CITY OF BELLEVILLE
Andrew Chan, Policy Planner
Engineering and Development Services Department
Report No. PP-2020-20
June 1, 2020

To: Belleville Planning Advisory Committee

Subject: Notice of Complete Application and Introductory Public Meeting for Application for Proposed Amendment to Zoning By-Law Number 10245, As Amended
144 Avondale Road, City of Belleville
OWNER/APPLICANT: Matt Giesebrecht
AGENT: Caitlin Sheahan, Ainley Group

File: B-77-1107

Recommendation:

“That Report No. PP-2020-20 dated June 1, 2020 regarding Notice of Complete Application and Introductory Public Meeting for Application for Proposed Amendment to Zoning By-Law Number 10245, As Amended – 144 Avondale Road, City of Belleville, County of Hastings be received as information;

That Staff report back at such time as input from the public, commenting agencies, and municipal departments has been received, assessed, and addressed to the satisfaction of the Engineering and Development Services Department, and following the Committee of Adjustment decision regarding Consent applications B11/20 and B12/20.”

Background:

An application for 144 Avondale Road was received by the City of Belleville on February 27, 2020. The subject land is identified on the attached Location and Existing Zoning Map (Attachment #1).

The initial public meeting is held in accordance with the requirements of the Planning Act. The purpose of this meeting is for Committee Members to formally hear and receive public comments. The intent of this statutory public planning meeting is to receive public feedback and incorporate it into a recommendation report from Staff.
The applicant is proposing to rezone the subject land in anticipation of a condition of Consent applications B-11/20 and B-12/20. Consent applications B-11/20 and B-12/20 propose to sever two (2) new residential lots from the surplus rear yard area of the subject land, however, due to circumstances surrounding COVID-19, a decision from the Committee of Adjustment is outstanding.

The two proposed severed parcels would be rezoned from Residential First Density (R1) Zone to Residential Second Density (R2) Zone. The retained parcel would remain zoned Residential First Density (R1) Zone. The area subject to the proposed re-zoning is shown on the Proposed Zoning Map (Attachment #2).

Site details for the subject land:

<table>
<thead>
<tr>
<th>Site Review</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site Location</td>
<td>The subject land is municipally known as 144 Avondale Road which is located on the northeast corner of Avondale Road and Aldersgate Drive</td>
</tr>
<tr>
<td>Site Size</td>
<td>Retained: ~734 square metres</td>
</tr>
<tr>
<td></td>
<td>Severed: ~567 square metres each</td>
</tr>
<tr>
<td>Present Use</td>
<td>Residential</td>
</tr>
<tr>
<td>Proposed Use</td>
<td>Retained: residential</td>
</tr>
<tr>
<td></td>
<td>Severed: two residential lots</td>
</tr>
<tr>
<td>Belleville Official Plan Designation</td>
<td>Residential</td>
</tr>
<tr>
<td>Present Zone Category</td>
<td>Residential First Density (R1) Zone</td>
</tr>
<tr>
<td>Proposed Zone Category</td>
<td>Retained: Residential First Density (R1) Zone</td>
</tr>
<tr>
<td></td>
<td>Severed: Residential Second Density (R2) Zone</td>
</tr>
<tr>
<td>Land uses to the north</td>
<td>Residential</td>
</tr>
<tr>
<td>Land uses to the east</td>
<td>Residential</td>
</tr>
<tr>
<td>Land uses to the south</td>
<td>Residential</td>
</tr>
<tr>
<td>Land uses to the west</td>
<td>Residential</td>
</tr>
</tbody>
</table>

In support of the application, the following was submitted:

- A Cover Letter (Attachment #4);
- An Aerial Image (Attachment #5);
- A Sketch of the Severance (Attachment #6); and
- A Sketch of the Proposed Zoning (Attachment #7).

These documents are available online for public review at [www.belleville.ca/DevelopmentApplications](http://www.belleville.ca/DevelopmentApplications).
Proposal

The Applicant is proposing to rezone a portion of the subject land from Residential First Density (R1) Zone to Residential Second Density (R2) Zone. The proposed zoning is shown on the Proposed Zoning Map (Attachment #2).

The purpose of the rezoning application is to respond to an anticipated condition for Consent files B11/20 and B12/20, which would require that the severed parcels from the subject land be rezoned to reflect the proposed lot dimensions. Since this application directly relates to an anticipated condition of Consent, a Staff recommendation report will not be brought forward until a decision from the Committee of Adjustment is made with respect to the proposed Consent applications.

