



# 40 WILSON AVENUE

## PLANNING JUSTIFICATION REPORT

CITY OF BELLEVILLE, ON

IPS NO. 20-908

SEPT 2022



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WILSON AVE. DEVELOPMENT

PART OF LOTS 15, 16, 17, 26 & 27, PLAN 135

PART OF LOTS 6 & 7, PLAN 1819

IN THE CITY OF BELLEEVILLE, COUNTY OF HASTINGS

**CITY OF BELLEVILLE**

APPLICATIONS FOR

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**DRAFT PLAN OF SUBDIVISION &  
ZONING BY-LAW AMENDMENT**

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PREPARED BY

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ON BEHALF OF

**RIC (MIDLAND LAND) INC.**

SEPTEMBER 2022

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## **1.0 INTRODUCTION**

Innovative Planning Solutions has been retained by RIC (Midland Land) Inc. to prepare a Planning Justification Report relative to Draft Plan of Subdivision and Zoning By-law Amendment (ZBA) applications for lands legally described as PART OF LOTS 15, 16, 17, 26& 27, PLAN 135, PART OF LOTS 6 & 7, PLAN 1819 IN THE CITY OF BELLEVILLE, COUNTY OF HASTINGS, and municipally known as 40 Wilson Avenue in the City of Belleville.

The lands subject to the applications (“subject lands”) form the west half of the property at 40 Wilson Avenue. The subject lands possess an area of approximately 7.78 hectares (19.22 acres), with roughly 310 metres of frontage onto Palmer Road. **Figure 1** shows the location of the subject lands. The land is designated ‘Residential Land Use’ in the current City of Belleville Official Plan and zoned ‘Urban Holding’ and ‘General Industrial (M2)’ in the City’s Zoning By-law Number 10245. Within the City of Belleville adopted Official Plan (2021), the subject lands are designated ‘Residential Land Use’ and noted as an ‘Additional Intensification Area’.

The purpose of the proposed Draft Plan and ZBA applications is to facilitate development to accommodate a residential subdivision. The proposed Draft Plan of Subdivision application aims to create a total of 153 residential units, comprising 82 single detached lots and 71 street townhouse units. The proposed ZBA requests to rezone the lands from ‘Urban Holding (UH)’ and ‘General Industrial (M2)’ to ‘Residential Fourth Density (R4)’, ‘Residential Fifth Density (R5)’, and ‘Open Space Zone (01)’. The report will review the applicable policies found within the documents noted below to demonstrate consistency with good planning principles:

- Provincial Policy Statement, 2020
- City of Belleville Official Plan, 2002, as amended
- City of Belleville Zoning By-law Number 10245, as amended

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**LEGEND**

- Subject Lands
- Additional Lands Owned by the Applicant

Figure 1

**SUBJECT LANDS AERIAL**

Source: City of Belleville, City Map Viewer, 2021

Drawn By: KT

File: 20-908



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## **2.0 SITE DESCRIPTION AND SURROUNDING USES**

The subject lands are identified as a brownfield site, being underutilized, derelict, and vacant historical, industrial lands. The lands are currently vacant of any buildings or structures, save for an existing mobile tower at the north-west corner of the site. The east half of 40 Wilson Avenue historically contained a concrete manufacturing facility and a material recycling facility but the site as a whole has remained vacant and derelict since 2016. A Phase I ESA has been completed for the subject lands in consideration of the historical industrial uses and has been submitted in support of these applications; the Phase I ESA has prompted a Phase II ESA to determine the extent of contamination and required remediation. Existing access points to the site are located off Wilson Avenue and Palmer Road. Existing water and sanitary servicing is available at the limits of the property. The property is not regulated by the Quinte Conservation Authority.

The subject lands are bound to the north by residential uses including single detached dwellings and townhomes. Further north exists Moira Street West and residential subdivisions north of Moira Street West. The lands are bound to the east by the east half of 40 Wilson Avenue and general industrial uses. Belleville City Centre lies approximately 1.0 kilometre east of the site. The lands are bound to the south by the old Nortel Lands, which were recommended for employment conversion to residential use through the City's 2019 Municipal Comprehensive Review (MCR) report and are designated 'Residential Land Uses' within the City's 2021 adopted Official Plan. Further south lies future mixed-use development at the former site of the Quinte Exhibition and community facilities such as Legion Ball Field, Centennial Secondary School, and Mary Anne Sills Park. The lands are bound to the west by Palmer Road. On the opposite side of Palmer Road lies single detached dwellings, while further west exists the Loyalist Secondary Plan Area. The subject lands and surrounding uses are outlined in **Figure 2**.

Significant development is expected for the surrounding lands, including but not limited to development within the Loyalist Secondary Plan Area, Sand Cherry Court Subdivision to the north, and redevelopment within the Quinte Exhibition Fairgrounds. The redevelopment of the Quinte Exhibition Fairgrounds, while not yet approved, is anticipated to accommodate for mixed use development, comprising of 75 single detached dwellings, 135 high-density residential units, a commercial block, parkland, and a recreational community centre. The

Sand Cherry Court Subdivision has been approved to accommodate for 39 single detached dwellings. The Loyalist Secondary Plan Area is intended to accommodate for a population of approximately 9,000 residents, in order to meet the growth needs of the City of Belleville. The Loyalist Secondary Plan Area is also intended to be serviced through expansions of the City's municipal services, and thereby encourages compact development that makes efficient use of these services. These anticipated developments, alongside related infrastructure improvements, indicate the revitalization and enhancement of the surrounding area in alignment with the growth and development planned for the Urban Serviced Area of the City.

The subject lands are currently designated 'Residential Land Use' in the City of Belleville Official Plan, as seen in **Figure 3**. The lands are zoned 'Urban Holding' and 'General Industrial (M2)' in the City's Zoning By-law Number 10245, as seen in **Figure 4**. The lands are designated 'Residential Land Use' and noted an 'Additional Intensification Area' within the City of Belleville adopted Official Plan (2021).



