



INNOVATIVE PLANNING SOLUTIONS

planners • project managers • land development

February 18, 2022

Municipal Services Office – Eastern Region
8 Estate Lane
Rockwood House
Kingston, ON K7M 9A8
Canada

Attention: Chris Willms, Planner
MMAH Community Planning and Development

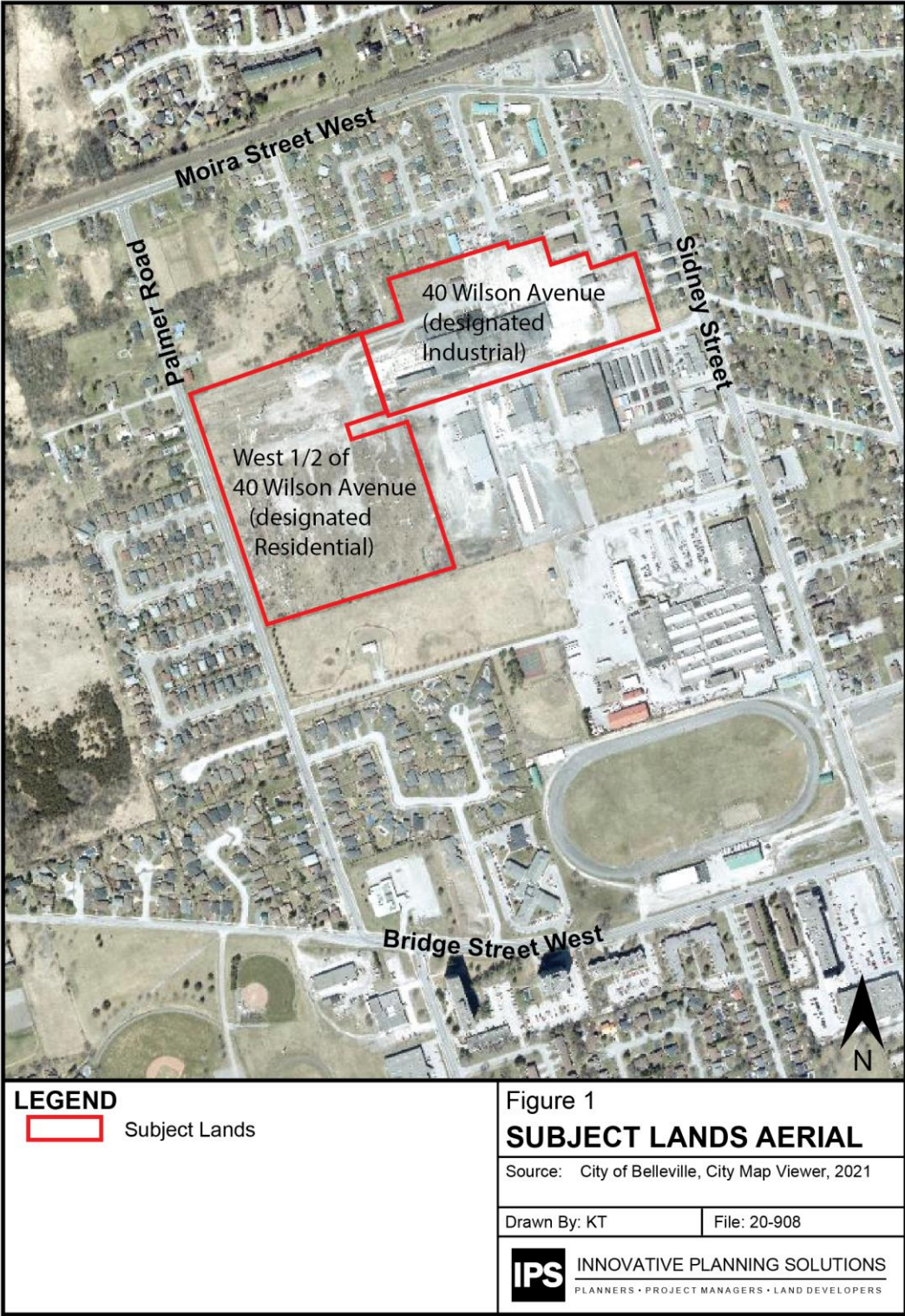
Re: Review of the Proposed City of Belleville Official Plan - ERO 019-4953
40 Wilson Avenue, City of Belleville

