

Committee Members

Councillor J. Baker Chair

Councillor M. Kalivas

Councillor S. Williams

Mayor D.L. Henderson, Ex-Officio

Areas of Responsibility

Economic Development

Planning

DBIA

Heritage Brockville

***PUBLIC MEETING  
AGENDA***

Page

Item

2-28

1. 2009-192-12  
Proposed Amendment To Zoning By-law 194-94  
Wall Street Village, Wall Street,  
James Street and Victoria Avenue  
Owner: Wall Street Village Inc. Agent: Fotten Consultants

**24Nov09**

**REPORT TO ECONOMIC DEVELOPMENT PLANNING COMMITTEE – PUBLIC MEETING – 01 DECEMBER 2009**

**2009-192-12**

**PROPOSED AMENDMENT TO ZONING BY-LAW 194-94  
WALL STREET VILLAGE  
WALL STREET, JAMES STREET AND VICTORIA AVE  
OWNER: WALL STREET VILLAGE INC.  
AGENT: FOTENN CONSULTANTS  
FILE NO.: D14-140**

**M. PASCOE MERKLEY  
DIRECTOR OF PLANNING  
JONATHAN FAURSCHOU  
PLANNER I**

**RECOMMENDED**

THAT Report 2009-192-12 be received as information and that a report on this matter be prepared by staff for consideration of the Economic Development Planning Committee or Council at a future meeting.

**PURPOSE**

To provide information for purposes of conducting a public meeting under the Planning Act respecting an Application for Amendment to City of Brockville Zoning By-law 194-94.

**BACKGROUND**

FoTenn Consultants Inc., acting on behalf of Wall Street Village Inc., owners of lands described as Lots 58 and 59, Part of Lots 60 and 67, Lots 68, 69, 70, 71, Part of Lot 72, Lots 73, 74, 75, 76 and 77, and Part of Lot 78, Block 31, Plan 67, City of Brockville, County of Leeds, (located on the south side of James Street, between Wall Street to the west and Victoria Avenue to the east) has submitted an application for amendment to City of Brockville Zoning By-law 194-94 with respect to the subject lands.

The proposed amendment would, if approved, allow the subject lands to be developed for a seniors' residence under the United Counties of Leeds and Grenville Affordable Housing Program (AHP).

**ANALYSIS/OPTIONS**

Schedule "A" to this report identifies the location of the subject lands.

Schedules "B-1" and B-2" to this report are two preliminary site plans for the proposed development of the subject property.

Schedule "C" to this report is the Planning Report, prepared by FoTenn Consultants, which was submitted with the application for zoning by-law amendment.

**Proposed Amendment Zoning By-Law 194-94, Wall Street Village**  
**Wall Street, James Street and Victoria Ave**  
**Owner: Wall Street Village Inc.**  
**Agent: FoTenn Consultants**  
**File No.: D14-140**

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Zoning and Official Plan Information:

Official Plan Designation: Residential

Proposed OP Designation: No change proposed.

Existing Zoning: R4-General Residential Zone, and I1-General Institutional Zone

Proposed Zoning: R9-Multiple Residential Site Specific Zone to allow the development of the subject lands for a senior citizens' apartment building up to seven (7) storeys in height, containing up to eighty-five (85) units, and for establishing site specific development standards, including but not limited to: building setbacks, building height, site density, landscaped open space, and on site parking.

Site Characteristics:

Total Area: 0.4 hectares (3,650 m<sup>2</sup>, 0.09 acres)

Frontage (on Wall Street): 35.44 m (116.28 ft.)

Frontage (on James Street): 71.01 m (232.98 ft.)

Frontage (on Victoria Avenue): 81.04 m (265.89 ft.)

Average Depth: 71.01 m (232.98 ft.)

A portion of the subject property is occupied by 1.5 and 2 storey older dwellings with a vacant area located at the corner of Victoria Avenue and James, formerly occupied by similar older dwellings.

Surrounding Land Uses:

North: The lands immediately to the northeast (north side of James Street) are zoned R5-Multiple residential (northwest corner of James Street and Victoria Avenue) and occupied by a small apartment building

The lands to the northwest (corner of James and Wall Street) are zoned R4-General Residential Zone and occupied by a mix of older residential dwellings.

The lands to the northeast (northeast corner of James Street and Victoria Avenue) are occupied by Irvine Funeral Home.

Proposed Amendment Zoning By-Law 194-94, Wall Street Village  
Wall Street, James Street and Victoria Ave  
Owner: Wall Street Village Inc.  
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- East: The lands to the east (east side of Victoria Avenue) are zoned I1-General Institutional Zone and R4-General Residential Zone. The lands on the east side of Victoria Avenue are occupied by the parking lot for Brockville General Hospital - Garden Street Site (south east corner of James Street and Victoria Avenue) and St. Paul's Anglican Church located at the northeast corner of Pine Street and Victoria Avenue.
- South: The lands to the south are zoned I1-General Institutional Zone and C2-General Commercial Zone. The lands are occupied by the Wall Street United Church and the Bank of Montreal, respectively.
- West: The lands to the west (west side of Wall Street) are zoned I1-General Institutional Zone and C2-General Commercial Zone. The lands are occupied by the Brockville Court House and an office building owned by the United Counties of Leeds and Grenville.

**Comments Received Schedule "D":**

1. Eric Jones, Engineering Associate, City of Brockville *(see attached memo dated November 23, 2009)*  
  
Concerns were raised with respect to reduced parking on site from 43 spaces to 34 spaces, additional traffic generation and access to the site, and the location of a construction office and storage area(s) during construction. A traffic study is recommended to be provided as a prerequisite to site approval.
2. Randy Burke, Chief Fire Prevention Officer *(see attached memo dated November 24, 2009)*  
  
No issues with the proposal. Comments will be provided respecting fire access when drawings are submitted for review.
3. Brent Caskenette, Chief Building Official *(see attached memo dated November 23, 2009)*  
  
No comments at this time. The Building Division review of completed construction drawings will be undertaken at the time of application for building permit. The requirements of the Building Code which are not evident as part of the notice for zoning by-law amendment may affect the site development.

