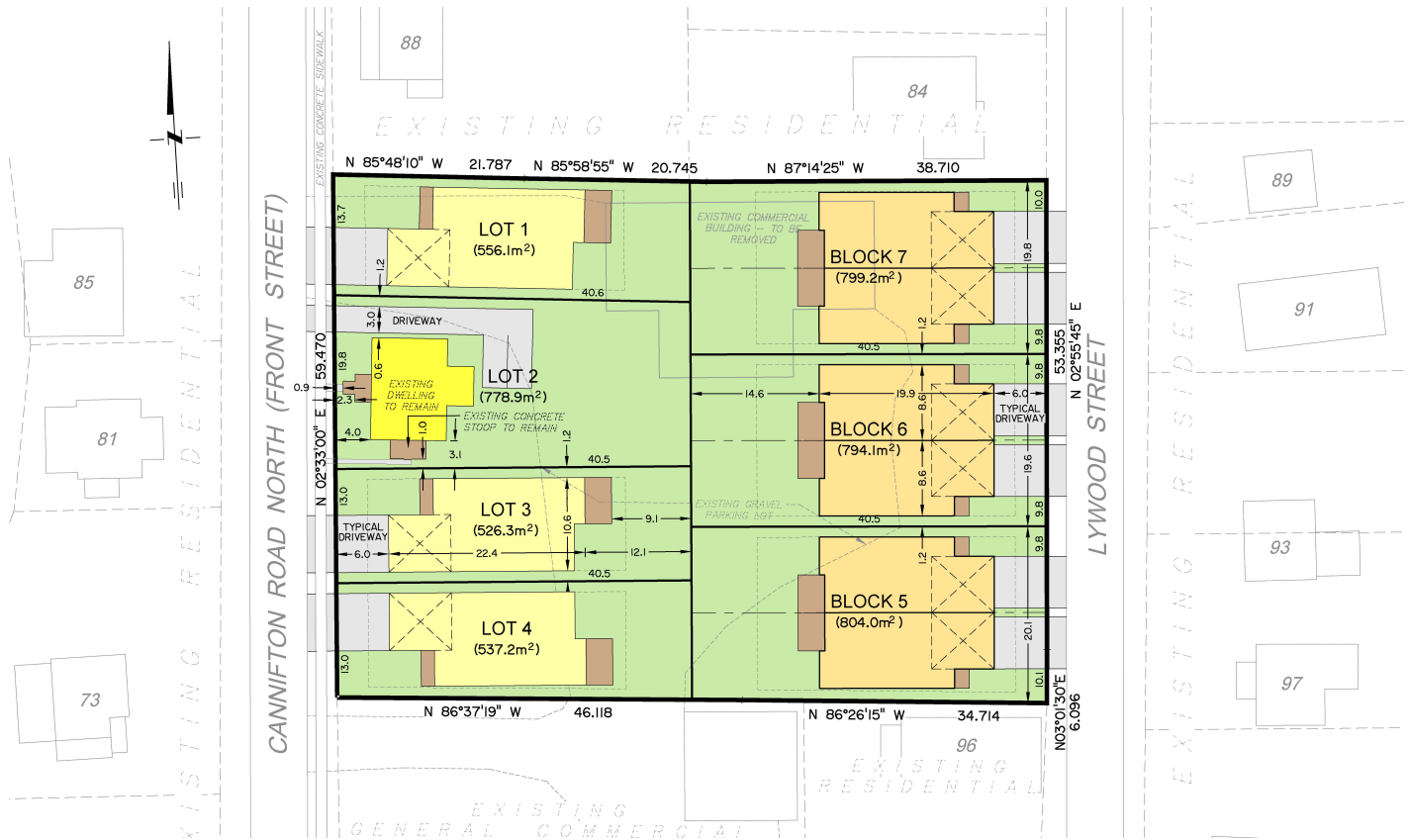


# PLANNING JUSTIFICATION REPORT

84 Cannifton Road North  
City of Belleville



Submitted By:

**RFA Planning Consultant Inc.**

202-211 Dundas Street East, Belleville, Ontario, K8N 1E2

January 18, 2024





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## 1. INTRODUCTION

### 1.1 The Cannifton Road North Project

RFA Planning Consultant Inc. was retained by 2267178 Ontario Inc. to provide professional planning services for applications for an Official Plan Amendment (OPA) and a Zoning By-Law Amendment (ZBL) to By-Law Number 2024-XX. This Planning Justification Report has been prepared in support of these applications.

It is noted that following a successful approval of the OPA and ZBA, consent applications will be submitted to subdivide the subject lands.

The subject land is a thru lot and is situated on the east side of Cannifton Road North and west side of Lywood Street. Full municipal services are readily available to the site. The property is located within the City of Belleville Urban Serviced Area boundary.

It is proposed that the site will accommodate a total of seven (7) lots.

Four (4) lots for three (3) single detached dwellings and an existing converted dwelling (2-units) will have frontage on Cannifton Road North and three (3) lots for six (6) semi-detached units will have frontage on Lywood Street.

In earlier consultation with City Planning staff, the lots are proposed to be created through Consent applications to the Committee of Adjustment. This is appropriate given that each lot will have frontage on an existing road and no significant environmental or servicing issues were identified.

The OPA would change the current land use designation from “Commercial” to “Residential” as a more appropriate use of this land. The proposed lots abut low density residential uses to the north, south, east and west. Therefore, the proposed residential lots are a logical extension of the existing residential community and can be redeveloped as an “in-fill” development. Moreover, this land does not have frontage on, or visibility from an arterial road, which makes it less suitable for commercial development.

The lots will be appropriately rezoned from the existing “C2-Community Commercial” Zone to the R2-Residential Type 2 Zone that accommodates the proposed single detached and semi-detached units.

## 1.2 Site Location & Context

### **Legal Description:**

The subject property is described as Lot 5 and Part of Lot 6, West of Centre Street, Lot 6 and Part of Lot 7, East of Front Street, Registered Plan 36, Village of Cannifton, Geographic Township of Thurlow, now in the City of Belleville, County of Hastings. The site is municipally known as 84 Cannifton Road North.

### **Site Area and Frontage:**

The total site area is 0.48 hectares and has 50.2 m of frontage on the east side of Cannifton Road North and 59.4 m of frontage on the west side of Lywood Street.

Figure 1 – Location Map below shows the location of the subject property.



**Surrounding Land Uses:**

The surrounding land uses are indicated below:

To the south: low density residential uses and commercial activity.

To the north: low density residential uses.

To the west: low density residential uses.

To the east: low density residential uses.

**Site Context:**

The site is located within the Belleville Urban Serviced Area boundary and is surrounded by low density residential uses. The property currently accommodates a warehouse/retail building, storage and parking area associated with a rental business and a two unit dwelling that was constructed in the late 1800's.

The site is relatively flat with a gentle slope towards the west.

The site and surrounding land uses are depicted in the following photos.