Innovative Planning Solutions has been retained to comment on the Ministry's Review of the proposed City of Belleville Official Plan, which was adopted by the City of Belleville on November 8, 2021, through By-law No. 2021-180. The purpose of this letter is to discuss the effect of the proposed City of Belleville Official Plan on lands legally described as PART OF LOTS 10, 11, 15-21, 27 PL 135; PART OF LOTS 11-15, 25, 27 37, 38 PL 63; PART OF LOTS 6 REGISTERED COMPILED PLAN 1819; PART OF ELGIN ST PLAN 63 CLOSED QR 93675; PART OF WILLIAM ST PLAN 6 AS SHOWN ON PLAN 63 & PLAN 135 CLOSED BY QR340667; PT 1 21R844; EXCEPT PT2,3 & 4 21R22423, and municipality known as 40 Wilson Avenue in the City of Belleville.

The subject lands comprise of two parcels, which are located approximately 270 metres south of the intersection of Moira Street and Palmer Road, and possess an area of approximately 13.03 hectares (32.19 acres), with roughly 310 metres of frontage onto Palmer Road and 380 metres of frontage onto Wilson Avenue. Figure 1 shows the location of the subject lands. The lands are to be designated 'Residential Land Use' and 'Employment Land Use' in the proposed City of Belleville Official Plan, are designated 'Residential' and 'Industrial' under the current City of Belleville Official Plan, and are currently zoned 'General Industrial' and 'Urban Holding' in the City's Zoning By-law Number 10245.

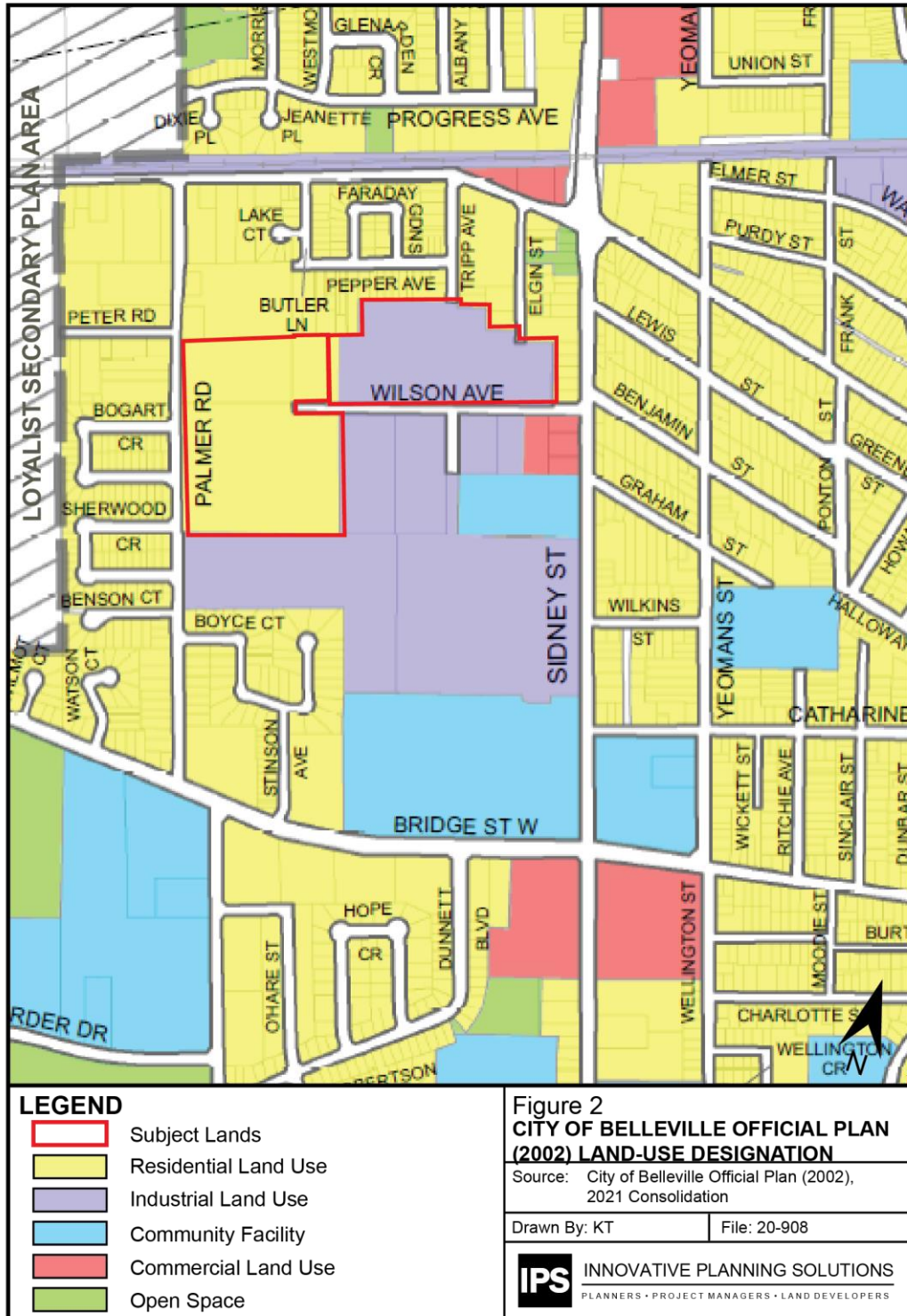
The employment land use is identified as a brownfield site, being underutilized, derelict, and now a vacant industrial site within the Sidney Street Industrial Area. The existing industrial building has been demolished