Proposed Amendment Zoning By-Law 194-94, Wall Street Village  
Wall Street, James Street and Victoria Ave  
Owner: Wall Street Village Inc.  
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Potential Issues for Discussion:

1. Appropriateness of proposal for the subject lands.
2. Density of proposed development
3. Traffic flow and access to the site.
4. Height of the proposed building.

**POLICY IMPLICATIONS**

The contents of this report are provided for information purposes for the Public Meeting. Following the Public Meeting, Planning Department Staff will prepare a report which will include review and consideration of policies that are relevant to the requested amendment.


**FINANCIAL CONSIDERATIONS:**

None at this time.

**CONCLUSION**

A Report on these matters, including a detailed analysis of the proposed amendment, review and consideration of the issues raised at the public meeting and a recommendation from Planning Staff, will be prepared for consideration of the Economic Development Planning Committee. The applicant has requested that this matter be expedited, if possible. Should staff be able to complete the report in early December, the Committee is asked to consent to this matter being moved directly to Council for consideration at the Council meeting of December 15, 2009.

  
M. Maureen Pascoe Merkley  
Director of Planning

  
Jonathan Faurschou  
Planner I

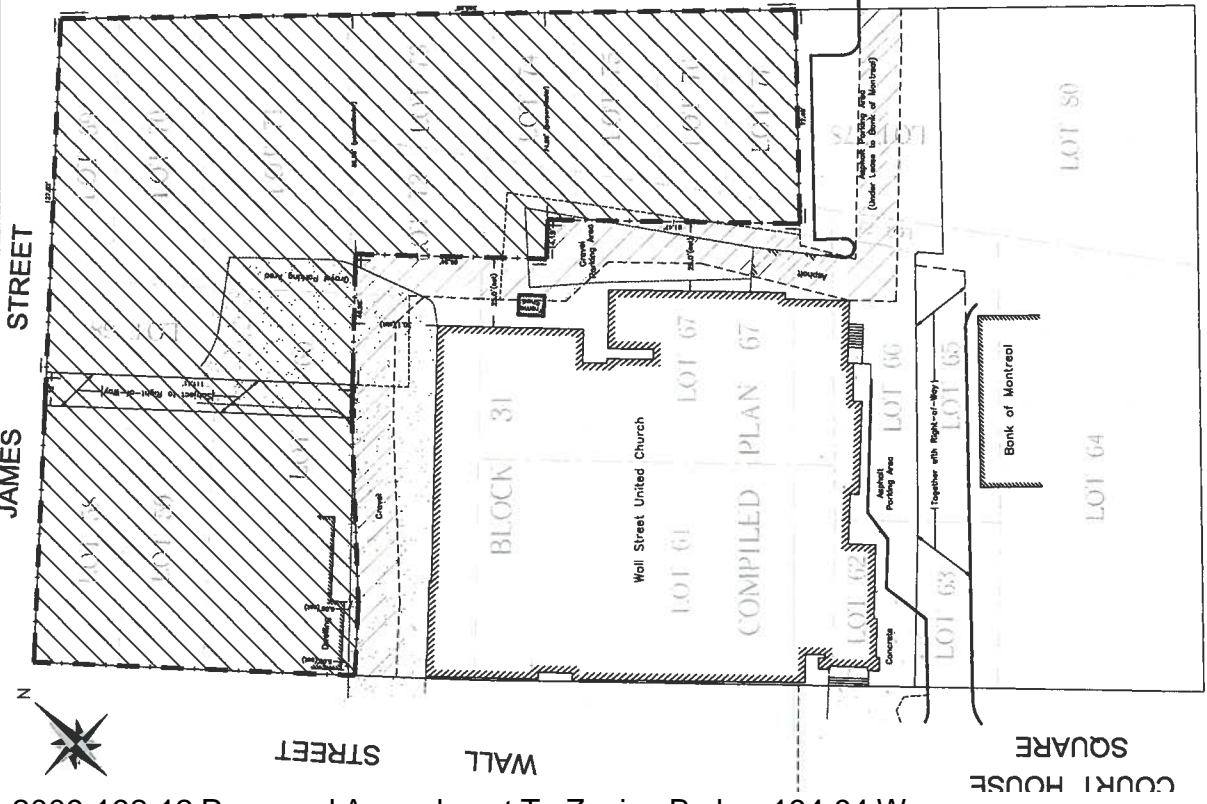
  
Bob Casselman  
City Manager

Wol

JAMES STREET

WALL STREET

2009-192-12 Proposed Amendment To Zoning By-law 194-94 Wa...