**Photo 1:** Subject property - View from Cannifton Road North



**Photo 2:** View of south side of existing dwelling on Proposed Retained Lot



**Photo 3:** View north on Cannifton Road North





**Photo 4:** View south on Lywood Street



**Photo 5:** South side and rear of commercial building on subject property



**Photo 6:** Trailer at rear of commercial building



**Photo 7:** Adjacent house to north on Cannifton Road North



**Photo 8:** Adjacent property to south on Cannifton Road North



**Photo 9:** Adjacent dwelling to south on Lywood Street



**Photo 10:** Adjacent house to north on Lywood Street

## 2. PROPOSED CONCEPT PLAN

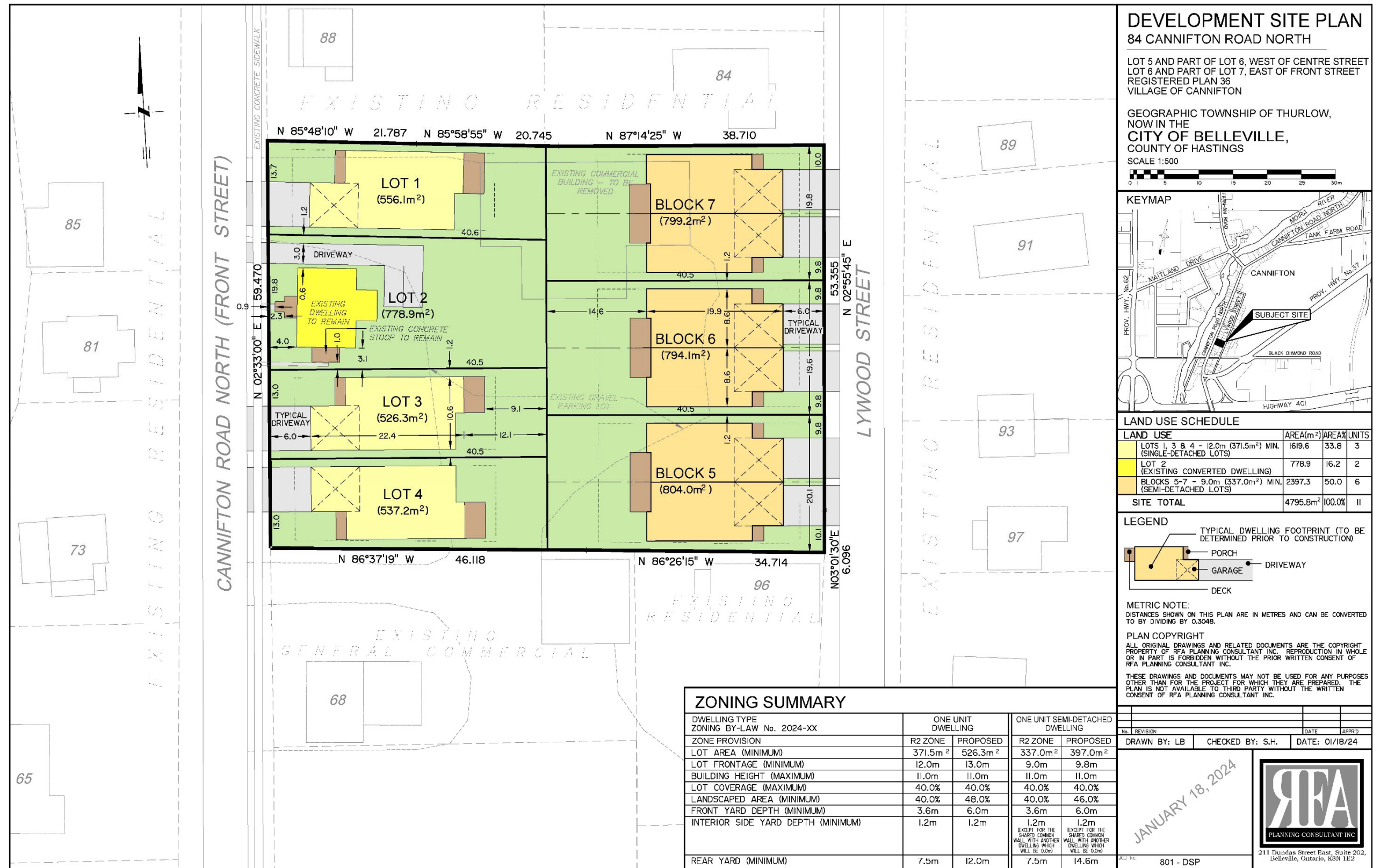
Figure 2 – Concept Plan, on the following page, illustrates the proposed land use and provides a zoning assessment. It demonstrates the built form of the development, including the mix of dwelling types. The building footprints shown on the Concept Plan illustrate the typical buildings proposed; the actual building plans are subject to change. A sidewalk will be located across the frontage of each lot.

Table 1 outlines the Lot Summary for the proposal. It identifies the area dedicated to single-detached lots and semi-detached lots.

**Table 1: Land Use Summary**

Land Use	Area (m <sup>2</sup> )	Area (%)	No. of Units
<b>12.0 m Single-Detached Lots</b>	1,619.6	33.8%	3
<b>9.0 m Semi-Detached Lots</b>	2,397.3	50.0%	6
<b>Existing Converted Dwelling Lot</b>	778.9	16.2%	2
<b>Site Total</b>	4,795.8	100.0%	11
Residential Density (net) – 22.9 dwelling units per net hectare			

Figure 2 – Development Site Plan



### 3. TECHNICAL SUPPORT STUDIES FOR THE CANNIFTON ROAD NORTH SUBDIVISION

Related technical support studies have been prepared to address the following components of the Rezoning and Consent applications for 84 Cannifton Road North:

- 84 Cannifton Road North - Servicing Brief; prepared by WSE Consulting Inc.; dated May 24, 2022; and
- Phase One Environmental Site Assessment; prepared by Blumetric Environmental; dated February 13, 2023; and
- Phase Two Environmental Site Assessment; prepared by Blumetric Environmental; dated June 12, 2023.

The above reports have been submitted with the applications and the recommendations are summarized below.

#### 3.1 Servicing Brief

The findings of the Servicing Brief are summarized below:

- The study did not identify any traffic capacity issues and noted good sight lines are provided on both Cannifton Road North and Lywood Street.
- Lots will connect into the existing water distribution system located within the roadways and capacity is available within the system to accommodate the change in use of the property.
- The lots will connect into the existing sanitary sewer system. It is anticipated that the flows from the proposal will generate a minor increase in peak sanitary flows relative to the existing uses but is not expected to have an impact on the existing system.
- Stormwater management for quantity and quality control is not required given that the anticipated impervious cover will remain at generally the same percentage as currently exists on the site.
- It is recommended that the existing grading pattern be generally maintained. There is an existing ditch inlet located at the southwest corner of the site that captures all runoff from the property and discharges it into the existing storm sewer system on Cannifton Road North. It is recommended that a common rear yard swale be installed along the entire length of the proposed lots draining to the southern limits and continued along the southern limit of

the southern single lot to the ditch inlet. The existing ditch along Lywood Street should be maintained and entrance culverts installed for each driveway.

- All electrical, telephone, gas and cable services will be designed by the various agencies and installed in accordance with their specifications. It is not anticipated that any new infrastructure will be required within the Municipal right of way.

### 3.2 Environmental Site Assessment

The Phase One ESA identified that potentially contaminating activities had occurred on the subject property and in the study area. In addition, areas of potential environmental concern were identified and therefore a Phase Two ESA to assess any subsurface impacts was recommended.

The Phase Two ESA investigated the impacts to soil and ground water. The investigation included monitoring wells, boreholes and test pits. Assessment indicated that there were **no impacts** found to be present in soil or ground water on the Phase Two Property. There are no contaminants of concern in the soil or ground water. **No remediation or risk management** is recommend for the property.

## 4. CITY OF BELLEVILLE 2018 MUNICIPAL COMPREHENSIVE REVIEW OF URBAN SERVICED AREA

In 2019, municipal consultants released the 2018 Municipal Comprehensive Review of Urban Service Area (MCR). The study reviewed the supply of and demand for various land uses within the Urban Serviced Area of the municipality.

**Table 2 – Commercial Land Need – 2018-2038** is an extract from the aforementioned report. The City has 234 ha of vacant commercial land and the anticipated demand to the year 2038 will be 14 ha. Therefore, it is projected that for the period 2018-2038 the municipality will have a surplus of 220 hectares of land for commercial uses.

**Table 2: Commercial Land Need – 2018 - 2038**

Growth Period	Total Commercial Demand, ha	Total Vacant Commercial Designated Land Area, ha	Net Surplus/ (Shortfall), ha
2018-2023	4.9	234	229
2018-2028	8.7	234	225
2018-2033	11.7	234	222
<b>2018-2038</b>	<b>14.0</b>	<b>234</b>	<b>220</b>

Source: Watson & Associates Economists Ltd.