and the only structure remaining is an existing mobile tower at the north-west corner of the site. The lands historically contained a concrete manufacturing facility and a material recycling facility but have remained vacant and derelict since 2016.



ERO Request

We are requesting consideration for the 'Industrial' designated lands for employment conversion (Figure 2). Comments were submitted through the City of Belleville's Municipal Comprehensive Review (MCR) process in this regard, as discussed in further detail below.



Municipal Comprehensive Review of Urban Serviced Area, Official Plan Update (2019)

Comments were submitted through the City's MCR process, dated February 5, 2020, to request that the portion of subject lands designated 'Industrial' be converted to 'Residential'. The comments submitted reviewed the conversion request in respect of the evaluation criteria outlined in Section 9.9.2 of the Report, as reiterated below:

- Site is located outside an established or proposed industrial/business park;

Comment: The site is located outside an established business park. Wilson Avenue provides a logical divide between employment uses to the south and the subject property. This is a legacy employment area that no longer represents a viable location for such activity.

- Site is isolated from surrounding designated employment lands;

Comment: Should the subject lands be converted; the subject property will not abut any designated employment lands. The major employment focus for the City is not in this location. This appears to be more of a legacy employment area that in today's market has very little opportunity for success. The lands are also located within walking distance to institutional uses (schools) and other community service facilities.

- Site is surrounded by non-employment land uses on at least three sides;

Comment: The site possesses residential land uses on three sides.

- Conversion would not create incompatible land uses;

Comment: It is my opinion, that the continuance of employment uses would result in incompatible land uses. This site should be residential.

- Conversion of site will not negatively affect employment lands in the area;

Comment: Given that the lands have residential land uses on three sides, this conversion will not negatively impact existing employment uses. If the City was of the opinion that it wanted to protect the existing employment use on the south side of Wilson Avenue, it would be my recommendation that commercial/mixed uses be established along the north side of Wilson Avenue.

- Conversion would be consistent/supportive of City policy planning objectives;

Comment: The conversion would be supportive/consistent with City planning objectives and would facilitate the logical completion of Tripp Avenue and Elgin Street to connect with Wilson Avenue in an efficient and logical residential land use.