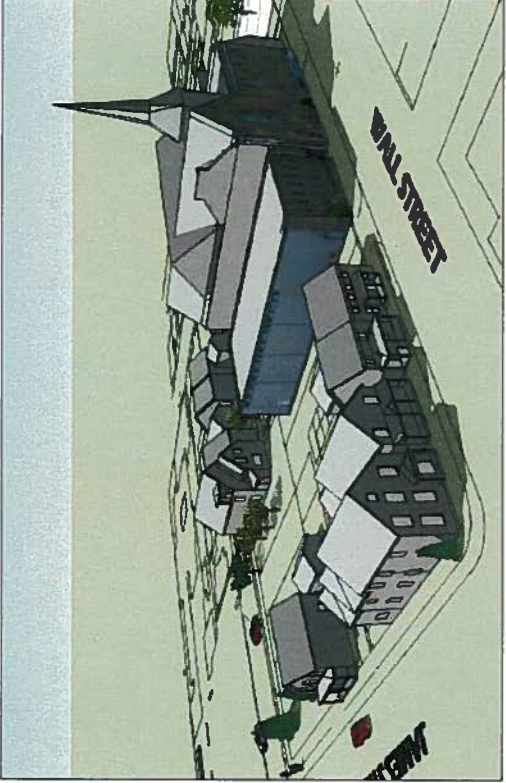


VICTORIA AVENUE

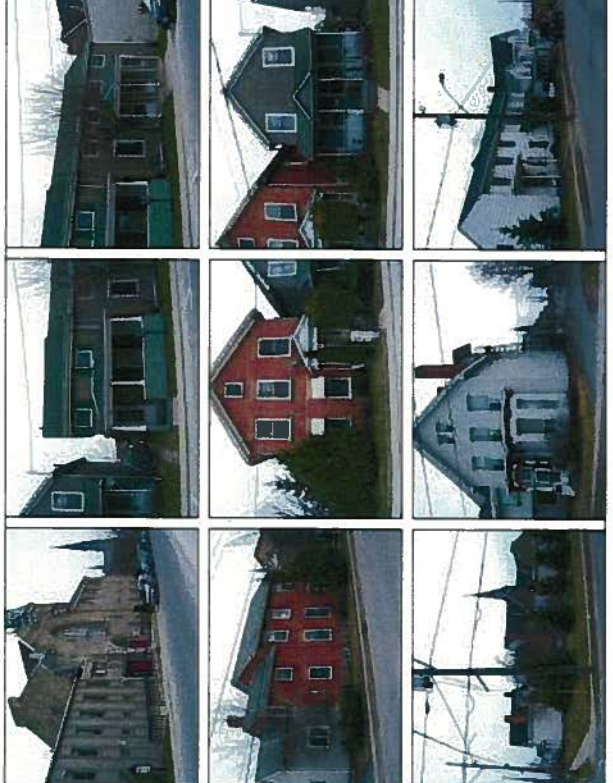
EXISTING LOT PLAN

STREET

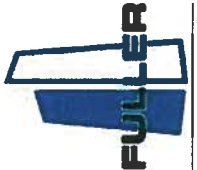
PINE



EXISTING SITE VIEW



SITE PICTURES



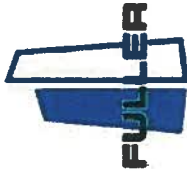
**ema**  
ARCHITECTS INC.  
43 Ecdas Street, 2nd Floor  
Ottawa, Ontario, K1R 6S3  
Tel: 613 224 8811  
Fax: 613 224 8811  
www.emarchitects.com

PROJECT:  
**SENIOR CITIZENS  
DWELLING**  
WALL STREET  
BROCKVILLE, ONTARIO

DRAWING TITLE:  
**EXISTING  
SITE PLAN**

PROJECT NO.: 09-050-P  
SCALE:  
DATE: 28 Oct., 2009  
DRAWING NO.: 1





43 Eglar Street, 2nd Floor  
Ottawa, Ontario, K1R 6S3  
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PROJECT:  
SENIOR CITIZENS  
DWELLING  
WALL STREET,  
BROOKVILLE, ONTARIO  
DRAWING TITLE:  
SITE PLAN  
OPTION 1  
PROJECT NO.:  
09-050-P  
SCALE:  
DATE:  
3 NOV., 2009  
DRAWING NO.:  
2

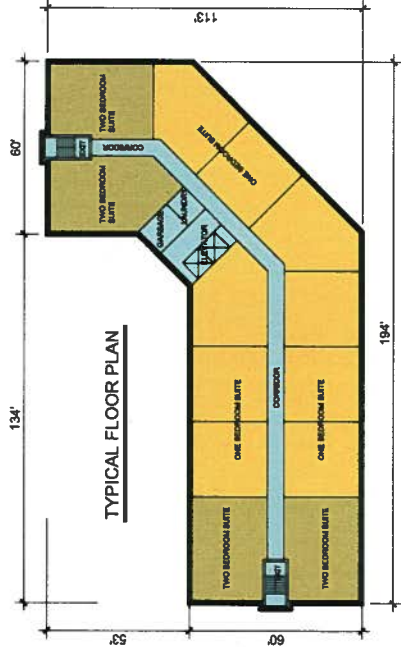
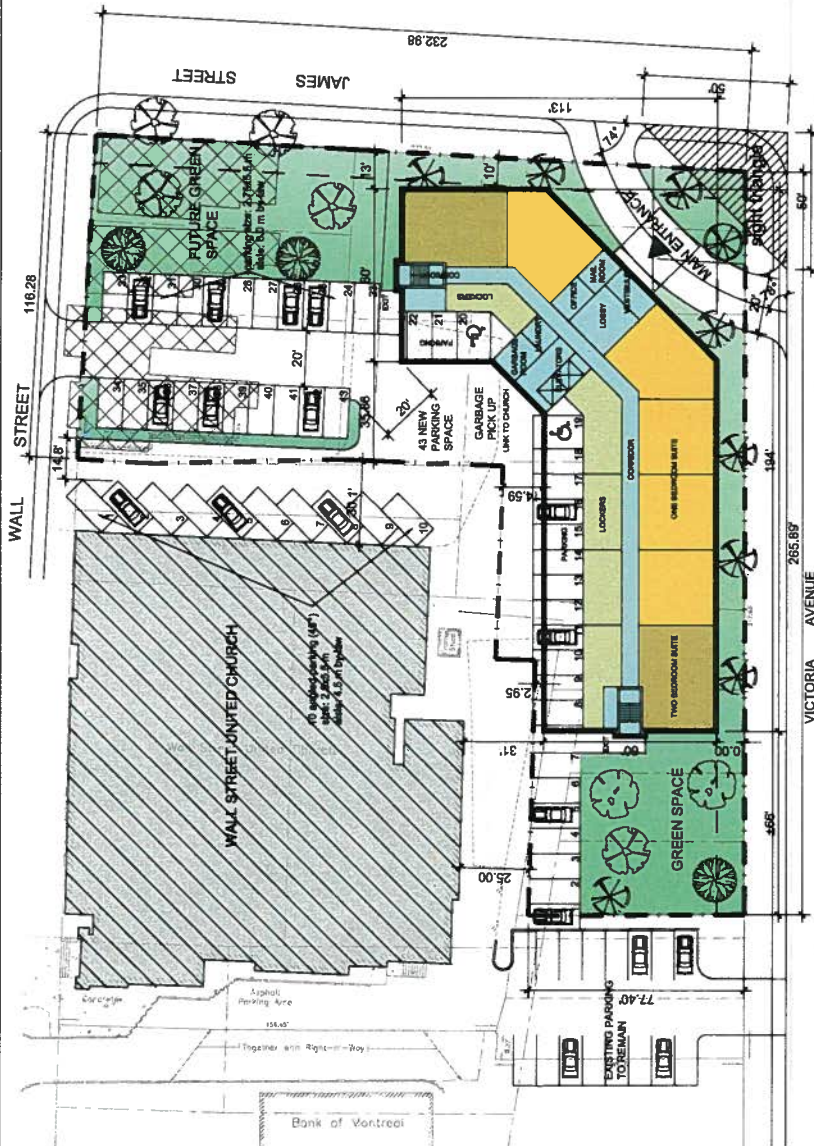
# BUILDING STATISTIC

