan and the Fruitland-Winona Secondary Plan, as it contributes to a range of housing forms in the area, supports the efficient use of land, and meets the identified long-term needs of an established business in the area;
- The proposed development implements the Residential Intensification policies of the Urban Hamilton Official Plan.

- The Amendment is consistent with the Provincial Planning Statement, 2024

4.0 Actual Changes:

4.1 Volume 1 – Parent Policies

Schedules and Appendices

4.1.1 Schedule

- a. That Volume 1: Schedule E-1 – Urban Land Use Designations be amended by redesignating the portion of the subject lands identified as “Block 1” on Appendix “A”, attached to this Amendment from “Neighbourhoods” to “District Commercial”, as shown on Appendix “A”, attached to this Amendment.

4.2 Volume 2 – Secondary Plans

Text

4.2.1 Chapter B.7 – Stoney Creek Secondary Plans – Section B.7.4 – Fruitland-Winona Secondary Plan

- a. For the portion of the subject lands identified as “Block 2” on Appendix “B”, attached to this Amendment, known municipally as 1310 South Service Road, designated Medium Density Residential 2, and identified as Site Specific Policy – Area O on Map B.7.4-1 – Fruitland-Winona Secondary Plan – Land Use Plan, Policy B.7.4.18.15 c) and the corresponding Special Figure shall be deleted and replaced with the following:

“Site Specific Policy – Area O

- B.7.4.18.15 c) Notwithstanding Policy B.7.4.4.5 c), a maximum building height of 10-storeys shall be permitted.”

Maps and Appendices

4.2.2 Map

- a. That Volume 2: Map B.7.4-1 – Fruitland Winona Secondary Plan – Land Use Plan be amended by:
 - i) redesignating the lands identified as “Block 1” on Appendix “B”, attached to this Amendment from “Medium Density Residential 2” to “District Commercial”; and,

- ii) removing the lands identified as “Block 1” on Appendix “B”, attached to this Amendment from Special Policy – Area O and placing them into Special Policy – Area G.

as shown on Appendix “B”, attached to this Amendment.

5.0 Implementation:

An implementing Zoning By-law Amendment and Site Plan will give effect to the intended uses on the subject lands.

This Official Plan Amendment is Schedule “1” to By-law No. 26-___ passed on the ___ day of _____, 2026.

**The
City of Hamilton**

A. Horwath
Mayor

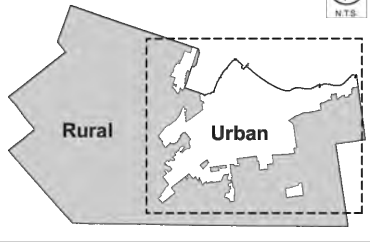
J. Trennum
City Clerk

APPEALS

UHOA NO. 69 APPEALS - PL171450

★ - 237 Upper Centennial Parkway (Stoney Creek), Appellant # 14

Key Map



Note: For Rural Land Use Designations, refer to Schedule D of the Rural Hamilton Official Plan.

Legend

- Neighbourhoods
- Open Space
- Institutional
- Utility
- Commercial and Mixed Use Designations
 - Downtown Mixed Use Area
 - Mixed Use - High Density
 - Mixed Use - Medium Density
 - District Commercial
 - Arterial Commercial
- Employment Area Designations
 - Industrial Land
 - Business Park
 - Airport Employment Growth District
 - Shipping & Navigation
- Other Features
 - Rural Area
 - John C. Munro Hamilton International Airport
 - Niagara Escarpment
 - Urban Boundary
 - Municipal Boundary
 - Lands Subject to Non Decision 113 West Harbour Setting Sail

Council Adoption: July 9, 2009
Ministerial Approval: March 16, 2011
Effective Date: August 16, 2013