- Conversion doesn't contravene any City policy planning objectives;

Comment: The conversion does not contravene any City planning objectives. The conversion would facilitate a form of intensification and gentrification to this part of the City which should be viewed as a substantial improvement. We understand there may be servicing constraints in this area; however, that issue would apply to both an employment or residential use and should have no bearing on the proper land use planning.

- Site offers limited market choice for employment lands development due to size, configuration, physical conditions, other;

Comment: The site is surrounded by residential uses to the north, east and west. This results in significant constraints to locate a new employment use. The MCR report already states that the location of the Sidney Street Industrial Area offers limited market choice for future employment uses which the subject lands are located within.

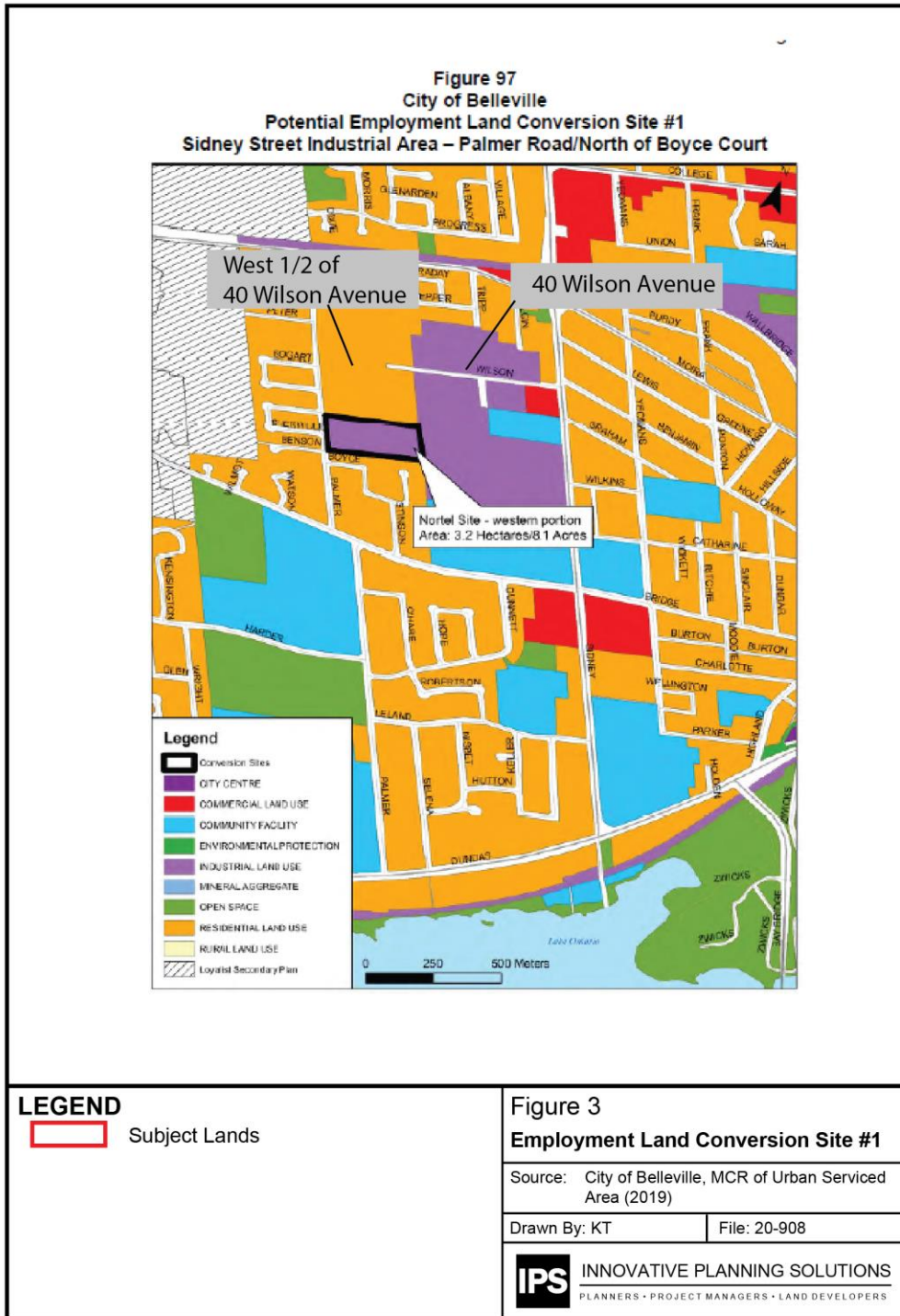
- Site does not offer potential future expansion on existing or neighbouring employment lands.