Provincial Policy Statement

Municipalities are required to ensure all decisions related to land use planning matters shall be consistent with the Provincial Policy Statement.

Planning Staff will consider the following policies in the PPS:

1.1.1 Healthy, livable and safe communities are sustained by:
   a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
   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;

1.1.3.1 Settlement areas shall be the focus of growth and development.

1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:
   a) efficiently use land and resources;
   b) 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;
   c) minimize negative impacts to air quality and climate change, and promote energy efficiency;
   e) support active transportation;
   f) are transit-supportive, where transit is planned, exists or may be developed.
1.1.3.4 Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.

**Official Plan**

The current Official Plan was adopted by City Council on June 18, 2001 and approved by the Ministry of Municipal Affairs and Housing on January 7, 2002. Since 2002, a significant number of new and updated policies and legislation have occurred at the provincial level. The City is currently undertaking a Municipal Comprehensive Review and update to the policies of the Official Plan to ensure they comply with current provincial policies and legislation. The City will have to comply with the province’s new legislation, regulations, and policies when updating the Official Plan.

The land is designated “Residential” in the City’s Official Plan (Attachment #3 – Official Plan Designation Map). Planning Staff use the policies within the Official Plan to make recommendations.

The following policies regarding the Residential Land Use will be considered:

- 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.

- 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. Infill housing should be encouraged in existing neighbourhoods to maximize land utilization and efficiency of municipal infrastructure, provided such development does not detract 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.

**Zoning By-Law**

The subject land is currently zoned Residential First Density (R1) Zone in Zoning By-Law 10245.
Consent applications B11/20 and B12/20 propose to sever two new residential lots from part of the rear yard area of the subject land. The proposed severed parcels, if approved, will not meet the minimum lot frontage and lot area requirements of the Residential First Density (R1) Zone, and will require rezoning.

This application proposes to rezone the area of the subject land to be severed as a result to Consent applications B11/20 and B12/20 to a Residential Second Density (R2) Zone.

The relevant R1 and R2 Zone provisions and the dimensions of the severed parcels are summarized in the following table:

<table>
<thead>
<tr>
<th>Provisions</th>
<th>R1 Zone</th>
<th>R2 Zone</th>
<th>Proposed Severed Parcels</th>
</tr>
</thead>
<tbody>
<tr>
<td>Permitted Use</td>
<td>Includes Single-Detached Dwelling</td>
<td>Includes Single-Detached Dwelling</td>
<td>-</td>
</tr>
<tr>
<td>Minimum Lot Frontage</td>
<td>18 metres</td>
<td>15 metres</td>
<td>15 metres</td>
</tr>
<tr>
<td>Minimum Lot Area</td>
<td>696.5 square metres</td>
<td>464.5 square metres</td>
<td>~567 square metres</td>
</tr>
</tbody>
</table>

**Public Comments**

On March 13, 2020, a written notice and location map was mailed by first class mail to all registered owners of land within 120 metres of the subject property. The notice provided information that a public meeting was scheduled for April 6, 2020.

Similarly, a sign was placed on the subject land notifying the general public that a public meeting was scheduled for April 6, 2020.

Due to circumstances surrounding COVID-19, the Public Meeting scheduled for April 6, 2020 was cancelled, and a Notice of cancellation was issued.

On May 11, 2020, a new written notice and location map was mailed by first class mail to all registered owners of land within 120 metres of the subject property. The notice provided information that a public meeting was scheduled for June 1, 2020.

A new sign was placed on the subject land notifying the general public that a public meeting was scheduled for June 1, 2020.

At the time of writing this report, no correspondence from the public has been received by the City regarding this application.
**Staff and Agency Comments**

**External Agency Circulation**

The subject application was circulated for comment to the Algonquin & Lakeshore Catholic School Board, the Hastings & Prince Edward District School Board, Hastings and Prince Edward Health Unit, Bell Canada, Canada Post, Ontario Power Generation, Union Gas, Elexicon Energy, Hydro One, TransCanada Pipeline, Enbridge Pipelines, Trans-Northern Pipelines, MPAC, the Health Unit, and Quinte Conservation.

Quinte Conservation has provided correspondence stating that they have no objections to the application.

At the time of writing this report, no other comments or concerns have been received regarding this application.