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**LEGEND**

- Subject Lands
- Additional Lands Owned by the Applicant

**Figure 2  
 SUBJECT LANDS AERIAL  
 & SURROUNDING USES**

Source: City of Belleville, City Map Viewer, 2021

Drawn By: KT

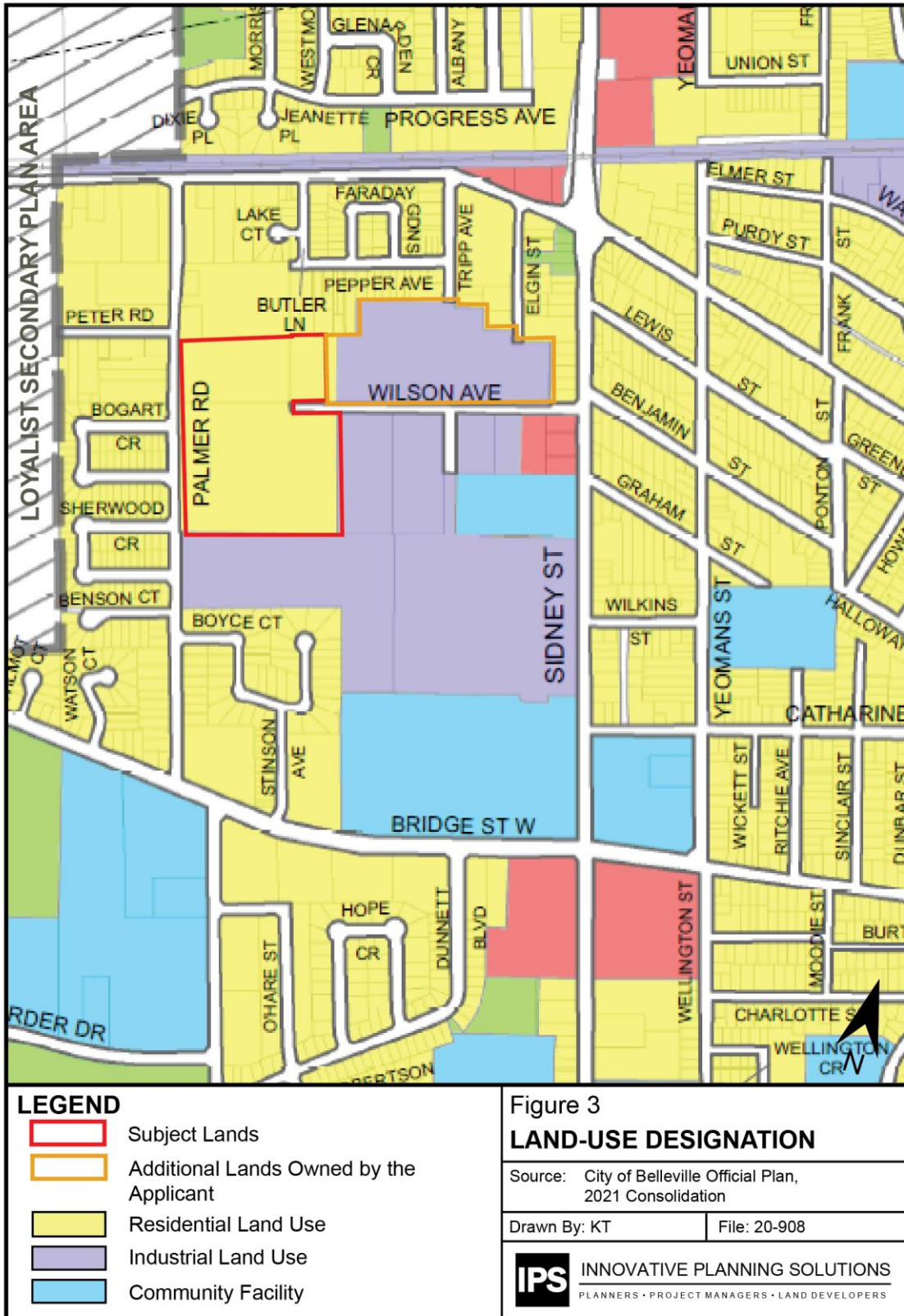
File: 20-908



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**LEGEND**

- Subject Lands
- Additional Lands Owned by the Applicant
- General Industrial
- Urban Holding
- Prestige Industrial Commercial
- Residential

Figure 4

**ZONING**

Source: The City of Belleville Zoning By-law Number 10245, 2021 Consolidation

Drawn By: KT

File: 20-908



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### **3.0 DESCRIPTION OF DEVELOPMENT**

The intent of the proposed Draft Plan and ZBA applications is to facilitate the development of a residential subdivision on vacant lands, providing residential growth in alignment with the residential land use designations of the current and adopted Official Plans. The proposed development will support the environmental enhancement of this brownfield site and contribute to the overall revitalization of the surrounding Urban Serviced Area of the City.

The proposed development will provide for a total of 153 residential units, with a net density of 29.31 units per net hectare. Initial conceptions see the unit mix comprised of 82 single detached dwelling units and 71 townhouse units. The mixture of single detached dwellings (2 stories) and townhouse units (2 to 3 stories) provides for a mix of housing types and costs to support the Town in meeting growth targets and in meeting the housing needs of current and future residents. The proposed unit mix also offers compatibility with the existing residential unit mix in the area, which consists of single detached dwellings, townhomes, and low-rise apartment buildings.

The proposed development will introduce four (4) new local roads and proposes the extension of Wilson Avenue to provide site circulation. The proposed extensions to Wilson Avenue will support integration of the development with the surrounding neighbourhood and transportation networks. The internal subdivision street network has been designed in a grid pattern where feasible with short blocks to encourage connectivity and active transportation. Curvilinear roads discourage speeding and enforce public health and safety. The proposed new local roads are all provided 20.0 metre road allowances in accordance with Official Plan Policies.

Internal sidewalks and pedestrian crossings will provide for safe pedestrian movement throughout the site. Street trees, landscaped boulevards, and street lighting will be detailed at detailed design in order to support an attractive and safe pedestrian environment. One 0.45 hectare park is provided within the development with direct access to Street 'B', Street 'E', and Wilson Avenue, supporting public access and connectivity to the parkland. Access to municipal transit is available to the site, with the lands being located along City of

Belleville Transit Routes 101 and 10, with nearby access to additional transit routes (Routes 5, 6, and 7).

Municipal water and sanitary services are proposed to service the development, including a new 200mm diameter water service to connect to the existing municipal system on Palmer Road and on Wilson Avenue to create a looped network, as well as a new 200mm diameter sanitary service to connect to the existing municipal system southwest of the development on Sherwood Crescent. All stormwater on-site will flow into the SWM facility which will retain flow within the site.

### 3.1 DRAFT PLAN OF SUBDIVISION

The proposed Draft Plan of Subdivision application aims to create 82 single detached lots and 71 street townhouse units. To support this new growth, the draft plan proposes a number of blocks to accommodate roads, a stormwater management facility, open space lands, road widenings, and an existing cell tower. The Draft Plan of Subdivision is provided in Appendix 1. Table 1 provides a summary of the land uses and land use statistics associated with each lot/block.

**Table 1 – Subdivision Land Use Schedule**

Use	Blocks/Lots	Units	ha	Area (ac)	%
<b>Single Detached Lots (R4 – 12m)</b>	1-82	82	3.60	8.90	46.27
<b>Street Townhouse Units (R5 – 6.1m)</b>	83-93	71	1.63	4.02	20.95
<b>Cell Tower</b>	94		0.05	0.12	0.64
<b>Park</b>	95		0.05	0.12	0.64
<b>SWM Facilities</b>	96		0.21	0.51	2.69
<b>Road Widening</b>	97		0.08	0.19	1.02
<b>0.3m Reserves</b>	98		0.00	0.00	0.00
<b>20.0m ROW</b>			2.17	5.36	27.8
<b>Total</b>		153	7.78	19.22	100



### **3.2 ZONING BY-LAW AMENDMENT**

The lands are zoned 'Urban Holding' and 'General Industrial (M2)' in the City's Zoning By-law Number 10245.

In order to accommodate the proposed development and in alignment with the land use designation for the lands, a Zoning By-law Amendment is required to rezone to lands into three (3) distinct zones:

- Residential Fourth Density (R4)
- Residential Fifth Density (R5)
- Open Space Zone (01).

The proposed Zoning By-law Amendment will allow the lands to develop in alignment with the Official Plan land use designation of the lands and the proposed Draft Plan of Subdivision. The Draft Zoning By-law Amendment is available in Appendix 2.