Comment: The site does not offer any potential for future expansion of existing employment lands as the property is not physically connected to an abutting employment parcel. Wilson Avenue separates the subject lands from the existing employment area to the south.

Further to the review of the conversion criteria, it should be noted that a nearby site within the Sidney Street Industrial Area, known as the Nortel Site, was recommended for employment conversion (Figure 3). The Nortel Site was recommended for conversion despite not meeting all the conversion criteria outlined in Section 9.9.2 of the Report (is not isolated from surrounding designated employment lands and does offer the potential for future expansion by neighboring employment lands). Through the MCR Report, the Nortel site was recommended for employment conversion given it is located on the outside of an Employment Area; is surrounded by non-employment land uses on three sides; would not create incompatible land uses, will not

negatively affect employment lands in the area; would be consistent with and not contravene City policy planning objectives; and offers limited market choice for employment lands development.

It is our opinion that the employment conversion of 40 Wilson Avenue possesses similar characteristics as the Nortel site and is a logical location for conversion with the Nortel Site.



Provincial Policy Statement (2020)

The Provincial Policy Statement (PPS) provides guidance on employment land conversions. A review of the applicable PPS policies is provided below in relation to the proposed conversion.

1.3.2.2 At the time of the official plan review or update, planning authorities should assess employment areas identified in local official plans to ensure that this designation is appropriate to the planned function of the employment area. Employment areas planned for industrial and manufacturing uses shall provide for separation or mitigation from sensitive land uses to maintain the long-term operational and economic viability of the planned uses and function of these areas.

Comment: The subject site is an underutilized, derelict, and now vacant industrial site within the Sidney Street Industrial Area. The lands have been derelict since at least 2016 and vacant of any employment buildings or structures since 2020. Given these circumstances, the continued 'Industrial' designation of the lands does not demonstrate to be appropriate to and does not support the economic viability of the employment function of this area. Furthermore, given the abutting residential uses on three sides of the subject lands, it is understood that opportunities to support a major facility appropriate to the size and scale of the 'Industrial' designated lands on-site would be restricted in accordance with the land use compatibility policies of Section 1.2.6 of the PPS.

1.3.2.4 Planning authorities may permit conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.

Comment: The City of Belleville's MCR (2019) has noted that "Belleville has a surplus of employment lands to meet long-term needs to 2038,". In addition to this fact and as noted above, the subject site is an underutilized, derelict, and now vacant industrial site, that has been vacant of industrial uses since at least 2016. Given these circumstances, it follows that there is no market demand for this industrial site and the land is not required for employment purposes. Notwithstanding that the MCR (2019) identified an adequate supply of residential lands within the urban boundary to accommodate housing demand to 2038, the conversion of the subject

site would offer logical and efficient residential development patterns; the subject site abuts the Nortel Site, which has been recommended for employment conversion to residential uses, as well as the Sandy Cherry Court Subdivision. This should be given thorough consideration given that the MCR (2019) states that challenges exist to extend municipal services into the Central Zone of the Loyalist Secondary Plan Area and further notes that “[excluding] the Central Zone of the Loyalist Secondary Plan from the City’s future residential land supply would result in a small deficit of low-density housing units by 2038,”. The proposed conversion should be given reconsideration on this basis.

1.3.2.5

Notwithstanding policy 1.3.2.4, and until the official plan review or update in policy 1.3.2.4 is undertaken and completed, lands within existing employment areas may be converted to a designation that permits non-employment uses provided the area has not been identified as provincially significant through a provincial plan exercise or as regionally significant by a regional economic development corporation working together with affected upper and single-tier municipalities and subject to the following:

- a) there is an identified need for the conversion and the land is not required for employment purposes over the long term;
- b) the proposed uses would not adversely affect the overall viability of the employment area; and
- c) existing or planned infrastructure and public service facilities are available to accommodate the proposed uses.