It has been widely reported and acknowledged that there is a need for more housing in the City of Belleville. In particular, the City has expressed a desire for additional medium density housing. The MCR indicates that the percentage of new housing is expected to gradually shift towards medium and high density housing units over the next 25 years. This will be driven by demand from the aging population and the need for affordable housing. The proposed re-designation will provide land for smaller single detached dwellings and semi-detached dwellings and will assist the City in maintaining its 15-year inventory of lands designated and available for residential purposed in accordance with the Provincial Policy Statement.



## 5. PROVINCIAL POLICY STATEMENT

The Provincial Policy Statement (PPS) applies to all planning applications effective May 1, 2020. It provides policy direction on matters of provincial interest related to land use planning and development. All decisions related to land use planning matters “shall be consistent with” the PPS.

As shown on **Table 3** on the following pages, the applications for Official Plan Amendment, Zoning By-Law Amendment and Draft Plan of Subdivision approval are consistent with the PPS.

**Table 3: Provincial Policy Statement Policy Analysis**

PROVINCIAL POLICY STATEMENT POLICIES	PLANNING ANALYSIS
<b>Part 1 - Preamble</b>	
<i>The Provincial Policy Statement provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environment.</i>	The site is located within the settlement area which is the focus of growth.
<b>Part IV - Vision for Ontario’s Land Use Planning System</b>	
<i>The long-term prosperity and social well-being of Ontario depends upon planning for strong, sustainable and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy.</i>	The proposed 11 unit development is located in the urban area. It is an infill project that can be readily serviced with existing infrastructure.
<i>Land use must be carefully managed to accommodate appropriate development to meet the full range of current and future needs, while achieving efficient development patterns and avoiding significant or sensitive resources and areas which may pose a risk to public health and safety. Planning authorities are encouraged to permit and facilitate a range of housing options, including new development as</i>	The proposal will result in an intensification project that provides a variety of housing forms to accommodate the municipality’s housing needs and utilizes existing infrastructure.

PROVINCIAL POLICY STATEMENT POLICIES	PLANNING ANALYSIS
<p><i>well as residential intensification, to respond to current and future needs.</i></p>	
<p><i>Efficient development patterns optimize the use of land, resources and public investment in infrastructure and public service facilities.</i></p>	<p>The intensification project will utilize existing infrastructure and will not require the construction of new roads.</p>
<p><b>Part V - Section 1.0 – Building Strong Healthy Communities</b></p>	
<p><b>1.1.1</b> <i>Healthy, livable and safe communities are sustained by:</i></p> <ul style="list-style-type: none"> <li><i>a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;</i></li> <li><i>b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;</i></li> <li><i>c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;</i></li> <li><i>e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;</i></li> </ul>	<p>Full municipal services are already available to the site. The eleven units will result in increased tax revenue for the City.</p> <p>The development will result in additional housing, including single-detached and semi-detached units, in an area that has a full range of amenities to support increased residential development.</p> <p>A Phase 1 and 2 ESA has been completed and indicated there is no remediation or risk management necessary for the property.</p> <p>The lands are located within the built-up area of the settlement area. The project will efficiently utilize existing services through land intensification.</p>

PROVINCIAL POLICY STATEMENT POLICIES	PLANNING ANALYSIS
<p><b>1.1.3 Settlement Areas</b>  <i>1.1.3.1 Settlement areas shall be the focus of growth and development.</i></p>	<p>The lands are within the City of Belleville Urban Serviced Area.</p>
<p><i>1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:</i>  <b>a)</b> <i>efficiently use land and resources;</i>  <b>b)</b> <i>are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;</i>  <b>f)</b> <i>are transit-supportive, where transit is planned, exists or may be developed;</i></p> <p><i>Land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance the criteria in policy 1.1.3.3, where this can be accommodated.</i></p>	<p>The development will contain a mix of housing forms that results in a density that efficiently utilizes land and infrastructure.</p> <p>Municipal infrastructure is available in the immediate vicinity. The site fronts on Cannifton Road, an existing Collector road and on Lywood Street, and existing local road, and therefore requires no road extensions to the site.</p> <p>This proposal is an opportunity to intensify the lot with eleven residential dwelling units in accordance with the policies of the Official Plan.</p>
<p><b>1.1.3.3</b> <i>Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing</i></p>	<p>The proposed development is located on a brownfield site that has access to full urban services. The intensification project will provide three housing forms and may have immediate access to public transit if future demand is identified.</p>

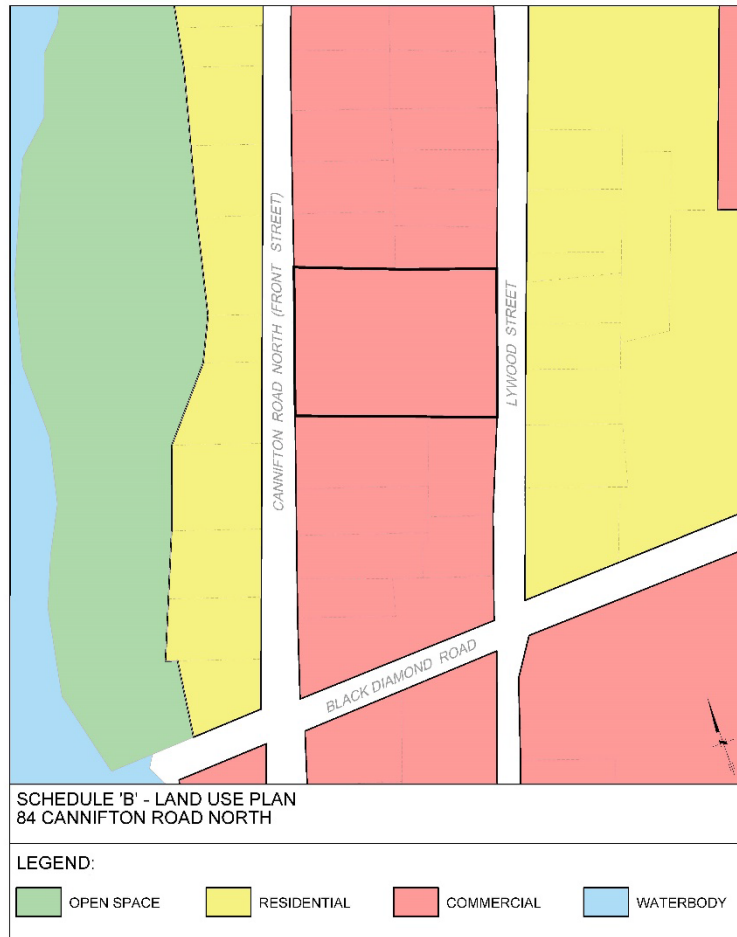
PROVINCIAL POLICY STATEMENT POLICIES	PLANNING ANALYSIS
<p><i>or planned infrastructure and public service facilities required to accommodate projected needs.</i></p>	
<p><b>1.1.3.6</b> <i>New development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.</i></p>	<p>The proposed lots are located immediately adjacent to the built-up area. The mix of single detached lots and semi-detached lots will provide a compact form which will efficiently utilize land and infrastructure. Lots have been designed to be in compliance with the 2024 Comprehensive Zoning By-Law.</p>
<p><b>1.2.6 Land Use Compatibility</b>  <b>1.2.6.1</b> <i>Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.</i></p>	<p>A Phase 1 and Phase 2 Environmental Site Assessment has been completed. Assessment indicated that there were no impacts found to be present in soil or ground water on the Phase Two Property. There are no contaminants of concern in the soil or ground water. Therefore, no remediation or risk management is recommend for the property.</p>
<p><b>1.4 Housing</b>  <b>1.4.1</b> <i>To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:</i>  <b>b)</b> <i>maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to</i></p>	<p>The proposal is appropriate development for the subject land and is compatible with the surrounding built form. The proposed lots will contribute towards the City's three-year supply of land that is zoned and can be readily serviced.</p>