### **4.0 POLICY REVIEW**

This section will outline the applicable planning and development policies impacting these applications. Each subsection will outline the applicable policies and contain planning rationale on conformity and development principles.

#### **4.1 PROVINCIAL POLICY STATEMENT, 2020**

The Provincial Policy Statement (PPS) recognizes the subject lands as being within the City of Belleville Settlement Area. The following policies are emphasized in relation to the proposed development.

##### ***Managing and direction land use to achieve efficient and resilient development and land use patterns***

Section 1.1.1 provides guiding policies for efficient development that creates healthy, liveable, and safe communities. The section highlights the importance of accommodating for an appropriate range and mix of uses, including various housing types, parks, and open

spaces. This section also promotes cost-effective development patterns that will minimize land consumption and servicing costs, thereby supporting the financial well-being of the Province and municipalities over the long-term. Section 1.1.2 provides that to meet project growth needs within settlement areas, sufficient land shall be made available through intensification, redevelopment, and designated growth areas.

The proposed development aligns with the policies of Section 1.1.1. Through the proposed Draft Plan of Subdivision, the development offers an appropriate mix of housing, parks and open space (1.1.1.b). Through the proposed rezoning, this project will provide for residential development in a compact built form, thereby maximizing upon existing and proposed municipal infrastructure and resources, while reflecting cost-effective development patterns (1.1.1.e). The proposed rezoning would also align the zoning of the lands with the residential land use designations of both the current and adopted City of Belleville Official Plans, thereby facilitating development on lands designated and available for residential growth (1.1.2).

### ***Settlement Areas***

Section 1.1.3 denotes settlement areas as the focus of growth and development within the Province. This section states that land use patterns within settlement areas shall be based on the efficient use of land, resources, infrastructure, and public service facilities, as well as on the opportunities to support active transportation and transit development. Opportunities for intensification and redevelopment should be accommodated in appropriate locations, including brownfield sites, and where suitable existing or planned infrastructure can support projected needs. Growth and redevelopment within settlement areas should accommodate a significant supply and range of housing options where feasible, with appropriate development standards to facilitate intensification and a compact development form.

The proposal accommodates for residential growth within the City of Belleville Settlement Area (1.1.3.1), providing 153 residential units, with a net density of 29.31 units per net hectare. The proposal provides a significant supply of housing (1.1.3.3) that is appropriate to the character of the area. The proposed density allows for the efficient use of land, infrastructure, and surrounding public service facilities (1.1.3.2.b). Through the proposed rezoning, the development will demonstrate a compact built form (1.1.3.4), lending to an environment that encourages pedestrian activity and active transportation (1.1.3.2.e). The

development is transit-supportive, providing residential intensification along an existing transit route (City of Belleville Transit Routes 101 and 10) with nearby access to additional transit routes (Routes 5, 6, and 7). Based on the above, the proposed development is appropriate to accommodate new growth in alignment with the policies of Section 1.1.3.

### ***Land Use Compatibility***

Section 1.2.6 of the PPS seeks to ensure compatible development between major facilities and sensitive land uses. The intent of these policies is to minimize risk to public health and safety by mitigating any potential adverse effects from odour, noise, and other contaminants, as well as to ensure the long-term operational and economic viability of major facilities. Section 1.2.6.2 states that the planning and development of sensitive land uses adjacent to existing industrial, manufacturing or other uses vulnerable to encroachment should only be permitted if the following can be demonstrated in accordance with provincial guidelines, standards, and procedures:

- a) there is an identified need for the proposed use;
- b) alternative locations for the proposed use have been evaluated and there are no reasonable alternative locations;
- c) adverse effects to the proposed sensitive land use are minimized and mitigated; and
- d) potential impacts to industrial, manufacturing or other uses are minimized and mitigated.

The subject lands are designated for residential development in both the current City of Belleville Official Plan and the adopted City of Belleville Official Plan (2021). In addition, the adopted City of Belleville Official Plan (2021) identifies the subject lands as an “Additional Intensification Area”, which is meant to facilitate greater densities of residential development. Given the above, it is understood that the lands are intended to accommodate residential growth within the City (1.2.6.2.a & b).

A Land Use Compatibility Study (LUCS) has been completed in support of this application. The LUCS reviewed the proposed development in relation to air quality (dust and odour), noise, and vibration nuisance and in accordance with the MECP’s D-1 and D-6 Guidelines. In response to the conclusions of the LUCS, a detailed Noise Study has been completed and submitted in support of the proposed applications, recommending mitigation measures to be implemented to support compatibility between the proposed sensitive land uses and

existing industrial/commercial operations. Given that the recommendations of the LUCS and Noise Study are adhered to, potential adverse impacts can be minimized and mitigated (1.2.6.2.c & d). The mitigation measures of the LUCS can be appropriately addressed as conditions to draft plan approval and ultimately detailed design.

### ***Housing***

Section 1.4 provides policies to guide the development of housing within the Province, with the goal of providing for an appropriate range and mix of housing options and densities to meet the needs of current and future residents. It is emphasized that housing be provided to meet both market-based and affordable housing needs. This section also states that development of new housing should be located where appropriate levels of infrastructure and public service facilities exist or will be developed, including active transportation and transit infrastructure. Housing densities and development standards that facilitate compact form and which efficiently use land, resources, infrastructure, and public service facilities, and support the use of active transportation are encouraged.

The proposal directs new residential growth at a net density of 29.31 units per net hectare to the City of Belleville Settlement Area, where the development can be efficiently serviced through the existing and proposed infrastructure and public service facilities of the settlement area (1.4.3.c). Through the proposal, parkland will be provided to support resident needs while the development of local roads and walkways will encourage the use of active transportation (1.4.3.d). Through the proposal, residential growth will occur along an existing transit route thereby facilitating transit-supportive development (1.4.3.e). The proposed Zoning By-law Amendment will implement development standards that facilitate a compact form (1.4.3.f), while providing housing supply that helps meet the current and projected housing demands of the regional market area (1.4.1).

### ***Public Spaces, Recreation, Parks, Trails, and Open Space***

Section 1.5.1.b promotes the development and equitable distribution of parkland open space areas, trails, and other recreational facilities. The proposed development provides for parkland open space areas and walkways to encourage recreational activity and support the achievement of healthy and active communities. In addition, the proposed single detached lots will provide additional private amenity space to encourage healthy and active living as promoted through Section 1.5.



***Infrastructure and Public Service Facilities***

Section 1.6 requires that infrastructure be provided in a coordinated, efficient manner that meets current and projected needs. With regard for sewage and water servicing, this section notes the importance of providing development in a manner that promotes the efficient use and optimization of existing municipal sewage and water services. The section further states that municipal sewage and water services are the preferred form of servicing for settlement areas, especially for growth and redevelopment within settlement areas. With regard for stormwater management, this section requires stormwater planning that promotes best practices, including attenuation and re-use, water conservation, and low-impact development.