1	2
BUILDING FOOTPRINT	12,800 s.f. (1,190 m <sup>2</sup> )
BUILDING STOREY	7
BUILDING HEIGHT	21.5 m (3 m floor height)
UNIT	ONE BEDROOM: 58 TWO BEDROOM: 26
UNIT SIZE	ONE BEDROOM 2,725 s.f. (254 m <sup>2</sup> ) TWO BEDROOM 3,100 s.f. (288 m <sup>2</sup> )
BUILDING GROSS AREA	87,000 s.f. (8,080 m <sup>2</sup> )
RENTABLE AREA	72,000 s.f. (6,680 m <sup>2</sup> )
COMMON AREA	15,000 s.f. (1,400 m <sup>2</sup> )

## ZONING INFORMATION

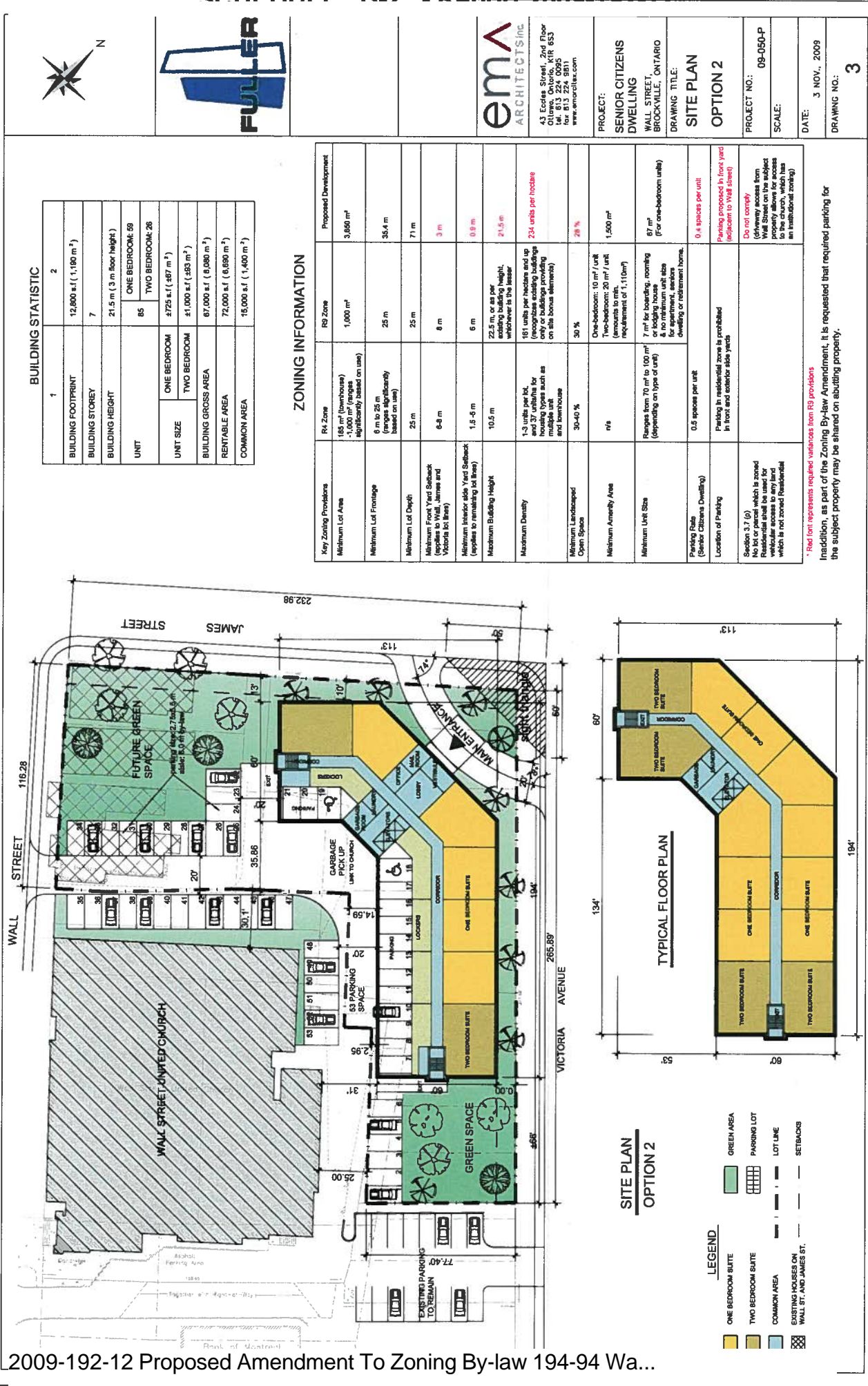
Key Zoning Provisions	R4 Zone	R8 Zone	Proposed Development
Minimum Lot Area	185 m <sup>2</sup> (downhouse) 1,000 m <sup>2</sup> (uphouse) (regardless of lot area)	1,000 m <sup>2</sup>	3,950 m <sup>2</sup>
Minimum Lot Frontage	6 m to 25 m (regardless of lot area)	25 m	35.4 m
Minimum Lot Depth	25 m	25 m	71 m
Minimum Front Yard Setback (regardless of lot area)	6-8 m	8 m	3 m
Minimum Interior Side Yard Setback (regardless of lot area)	1.5-3 m	5 m	0.8 m
Maximum Building Height	10.5 m	22.5 m, or as per existing building height, whichever is the lesser	21.5 m
Maximum Density	1-3 units per lot, and 37 units per lot, regardless of lot area, as multiple unit and townhouse	161 units per lot and up (regardless of lot area, as multiple unit and townhouse)	234 units per house
Minimum Landscaped Open Space	30-40 %	30 %	28 %
Minimum Amenity Area	n/a	One-bedroom: 10 m <sup>2</sup> / unit Two-bedroom: 20 m <sup>2</sup> / unit (regardless of lot area, as multiple unit and townhouse)	1,500 m <sup>2</sup>
Minimum Unit Size	Range from 70 m <sup>2</sup> to 100 m <sup>2</sup> (depending on type of unit)	7 m <sup>2</sup> for boarding, rooming or lodging house, and no minimum unit size for apartment, seniors dwelling or townhouse	87 m <sup>2</sup> (for one-bedroom unit)
Parking Ratio (Senior Citizens Dwelling)	0.5 spaces per unit	0.5 spaces per unit	0.4 spaces per unit
Location of Parking	Parking in residential zone is prohibited in front and rear yards		Parking proposed in front yard (adjacent to Wall Street)
Setback 3.7 (b) No lot or parcel which is zoned Residential shall be used for any purpose other than that which is not served Residential			Do not comply (delivery access from Wall Street on the subject lot is not a driveway access to the church, which has an institutional zoning)

