PLANNING JUSTIFICATION REPORT

Prepared by

Katie Pandey, MAES, MCIP, RPP
TABLE OF CONTENTS

1.0 INTRODUCTION .................................................................................................................. 3
2.0 SITE AREA AND CONTEXT ............................................................................................... 3
3.0 DEVELOPMENT PROPOSAL ............................................................................................. 6
4.0 POLICY ANALYSIS ........................................................................................................... 11
  4.1 PROVINCIAL POLICY .................................................................................................... 11
    4.1.1 PROVINCIAL POLICY STATEMENT (2014) ......................................................... 11
  4.2 LOCAL POLICY ................................................................................................................ 13
    4.2.1 CITY OF BELLEVILLE OFFICIAL PLAN (2018) .................................................. 13
5.0 ZONING ............................................................................................................................ 19
6.0 SITE PLAN CONTROL APPROVAL ................................................................................ 23
7.0 PUBLIC CONSULTATION STRATEGY ............................................................................ 23
8.0 CONCLUSION .................................................................................................................... 23

APPENDIX 1 :
DRAFT ZONING BY-LAW ........................................................................................................ 24
1.0 INTRODUCTION

KP Consultants has been retained by n Architecture Inc (the “agent”), with respect to the development of their lands legally described as Part 6 of 29 and 30, in the City of Belleville (the “subject lands”) (refer to Figure 1). There is no municipal address assigned to the subject site. The owner has submitted application for a Zoning By-law Amendment to facilitate the development of the lands for the hotel. An application for Site Plan Approval is required and was submitted to the city along with rezoning application. This report is intended to provide a planning analysis and justification in support of the proposed development and the application submitted.

2.0 SITE AND SURROUNDING AREA

The subject site is located at north of highway 401 on Millennium Parkway between Cloverleaf Dr. and Sidney St. A legal and topographic survey has been prepared by Tham Surveying Limited, dated 7th Jan 2020 which identifies the site as part of Registered Plan of topography of the part 6 of Lot 29 & 30 registered plan 22 geographic Township of Thurlow, City of Belleville and County of Hastings (See Figure 1 below).

Figure 1 Survey Plan

The subject property is surrounded by (See Figures 2 and 3 below):
South : Millenium Parkway and Vacant land;
North : low rise residential on the north;
West : community living on adjacent properties on the west; and
East: medical services on the adjacent properties on the east.

**Figure 2 Aerial Picture**

![Aerial Picture]

**Figure 3 Surrounding Areas-East and West**

![Surrounding Areas-East and West]
The total site has approximately 0.61 ha area, with land covered with grass. The subject lands are currently undeveloped and do not contain any existing buildings or structures. The topographical survey indicates that the site is sloped from north-east towards south-west. Highest elevation at north-west of the property is 101.5 and goes down to 97.0 at the centre of the site at a slope of 8.65% approximately (See Figures 4 below).

Figure 4 Site Picture

Topographical Survey conducted by Tham Surveying Limited indicates that there is a confined watershed within the boundary. Surface runoff flow direction is along the slope towards the existing ditch on south and west part of the site. There is a main ditch at the south of the property along the Millennium Parkway which collects the water comes from the sites and swales between properties. (See Figures 5 below).
3.0 DEVELOPMENT PROPOSAL

**Layout and Design:** As stated above, application for a Zoning By-law Amendment has been submitted to the City of Belleville. The application has been submitted to facilitate the development of the lands for a 5 storey hotel with a gross floor area of 4195.56 sqm along with new 119 parking spaces and loading area. Access to the property is proposed from the Millennium Parkway and there is an existing stubbed driveway entrance off the Millennium Parkway.

The hotel building is situated on the southeast corner of the site with a total coverage of 13% and set close to the proposed internal road. The hotel is oriented towards Millennium parkway thus overlooking Highway 401 which is parallel to the Millenium Parkway. There is more than required setback of 57.74 m provided on the north and west of 29.91 m to provide enough buffering for residential uses on the north and community living on the west. To bring the building closer to the street, the front yard setback is reduced from required 12.0 m to 5.05 m. An exception to the zoning by law is required for increase in maximum permitted height from 11.0m to to 17.5 m, reduction in
front yard setback from 12.0 m to 5.5 m and reduction in parking stall width from 3.0 m to 2.4 m (See Figures 6 and 7 below). Excess of two parking spaces are provided.