The proposal provides for development on existing and proposed municipal sewage and water services, in support of the efficient use and optimization of municipal infrastructure (1.6.6.1.a.1). The proposed servicing strategy is in alignment with the preferred form of servicing for settlement areas, and appropriately accommodates for residential growth to optimize the use of services (1.6.6.2.). A Functional Servicing Report (FSR) has been submitted in support of these applications. The FSR outlines that a new 200mm diameter water service to connect to the existing municipal system on Palmer Road and on Wilson Avenue to create a looped network, as well as a new 200mm diameter sanitary service to connect to the existing municipal system southwest of the development on Sherwood Crescent. Further, prior to the development of proposed subdivision, a capacity review of the existing 200mm sanitary sewer and existing lift station will be required to verify if the additional sewage flow generated by the proposal can be accommodated through existing infrastructure, or if upgrades will be required to be borne by the developer.

A Stormwater Management Report has been submitted in support of these applications to outline the proposed stormwater approach to meet the requirements of Section 1.6.6.7. The Stormwater Management Report provides details on the proposed stormwater management controls, concluding that appropriate stormwater management measures can be implemented to maintain acceptable water quality and post-development flow rates, in accordance with the standards and guidelines of various review agencies, including the City of Belleville, Quinte Conservation Authority, and Ministry of Environment, Conservation, and Parks (MECP).

Section 1.6.7 of the PPS speaks to the provision of transportation systems, noting that land use and development patterns should encourage minimizing the length and number of vehicle trips, and support of the use of transit and active transportation. Reducing auto dependency is encouraged through the proposed development. Active transportation is encouraged as the proposal will provide internal sidewalks and pedestrian crossings for safe pedestrian movement throughout the site, and to facilitate access to the proposed park block. Trails are also conceptualized within the proposed Stormwater Management Block, which can be detailed through detailed design. The proposed development also encourages the development of active transportation infrastructure, providing residential intensification in walking distance to a variety of public facilities (Our Lady of Fatima School, Prince Charles Public School), open spaces (Legion Ball Field, Village Park) and various commercial uses (Shoppers Drug Mart, Giant Tiger, Tran Sidney Inn Convenience).

#### ***Long-Term Economic Prosperity***

Section 1.7 states that long-term economic prosperity should be supported by encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce. The proposal supports economic prosperity by providing new housing amidst a housing crisis and in response to rising demands for housing supply, with consideration for housing options that are appropriate to the demands of the regional market area and compatible with the character of the City of Belleville Settlement Area.

#### ***Energy Conservation, Air Quality, and Climate Change***

Section 1.8 contains policies relating to energy conservation, air quality, and climate change. In alignment with the policies of Section 1.8, and to provide development that supports energy conservation, energy efficiency, improved air quality, and reduced greenhouse gas emissions, the proposed applications will provide development of a compact built form that is transit supportive and in proximity to open spaces.

#### ***Water***

Section 2.2.1(a) provides that quality and quantity of water shall be protected, improved, or restored by using the watershed as the ecologically meaningful scale for integrated and long-term planning. Discussions were had with the Quinte Conservation Authority (QCA) to

confirm stormwater submission requirements. Through these discussions and a time of travel investigation, completed by WSP and submitted under a separate cover, it was confirmed that the subject lands are located outside of the 2 hour protection area and that it would take longer than 2 hours for runoff from the site to reach the intake.

### ***Human-Made Hazards***

Section 3.2.2. of the PPS requires that sites with contaminants in land or water shall be assessed and remediated as necessary prior to any activity on the site associated with the proposed use such that there will be no adverse effects. A Phase 1 Environmental Site Assessment (ESA) has been submitted in support of the applications, prompting a Phase 2 Investigation which is currently underway. The Phase 2 Investigation will identify any environmental contamination on the property and remediation will take place should any contamination be found. A Record of Site Condition will be filed with the Environmental Site Registry in accordance with the findings of the Phase 1 and 2 ESAs.

Through a review of the applicable policies noted above, the proposed development demonstrates consistency with the Provincial Policy Statement.

## **4.2 CITY OF BELLEVILLE OFFICIAL PLAN, 2002 (AS AMENDED)**

The City of Belleville Official Plan intends to provide for the orderly development of the City within the framework of the Vision Statement. The Plan serves to direct development in a manner that supports land use compatibility and in keeping with the socio-economic fabric of the City. The lands are located within the Urban Serviced Area of the City (Schedule B) and designated 'Residential Land Use' in the City of Belleville Official Plan (Schedule B).

The applicable policies of the Official Plan are outlined and reviewed below:

- 2.1 Vision Statement
- 3.10 Residential Land Use
- 5.1 Access to Public Roads
- 5.2 Municipal Sanitary Sewer and Water Systems
- 5.5 Stormwater Management
- 6.1 Roads

- 6.2 Road Widenings
- 6.6 Public Transit
- 7.6 Urban Design
- 7.7 Sensitive Land Uses
- 7.8 Hazardous Uses and Contaminated Lands
- 7.11.2 Parkland Dedication

### ***Vision Statement***

Section 2.1 of the Official Plan outlines the vision statement that identifies and directs strategies and planning policies within the Plan. It states that the diversity of the City will continue to be encouraged through a wide array of housing types and housing opportunities located primarily in the urban serviced area. It notes that growth is to be managed by the Municipality through capital planning to expand infrastructure as necessary and through the efficient use of existing serviced land, the logical extension or improvement of services, and appropriate infilling.

In accordance with the City's vision statement, the proposal supports the provision of an array of housing types and housing opportunities within the urban serviced area (2.2.1 and 2.2.4). The development appropriately accommodates for residential growth on lands designated for residential development within the City's Official Plan, and would facilitate the logical extension and improvement of services to support the proposed growth (2.2.3). Given the above, the proposal maintains alignment with the City's vision statement.

### ***Residential Land Use***

Section 3.10 provides guiding policies for lands designated 'Residential Land Use', where majority of the housing development is intended to be established within the City. It states that residential development will be permitted at low, medium, and high-density forms, ranging from single detached dwellings to various types of attached and multiple dwellings. Other non-residential uses of land that are compatible with and which often perform a service function to residential areas may be permitted. The proposal provides for single detached dwelling and townhomes, as permitted (3.10.1). The proposal also accommodates for an existing cell tower, a proposed stormwater management block, and a proposed park



within the 'Residential Land Use' designation, which would appropriately provide service functions to the residential uses (3.10.1 & 3.10.3.b).

Section 3.10.2.a notes that development within lands designated 'Residential Land Use' should be permitted to occur at various densities to ensure a full range of housing forms at different sizes and styles to meet the needs of all citizens. The proposal provides for an overall density of 29.31 units per net hectare. Based on the standards of Section 3.10.2.a, this is an appropriate density for the proposed built form of single detached dwelling units and townhouse units, while also contributing to a range of housing forms at different sizes and styles to meet the needs of residents. The single detached lots (low-density residential uses) demonstrate a density of 22.77 units per net hectare, and the street townhouse units demonstrate a density of 43.55 units per net hectare, both of which are in keeping with the standards of Section 3.10.2.a.

Section 3.10.2.b notes that the type and arrangement of dwellings and densities is important to the character of the City, and specifically residential neighbourhoods. Ideally, neighbourhoods will demonstrate a mix of dwelling types at different densities. In establishing residential densities, Council should consider the capacity of servicing and infrastructure to handle the traffic, water, and sewage flows; the capacity of public infrastructure to service resident needs, and availability/ability to provide transit services. The proposal will provide a mix of single detached and townhouse dwelling units at different densities. A Traffic Impact Study (TIS) and Functional Servicing Report (FSR) have been submitted under separate covers to consider capacity of servicing and infrastructure to handle the traffic, water, and sewage flows resulting from the proposal. The development is located along an existing transit route (City of Belleville Transit Routes 101 and 10), provides nearby access to additional transit routes (Routes 5, 6, and 7), and appropriately provides densities that would support the further development of transit infrastructure.