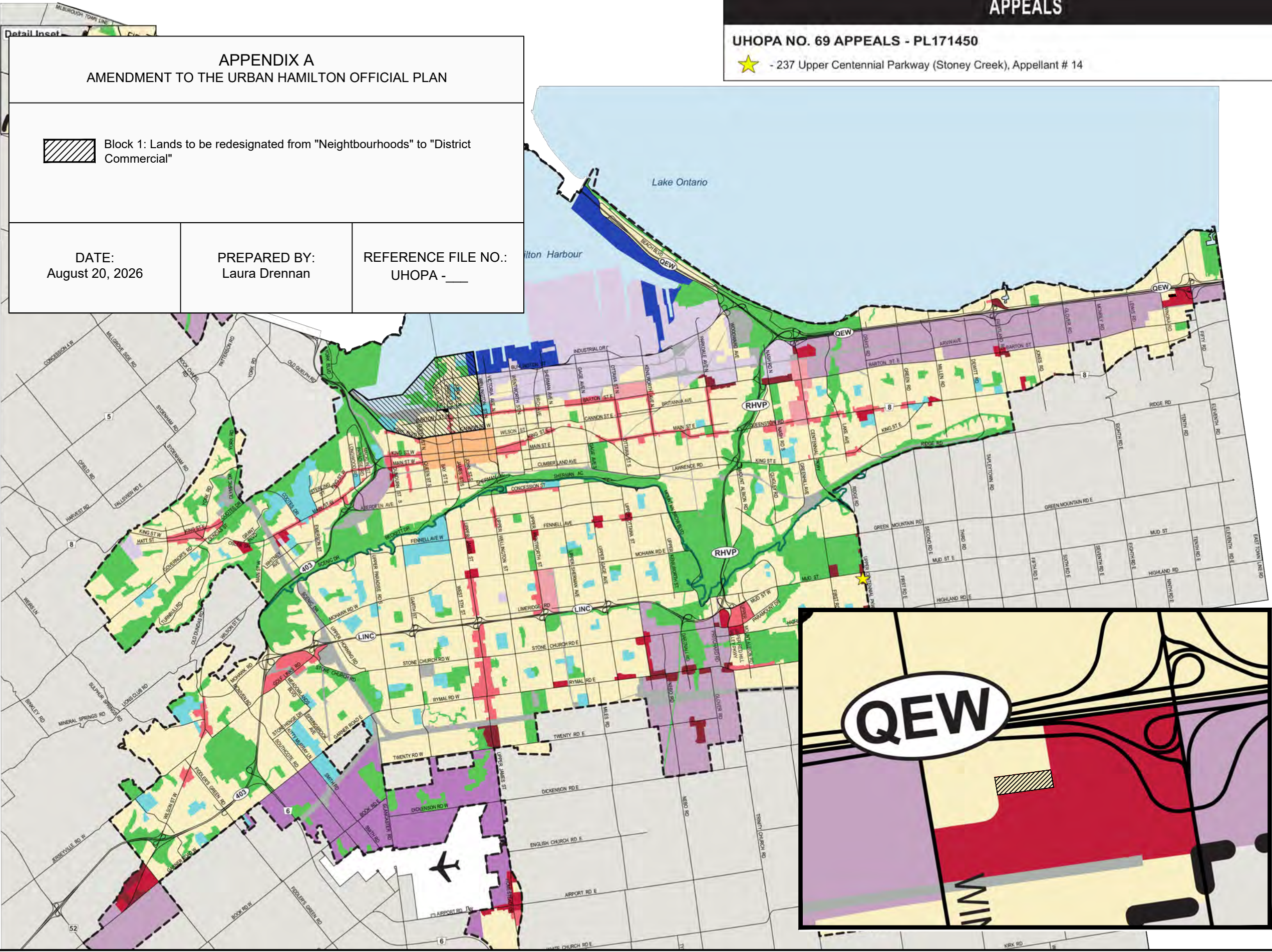
Urban Hamilton Official Plan
Schedule E-1
Urban Land Use Designations