Comment: It is noted that the subject site has not been identified as provincially significant through a provincial plan exercise or regionally significant by a regional economic development corporation. The land is not required for employment purposes over the long term and the need for the proposed conversion should be reassessed in context of the servicing challenges noted for the Central Zone of the Loyalist Secondary Plan Area (as discussed in the comment response to PPS Policy 1.3.2.4 above). It is understood that high-level servicing concepts are being explored for the area, to support required and planned infrastructure and public service facility upgrades. We understand that these required servicing upgrades call for additional work and we would like to participate in becoming part of the solution.

Correspondence with the City of Belleville

It is our client's intent to develop the West half of the subject site in coordination with the current 'Residential' designation and 'Urban Holding' zoning. It is further their intent to explore the comprehensive development of 40 Wilson Avenue through continued discussions with City Staff on the proposed employment conversion lands. Past correspondence with City of Belleville Staff as it relates to the employment conversion potential of the subject property are outlined below.

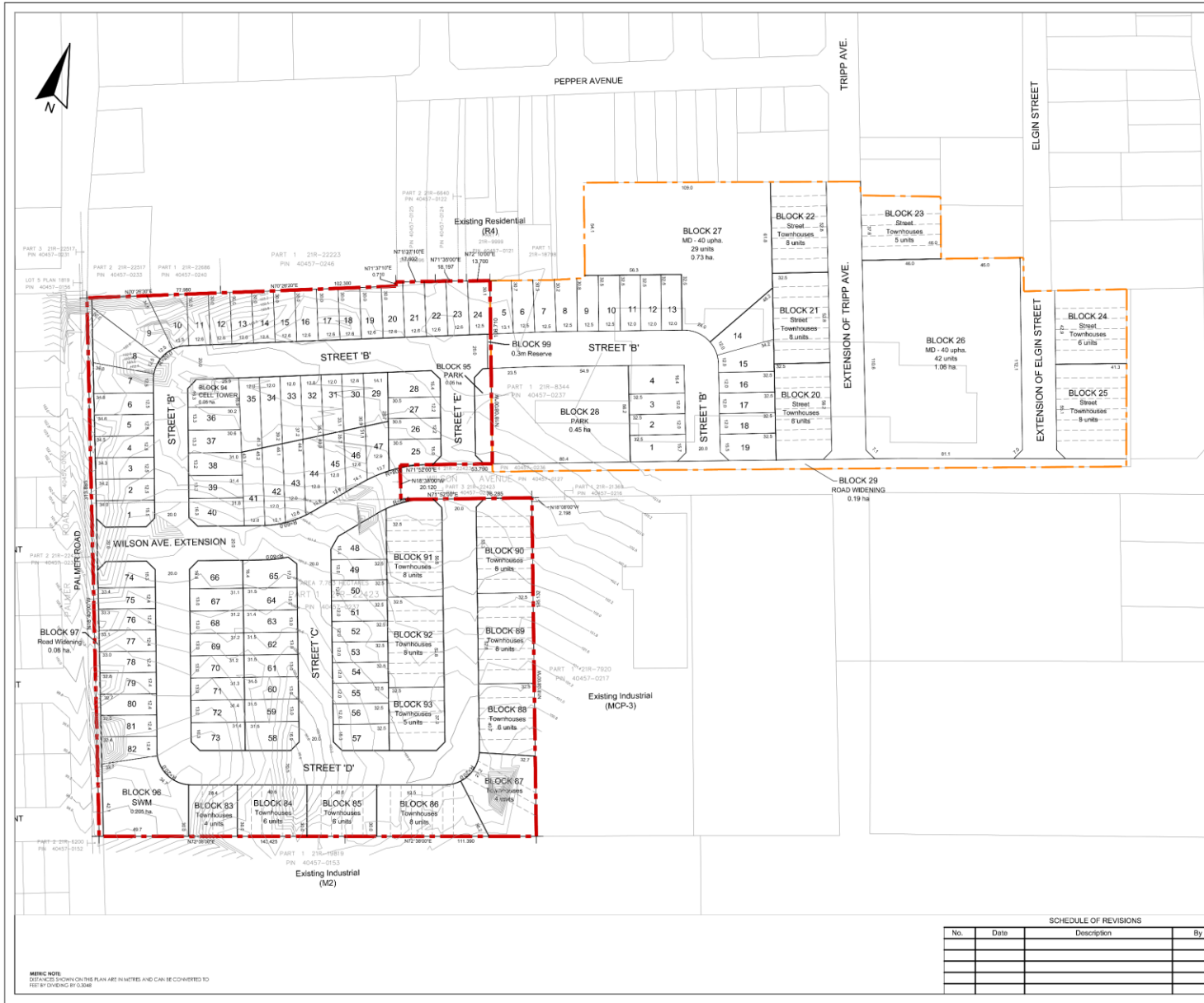
February 5, 2020	Submission of comments on the City Draft Municipal Comprehensive Review (MCR) process. <ul style="list-style-type: none">• Request that the portion of lands designated 'Industrial' be converted to 'Residential'.