Section 3.10.2.e provides that when allocating or determining the preferred locations for medium density residential development, Council should be guided by the following principles:

- i. The lands should have direct frontage on or immediate access to either an arterial or collector road.*

**Comment:** The lands have direct frontage onto Palmer Road, which is an identified collector road.

- ii. *The main access routes to such developments should not be through significant areas of low density residential development.*

**Comment:** The proposal will be accessed through the extension of Wilson Avenue, avoiding areas of low density residential development.

- iii. *Where located along collector streets, the preferred locations for medium density residential developments would be at intersections or where access to two or more transportation corridors is available.*

**Comment:** The proposal will provide medium density residential development (street townhouse units) along Street D, which will connect to the proposed Wilson Avenue extension. The Wilson Avenue extension will provide the development access to both Palmer Road and Sydney Street.

- iv. *Medium density residential development should be directed to areas which are adequately serviced with open space and other required community facilities and services, all of which should be of sufficient size to meet the needs of the residents of the housing development.*

**Comment:** The proposal will provide medium density residential development (street townhouse units) in proximity to a proposed park block (Block 95) to support the open space needs of residents. Further to this, the development is in proximity to the old Quinte Exhibition Fairgrounds, which is conceptualized to be redeveloped to accommodate for mixed use development, inclusive of a commercial block, parkland, and a recreational community centre. Other nearby community amenities (schools, parks, and churches) are further detailed in Section 2.0 of this Report.

- v. *A preferred location for medium density residential development would be in close proximity to or adjacent to non-residential land uses which service the residential area (neighbourhood commercial uses, schools, parks, churches).*

**Comment:** The proposal will provide medium density residential development (street townhouse units) in proximity to a proposed park block (Block 95) to support the open space needs of residents. Further to this, the development is in proximity to the old

Quinte Exhibition Fairgrounds, which is conceptualized to be redeveloped to accommodate for mixed use development, inclusive of a commercial block, parkland, and a recreational community centre. Other nearby community amenities (schools, parks, and churches) are further detailed in Section 2.0 of this Report.

- vi. Medium density residential development is a preferred housing form to be established immediately abutting a non-residential land use in another land use category, or along very high traffic corridors.*

*Care should be exercised to ensure access from medium density housing onto major traffic carriers is provided in a safe manner, and should not be permitted or allowed to be developed in any form where access to the roadway from driveways would create a traffic hazard.*

**Comment:** The proposal will provide medium density residential development (street townhouse units) along the southeastern boundaries of the site, where the lands abut existing industrial uses along Wilson Avenue. Land use compatibility between the proposed sensitive uses and the existing industrial uses is reviewed through the Land Use Compatibility Study submitted under a separate cover. Medium density residential development will be accessed through proposed Street D, to remove traffic queuing and turning movement onto the Wilson Avenue extension.

Section 3.10.2.f provides that when allocating or determining the preferred locations for medium density residential development, Council should be guided by the following principles:

- i. Low density residential uses should not be permitted in any area where access to the roadway from individual driveways would create a traffic hazard.*

**Comment:** The proposed low-density residential uses (single detached units) will be accessed off the proposed local roads. A Traffic Impact Study (TIS) has been submitted under a separate cover, concluding that the proposal will not cause any operational issues and will not add significant delay, congestion, or traffic hazards to the local roadway network.

- ii. *Low density residential uses should not be permitted in any area where the impact of adjoining non-residential uses would be excessively disruptive to the quiet enjoyment of the low density residential development.*

**Comment:** The proposal has sited low density residential development (single detached units) to increase separate distance between the existing industrial uses to the east along Wilson Avenue. Land use compatibility between the proposed sensitive uses and the existing industrial uses is reviewed through the Land Use Compatibility Study and Noise & Vibration Impact Assessment submitted under a separate cover, concluding that appropriate measures can be implemented through Site Plan Control to ensure any adverse or excessive disruptions to the enjoyment of the low density residential uses can be avoided/mitigated.

- iii. *Low density residential uses are appropriate along arterial streets, but where there is concern about safe and/or efficient traffic movement along the arterial street, or where there is concern of unacceptable impacts on the low density residential development, use of reverse fronting lots should be considered, or where necessary development should be limited to medium or high density residential uses.*

**Comment:** Not applicable.

Section 3.10.2.j notes that where residential development is proposed to be established adjacent or in close proximity to uses or facilities which could have significant impact on such development (i.e. due to noise, light, or visual impact), Council should ascertain and provide for the most appropriate means of mitigating such impacts. The subject lands abut existing industrial uses to the east along Wilson Avenue. Land use compatibility between the proposed sensitive uses and the existing industrial uses is reviewed through the Land Use Compatibility Study and Noise & Vibration Impact Assessment submitted under a separate cover, concluding that appropriate measures can be implemented through Site Plan Control to mitigate any adverse impacts. Recommended mitigation measures include buffering through the use of fencing, specific building design considerations, and warning clauses within Purchase and Sale Ag

reements.



***Servicing Policies and Utilities***

Section 5.1 notes that all new development should have frontage on and direct access to an improved public road which is maintained on a year round basis, with sufficient capacity to accommodate traffic generated by the new development. The proposal will introduce four (4) new local roads and proposes the extension of Wilson Avenue onto which all new residential development will be accessed and/or have frontage onto. A Traffic Impact Study (TIS) has been submitted under a separate cover, concluding that the local road network has sufficient capacity to accommodate the traffic generated by the new development.

Section 5.2 outlines guiding policies for municipal sanitary sewer and water systems. Municipal water and sanitary services are proposed to service the development, including a new 200mm diameter water service to connect to the existing municipal system on Palmer Road and on Wilson Avenue to create a looped network, as well as a new 200mm diameter sanitary service to connect to the existing municipal system southwest of the development on Sherwood Crescent (5.2.c). As noted within the Functional Servicing Report submitted under a separate cover, prior to the development of proposed subdivision, a capacity review of the existing 200mm sanitary sewer and existing lift station will be required to verify if the additional sewage flow generated by the proposal can be accommodated through existing infrastructure, or if upgrades will be required to be borne by the developer (5.2.d & 5.2.e).

It is our understanding that the City is currently preparing an Infrastructure Phasing Strategy, to ensure that water and sewage treatment capacity exists to meet the needs of growth within the urban serviced area (5.2.e & 5.2.f). The Infrastructure Phasing Strategy is meant to be used as a planning tool to manage growth and undertake effective capital planning. Given the above, servicing of the subject lands, which are designated for residential use within the City Official Plan, would be accounted for within the City's Infrastructure Phasing Strategy. Where Section 5.2(a) of the Official Plan would not permit development within the urban serviced area unless adequate municipal water and sewer services are available, this policy is not intended to restrict applications from being granted ZBA & DPS approval since required upgrades to support residential development can be included in conditions of approval and the use of Holding Provisions. It is anticipated that the City's Infrastructure Phasing Strategy will ensure that trunk water and sewer mains are adequate, or can be upgraded, to support the development of residential lands within the built-up area of the City (5.2(e)). Further to this, we believe that the approval of the Draft Plan will assist the City in

identifying/confirming the number of residential units that would require servicing allocation on-site, and this information could be made available to feed into the final Infrastructure Phasing Plan.