**Figure 6 Site Plan and Statistics**

![Site Plan and Statistics](image-url)

<table>
<thead>
<tr>
<th>PROJECT STATISTICS</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADDRESS: MILLENNIUM PARKWAY BELLEVILLE, ON</td>
</tr>
<tr>
<td>ZONING: EXISTING: SERVICE INDUSTRIAL (S1-2-H) PROPOSED: HIGHWAY COMMERCIAL (C1)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>REQUIRED</th>
<th>PROPOSED</th>
</tr>
</thead>
<tbody>
<tr>
<td>LOT AREA (m²)</td>
<td>4003.04 SQM (1.00 ACRE)</td>
</tr>
<tr>
<td>LOT FRONTAGE</td>
<td>30m</td>
</tr>
<tr>
<td>PROPR. HOTEL GFA</td>
<td>4164.84 SQM</td>
</tr>
<tr>
<td>TOTAL COVERAGE</td>
<td>50% MAX.</td>
</tr>
<tr>
<td>LANDSCAPE AREA</td>
<td>887.39 SQM (14.23%)</td>
</tr>
<tr>
<td>LANDSCAPE STRIP</td>
<td>3.0 M</td>
</tr>
<tr>
<td>PARKED AREA</td>
<td>437.92 SQM (7.15%)</td>
</tr>
<tr>
<td>BUILDING HEIGHT</td>
<td>11 M</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>SETBACK</th>
<th>REQUIRED</th>
<th>PROPOSED</th>
</tr>
</thead>
<tbody>
<tr>
<td>FRONT YARD (SOUTH)</td>
<td>12 M</td>
<td>4.81 M</td>
</tr>
<tr>
<td>REAR YARD (NORTH)</td>
<td>7.5 M</td>
<td>51.93 M</td>
</tr>
<tr>
<td>SIDE YARD (EAST)</td>
<td>4.5 M</td>
<td>4.58 M</td>
</tr>
<tr>
<td>SIDE YARD (WEST)</td>
<td>4.5 M</td>
<td>25.15 M</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PARKING REQUIREMENTS:</th>
</tr>
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<tbody>
<tr>
<td>REQUIRED</td>
</tr>
<tr>
<td>HOTEL (1 SPACE PER 36 SQM. GFA)</td>
</tr>
<tr>
<td>PARKING SZE</td>
</tr>
</tbody>
</table>
Landscape: To provide an enhanced streetscape and defined street edge, landscaping strip ranging from 1.2 m to 3.0m is provided on all sides. To reduce impact on adjacent residential properties on the north and community living on the adjacent west properties, buffer of deciduous trees along with perennial shrubs and ornamental grasses are proposed on the north and west boundaries.
**Grading:** New buildings ground floor level is proposed at 98.25 m. Existing grades around the site are proposed to be matched at the boundary limits. Proposed site servicing, grading and storm drainage plans are submitted separately.

**Proposed Storm Water Management:** Site elevations is proposed to raised at the south side to ensure confinement of stormwater inside and protect the road from stormwater flow of the site. To tie into the existing grading at the north and north-east side of boundary, low height retaining wall is proposed. During Site construction, various temporary measures is proposed to be implemented to prevent the discharge of sediment laden Stormwater from the Site. These measures include silt fencing, catch basin buffers and mud-mats.
A stormwater network designed to discharge on existing ditch along south side of the property limit which would ultimately flow west towards the culvert discharging to existing Millenium Parkway Wetland Facility stormwater pond.

**Figure 8 : Storm water Catchment Area**

Proposed Service Connections: A 150 mm diameter sanitary sewer service connection is proposed to serve the proposed development by connecting to 200 mm diameter municipal sewer on Millennium Parkway right of way.

**The reason for Zoning By-law Ammendment Application:** The proposed Zoning By-law Amendment is required to rezone the lands from "Service Industrial (SI-2-h) " Zone to Highway Commercial (C1) zone as the current zoning does not permit a hotel use under the provisions of By-law No. the Thurlow Zoning By-law (3014), as amended with site-specific development standards are required to facilitate the construction of the proposed Hotel.
4.1 Provincial Policy Statement 2014

The Provincial Policy Statement (PPS), 2014 came into effect on April 30, 2014 and provides policy direction on matters of provincial interest related to land use planning and development. In accordance with Section 3(5) of the PPS, all land use decisions are required to be consistent with the PPS. The vision of the PPS is to build strong communities while ensuring development patterns are efficient and optimize the use of land, resources, and public investment in infrastructure.