**Internal Department Circulation**

The subject application was circulated for comment to the Belleville Fire Department, Belleville Police Service, the General Manager of Transportation & Operations Department, General Manager of Environmental Services, the Director of Recreation, Culture and Community Services, the Manager of Parks & Open Spaces, the Chief Administrative Officer, the Manager of Economic & Strategic Initiatives, the City Clerk, and the Chief Building Official, the Manager of Approvals, and the Accessibility Co-ordinator.

Belleville Parks & Open Spaces, Fire Department, and Recreation, Culture and Community Services have provided correspondence that they have no objections to the application.

At the time of writing this report, no other comments or concerns have been received regarding this application.

**Considerations:**

**Public**

Circulation to the public complies with the requirements of the Planning Act, R.S.O. 1990.

**Financial**

The fees of the application have been received by the City.
Impact on and input from other Departments/Sources

Circulation of this application to other departments/agencies has occurred.

Strategic Plan Alignment

The City of Belleville’s Strategic Plan identifies nine strategic themes including Residential Development.

Strategic objectives of the Residential Development theme include:

- Plan for residential growth to meet our needs for 20 years and designate sufficient land in our planning documents to accommodate residential growth for 10 years; and
- Provide for a variety of housing forms to reflect our changing demographics and need for affordability.

Conclusion:

Comments received at this public meeting, as well as subsequent written comments will be considered by the Engineering and Development Services Department in analysis of the application received to amend the City of Belleville Zoning By-Law 10245. A recommendation report will be brought forward upon receipt of all agency and public comments, and following the Committee of Adjustment decision regarding Consent applications B11/20 and B12/20.

Respectfully submitted,

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Andrew Chan, BES
Policy Planner, Policy Planning
Engineering and Development Services Department

Attachments

Attachment #1 – Location and Existing Zoning Map
Attachment #2 – Proposed Zoning Map
Attachment #3 – Official Plan Designation
Attachment #4 – Cover Letter
Attachment #5 – Aerial Image
Attachment #6 – Sketch of the Severance
Attachment #7 – Sketch of the Proposed Zoning
PROPOSED ZONING BY-LAW AMENDMENT

LOCATION: 144 AVONDALE RD

- SUBJECT LANDS
- PROPOSED ZONING CHANGE TO R2 (RESIDENTIAL SECOND DENSITY)
- PROPOSED SEVERED PROPERTIES

CITY OF BELLEVILLE
ENGINEERING & DEVELOPMENT SERVICES DEPARTMENT
LOCATION MAP
LAND USE

LOCATION: 144 AVONDALE RD

- SUBJECT LANDS

CITY OF BELLEVILLE
ENGINEERING & DEVELOPMENT SERVICES DEPARTMENT
To: Greg Pinchin

From: Caitlin Sheahan

Date: February 27, 2020

Ref: Application for Zoning By-Law Amendment
144 Avondale Road

File: 19637-1

BACKGROUND

Ainley Group has been retained to prepare Applications for Consent and Zoning By-Law Amendment for the property located at 144 Avondale Road, immediately north of the intersection of Avondale Road and Aldersgate Drive in Belleville, Ontario, described as:

Part of Lot 16
Registered Plan 198
Former Sidney Township, now City of Belleville, Hastings County

The subject property has 21.3m of frontage on Avondale Road and 65.15m of frontage on Aldersgate Drive. The property is bounded to the west by Potters Creek residential development (R5-37 zoning) and to the east, north, and south by other Avondale Road residential development (R1 zoning). A regional location plan showing the location of the site relative to other urban and residential properties is attached as Figure 1.

The current and future land use for the property is residential. It is proposed to sever approximately 1140m² from the rear of the lot at 144 Avondale Road and create two (2) new development lots for single family residential units. The proposed lots will each have 15.0m frontage on Aldersgate Drive and approximately 38.0m depth (Figure 2). This would leave the retained 144 Avondale Road lot with a lot size of approximately 749m², which exceeds the minimum area for the existing R1 zoning (min. lot area - 696.5m²). As such, the retained lot will comply with its existing R1 zoning.

ZONING BY-LAW AMENDMENT

The proposed two (2) new infill lots would not be in compliance with the existing R1 zoning of the subject lands. As such, it is proposed to rezone the two new lots to the R2 zone. The proposed two (2) new lots comply with the special provisions of the R2 zone, including minimum frontage (15.0m) and minimum lot area (464.5m²). This proposed zoning and lot size is consistent with other single family residential lot sizes in Belleville subdivisions, such as Potters Creek, located to the immediate west of the subject lands. Figure 3 shows the
proposed lands to be rezoned.