\*Red font represents required variances from R3 provisions  
In addition, as part of the Zoning By-law Amendment, it is requested that required parking for  
the subject property may be shared on abutting property.



## SITE PLAN OPTION 1

LEGEND
ONE BEDROOM SUITE
TWO BEDROOM SUITE
COMMON AREA
EXISTING HOUSES ON WALL ST. AND JAMES ST.
GREEN AREA
PARKING LOT
LOT LINE
SETBACKS





*Wall Street Village – Planning Rationale (V2) for Zoning By-law Amendment*

November 2, 2009

Maureen Pascoe Merkley  
Planning Director, Planning Department of the City of Brockville  
1 King Street West  
Brockville, Ontario  
K6V 7A5

**RE: Planning Rationale – Version 2  
Zoning By-law Amendment Application for lands generally bound by  
Wall Street, James Street, Victoria Avenue and Pine Street, Brockville  
Wall Street Village**

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Dear Maureen Pascoe Merkley:

FoTenn Consultants Inc. is acting as agent on behalf of Wall Street Village to submit an application to amend the City of Brockville Zoning By-law for the lands bound by Victoria Avenue, Wall Street, Pine Street and James Street to permit a seven (7)-storey senior's residence under the County's Affordable Housing Program (AHP). In support of the Zoning By-law Amendment, the following is submitted:

- Two (2) copies of the completed Zoning By-law Amendment application form;
- Application fee of \$2,050.00 for the Zoning By-law amendment;
- Two (2) copies of the Plan of Survey; and
- Two (2) copies of the Concept Plans
- Two (2) copies of each of model view of the proposed development

### **1.0 Subject Property**

The term "subject property" refers to lands owned by Wall Street Village on the city block bound by Wall Street, James Street, Victoria Avenue and Pine Street. The subject property is legally referred to as Lots 58 & 59, Part of Lots 60 & 67, Lots 68, 69, 70 & 71, Part of Lot 72, Lots 73, 74, 75, 76 & 77, and Part of Lot 78, Block 31, as per Compiled Plan 67, City of Brockville, prepared by Jordan & Wiseman Surveying. Wall Street United Church and Bank of Montreal are not subject to this rezoning application.

The site is situated in the downtown area of Brockville, two blocks north of King Street – the primary commercial corridor of the City. The property is located on the same block as the Wall Street United Church, immediately north and east of the building. The St. Lawrence River is located approximately 0.4 km south of the site.



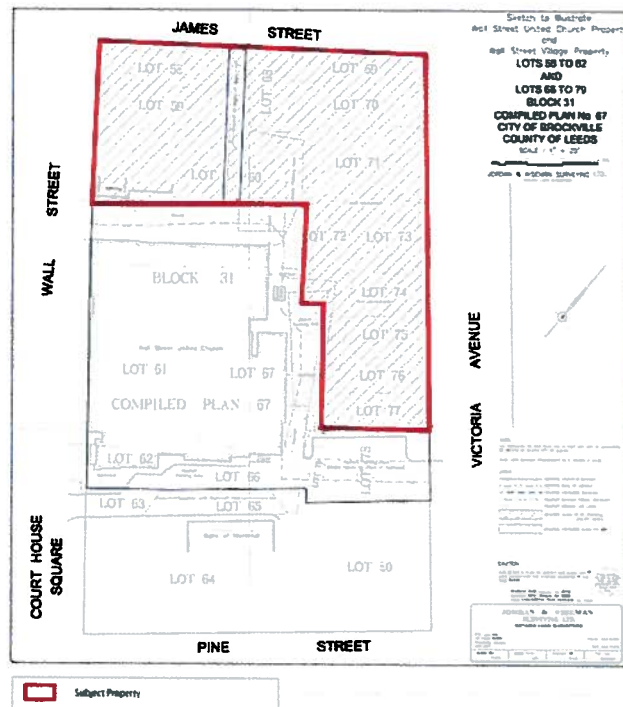
## Wall Street Village – Planning Rationale (V2) for Zoning By-law Amendment

The subject property, which is approximately 0.4 ha (3,650 m<sup>2</sup>) in area, is bound by Wall Street to the west, James Street to the north, and Victoria Avenue to the east. Wall Street Village Inc. has amassed the land parcels located within the Church block with the exception of the Bank of Montreal and the Wall Street United Church. It should also be noted that Wall Street United Church owns Lot 78 within Part 4, and leases this portion of the land to the Bank of Montreal for parking (14 parking spaces).

There is a right-of-way on the subject property which extends in a north-south direction to access James Street. This right-of-way (ROW) is owned by Wall Street Village, with the ROW in favour of Wall Street United Church, and will form part of the rezoning. The existing gravel driveway immediately north of the church that runs in an east-west direction from Wall Street will also remain in church ownership but will not form part of the subject property (and therefore not form part of the Zoning By-law Amendment); however, this ROW will be in favour of Wall Street Village to provide site access.

A portion of the site, located at the corner of Victoria Avenue and James Street, is vacant. The remainder of the subject property is occupied by low-profile, older established housing. Houses proposed to be demolished as part of this Zoning By-law Amendment are shown in the image below. It should be made clear that the image below indicates a *potential* demolition scenario and is not final; it remains undetermined which houses will come down at the beginning of, or after, construction, due to the fact that Wall Street Village, at this time, does not know how many units will ultimately receive County funding and, therefore, the final building footprint is not confirmed. One possibility, as shown in the image below, is that addresses 40, 42, 44 and 46 could be demolished at the time of project construction, and that addresses 9, 25, 27, 29, 31 and 33 could be demolished upon project completion - as these houses are mortgaged and may need to be maintained during project construction to provide financing to Wall Street Village for the proposed development. However, it is possible that part, or all, of addresses 25, 27, 29, 31 and 33, will have to be demolished at the beginning of construction to accommodate land required for construction trailers, etc..