A central policy direction of the PPS is the creation of strong, healthy communities and facilitation of long-term economic growth through efficient development and land use patterns. Section 1.1.1 promotes the following policies for sustaining health, liveable and safe communities:

- Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term (1.1.1(a));

- Accommodating an appropriate range and mix of residential…, employment (including industrial and commercial); institutional…, recreation, park and open space, and other uses to meet long-term needs (1.1.1(b));

- Avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas (1.1.1(c)); and

- Promoting cost-effective development patterns and standards to minimize land consumption and servicing costs (1.1.1(e)).

The subject lands are located within the City of Belleville Settlement Area. Section 1.1.3 states that the vitality of settlement areas is critical to the long-term economic prosperity of our communities.
Policy 1.1.3.1 states that Settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted. Policy 1.1.3.2 provides that land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- Efficiently use land and resources;
- 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;
- Support active transportation; and
- Are transit-supportive, where transit is planned, exists, or may be developed.

The subject site is 5 minutes walking distance from Route 4 which connects to Quint mall (See Figure 9).

Policy 1.3.1(b) states that planning authorities shall promote economic development and competitiveness by providing opportunity for a diverse economic base, and maintaining a range of sites that are suitable for employment uses. Policy 1.3.1(c) further encourages compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities.
Policy 1.2.6.1 states that major facilities and sensitive land use should be planned to ensure they are appropriately designed, buffered and/or separated from each other to prevent or mitigate adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term viability of major facilities.

The proposed development is consistent with the Provincial Policy Statement as the proposed development is located within a settlement area and has access to municipal sewage and water services. Furthermore, the proposed development adds compatible hospitality use to the existing commercial area of Bell Boulevard. The proposed development provides employment and adds to the mix of services available in the Bell Boulevard area.

4.2.1 City of Belleville Official Plan (2018)

The subject land is designated commercial in the City of Belleville Official Plan (See Figure 10).
The purpose of the Commercial land use designation as illustrated on the land use schedules is to recognize and encourage the concentration of commercial uses into nodes or areas of commercial activity defined by size, function and/or intended market. While there are a number of areas designated Commercial land use throughout the City, there are four distinct areas of major commercial activity located generally within the urban serviced area outside of the City Centre where specific policies are required, as follows:

- Bell Boulevard Area
- Bayview Mall/Dundas Street East Corridor
- Dundas Street West Corridor
- North Front/Highway 62 Corridor

The proposed development is in the Bell Boulevard Area. **Hotel use is permitted in the Bell Boulevard area (Section 3.9.2.b).**

The Bell Boulevard area’s role as a major focus of employment and retail activity within the region would be enhanced through development of retail, highway commercial and recreational commercial uses. As a gateway to the community, the image of the Bell Boulevard area should be enhanced through policies emphasizing a high level of urban design, co-ordination of separate developments to function cooperatively, landscaping and efficient traffic circulation(Section 3.9.2.a).
The proposed 5 storey hotel building with high level of urban design, coordinated landscaping and functional vehicular circulation would create landmark for the commercial area of Bell Boulevard.

Other Policies Applicable to the Designated Commercial Land Use is analysed below:

**Policy:** Section 3.9.1.a: Commercial development is dependent upon vehicular access. Points of ingress and egress should be established to ensure safe movement of:

- vehicular traffic on the public street;
- vehicular traffic on the subject and adjoining lands; and
- pedestrian and cyclist traffic along the street.

Further, commercial development should have sufficient parking on-site to meet the needs of customers and staff.

**Analysis:** Safe movement is provided to the subject property and excess parking is provided on the subject property.

The following design policies applies to all commercial development:

**Policy:** 3.9.1.b (i) : Outdoor storage areas for garbage should be fenced or screened from adjacent uses and preferably located away from the public street.

**Analysis:** The garbage enclosure is proposed to be located on the eastern boundary and to be screened with coniferous shrubs (See Figure 11).
Policy: 3.9.1.b (ii) : The appearance of parking lots, loading facilities and service areas should be enhanced through appropriate landscaping, with appropriate lighting of such areas to ensure public safety, which should be oriented away from nearby residential properties and not interfere with visibility on public streets.

Analysis: The proposed parking lot for the subject property is buffered by landscaping strip and parking islands covered with sod are also proposed (See Figure 7).