SERVICING CONSIDERATIONS

This proposal will require bringing sanitary sewer services from Avondale to service the future lots. Municipal watermain is already available on Aldersgate Drive. The City has Avondale Road reconstruction on the 2020 budget as a Capital Works project. The property owner has requested that the City include the two (2) proposed sanitary service laterals as part of the proposed construction works. A permanent 3.0m wide easement on the 144 Avondale property would be required for the two (2) 135mm diameter PVC sanitary service laterals. Two (2) new watermain services will be provided to the Municipal main on Aldersgate Drive.

This potential future infill development would provide residential use which is similar to the existing land use found throughout the surrounding area. An overview of how the proposal conforms to the City’s Official Plan and the Provincial Policy Statement is as follows.

Official Plan

The lands are designated for residential land use within the City’s Official Plan. The Official Plan outlines the vision and objectives for the City (City of Belleville, 2002).

Section 3.10- Residential Land Use policies of the Official Plan states, “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 meets the needs of all citizens provided.”

• The proposed lot severances from 144 Avondale and Zoning By-Law Amendment will create two (2) infill residential lots of approximately 570m² area each. This will contribute to the supply of a range and mix of housing types and densities available in the City of Belleville to meet projected requirements of current and future residents by providing housing which is affordable to low and moderate income households.

Section 3.10.2 (h) states, “Infill housing should be encouraged in existing neighborhoods to maximize land utilization and efficiency of municipal infrastructure, provided such development does not detract from the character of the neighborhood.”

• The proposed infill project will maximize the use of lands which are currently underdeveloped and abutting high density development (R5-37). The character of the neighborhood will be consistent with that of existing Aldersgate Drive. Further, the proposal will include use of existing municipal infrastructure, which should be promoted, wherever feasible.

Section 7.15.4 states that the Official Plan “…supports compatible housing intensification and infill development such as…infilling on existing lots of record and maximizing use of underutilized lots.”

• The existing 144 Avondale Road lot backs onto townhouses developed according to the R5-37 Zoning By-Law. The proposed infill residential development fronting Aldersgate Drive develop the site to a higher level of use, similar to the surrounding Potters Creek development, and will make use of existing municipal sewer and water
Provincial Policy Statement

The provincial policy statement (PPS) came into effect April 30, 2014 (Provincial Policy Statement, 2014). The PPS provides direction on matters of Provincial interest. Section 2 of the Planning Act requires that the decisions of municipal councils ‘be consistent’ with the PPS in matters related to planning. The PPS ensures that development provides an efficient use of land, that it co-ordinates with existing and possible future transit opportunities and that development contributes to the long-term economic health of the municipality. The following information addresses how the proposed meets the requirements and intent of the various sections of the PPS regarding building strong communities.

Section 1.1.2 of the PPS indicates that, “Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 20 years.” This section supports intensification for the development of vacant and / or underutilized lots within previously developed areas.

- The subject lands are currently underutilized within a serviceable area that can be redeveloped for residential uses. The proposed will create infill residential development fronting Aldersgate Drive. This is consistent with the PPS as an intensification project within a settlement area that will provide housing to meet the future population needs of the City.

Section 1.1.3.1 states, “Settlement Areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted.”

- The PPS directs residential development to settlement areas, which are defined as urban areas, including villages and hamlets. The City of Belleville is a designated settlement area. It is therefore appropriate and consistent with the PPS that these underutilized lots be made available for infill residential development.

Section 1.4.1 states, “…planning authorities shall maintain at all times the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development.”

- The proposed redevelopment would accommodate housing demand through the intensification of currently underutilized serviced / serviceable lands which are designated for residential use by the Municipality’s Official Plan.

Section 1.4.3 states, “Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents...by 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.”

- The proposed two (2) infill lots and retained 144 Avondale Road lot will create smaller
lot sizes, which will provide more affordable housing within the City. It will also allow for efficient use of existing infrastructure and public service facilities.

Section 1.6.6.1 states, “planning for sewage and water services shall direct and accommodate expected growth or development in a manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services…”

- This proposal will utilize municipal sewage services and water services which are the preferred form of servicing for settlement areas. The PPS states that intensification and redevelopment within settlement areas on existing municipal sewage and water services should be promoted, wherever feasible.

References


City of Belleville GIS Viewer. gis.city.belleville.on.ca Site accessed January 24, 2020.

Sketch of the Severance