PROVINCIAL POLICY STATEMENT POLICIES	PLANNING ANALYSIS
<p><i>facilitate residential intensification and redevelopment, and land in draft approved and registered plans.</i></p>	
<p><b>1.4.3</b> <i>Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:</i></p> <p><b>c)</b> <i>directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;</i></p> <p><b>d)</b> <i>promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed.</i></p>	<p>The proposal will add to range of housing forms available to the City's residents and will be in keeping with the density of the neighbourhood.</p> <p>Appropriate municipal infrastructure exists to support the proposed uses in the form of roads, water, sanitary sewers, schools and parkland.</p> <p>The development can connect into the existing infrastructure and may have immediate access a transit route if demand is established.</p>
<p><b>1.6.6 Sewage, Water and Stormwater</b></p> <p><b>1.6.6.2</b> <i>Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.</i></p>	<p>The proposed development is located within the urban boundary and is serviced by existing municipal water, wastewater and stormwater services. These services do not require extensions to support this development. Therefore, this intensification project will optimize existing services.</p>
<p><b>1.6.7 Transportation Systems</b></p>	<p>The property is a short drive to the City's primary commercial areas and industrial park. Riverside Park, the</p>

PROVINCIAL POLICY STATEMENT POLICIES	PLANNING ANALYSIS
<p><b>1.6.7.4</b> <i>A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.</i></p>	<p>Quinte Wellness Center, and St. Teresa’s Catholic Secondary School are also in close proximity to the site.</p>
<p><b>1.8 Energy Conservation, Air Quality and Climate Change</b>  <b>1.8.1</b> <i>Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of a changing climate through land use and development patterns which:</i></p> <ul style="list-style-type: none"> <li><i>a) promote compact form and a structure of nodes and corridors;</i></li> <li><i>f) promote design and orientation which maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation and green infrastructure;</i></li> </ul>	<p>Energy efficiencies will be realized by providing common walls in semi-detached dwelling units. The semi-detached units will also contribute to development of a compact form. The infill project will intensify development within the established corridor of Cannifton Road North.</p>

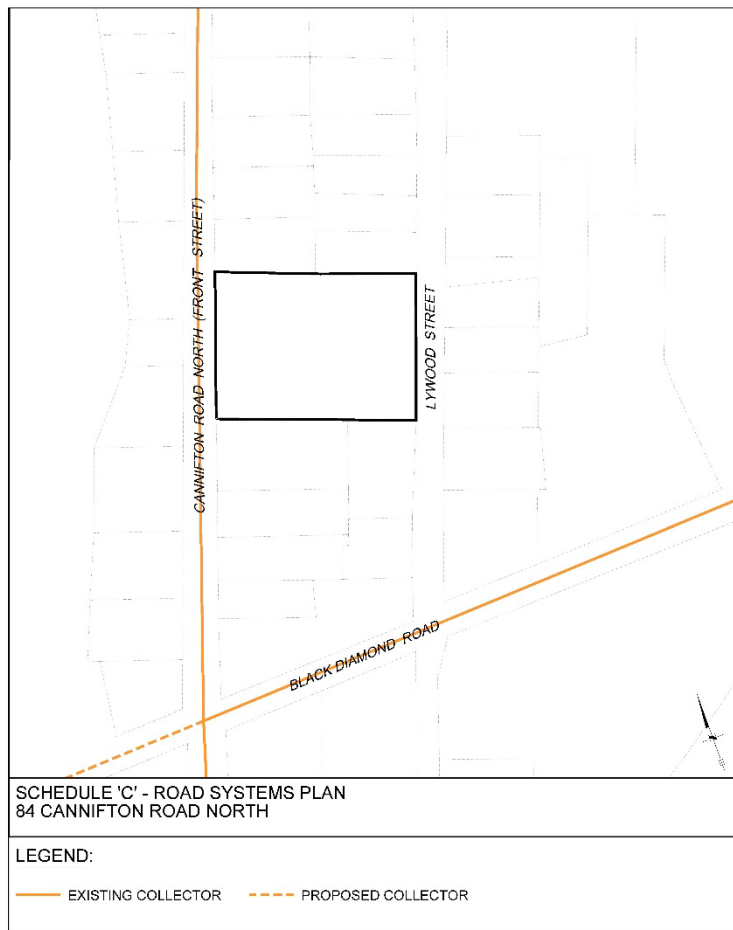
## 6. BELLEVILLE OFFICIAL PLAN ANALYSIS

The subject property is designated “Commercial” on Schedule ‘B’- Land Use Plan of the City of Belleville Official Plan, as shown on **Figure 3** below. It is requested that the subject lands be re-designated from “Commercial” to “Residential” on Schedule ‘B’.



**Figure 3: Schedule “B” – Land Use Plan of the Belleville Official Plan**

Cannifton Road North, which provides access to the subject lands and provides direct access to Highway 401 & 37 to the south and Maitland Drive & Farnham Road to the north, is designated a Collector Road on Schedule ‘C’- Road System Plan of Belleville Official Plan, as shown on **Figure 4** below. Lywood Street is designated a Local Road and provides access to the semi-detached dwellings.



**Figure 4 – Schedule “C” – Road System Plan of Belleville Official Plan**

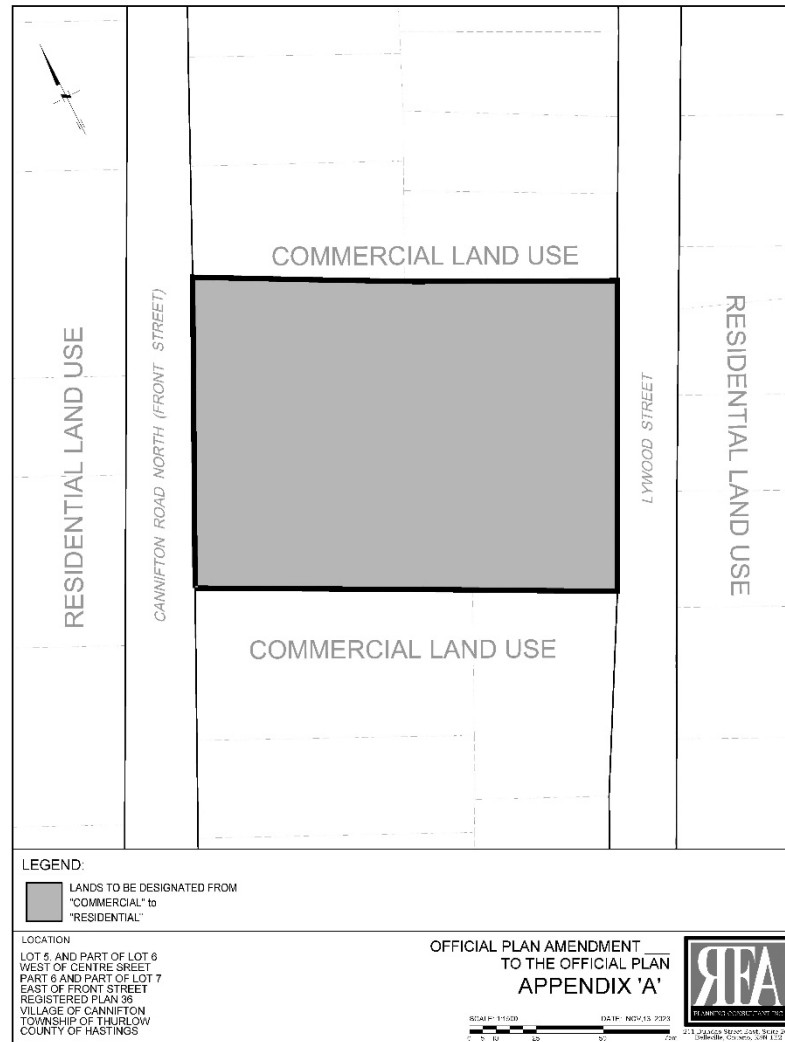
The Official Plan provides policies for certain areas of the City which require addition policy direction. Several Specific Policy Areas are identified including the Cannifton Planning Area. The subject property is located within the Cannifton Planning Area on Schedule ‘E’- Detailed Planning Area.

The MCR has identified that there is a 220 ha surplus of commercial lands within 2018-2038 planning horizon. The subject lands do not have frontage on a highway or an arterial road and are located within an area that has been developed low density dwellings on smaller sized lot.