Policy: 3.9.1.b (iii) : Loading facilities, parking lots and service areas should be located so as to minimize the effects of noise and fumes on any adjacent residential properties, and where possible, such facilities should be located in a yard that does not immediately abut a residential property, and where they do, measures to mitigate the impact of such a location by fencing or plantings, berming and buffer strips, or increased setbacks should be employed as required.

Analysis: Loading facility is located at a distance of 51 m from the adjacent residential properties on the north (See Figure 12 below).
Policy: 3.9.1.b.iv: Facilities for safe pedestrian access and circulation on-site should be provided.

Analysis: Safe pedestrian access is provided through sidewalk connection to public street (Millenium Parkway) with efficient circulation for vehicles provided on the subject property.

Policy: 3.9.6 (c) In general, uses to be permitted within areas designated Commercial land use would include business and professional offices, retail establishments, places of entertainment, assembly halls, restaurants, hotels and motels, personal service City of Belleville Official Plan 39 uses, automotive uses, community facilities and recreational uses. In some instances, particularly in the vicinity of residential areas, residential uses either as main uses or in concert with commercial development may be appropriate.

However, not every property designated Commercial land use is suitable for all forms of commercial activity; the range of uses permitted within each area designated Commercial land use should be established taking into account:
• the nature and extent of the market area that is to be served by the property and the commercial development;

Analysis: Belleville is located along the scenic shores of the Bay of Quinte which is part of Lake Ontario. Located only 175 km east of Toronto along the 401, with its location on the Bay of Quinte, Belleville offers many advantages. Fishing, boating, swimming and other water activities. Just south is one of the most famous beaches in the world called "The Sandbanks" which features camping, natural sand beaches, natural levels, swimming and all those summer activities.

Belleville appeals to all age groups, not only the people approaching retirement but the young and active. Belleville offers a small town atmosphere but with big city amenities. There is definitely demand for Hotel in the proposed location close to Highway 401 and 62 Corridor.

Policy: the nature of abutting land uses and the potential impact of commercial development upon such uses, and the effectiveness of mitigative measures.

Analysis: There would not be any negative impact on abutting residential use as more than sufficient setback of 57.74 m is proposed (See Figure 13 below).

Figure 13, Perspective from North
The property located on Millennium Pkwy (Roll#: 120810002500145), the property is zoned Service Industrial (SI-2-h) Zone under Thurlow Zoning By-Law (3014) which does not permit a hotel use (See Figure 14).

The current zoning does have a Hold provision on it. The Hold provision prohibits development until the conditions of the Hold are satisfied. Those conditions are:

1. The subject property is to be serviced with Municipal water and sewer services;
2. A Stormwater Management Plan for the subject property must be completed and approved by all applicable review agencies and it generally conforms with the recommendations of the Upper No-Name Creek Stormwater Management study, as prepared by Gore & Storrie Ltd.
3. A Site Plan Control Agreement pursuant to Section 41 of THE PLANNING ACT, R.S.O, 1990 has been entered into a registered on title against the subject property.
4. All matters of concern to Council have been addressed to Councils satisfaction

Figure 14, Zoning Designation

ZONING BY-LAW NO. 3014

Subject Property
Site Plan application will be accompanied with the rezoning application to remove hold. We recommend rezoning the property to Highway Commercial (C1) zone with exceptions for:

1. Reduction in a Minimum required front yard setback from 12.0m to 5.05 m *(Section 6.11.1.5.7.1)*;
2. Increase in Maximum Permitted height from 11.0 m to 17.7 m *(Section 6.11.1.5.5)*;
3. Reduction in Landscaping strip for north of the subject property from 3.0 m to 1.2 *(Section 4.16.3)* and
4. Reduction in parking space width from 3.0 m to 2.4 m *(Section 4.15.12.1)*.

Zoning Justification:

1. **Reduction in a Minimum required front yard setback from 12.0m to 5.05 m (Section 6.11.1.5.7.1).**

We are requesting exception to the Section 6.11.1.7.1 and offer following justification:

The intent of above noted zoning standard is to reduce negative impact of service commercial use on the street. The above reduction in front yard setback is good planning as it would bring the building closer to the street which is a good urban design principle *(See Figure 15 below)*. The proposed hotel would add vibrancy to the street and would act as landmark for the Bell Boulevard Area.