Houses shown at the southwest corner of James Street and Victoria Avenue (addresses 5, 7, and 50-58, as per image below) no longer exist; neither do the houses shown as addresses 9 1/2, 23, 36 and 38.



### 1.1 Site Access

The property has frontage along James Street, Wall Street, and Victoria Avenue. Wall Street is a north-south arterial roadway, James Street is an east-west local roadway, and Victoria Avenue is a north-south local roadway. The lot has frontage of approximately 35.4 m on Wall Street, 81 m on Victoria, and 71 m on James Street. Additionally, the property is located one block to the east of William Street, which is the City's primary north-south arterial connecting the downtown to Highway 401.

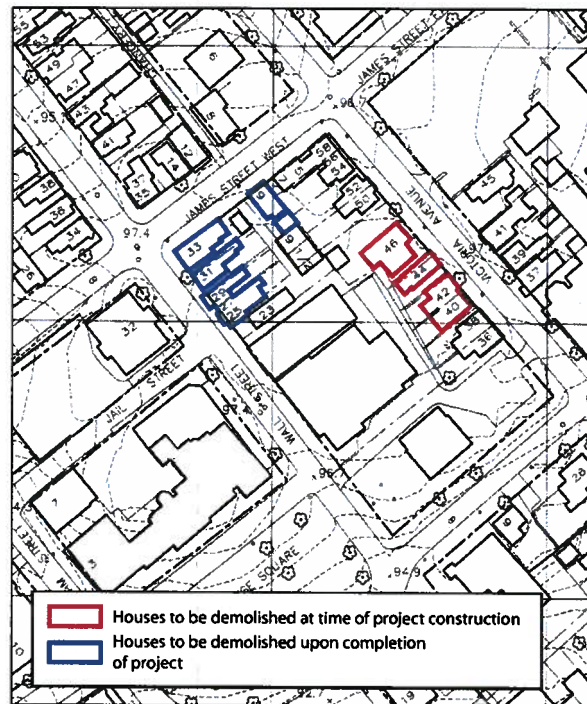
### 1.2 Existing Church Development

Wall Street United Church, a designated heritage building, fronts on Wall Street and is of a higher building profile. The building looks over Court House Square and is immediately north of the Bank of Montreal.

The Church, which has a grey stone façade, was originally built as a Methodist Church in 1830 and eventually evolved into the United Church of Canada. The Church's auditorium, known as Fellowship Hall, is two storeys in height and was constructed in 1960 as a northern addition to the Church. Pedestrian access to the Church and adjacent Fellowship Hall is situated on Wall Street; this entrance is wheelchair accessible.

Wall Street United Church has a building footprint of approximately 2,054 m<sup>2</sup> (22,107 ft<sup>2</sup>). Approximately 25 parking spaces are allocated exclusively for parishioners, configured as both formal and informal parking, located primarily on lands owned by the Church that are not part of this Rezoning application, while some parking is located on the subject property. Angled parking is provided along the north and south sides of the church (approximately 10 spaces along the south side, and 10 spaces along the north side). Additionally, there is a small gravel parking area to the northeast of the church, on lands owned by the Church and on lands owned by Wall Street Village (Part of Lots 60, 71 and 72), which can accommodate approximately six (6) to seven (7) parking spaces. This parking lot is accessed via a ROW from Wall Street that runs immediately north of the church building and exits via a ROW onto James Street.

In addition, there is a small parking lot to the east of the church (Lot 78) that is owned by the church and contains 14 parking spaces. This land is leased to the Bank of Montreal to accommodate bank parking. Many parishioners also use on-street parking adjacent to the



Church for overflow parking. Wall Street, Victoria Avenue, and Pine Street all allow for a two-hour maximum of metered parking.

### 1.3 Site Context

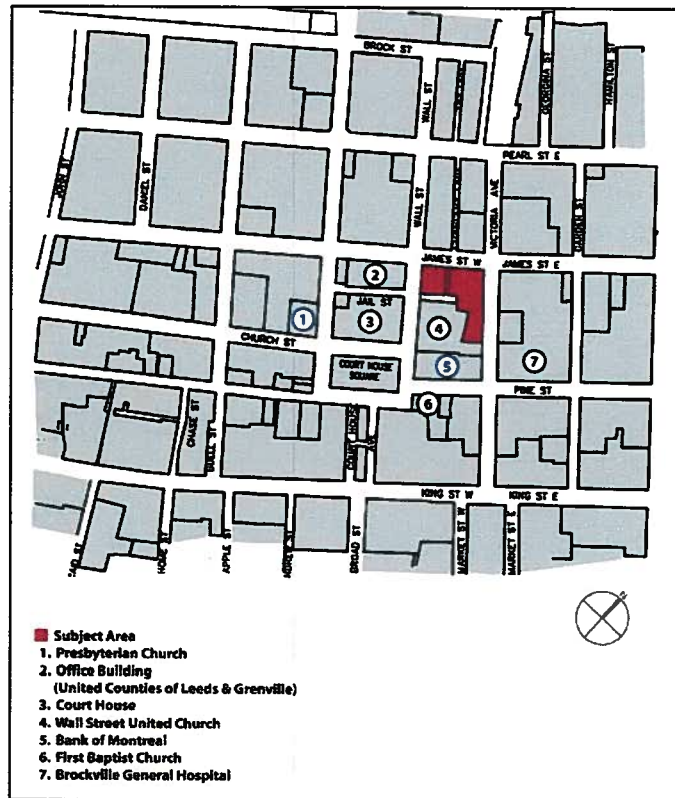
The subject property is predominantly surrounded by residential and institutional uses. Following is a description of immediate adjacent uses:

**North** Low-scale residential housing (two to three storeys); Irvine funeral home is located farther east on the north side of James Street.