There is a need for more serviced land for housing in the City of Belleville according to the local development industry. The proposed OPA involves removing almost 0.48 hectares of commercially designated land, which is an insignificant amount when considering a projected surplus of 220 hectares, and re-designating the lands as residential land use. A large amount of vacant commercial land will remain in the vicinity of the Hwy 62 corridor. By amending the Official Plan, eleven



dwelling units will be added, including 6 semi-detached units which can assist in providing more affordable housing within the municipality. The proposed OPA Schedule is found in **Figure 5**.



**Figure 5 – Proposed OPA Schedule**

**Table 4** on the following pages is a planning analysis on how the Official Plan Amendment is consistent with the relevant policies of the City of Belleville Official Plan. Based on the analysis of the City of Belleville Official Plan policies, it is concluded that the proposed Official Plan Amendment application from 'Commercial' Land Use designation to the 'Residential' Land Use is appropriate.

Table 4: City of Belleville Official Plan Policy Analysis

OFFICIAL PLAN POLICIES	PLANNING ANALYSIS
<b>Section 2– Vision for the City of Belleville</b>	
<p><b>2.2.4 Settlement Patterns</b> <i>The urban service area will be the focus of the majority of future residential growth and non-residential development.</i></p>	<p>The lands are located within the City’s Urban Serviced Area.</p>
<p><b>2.2.12 Housing</b> <i>The Municipality will accommodate a range of housing choices to meet the growing and changing needs of the City. This will include one unit dwellings, townhouse dwellings, multi-unit dwellings and condominiums. The provision of these housing types will be varied, with some stock being provided on greenfield lands and others in strategic infill locations.</i></p>	<p>The proposal will provide three housing forms within the infill project including one-unit dwellings, one unit dwellings with a common vertical wall and a converted dwelling.</p>
<p><b>Section 3.10–Residential Land Use</b> <b>3.10.1 Permitted Uses</b> <i>Residential development will be permitted at low, medium and high densities with forms ranging from one unit dwellings to various types multiple unit dwellings, under various forms of tenure (freehold, rental, cooperative, condominium). Specialized housing such as group homes and long-term care homes will also be permitted.</i></p>	<p>The development will consist primarily of one unit dwellings as permitted in the Residential designation and one existing two unit dwelling.</p>
<p><b>3.10.2 Residential Policies</b> <b>a)</b> <i>Residential development within areas designated Residential land use should be permitted to occur at various densities within the City to ensure a full range of housing forms at different sizes and styles that</i></p>	<p>The overall density of the project is 22.9 units/net hectare which is within the low density range.</p>

OFFICIAL PLAN POLICIES	PLANNING ANALYSIS
<p><i>meets the needs of all citizens is provided. The densities that are supported by this Plan are as follows:</i></p> <p><b>i)</b> <i>Low density residential uses would normally include one unit dwellings, developed up to 25 units per hectare net residential density.</i></p>	
<p><b>b)</b> <i>The type and arrangement of dwellings and densities are important to the character of the City and specific residential neighbourhoods. Ideally all neighbourhoods should contain a mixture of dwelling types at different densities, but in some cases this is not possible nor is it desirable; some neighbourhoods therefore may consist predominantly of one form of housing whereas other neighbourhoods would have greater variety. Care should be exercised however to not create areas of excessively high densities without ample supply of municipal services and community facilities to meet the needs of such a neighbourhood.</i></p> <p><i>In establishing residential densities for neighbourhoods, Council should consider:</i></p> <ul style="list-style-type: none"> <li>• <i>the capacity of servicing systems to adequately handle the traffic, water and sewage flows, and other services to and from the area once fully developed;</i></li> <li>• <i>the capacity of schools, parks, and other soft services in the area to adequately service the neighbourhood; and</i></li> <li>• <i>the availability of or the ability to provide transit services.</i></li> </ul>	<p>The proposed dwellings will be compatible with the housing forms already present in the immediate vicinity.</p> <p>A Servicing Brief has been prepared by WSE Engineering. The study concluded that adequate water and sewer services are available. The existing road network can safely accommodate the anticipated traffic. The site will be serviced with fire and policing services; elementary and secondary school capacity will be confirmed by the School Boards; Riverside Park and the Quinte Wellness Centre are a short drive from the site. The site is located on a collector road which can accommodate transit service if demand is determined by the municipality.</p>
<p><b>c)</b> <i>This Plan supports the development of adequate affordable housing for persons of low and moderate incomes in all residential areas.</i></p>	<p>One-unit dwellings and one unit dwellings with a common vertical wall will provide housing options for various income levels.</p>

OFFICIAL PLAN POLICIES	PLANNING ANALYSIS
<p><i>f) Low density residential developments should be permitted in all areas designated Residential land use except in locations where low density uses would not be appropriate. The following principles should be employed by Council to determine the preferred locations for low density residential uses:</i></p> <p><i>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.</i></p> <p><i>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.</i></p> <p><i>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.</i></p>	<p>The servicing study noted that good sight lines are provided on both Cannifton Road North and Lywood Street.</p> <p>The low-density dwellings will abut other low-density residential land, therefore there should be no land use conflicts.</p> <p>The site has frontage on a Collector road and a Local road. The traffic assessment indicated that the existing roads can efficiently and safely accommodate traffic from the site.</p>
<p><i>h) The conservation and rehabilitation of existing housing stock is encouraged by this Plan in order to maintain the supply of older housing and to preserve the character of existing neighbourhoods. New development, and expansions to existing dwellings, which are proposed within existing neighbourhoods, should not detract from neighbourhood character. Infill housing should be encouraged in existing neighbourhoods to maximize land utilization and efficiency of municipal infrastructure, provided such development does not detract</i></p>	<p>The existing stone home which was built in the early 1900's will be retained and located on its own lot. Intensification of the property will occur around the existing home and will utilize the existing infrastructure available to the site.</p> <p>The development will be constructed at a low density similar to adjacent land uses. Building heights and</p>

OFFICIAL PLAN POLICIES	PLANNING ANALYSIS
<p><i>from the character of the neighbourhood. In some instances, conversion of larger existing residential dwellings into multiple use is warranted provided sufficient parking can be provided and the character of the existing dwelling is not significantly altered.</i></p> <p><i>Where intensification is proposed adjacent to an existing neighbourhood, development must conform to the neighbourhood character of those areas and provide an appropriate transition between the mature neighbourhood and the intensification site. Intensification development proposed for mature neighbourhoods must conform to the relevant provisions of any Intensification Guidelines.</i></p>	<p>setbacks will be in provided in accordance with approved provisions in the urban area.</p>
<p><b>Section 4 – Special Policy Areas</b> <b>4.5 Special Policy Area #5 – Cannifton Planning Area</b></p>	
<p><b>4.5.2 Residential Land Use Policies</b></p> <p><b>a)</b> Residential development in the Cannifton Planning Area would occur at all densities provided for in this Plan as set out in Section 3.10 of this Plan, but would consist primarily of low density residential uses.</p> <p><b>c)</b> In the settlement area known as Cannifton, residential development of a nature that preserves the character of the area should be encouraged.</p>	<p>The site will be developed at a density of 22.9 units/ net hectare and is within the low density range.</p> <p>The property is located in an area of Cannifton that has been developed for low density residential uses. The proposal will replace the existing commercial use with low density residential uses that are more compatible with the established residential neighbourhood.</p>
<p><b>4.5.6 Municipal Servicing Policies</b></p> <p><b>a)</b> It is the intent of this Plan that the Cannifton Planning Area be fully serviced by municipal sanitary sewage and water supply, and by other utility systems.</p>	<p>Full municipal services are available to the site. The Servicing Brief indicates that the development will not have any impact of the function of the existing water system within Cannifton Road North or Lywood Street. The redevelopment of the site will result in a small increase in the sanitary demand of the property, however</p>