Date: March 18, 2026

PLANNING & ECONOMIC DEVELOPMENT DEPARTMENT

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APPENDIX A
AMENDMENT TO THE URBAN HAMILTON OFFICIAL PLAN

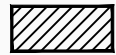
Block 1: Lands to be redesignated from "Neighbourhoods" to "District Commercial"

DATE:
August 20, 2026

PREPARED BY:
Laura Drennan

REFERENCE FILE NO.:
UHOA - ____

APPENDIX B
AMENDMENT TO THE URBAN HAMILTON OFFICIAL PLAN

-  Block 1: Lands to be removed from Special Policy - Area O & to be redesignated from "Medium Density Residential 2" to "District Commercial"
-  Block 2: Lands subject to amendment to Special Policy - Area O

DATE:
August 20, 2026

PREPARED BY:
Laura Drennan

REFERENCE FILE NO.:
UHOPA - ____

APPEALS

 Lands Under Appeal
- 238 Jones Road

Legend

Residential Designations

-  Low Density Residential 1
-  Low Density Residential 2
-  Low Density Residential 3
-  Medium Density Residential 2

Commercial and Mixed Use Designations

-  Local Commercial
-  District Commercial
-  Arterial Commercial

Parks and Open Space Designations

-  Neighbourhood Park
-  Community Park
-  General Open Space
-  Natural Open Space

Other Designations

-  Business Park
-  Institutional
-  Elementary School
-  Utility

 Storm Water Management

Other Features

-  Area or Site Specific Policy
-  Major Gateway
-  Minor Gateway
-  Proposed Roads
-  Secondary Plan Boundary

Council Adopted: July 9, 2009
Ministerial Approval: March 16, 2011
Effective Date: August 16, 2013

Urban Hamilton Official Plan
Fruitland - Winona
Secondary Plan
Land Use Plan Map
Map B.7.4-1

Date: October 2023



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Appendix C

Draft Zoning By-law Amendment

CITY OF HAMILTON

BY-LAW NO.

To amend Zoning By-law No. 05-200 with respect to lands located at 1310 South Service Road, Stoney Creek.

WHEREAS Council approved Item __ of Report _____ of the Planning Committee, at its meeting held on _____, 2026;

AND WHEREAS this By-law conforms with the Urban Hamilton Official Plan upon adoption of Official Plan Amendment No. _____;

NOW THEREFORE Council amends Zoning By-law No. 05-200 as follows:

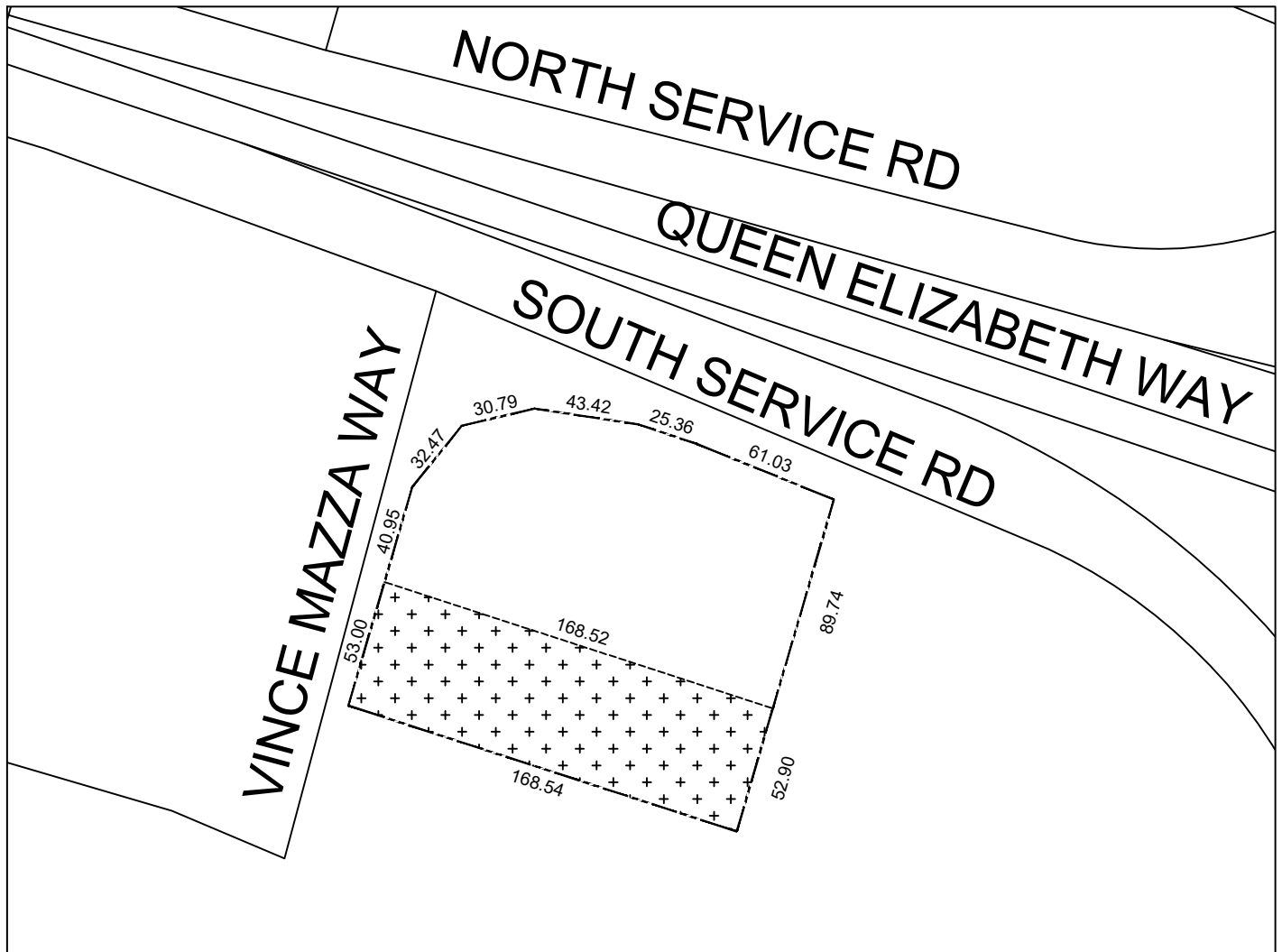
1. That Schedule "A" – Zoning Maps, Map No. __ is amended by rezoning the portion of the lands known as 1310 South Service Road, the extent and boundaries of which are identified as "Block 1" on Schedule "A" annexed to and forming part of this By-law from the Mixed Use Medium Density (C5, 851, H112) Zone to the District Commercial (C6, 301) Zone.
2. That no building or structure shall be erected, altered, extended, or enlarged, nor shall any building or structure or part thereof be used, nor shall any land be used, except in accordance with the provisions of the District Commercial (C6, 301) Zone.
3. That the Clerk is hereby authorized and directed to proceed with the giving of notice of the passing of this By-law in accordance with the *Planning Act*.

PASSED this _____, 2026

A. Horwath
Mayor

M. Trennum
City Clerk

ZAC-26-____



This is Schedule "A" to By-law No.
26-_____

Passed the _____ day of _____, 2026

Clerk

Mayor

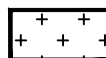
DRAFT Schedule "A"

Map Forming part of
By-law No. 05-200-

to Amend By-law No. 05-200

Subject Property

1310 South Service Road in the City of Hamilton.



Block 1 - Lands to be rezoned from Mixed Use
Medium Density (C5, 851, H112) Zone to the
District Commercial (C6, 301) Zone.

Scale:
N.T.S

File Name/Number:

Date:

Planner/Technician:

PLANNING AND ECONOMIC
DEVELOPMENT DEPARTMENT