**South** Wall Street United Church; Bank of Montreal; and small-scale commercial uses along Pine Street and Court House Avenue south of Pine Street.

**West** Brockville Court House (used by the Ontario Superior Court of Justice); and office building owned by the United Counties of Leeds and Grenville.

**East** Low-scale residential housing, Brockville General Hospital, and St. Paul's Anglican Church at the northeast corner of Pine Street and Victoria Avenue.



### 2.0 Proposed Development

The Wall Street Village Association is proposing a senior's residence on the subject property. The development will be provided as affordable housing for seniors, based on anticipated funding from the United Counties of Leeds and Grenville as part of its Affordable Housing Program (AHP).

The proposed development will consist of one (1) apartment building, the orientation of which will either be entirely along Victoria Avenue or will have partial frontage on both Victoria Avenue and James Street. The building will consist of up to 85 units, and will have a mix of one-bedroom and two-bedroom units. The building may be up to seven (7) storeys in height (21.5m); the ultimate height will be determined at the time of Site Plan Control application. The total gross floor area (GFA) of the building will be approximately 87,000 ft<sup>2</sup> (8,080 m<sup>2</sup>), and a density of approximately 233 units per hectare is proposed.



## *Wall Street Village – Planning Rationale (V2) for Zoning By-law Amendment*

The building will be set back approximately 3 m from the street, and building access will be provided at either Victoria Avenue, or at the corner of Victoria Avenue and James Street.

Approximately 33% to 38% of landscaped open space is proposed on the subject property, to likely be provided along Victoria Avenue and at the southeast corner of Wall Street and James Street. The open space will be provided as a recreational component for residents of the building and may contain elements such as benches and pathways and will have landscape treatment.

Vehicular access to the site may be provided via Wall Street and Victoria Avenue, with cars likely entering the site via Wall Street and exiting via Victoria Avenue; there is the possibility that cars may also be able to exit via Wall Street. The James Street ROW will likely be discharged. A drop-off zone will may be proposed at the Victoria Avenue and James Street corner of the site, allowing residents and visitors to be safely dropped-off within the property boundary in order to avoid potential pedestrian and vehicular conflict and to avoid traffic disruption along Victoria Avenue and James Street.

The portion of the Bank of Montreal parking lot along Victoria Avenue, owned by Wall Street United Church and containing 14 parking spaces, will remain as is and will not be impacted by the proposed development unless the City's fire department requires a greater turning radius here. Between 34 to 43 parking spaces are proposed for the senior's residence, depending on ultimate configuration of the parking area, at a parking rate of approximately 0.4 spaces per dwelling unit. Of these spaces, two (2) will be provided as barrier-free parking. Parking will be provided as surface parking and will be primarily focused to the rear of the proposed building, tucked under the second floor, and will also be provided on the north-western portion of the site near the intersection of Wall Street/James Street.

The portion of the site at the southeast corner of Wall Street and James Street currently contains houses which may be proposed for demolition either during or after project completion, and may be redeveloped as future green space.

Two (2) Concept Plans (Dwg No. 2 and 3) have been submitted as part of this Zoning By-law Amendment application to illustrate the potential development configuration of the senior's residence on the subject property.

### **3.0 Regulatory and Policy Framework**

#### **3.1 Provincial Policy Statement (2005)**

The Provincial Policy Statement (PPS) provides direction on matters of provincial interest related to land use planning. It is stipulated that local planning decisions "shall be consistent with" the policies of the PPS.

The underlying principles of the Provincial Policy Statement relate to the Province's long-term economic prosperity, environmental health and social well-being, which depend on efficient land use and development patterns. The principles support strong, livable and healthy communities while protecting the environment and public health and safety and facilitating economic growth.

The PPS sets out the following policies that promote residential intensification, redevelopment, infill opportunities, and range of housing types and densities:

Policy 1.1.2

***“Sufficient land shall be made available through intensification and redevelopment [...] to accommodate an appropriate range and mix of employment opportunities; housing and other land uses to meet projected needs for a time horizon of up to 20 years.”***

The proposed development will contribute to the housing mix in the downtown area of Brockville and will also increase the amount of affordable rental housing available in the City, which is particularly important as rents tend to be higher in downtown areas. In addition, the proposed senior's housing will accommodate existing and future land use and housing demands with respect to the portion of Brockville's aging population.

Policy 1.1.3.2

***“Land use patterns within settlement areas shall be based on”***

- a) ***densities and a mix of land uses which:***
1. ***efficiently use land and resources;***
  2. ***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 [...]***

The proposed development will provide higher density in the area, reflective of the existing medium- and higher-density development in the downtown area. In addition, the site will make efficient use of the land by using existing infrastructure and facilities, and by redeveloping a site which is partially under-utilized.

Policy 1.1.3.3

***“Planning authorities shall identify and promote opportunities for 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 or planned infrastructure and public service facilities required to accommodate projected needs.”***

The location for the proposed residential development is very appropriate for an intensification and redevelopment opportunity in the downtown area, due to the high visibility and central location of the site, and the availability of existing infrastructure which will be able to accommodate the projected needs of the development's future residents.

Policy 1.1.3.4

***“Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while maintaining appropriate levels of public health and safety.”***

The proposed development supports the Provincial Policy Statement's policies regarding intensification and compact form by providing higher-density residential development that will have a visual connection with the existing Wall Street United Church, creating a strong institutional and residential presence within the City block. The project will be designed within the context of the site and will compliment adjacent buildings with respect to design, façade and building profile.

Policy 1.4.1

***“To provide for an appropriate range of housing types and densities required to meet projected requirements of current and future residents [...] planning authorities shall:***

- a) 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 development will act as a key redevelopment and intensification project in the downtown area that will service existing downtown residents and will encourage new residents to move to the downtown area. This increase in downtown residents will help create an increased customer base for downtown commercial and retail businesses, and increased usership of major downtown recreational, institutional and public spaces. In addition, the project will contribute to the range of housing types available in Brockville and will help meet the demand for affordable, rental housing.