December 8, 2020	Confirmation from City's MCR Consultant, Dillon Consulting Ltd., that the MCR Comments regarding 40 Wilson Avenue were received & to be discussed with the City.
January 21, 2021	Pre-consultation Meeting with the City of Belleville for Draft Plan of Subdivision and Zoning By-law Amendment applications. <ul style="list-style-type: none">• Request a review of the employment conversion potential of the 'Industrial' designated lands to 'Residential', in light of the proposal brought forward by the applicant for the comprehensive development of the site & noting that the employment building on-site has now been demolished.
February 19, 2021	City Staff provided formal Pre-consultation comments as per the below: <ul style="list-style-type: none">• "With regard to the lands designated Industrial in the OP, the Municipality recently undertook a MCR as part of the Official Plan update, and these lands were not recommended for conversion as part of this review. This was based on the fact that a formal request was not made at the time the MCR process was undertaken".
November 1, 2021	City Staff Recommendation Report to Adopt a new Official Plan (Report No. PP-2021-64) states in regard to the employment conversion request to redesignate 'Industrial' lands on-site to 'Residential', the following: <ul style="list-style-type: none">• "Servicing issues in this area have been identified by Engineering staff. Engineering staff have engaged The Municipal Infrastructure Group (TMIG) to explore high level concepts for servicing this area. However, there are a lot of components that need to be addressed for this property before servicing can be determined. At this time, it is staff's opinion that the re-designation of these lands