Section 5.5 provides policies regarding stormwater management. A Stormwater Management Report has been submitted in support of these applications to outline the proposed stormwater approach. The Stormwater Management Report provides details on the proposed stormwater management controls, concluding that appropriate stormwater management measures can be implemented to maintain acceptable water quality and post-development flow rates (5.5.d), in accordance with the standards and guidelines of various review agencies, including the City of Belleville, Quinte Conservation Authority, and Ministry of Environment, Conservation, and Parks (MECP) (5.5.c).

### ***Roads***

Section 6.1 provides guidance for the development of roads. It states that all new roads should be designed for safe movement of vehicles and pedestrians, with the carrying capacity of the surrounding road network sufficient to accommodate the anticipated traffic generated by the proposed development, as well as anticipated growth in levels of background traffic. The proposal will introduce four (4) new local roads and proposes the extension of Wilson Avenue. A Traffic Impact Study (TIS) has been submitted under a separate cover, concluding that the local road network has sufficient capacity to accommodate the traffic generated by the new development and the proposal will not cause any operational issues or traffic hazards to the local roadway network (6.1.4.a).

### ***Road Widenings***

Section 6.2 notes that the municipality may require lands to be conveyed for the purpose of widening the existing road right of way as a condition of severance, subdivision, or site plan approval. A road widening block is provided on the proposed draft plan to support a maximum road allowance of 26.0 metre for Palmer Road (6.2.b).

### ***Public Transit***

Section 6.6 notes that public transit is to provide the primary transportation alternative to the private automobile. In support of this, the proposal provides higher density development along and in vicinity of the City's existing transit routes. The lands are located along City of

Belleville Transit Routes 101 and 10, with nearby access to additional transit routes (Routes 5, 6, and 7) (6.6.b).

### ***Urban Design***

Section 7.6 provides urban design policies to enhance the amenity of the City for urban and rural living, and to encourage the application of high urban design. In accordance with Section 7.6.1, a Conceptual Landscape Plan has been submitted under a separate cover to visualize a tree planting program for the lands. Further details such as lighting, fencing, and architectural design are to be detailed through Site Plan Control.

### ***Sensitive Land Uses***

Section 7.7 notes that certain land uses can be impacted significantly by noise and vibration generated by rail lines, major highways, and similar uses. Land use compatibility between the proposed sensitive uses and the nearby CN Rail Line is reviewed through the Land Use Compatibility Study and Noise & Vibration Impact Assessment submitted under a separate cover, concluding that appropriate measures can be implemented through Site Plan Control to ensure any adverse noise or vibration impacts are mitigated. Recommended mitigation measures include buffering through the use of fencing, specific building design considerations, and warning clauses within Purchase and Sale Agreements.

### ***Hazardous Uses and Contaminated Lands***

Section 7.8.3 provides policies for brownfield sites, or lands that are undeveloped or previously developed that may be contaminated and are typically underutilized, derelict or vacant. It notes that the rehabilitation and redevelopment of these sites is important to achieving the land use, economic development, and environmental goals of this Plan. The subject lands are identified as a brownfield site, being underutilized, derelict, and vacant historical, industrial lands. A Phase 1 Environmental Site Assessment (ESA) has been submitted in support of the applications (7.8.3.d.i), prompting a Phase 2 Investigation which is currently underway (7.8.3.d.ii). The Phase 2 Investigation will identify any environmental contamination on the property and remediation will take place should any contamination be found. A Record of Site Condition will be filed with the Environmental Site Registry in accordance with the findings of the Phase 1 and 2 ESAs (7.8.3.d.iv).

### ***Parkland Dedication***

Section 7.11.2 provides that as a condition of the approval of a subdivision of land for primarily residential purposes, Council may require dedication of up to 5% of the land area for open space purposes. It is the intent that the proposal proceed by way of a combination of parkland conveyance and cash-in-lieu of parkland. The proposed draft plan provides 0.05ha (0.6%) of parkland through Block 95. Cash-in-lieu is proposed for the remaining 4.4% of parkland requirement.

Through a review of the applicable policies noted above, the proposed development demonstrates conformity with the City of Belleville Official Plan.

## **5.0 CONCLUSION**

This report explores the merits of the proposed development as it relates to all levels of applicable planning policy. The proposed Draft Plan of Subdivision and Zoning By-law Amendment applications seek to facilitate redevelopment to accommodate a residential subdivision on the subject lands. The proposed ZBA requests to rezone the lands from 'Urban Holding (UH)' and 'General Industrial (M2)' to 'Residential Fourth Density (R4)', 'Residential Fifth Density (R5)', and 'Open Space Zone (01)'. The development The proposed Draft Plan of Subdivision application aims to create a total of 153 residential units on the lands, including 82 single detached lots and 71 street townhouse units.

The proposal represents an opportunity to provide for redevelopment and intensification within the urban serviced area of the City on a brownfield site, while aligning the zoning of the lands with the City's Official Plan land use designation and related directives.

The proposal will assist the City of Belleville in achieving its targets for population growth and new housing units. Redevelopment is direct to a location where growth and development is anticipated and encouraged. The subject location and proposed built form represent functional and appropriate development. The proposal would serve to revitalize the area, supporting future economic growth and encouraging other development.

PLANNING JUSTIFICATION REPORT  
DRAFT PLAN OF SUBDIVISION & ZONING BY-LAW AMENDMENT APPLICATIONS

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Based on the results of the technical analysis and on an evaluation of the applicable planning policy, the proposed applications:

- are consistent with the applicable policies of the Provincial Policy Statement, 2020; and
- conform to the applicable policies of the City of Belleville Official Plan, 2002, as amended.

For the preceding reasons, the proposed development represents good planning in the public interest. As such, it is respectfully requested that the City of Belleville approved the proposed Draft Plan of Subdivision and Zoning By-law Amendment applications.