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<p><i>The location, sizing and design of sewer and water systems should be in accordance with the requirements of the City in accordance with specifications designated by the Municipality. The Municipality has established guidelines and standards on the extension of services that should be employed to guide all future works.</i></p> <p><b>d)</b> <i>To ensure that development proceeds in an orderly and economical manner, lands to be developed and/or which require development approval should be:</i></p> <ul style="list-style-type: none"> <li>• <i>evaluated with respect to sewer and water capacity;</i></li> <li>• <i>allocated sewer and water capacity at approval; and</i></li> <li>• <i>required to execute separate development agreements containing provisions outlining the number of lots to be developed or the extent of development to be undertaken, and an estimate of the sewer and water usage.</i></li> </ul>	<p>the minor increase in flows is not anticipated to have an impact on the existing system.</p>
<b>Section 5 – Servicing Policies and Utilities</b>	
<p><b>5.1 General Policies</b></p> <p><b>a)</b> <i>Urban development shall be provided with the necessary support services and facilities including:</i></p> <ul style="list-style-type: none"> <li>• <i>sanitary sewers and storm drains, piped water, gas, power, telephone utilities, and water and sewage treatment;</i></li> <li>• <i>fire protection, garbage collection and other municipal services;</i></li> <li>• <i>access to transportation; and</i></li> <li>• <i>access to schools, parks and related community facilities</i></li> </ul>	<p>The lots have frontage on two public roads, Cannifton Road North and Lywood Street. Both of these roads are maintained on a year-round basis by the Municipality of Belleville. The Servicing Brief indicated that the development will not have any impacts to the function of either road.</p>
<p><b>5.1 Access to Public Roads</b></p> <p><b>a)</b> <i>All new development should have frontage on and direct access to an improved public road which is maintained on a year round basis by</i></p>	<p>Access to the new lots will be from Cannifton Road North and Lywood Street, both are maintained year round by the Municipality. The Servicing Brief indicated that both</p>

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<p><i>the Municipality or the Ministry of Transportation, with sufficient capacity to accommodate traffic generated by new development.</i></p>	<p>roads have sufficient capacity to accommodate the development.</p>
<p><b>5.3 Municipal Sanitary Sewer and Water Systems</b>  <b>a)</b> <i>Development within the urban serviced area identified on Schedule B of this Plan should proceed in an orderly and phased manner and only be permitted where adequate municipal services or communal facilities exist or can be provided within the financial capacity of the municipality and where orderly and compact development will result. Municipal sewage services and municipal water services are the preferred form of servicing for lands within the urban boundary.</i></p>	<p>The Servicing Brief indicated that the development will not negatively impact the functioning of the existing water and sewer services.</p>
<p><b>5.6 Stormwater Management</b>  <b>a)</b> <i>Stormwater management is an important component of the City's broader interest in protecting water quality. Since development affects the quality and quantity of Stormwater run-off, the Municipality should ensure that adequate consideration is given to Stormwater management prior to permitting development to proceed.</i></p>	<p>The Servicing Brief estimated that the proposed impervious cover will remain at generally the same percentage as the existing cover, therefore no quantity or quality mitigation measures are warranted.</p>
<p><b>5.11 Development to Have Servicing Feasibility</b>  <b>a)</b> <i>Development should be encouraged in areas where other municipal services (public roads, garbage collection, fire and police protection services, transit services, and parks) are already available or can be readily provided.</i></p>	<p>The site is located in the Urban Serviced Area and therefore has access to a full range of existing services including public roads, garbage collection, fire and police protection, parks and community facilities, academic institutions, and full water and sewer services.</p> <p>The development will not create a financial burden to the municipality given that full municipal services already</p>

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<p><i>b) In general, new development should not be approved which would create an undue financial burden for the Municipality unless Council is satisfied that the long-term benefits of providing for such development would outweigh the short-term costs.</i></p>	<p>exist. The proposed seven lots will increase the tax revenues for the City as the value of the subject land will increase with the proposed improvements.</p>
<b>Section 6 – Transportation Policies</b>	
<p><b>6.1 Roads</b> <b>6.1.2 Municipal Roads</b> <i>b) Direct access to municipal roads will only be permitted in locations that can accommodate traffic in a safe manner. Where sight deficiencies exist because of curves or grades no new access should be permitted unless the deficiency is corrected in a manner acceptable to the municipality. New entrances should not be established unless the municipality issues an entrance permit.</i></p>	<p>The Servicing Brief did not identify any capacity or safety issues. New entrances will be established in accordance with municipal standards.</p>
<b>Section 7 – General Development Policies</b>	
<p><b>7.2 Subdivision of Land</b> <b>7.2.1 Policies Respecting Subdivision of Land Applicable to All Land Use Designations</b> <i>a) When any application to subdivide land is considered, the approval authority should employ the following policies and principles:</i> <i>i. No subdivision of land should be approved which would contravene the policies of this Plan.</i> <i>ii. The approval authority should be satisfied all development parcels would be appropriate (i.e. sufficient frontage and area, configuration, alignment) for their intended uses.</i></p>	<p>The proposal is consistent with the policies of the Official Plan including the residential policies for the Cannifton Planning Area.</p> <p>The dimensions and shapes of the proposed lots are regular and appropriate for the area.</p>



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<p><i>iii. No subdivision of land should be granted which would result in any landlocked parcel being created.</i></p> <p><i>iv. New development parcels should not be created where an entrance permit cannot be issued due to site deficiencies or traffic safety concerns.</i></p> <p><i>v. New development parcels that require new private level crossings should be discouraged.</i></p> <p><i>vi. Development parcels should have direct access to an open municipal road (excluding individual units within condominium developments).</i></p> <p><i>vii. New development parcels should not be created without access to services adequate to meet the needs of the use anticipated for the lot, including access to fire and police services, hydro, telephone and other utilities.</i></p> <p><i>viii. New development parcels should not be created in residential neighbourhoods where the proposed lot size and/or configuration is not similar in scale to its surroundings and the proposed architectural design is not in keeping with the character of the area.</i></p> <p><i>ix. There should be no significant negative impact upon the environment, either directly or through the cumulative impact of development in the area; where private services are proposed (i.e. septic system and well), the adequacy of natural systems to provide required services should be confirmed. The means by which cumulative impacts are to be assessed should be addressed.</i></p> <p><i>x. No development parcel should be created such that buildings, structures or private services would have to be located in very close proximity to or within areas of natural heritage or hazard; where any lot includes lands designated Environmental Protection, there should</i></p>	<p>No landlocked parcels will be created.</p> <p>All lots will have frontage of a municipal road with safe access.</p> <p>All lots have direct access to municipal roads.</p> <p>Utilities and municipal services are available to the site and will be adequate to service the proposed ten dwellings.</p> <p>The residential low density proposal is similar in scale to adjacent land uses. Building heights and setbacks will be in accordance with urban standards recently approved by the City.</p> <p>There are no notable natural resources to be protected on the subject lands.</p> <p>There are no physical hazards or areas of natural heritage within the parcel fabric.</p>

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<p><i>be sufficient area outside such areas to accommodate buildings, sewage disposal systems and accessory uses with appropriate setbacks.</i></p> <p><i>xi. Development parcels for residential uses should be located an appropriate distance from designated aggregate resource areas.</i></p> <p><i>xii. No development parcel should be created which would create a hazard to any person using the lot, adjoining lands, or an abutting road.</i></p> <p><i>xiii. Where approvals or certificates are required from other agencies or government departments (i.e. access permit from the Ministry of Transportation), no subdivision of land should be granted unless such approvals or certificates are first obtained or otherwise assured.</i></p> <p><i>xiv. Subdivision of land adjacent to a provincial highway should be designed such that the lots back onto the provincial highway and front onto a local internal street.</i></p> <p><i>xv. The approval authority may impose any conditions to the subdivision of land that it believes are necessary and prudent to ensure the policies of this Plan are addressed adequately, which may include but not necessarily be restricted to: • laying out and naming of roads and the provision of road widenings; • installation or upgrading of municipal services (i.e. sewers, water lines, streets, curbs and sidewalks, street lights) and private utilities; • establishment of stormwater management facilities; • provision of open space, including trails and pedestrian links; • allocation of sufficient lands for community facilities (i.e. schools); • completing studies to address issues such as noise attenuation, traffic and traffic control, servicing capacity, soil conditions and archaeological remains; • heritage impact assessments; and • establishment of appropriate land use controls.</i></p>	<p>The site is not in proximity to aggregate resources.</p> <p>The Servicing brief assessed that access to/from the lots can be provided from individual driveways. Grading plans provided at the time of building permit application will ensure that stormwater is directed to the municipality's stormwater sewer system.</p> <p>Consent applications will be filed with the Committee of Adjustment once the OPA &amp; ZBA applications have been approved.</p> <p>Conditions of Consent approval will be established by the Committee of Adjustment and will address among other items, cash-in-lieu of parkland and construction of sidewalks across road frontages.</p>