to Residential should not be considered until a servicing solution is known. A future Official Plan Update could look at whether the lands should be re-designated and would also consider if these lands could be serviced to support intensification.”

It is our understanding the Nortel Site, recommended for employment conversion, would be subject to the same servicing issues as the subject site. It is also our understanding that initial development approvals can provide satisfactory conditions of approval being imposed that would reflect the need for adequate servicing prior to plan of subdivision registration or development. The opportunity to consider appropriate land use planning designations is part of the City’s Official Plan update and not when servicing becomes available. As mentioned, we understand that servicing requires additional work, and we would like to participate in becoming part of the solution. It is our opinion that the reconsideration of the potential employment conversion on the subject lands, prior to approval by the Ministry on the adopted City of Belleville Official Plan, is timely.

Development Concept

As outlined above, a preliminary development concept was submitted to the City as part of a Pre-consultation for Draft Plan of Subdivision and Zoning By-law Amendment applications in early 2021. The development concept illustrates opportunities for the comprehensive residential development of the subject lands, including extensions to Wilson Avenue, Tripp Avenue, and Elgin Street to support a better integrated local road network. The preliminary development concept is shown below.



DRAFT PLAN OF SUBDIVISION
 Part of Lots 16, 18, 17, 28 & 27, Plan 135,
 Part of Wilson Avenue, Plan 6
 in the City of Belleville,
 County of Hastings

Scale: 0 15 30 45 60 75m

LEGEND
 [Hatched Box] SUBJECT SITE
 [Solid Box] ADDITIONAL LANDS OWNED BY APPLICANT

OWNER'S CERTIFICATE
 I HEREBY AUTHORIZE INNOVATIVE PLANNING SOLUTIONS TO PREPARE THIS DRAFT PLAN OF SUBDIVISION AND SUBMIT THIS DRAFT PLAN OF SUBDIVISION FOR APPROVAL.

DATE: _____ NAME, POSITION: _____
 NAME OF FIRM: _____

SURVEYOR'S CERTIFICATE

I CERTIFY THAT THE BOUNDARIES OF THE LAND TO BE SUBDIVIDED AND THEIR RELATIONSHIP TO ADJACENT LANDS ARE ACCURATELY AND CORRECTLY SHOWN.

DATE: _____ NAME: _____
 NAME OF FIRM: _____

ADDITIONAL INFORMATION REQUIRED UNDER SECTION 5(17) OF THE PLANNING ACT

A) SEE SURVEYOR'S CERTIFICATE
 B) AS SHOWN ON PLAN
 C) AS SHOWN ON KEY PLAN
 D) SEE LOTTING SUMMARY
 E) AS SHOWN OF PLAN
 F) AS SHOWN OF PLAN
 G) AS SHOWN ON PLAN
 H) FULL MUNICIPAL SERVICE

I) AS SHOWN ON PLAN
 J) AS SHOWN ON PLAN
 K) FULL MUNICIPAL SERVICES
 L) AS SHOWN ON PLAN

LAND USE STATISTICS 1

LAND USE	LOT / BLK. NO.	UNITS	AREA (ha)
Single Detached Lots (R4 - 12m / 371.6m ²)	1-83	83	3.60
Street Townhouse Units (RS - 6.1m)	84-94	71	1.63
Cell Tower	95	06	0.05
Park	96	06	0.05
SWM Facilities	97	02	0.20
Road Widening	98	06	0.08
0.3m Reserves	99	00	0.00
20.0m ROW		2.17	
TOTAL	154	7.78	

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

LAND USE STATISTICS 2

LAND USE	LOT / BLK. NO.	UNITS	AREA (ha)
Single Detached Lots (R4 - 12m / 371.6m ²)	1-19	19	0.82
Street Townhouse Units (RS - 6.1m)	20-25	43	1.10
Medium Density (40 upha)	26-27	71	1.79
Park	28	04	0.45
Road Widening	29	04	0.19
20.0m ROW		0.86	
TOTAL	133	5.25	

Street Length (Street B, Extension of Tripp Ave. & Rain Street) = 444.2m

SCHEDULE OF REVISIONS

No.	Date	Description	By

IPS INNOVATIVE PLANNING SOLUTIONS
 PLANNERS - PROJECT MANAGERS - LAND DEVELOPERS
 847 WILSON RD, UNIT 5, BELLEVILLE, ONTARIO L8L 4S9
 Tel: 705-812-3381 Fax: 705-810-3438 e: info@ipsinnovative.com www.ipsinnovative.com

Date: December 14, 2020 Drawn By: BH
 File: _____ Checked: DV

Summary

We are requesting that you reconsider the subject property for employment conversion. Multiple attempts have been made to discuss the potential employment conversion with City Staff and their MCR Consultant, Dillon Consulting Ltd., while bringing forward additional and pertinent information, such as the demolition of the employment building on the site in 2020 and opportunities for the comprehensive residential development of the site. There has been no indication that the additional and pertinent information provided have been accounted for in the City's review and adoption of the new City of Belleville Official Plan.

Trusting the above is satisfactory, we strongly feel that the employment conversion potential of these lands should be reassessed, particularly given that the lands have been underutilized, derelict, and vacant industrial lands since at least 2016. Employment conversion was recommended for the abutting Nortel Site, and we strongly feel that the property at 40 Wilson Avenue should be reconsidered for employment conversion. Once you have had an opportunity to review the attached documents, we would be pleased to sit down and discuss any comments or questions you may still have with regards to this matter.

Respectfully submitted,
Innovative Planning Solutions