**Figure 15, Perspective from the Millenium Parkway**
2. **Increase in Maximum Permitted height from 11.0 m to 17.7 m (Section 6.11.1.5.5).**

We are requesting exception to the Section 6.11.1.5.5 and offer following justification:

45-Degree Angular Plane: To ensure compatibility and appropriate transition of the proposed development with established neighbourhoods and reduce shadow impacts, we reviewed the proposal against compliance with the 45-degree “angular plane” theory, which is universally accepted urban design theory used by various municipalities in the Greater Toronto Area. Compliance with a 45-degree angular plane means that a building cannot project above a 45-degree angular plane, starting at the property line.

We applied this 45 degree angular theory to study impact on adjacent sensitive uses on west (community living) and low rise residential on the south and there was no encroachment within 45 degree triangle justifying increase in maximum permitted height to 17.7 m (See Figure 16 and 17).

**Figure 16, 45 Degree Angular theory for the adjacent West building.**
3. **Reduction in Landscaping strip for north of the subject property from 3.0 m to 1.2 (Section 4.16.3)**

We are requesting exception to the Section 6.4.16.3 and offer following justification:

The intent of the above standard is to provide sufficient buffer for the residential property from commercial use. As demonstrated above that we have more than sufficient setack provided from the proposed hotel building to the adjacent residential property on the north. Consequently, reduction in landscaping strip from 3.0 m to 1.2 m would have minimal impact.

4. **Reduction in parking space width from 3.0 m to 2.4 m (Section 4.15.12.1).**

We are requesting exception to the Section 4.15.12.1 and offer following justification:

Maximum car width of latest model is around 2.0 m. The proposed parking space width would provide sufficient space for door swing.

The proposed C1 zoning with exceptions is compatible to the surrounding use and would not have any negative impact on the area.
6.0 Site Plan Approval

The Site Plan application is required to remove hold provision. A site plan control application has been submitted along with rezoning application.

7.0 Public Consultation Strategy

The Public Engagement Strategy of the City of Belleville is in accordance with the requirements stipulated by the Planning Act. The above-noted applications will have a public engagement strategy in accordance with the City’s public engagement process outlined above.

The City of Belleville undertakes the following public engagement process for all development application:

- Placing an advertisement in the local newspapers to meet the minimum notice requirements of the Planning Act.
- The City uses social media, including Facebook and Twitter, and the City’s website for general public notification and consultation for a number of Planning applications.
- The City follows the mandatory requirement of the Planning Act, including mailing out a notice to surrounding property owners.
- The City requires the applicant to post public notice signs on the subject site.

8.0 Conclusion

The proposed development represents good planning and should be approved for the following reasons:

1. Is consistent with the Provincial Policy Statement;
2. conforms to the local Official plan;
3. will not have any negative impact on the surrounding area;
4. the proposed use is an appropriate use of underutilized vacant land;
5. the proposed use is compatible to the surrounding area; and
6. the subject property is located close to the transit route.
Appendix 1: Draft Zoning By-law

January xx, 2020 Version

THE CORPORATION OF THE CITY OF BELLEVILLE

BY-LAW NUMBER 2020-XX

Being a by-law to amend Zoning By-law 3014 to rezone those lands in described as Part 6 of Lots 25, 26, 27, 28 and 29, City of Belleville

Whereas By-law 3014 is the main comprehensive Zoning By-law of the City of Belleville;

And whereas By-law 3014 zoned as Service Industrial (SI-2-h) Zone

And whereas authority is granted under Section 34 and 36 of Planning Act, R.S.O. 1990, c.P.13;

Now therefore the Council of The Corporation of the City of Belleville enacts as follows:

1. The lands located in Part 6 of Lots 289 and 30, Registered Plan 22, City of Belleville of the Township of Thurlow Comprehensive Zoning By-law no. 3014 is changed to Highway Commercial (C1) zone.

2. All provisions of Highway Commercial (C1) zone shall apply to the lands located in Part 6 of Lots 25, 26, 27, 28 and 29, City of Belleville 2 of the Township of Thurlow Comprehensive Zoning By-law no. 3014 except following noted below: .

   • Section 6.11.1.5.5 Maximum height of buildings: 17.7 metres;
   • Section 6.11.1.5.7.1 Minimum Front yard depth 6.11.1.5.7.1.1 of the Principal building: 5.0 metres;
   • Section 4.15.12.1 The minimum width of parking space shall be 2.4 m; and
   • Section 4.16.3 The planting strip shall consist of a continuous unpierced hedgerow of trees, evergreens or shrubs, not less than 2 metres high and 1 metres wide.