Respectfully submitted,

**Innovative Planning Solutions**



Darren Vella, MCIP, RPP  
*President & Director of Planning*

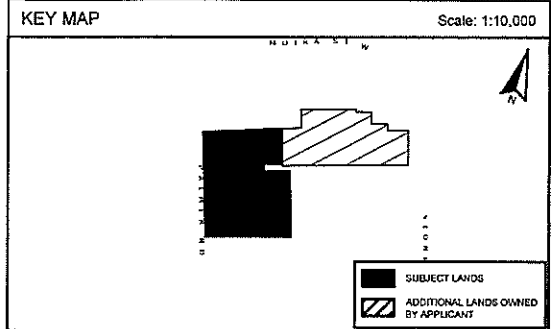
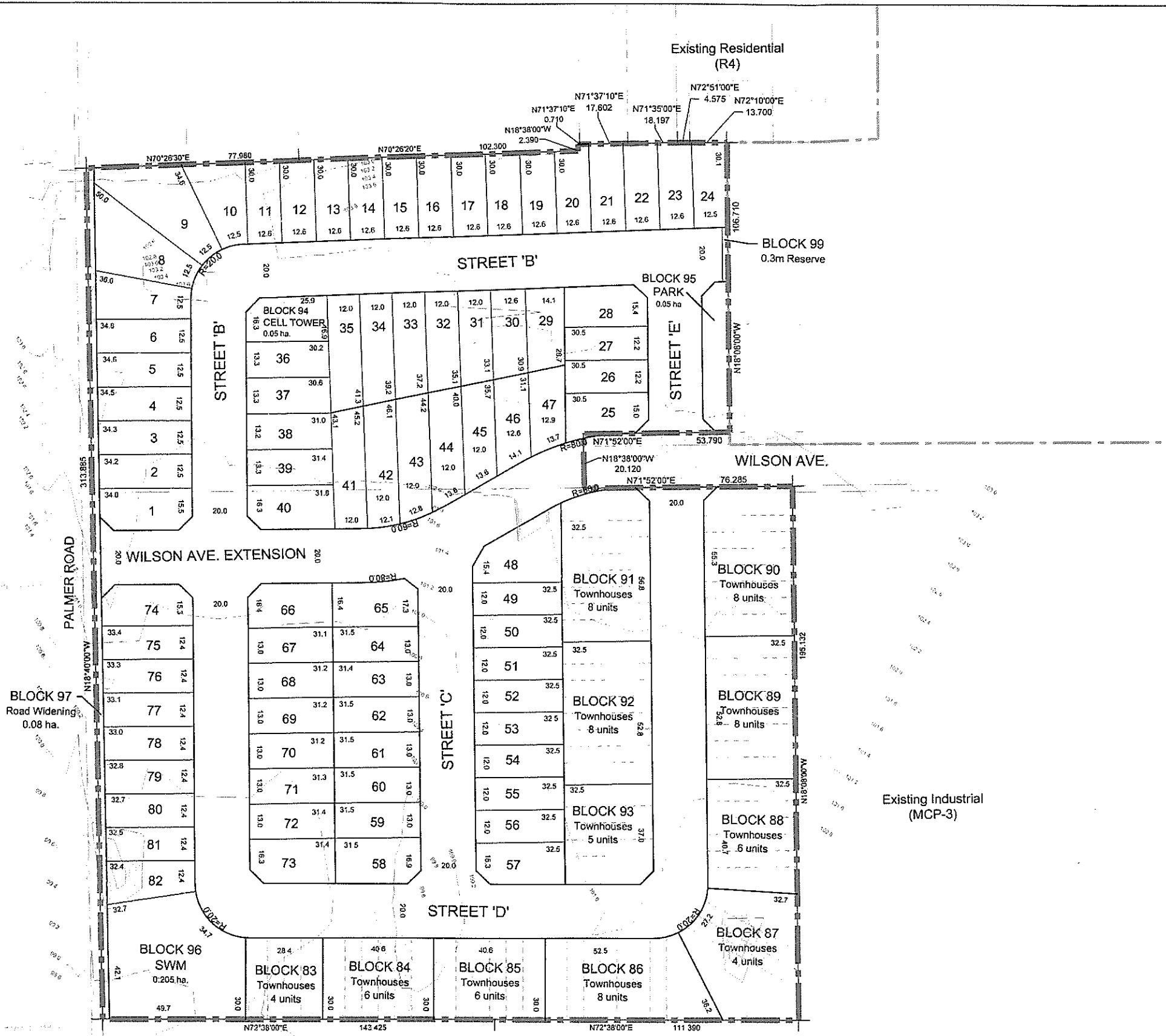


Karla Tamayo, M.Pl.  
*Intermediate Planner*

PLANNING JUSTIFICATION REPORT  
DRAFT PLAN OF SUBDIVISION & ZONING BY-LAW AMENDMENT APPLICATIONS

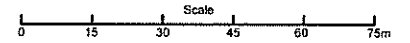
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**APPENDIX 1 – DRAFT PLAN**



### DRAFT PLAN OF SUBDIVISION

Part of Lots 15, 16, 17, 26 & 27, Plan 135.  
Part of Lots 6 & 7, Plan 1519  
In the City of Belleville,  
County of Hastings



- LEGEND**
- SUBJECT SITE
  - ADDITIONAL LANDS OWNED BY APPLICANT

**OWNER'S CERTIFICATE**  
I HEREBY AUTHORIZE INNOVATIVE PLANNING SOLUTIONS TO PREPARE THIS DRAFT PLAN OF SUBDIVISION AND SUBMIT THIS DRAFT PLAN OF SUBDIVISION FOR APPROVAL.  
DATE: June 14, 2022  
*Keith Watson*  
RIC (MIDLAND) INC.

**SURVEYOR'S CERTIFICATE**  
I CERTIFY THAT THE BOUNDARIES OF THE LAND TO BE SUBDIVIDED AND THEIR RELATIONSHIP TO ADJACENT LANDS ARE ACCURATELY AND CORRECTLY SHOWN.  
DATE JUNE 14, 2022  
*Keith Watson*  
KEITH WATSON, ONTARIO LAND SURVEYOR  
WATSON LAND SURVEYORS LTD.

- ADDITIONAL INFORMATION REQUIRED UNDER SECTION 51(17) OF THE PLANNING ACT**
- |                               |                            |
|-------------------------------|----------------------------|
| A) SEE SURVEYOR'S CERTIFICATE | I) AS SHOWN ON PLAN        |
| B) AS SHOWN ON PLAN           | J) AS SHOWN ON PLAN        |
| C) AS SHOWN ON KEY PLAN       | K) FULL MUNICIPAL SERVICES |
| D) SEE LOTTING SUMMARY        | L) AS SHOWN ON PLAN        |
| E) AS SHOWN OF PLAN           |                            |
| F) AS SHOWN OF PLAN           |                            |
| G) AS SHOWN ON PLAN           |                            |
| H) FULL MUNICIPAL SERVICE     |                            |

**LAND USE STATISTICS**

LAND USE	LOT / BLK. NO.	UNITS	AREA (ha)
Single Detached Lots (R4 - 12m / 371.5m <sup>2</sup> )	1-82	82	3.60
Street Townhouse Units (R5 - 6.1m)	83-93	71	1.63
Cell Tower	94		0.05
Park	95		0.05
SWM Facilities	96		0.21
Road Widening	97		0.08
0.3m Reserves	98		0.00
20.0m ROW			2.17
<b>TOTAL</b>		<b>153</b>	<b>7.78</b>

Street Length (Wilson Ave Extension, Street B-E) = 1,071.5m

**SCHEDULE OF REVISIONS**

No.	Date	Description	By
1	June 1, 2022	Updated Legal description and OLS boundary	BH

**IPS INNOVATIVE PLANNING SOLUTIONS**  
PLANNERS • PROJECT MANAGERS • LAND DEVELOPERS  
847 WELHAM RD. UNIT 9, BARRIE, ONTARIO L4H 6W7  
Tel: 705-812-3251 Fax: 705-812-3438 E: info@innovativeplanning.com www.innovativeplanning.com

Date: December 14, 2020 Drawn By: BH  
File: 20-908 Checked: KT

METRIC NOTE  
DISTANCES SHOWN ON THIS PLAN ARE IN METRES AND CAN BE CONVERTED TO FEET BY DIVIDING BY 0.3048



**APPENDIX 2 – DRAFT ZONING BY-LAW AMENDMENT**

**BY-LAW NUMBER 2022-**

**OF**

**THE CITY OF BELLEVILLE**

**A By-law of the Corporation of the City of Belleville to amend By-law 10245, a land use control by-law to regulate the use of land, and the erection, use, bulk, height, location and spacing of buildings and structures in the City of Belleville.**