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<p>xvi. Conditions of the approval authority to the granting of any subdivision of land may be secured through execution of agreements and posting of securities.</p> <p>xvii. Lands proposed to be dedicated to the Municipality for park or other public recreational purposes must be acceptable for use as open space; Council retains the option to require cash-in-lieu of the provision of land for open space.</p> <p>xviii. When reviewing subdivision proposals, consideration should be given to the need for commercial uses to service the proposed neighbourhood.</p> <p>xix. The minimum distance separation formulae will apply to the creation of lots within the rural area.</p> <p>xx. The creation of new lots shall only be permitted if there is confirmation of sufficient reserve servicing capacity in the municipal sewage system and water system or private communal sewage system and water system. The determination of sufficient reserve sewage system capacity shall include treatment capacity for hauled sewage from private communal sewage services and individual on-site sewage services.</p>	<p>The Servicing Brief confirmed that there is sufficient capacity within the water and sanitary sewage system to accommodate the development.</p>
<p><b>7.2.2 Plans of Subdivision versus Consent</b></p> <p><b>b)</b> Subject to policies pertaining to specific land use designations set out in other paragraphs of this Section, the consent approval process should be employed to accommodate the subdivision of land whenever:</p> <ul style="list-style-type: none"> <li>• there is no new municipal road being created by the division of land;</li> <li>• the number of development parcels being created is generally five or less; and</li> </ul>	<p>Although more than five lots are proposed to be created no new roads will be created, no environmental issues have been identified and municipal water, sanitary sewer and storm sewers are already available to the site. Therefore, it is appropriate to utilize the consent process since the proposal would not benefit from a Plan of Subdivision and Subdivision Agreement. This has been confirmed with municipal planning staff.</p>

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<ul style="list-style-type: none"> <li>• <i>there are no significant concerns respecting environmental issues or servicing capacities.</i></li> </ul> <p><i>Consents that create more than five development parcels may be considered where there would be insufficient justification to employing the plan of subdivision process to address issues (i.e. creating separate lots within a townhouse development which has been previously approved through other procedures).</i></p> <p><i>The consent process should also be employed to deal with technical issues with regard to land titles and lot line adjustments.</i></p>	
<p><b>7.6 Urban Design</b> <b>7.6.2.6 Built Form, Scale, and Massing</b> <b>a)</b> <i>New buildings shall be attractive, functional, and compatible with nearby existing buildings and planned development in relation to massing, scale and design, and with the overall streetscape.</i></p>	<p>The proposal for one-unit dwellings and one unit dwellings with a common vertical wall and the associated lot fabric is in keeping the low density character and scale of the existing neighbourhood. Front yard setbacks will be similar to existing homes thereby maintaining a uniform streetscape.</p>
<p><b>7.8 Hazardous Uses and Contaminated Lands</b> <b>7.8.3 Contaminated Lands and Brownfield Sites</b> <b>d)</b> <i>When considering applications for development which includes sites suspected or known to be contaminated, the Municipality will:</i></p> <ul style="list-style-type: none"> <li><b>i)</b> <i>Require, at its discretion, a Phase I Environmental Site Assessment (ESA) be undertaken by the applicant in accordance to the Ontario Regulation 153/04 as may be amended from time to time. This requirement is in addition to Ontario Regulation 153/04, which prescribes those uses for which a Phase II ESA is required;</i></li> <li><b>ii)</b> <i>In addition to any regulatory requirements that necessitate a Phase II ESA, the Municipality may require, at its discretion, a Phase II ESA</i></li> </ul>	<p>A Phase 1 and Phase 2 ESA were completed and are submitted with the rezoning application. A Record of Site Condition has been submitted to MECP.</p>

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<p><i>to be conducted to further investigate the potential environmental contamination of a site where the results of a Phase I ESA recommend that a Phase II ESA be undertaken.</i></p> <p><i>iv) Require applicants to prepare and submit a Record of Site Condition (RSC) to the Ministry of Environment, Conservation and Parks as obligated under Ontario Regulation 153/04.</i></p>	
<p><b>7.15.4 Housing Intensification</b></p> <p><b>a)</b> <i>This Plan supports compatible housing intensification and infill development, such as:</i></p> <ul style="list-style-type: none"> <li>• <i>infilling on existing lots of record and maximizing use of underutilized lots;</i></li> </ul>	<p>The intensification policies of the Official Plan support maximizing use of underutilized lots. The current commercial use and large parking area which is located in a low density residential area is no longer suitable for the area. According to the MCR, the City has an excess of commercial land and is in need of residential land. The proposed seven lots with eleven dwelling units would maximize the use of the site and services available and provide the City with additional needed housing.</p>
<p><b>b)</b> <i>Infill development is considered a form of intensification and is encouraged on underutilized sites.</i></p>	<p>The site is currently accommodates a rental business and a dwelling. A substantial amount of the site vacant. The proposal will result in intensification of the site to better utilize full municipal services that are available to the property.</p>
<p><b>d)</b> <i>The Municipality will consider the impact of intensification on the character of existing neighbourhoods, along with the availability and adequacy of existing municipal infrastructure to service the increased density, in accordance with Section 5.3.</i></p>	<p>Full municipal services are available to the site. The lots will be developed in accordance with the density policies of the Official Plan regarding the Cannifton area and will maintain the low profile and low density character of the neighbourhood.</p>

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<b>Section 8 – Implementation</b>	
<p><b>8.12 Plans and Plan Review</b>  <b>8.12.3 Amendments to the Official Plan</b>  <i>a) Applications to amend this Plan may be submitted to Council for consideration.</i>  <i>b) In addition to the information and materials required under the Planning Act and any other legislation or regulation, additional information in the form of studies or assessments listed in this section may be required to consider a planning application complete.</i></p>	<p>Following the May 5, 2022 pre-consultation meeting with City staff, it was determined that the following studies are required to be submitted with the Official Plan and Zoning By-Law amendment applications:</p> <ul style="list-style-type: none"> <li>• Functional Servicing Report</li> <li>• Environmental Site Assessment and Record of Site Condition</li> <li>• Planning Justification Report</li> </ul> <p>The submission includes a Concept Plan showing the proposed lot fabric. In addition, the submission includes draft OPA and ZBA documents.</p>

## 7. ZONING BY-LAW #2024-XX ANALYSIS

The City of Belleville has just released the 2<sup>nd</sup> draft of a proposed new consolidated Zoning By-law for the municipality. Thus, it is felt more appropriate to review this development proposal in the context of the proposed 2024 By-law than the current By-law #3014 that is anticipated to be replaced in the next few months.

The subject property is currently within the proposed 'C2-Community Commercial' Zone as shown on Map 82 to Zoning By-law Number 2024-XX, as amended.

An application for a Zoning By-law Amendment is being filed with the City of Belleville concurrently with an application for Official Plan Amendment.

It is proposed that the land be zoned from 'Community Commercial (C2)' zone to 'Residential Type 2 (R2) Zone and it is important to note that the lot design and building layout has been prepared in accordance with the 'R2 Residential Type 2' zone of the Zoning By-law 2024-XX.

The Zoning Matrices for the R2 Zone are shown on **Table 5** and **Table 6** below.