**WHEREAS** the Council of The Corporation of the City of Belleville deems it expedient to amend By-law 2009-141 to rezone lands known municipally as 40 Wilson Avenue and as shown on Schedule "A" to this By-law, from Urban Holding (UH) and General Industrial (M2) to Residential Fourth Density (R4), Residential Fifth Density (R5), and Open Space Zone (01); and,

**AND WHEREAS** the Council of the Corporation of the City of Belleville have reviewed a recommendation to amend By-law 10245 and has approved the recommendation; and,

**WHEREAS** authority is granted pursuant to Section 34 of the Planning Act, R.S.O. 1990 to enact such amendments; and,

**NOW THEREFORE** be it enacted as a By-law of the City of Bellville the following:

1. **THAT** the Zoning map be amended to change the zoning from Urban Holding (UH) and General Industrial (M2) to Residential Fourth Density (R4), Residential Fifth Density (R5), and Open Space Zone (01) pursuant to Zoning By-law 10245, in accordance with Schedule "A" attached to this By-law being a portion of the zoning map.
2. **THAT** the remaining provisions of By-law 10245, as amended from time to time, applicable to the above described lands generally shown on Schedule "A" to this By-law, shall apply to the said lands except as varied by this By-law.
3. **THAT** this By-law shall take force and come into force and effect immediately upon the final passing thereof and pursuant to the provisions and regulations made under the Planning Act, R.S.O. 1990, c.P.13.

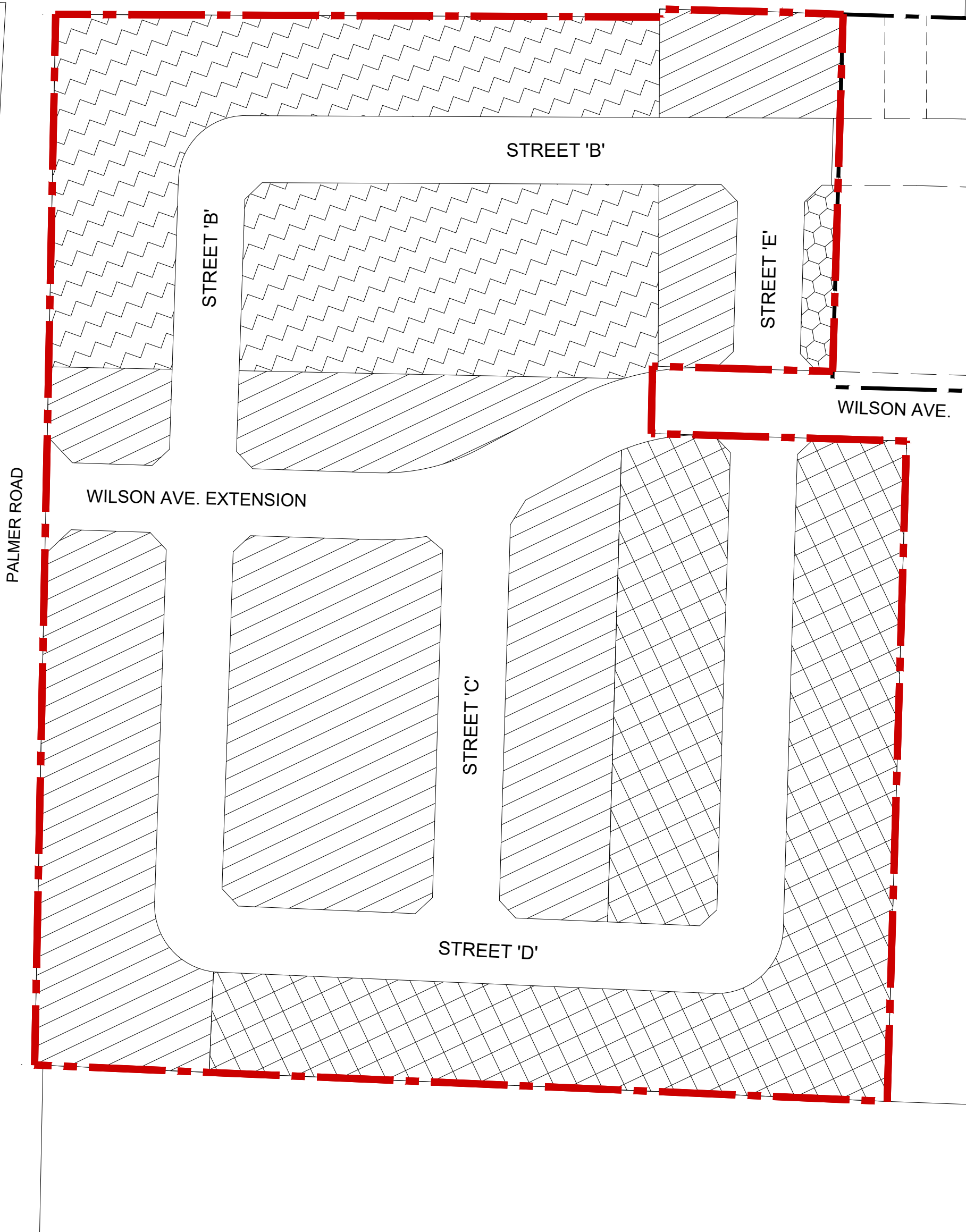
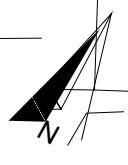
**READ** a first and second time this \_\_\_\_ day of \_\_\_\_\_ 2022.






**READ** a third time and finally passed this \_\_\_\_ day of \_\_\_\_\_ 2022.

**THE CORPORATION OF THE CITY OF BELLEVILLE**

\_\_\_\_\_  
**MAYOR**

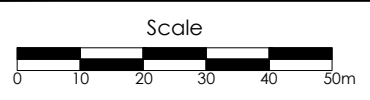
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**CLERK**



- LEGEND**
-  Subject Site (7.78ha)
  -  Lands to be rezoned from 'Urban Holding (UH)' zone to 'Residential Fourth Density (R4)' zone
  -  Lands to be rezoned from 'General Industrial (M2)' zone to 'Residential Fourth Density (R4)' zone
  -  Lands to be rezoned from 'General Industrial (M2)' zone to 'Residential Fifth Density (R5)' zone
  -  Lands to be rezoned from 'Urban Holding (UH)' zone to 'Open Space (O1)' zone

## SCHEDULE "A" ZONING BY-LAW AMENDMENT

Part of Lots 15, 16, 17, 26 & 27, Plan 135,  
Part of Lots 6 & 7, Plan 1819  
In the City of Belleville,  
County of Hastings



Source: The City of Belleville Zoning By-Law Number 10245, 2021 Consolidation  
Note: Information shown is approximate and subject to change.

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647 WELHAM ROAD, UNIT 9, BARRIE, ON, L4N 0B7  
tel: 705 • 812 • 3281 fax: 705 • 812 • 3434 e: info@ipsconsultinginc.com www.ipsconsultinginc.com

Date: August 9, 2022	Drawn By: A.S.
File: 20 - 908	Checked: K.T.



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