**Table 5: Zone Provisions for One-unit Dwelling and One-unit Dwelling with a shared common wall with another one-unit dwelling (R2 Zone)**

Zone Provision	R2 Zone Requirements		Proposed (Except Lot 2)	
	Detached	Semi	Detached	Semi
Minimum Lot Area	371.5m <sup>2</sup>	337.0m <sup>2</sup>	526.3m <sup>2</sup>	397.0m <sup>2</sup>
Minimum Lot Frontage	12.0m	9.0m	13.0m	9.8m
Minimum Front Yard	3.6m	3.6m	6.0m	6.0m
Minimum Interior Side Yard (except for the side where the shared common wall with another one-unit dwelling lies on the side lot line in which case that side yard width may be 0.0 metres)	1.2m	1.2m	1.2m	1.2m
Minimum Rear Yard	7.5m	7.5m	12.0m	14.6m
Maximum Lot Coverage	40%	40%	40%	40%
Minimum Landscaped Area	40%	40%	48%	46%
Maximum Height of Buildings	11.0m	11.0m	11.0m	11.0m

As can be seen on the draft Development Site Plan (**Figure 2**) “Lot 2” has been created with a wider lot frontage and a larger lot area to account for the existing 2-unit converted dwelling on this property whereas all of the other proposed six “lots” are currently vacant. As a result, “Lot 2” has slightly different zoning standards as outlined in **Table 6** below.

**Table 6: Zone Provisions for Two-unit Dwelling (R2 Zone)**

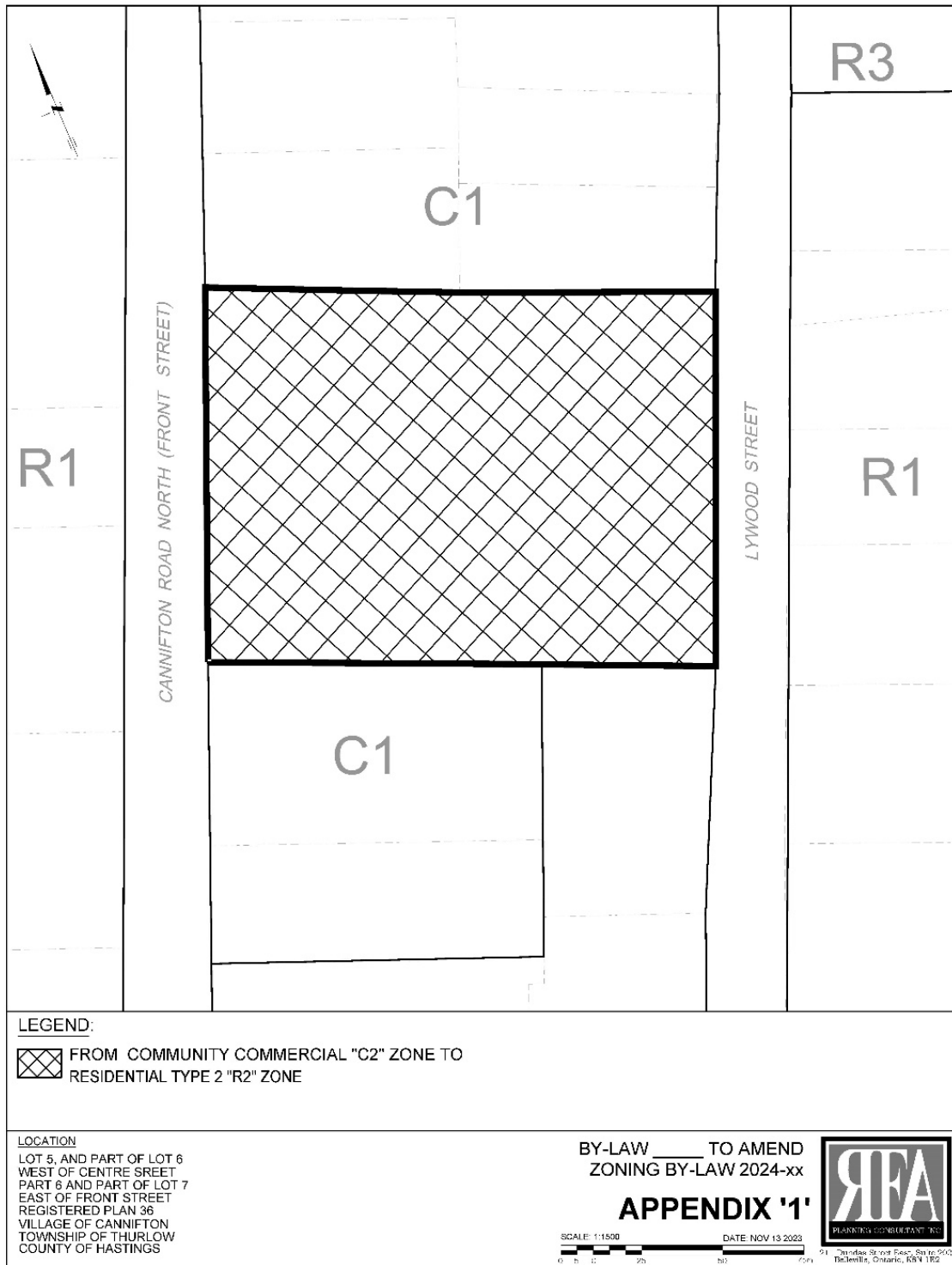
Zone Provision	R2 Zone Requirements	
	2-unit Dwelling	Proposed
Minimum Lot Area	660.0m <sup>2</sup>	778.9m <sup>2</sup>
Minimum Lot Frontage	12.0m	19.8m
Minimum Front Yard	3.6m	4.0m
Minimum Interior Side	1.8m	3.1m
Minimum Rear Yard	7.5m	25.8m
Maximum Lot Coverage	45%	28.7%
Minimum Landscaped Area	40%	63.0%
Maximum Height of Buildings	11.0m	11.0m

As can be seen from **Table 5** and **Table 6** all of the zoning requirements of the proposed R2 Zone are being met.

As a result, a proposed amendment to Zoning Map 82 is shown on **Figure 6 – Zoning By-law Amendment Schedule** on the following page.



Figure 6: Zoning By-law Amendment Schedule



## 8. PLANNING OPINION AND CONCLUSION

This Planning Report was prepared in support of the application by 2267178 Ontario Inc. for an Official Plan Amendment and Zoning By-law Amendment filed with the City of Belleville and for Consent applications that will be filed with the City once the OPA and ZBA are in effect.

The subject 0.48 hectare parcel of land is located within the City's Urban Serviced Area boundary. The proposed residential use is located immediately adjacent low density residential uses to the north, south, east and west. Therefore, this intensification development is appropriate since it is ideally situated between existing built-up areas and will efficiently utilize land and infrastructure.

The subject property will be developed for 3 single detached dwelling lots, 3 semi-detached dwellings and one existing 2-unit lot resulting in the development of 11 dwelling units on the site. The overall net density of the site will be 22.9 units/ net ha. The proposal is consistent with the Official Plan's location criteria for low density residential development.

The proposed OPA will remove 0.48 hectares from the City's commercial land use inventory. This will assist the City in reducing the projected commercial land surplus of 220 hectares as identified in the 2018 Municipal Comprehensive Review of Urban Serviced Area. The re-designation to 'Residential' would provide additional residential land that will contribute towards the City maintaining its 15-year inventory of land designated and available for residential use.

The Zoning By-Law Amendment application is to amend the City's new 2024 Comprehensive Zoning By-Law, and the lot design and building layout have been prepared in accordance with the 'R2 Residential Type 2' zone of this new By-law.

There has been careful consideration of land use planning criteria, commercial land supply, housing market, density analysis, building setbacks, and available infrastructure in preparing the planning applications. The policies of the Belleville Official Plan, which established criteria to be considered when creating new lots and the have guided the design process for the project.

In summary, these applications:

- are consistent with the 2020 Provincial Policy Statement;
- adhere to the residential planning policies of the City of Belleville Official Plan;
- are similar to the urban zoning utilized in subdivisions throughout Thurlow Ward, and reflect provisions in the City's 2024 Draft Comprehensive Zoning By-Law; and
- represent good planning.

## 9. REPORT SIGNATURE

Yours truly,



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