Policy 1.4.3

***“Planning authorities shall provide for an appropriate range of housing types and densities to meet projected requirements of current and future residents of the regional market area by:***

- a) establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households. [...];***
- b) permitting and facilitating:***
  - 1. all forms of housing required to meet the social, health and well-being requirements of current and future residents, including special needs requirements; and***
  - 2. all forms of residential intensification and redevelopment [...]***
- c) 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;***
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of alternative transportation modes and public transit in areas where it exists or is to be developed;***

- e) ***establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.***

The proposed development will make use of existing infrastructure, and will optimize the use of a key downtown site that is currently underutilized by providing increased density and increased residential uses in the downtown area. In addition, the project will provide compact, higher density development that does not negatively affect public health or safety, and will contribute to a mix of land uses while maintaining the residential character of the immediate area. Lastly, the development will increase the availability of housing type to meet a range of housing needs, particularly with respect to tenure and affordability.

### 3.2 Brockville Official Plan

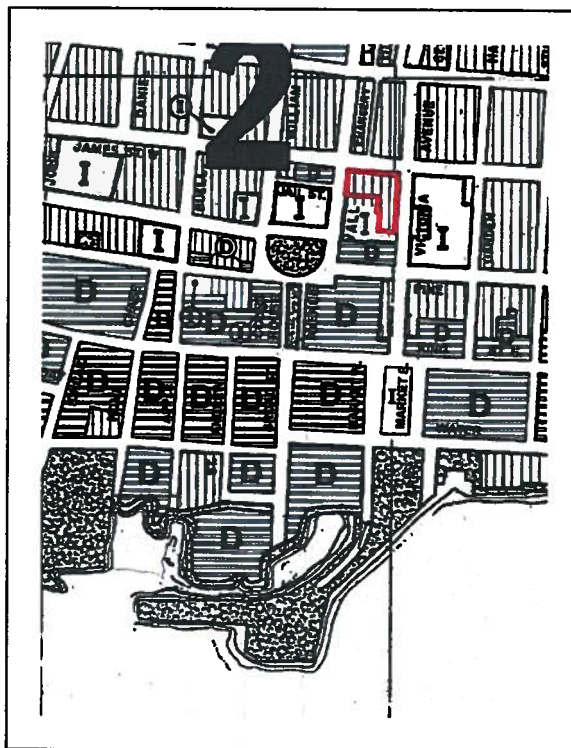
The subject property is designated “Residential” as per Schedule A – “Future Land Use” of the Official Plan. The Plan establishes the following goals with respect to Residential land uses:

- *Choice of a variety of housing types*
- *Residential development in harmony with the environment*
- *Balance between ownership and rental accommodation*
- *Affordable housing to the residents*

The proposed development supports these goals by contributing to the availability of affordable housing in the downtown area, increasing the range of housing types in the City, and increasing the availability of rental units and senior’s housing in the downtown area.

In addition, the development will be designed to complement its surrounding environment, particularly the adjacent Wall Street United Church and residential uses surrounding the property, including those on the north side of James Street. In particular, the building will be designed to ensure minimal impact, by way of reduced sun shadow and visual impacts, to existing houses along the north side of James Street by:

1. Reducing the building’s frontage along James Street,
2. Providing a minimum 3 m setback from the street,
3. Providing landscaped open space at the corner of James Street and Wall Street, and





4. Opening up views from James Street southwards towards Wall Street United Church.

Additionally, the heritage value of Wall Street United Church will not be impacted by the proposed development, as the project will be oriented along Victoria Avenue and possibly a portion of James Street.

Policy 5.21(ii)

The Plan ***“encourages the intensification of existing areas, specifically through the redevelopment of underutilized areas and buildings at greater densities, and by permitting the conversion of existing buildings to more intensive uses”***.

Policy 5.4 - Infilling

This policy states that ***“the infilling of vacant areas within the City is encouraged where municipal services can be readily provided”***.

The proposed development is a key infill project on an underutilized block of land which is already serviced.

Policy 6.2 – Residential Districts

Policy 6.2.1(h) of the Official Plan references low, medium and high density residential districts and Policies 6.2.2, 6.2.3 and 6.2.4 assign policies specific to each district. Policy 6.2.1(h) notes that the residential districts will be located in the implementing Zoning By-law or in Secondary Plans. The Brockville Zoning By-law does not explicitly identify ‘low, medium or high density residential districts’ and, as such, it is not clear if these policies apply to the subject property.

Policy 7.2 – Planning District No. 2

The subject property lays within the residential area of Planning District No. 2, as per Schedule A – “Future Land Use” of the Official Plan. Key residential area policies that are applicable to Planning District No. 2 are as follows:

Policy 7.2.1 (2):

***“Encourage the redevelopment of certain residential and/or other related uses adjacent to the downtown core [...] to new, higher density residential uses. This redevelopment would bring additional residents into the downtown area, would encourage the upgrading of commercial and public facilities and would help define a more compact commercial core.”***

The proposed project will create more compact, higher-density residential land use in the downtown area, which will bring new residents into Brockville’s downtown. The development will also serve to enhance the prominence of this City block, as well as frame the existing Wall Street United Church by creating a building backdrop to the Church along Victoria Avenue and James Street.

Policy 7.2.1 (3)

***“Parking facilities, although required on-site for private development, should receive particular attention as to quantity and quality (indoor or on-grade) in these downtown residential areas.”***

The proposed development will provide on-site parking that is well-designed with respect to configuration and landscaped buffering. Parking will be provided at-grade, and will be placed behind the proposed building to reduce its visibility from the street where possible. Parking may also be further inset under the buildings’ second-storey canopy to allow for sufficient parking and to provide distance separation from the Church.

### **3.3 Other Official Plan Policies**

Policy 5.21 – Energy Conservation

***“City Council shall encourage;***

***i) Increased densities, by providing for higher densities in all land use categories, by locating higher densities along transportation corridors and in nodes to support public transit, and by ensuring that areas designated for future development area adjacent to existing developed areas and that development takes place in a logical manner.***

***ii) Intensification of existing areas, by allowing redevelopment of underutilized areas and buildings at greater densities, by providing for the infilling of vacant lots and the unused portions of large lots in central locations, and by permitting the conversion of existing buildings to more intensive uses.”***

This is a significant infill project in the downtown core. It will result in higher-density residential development on prime downtown lands that are underutilized. By bringing these lands into a more intensive use, more residents will be brought into the downtown area that will support the transit system and/or have less dependence on the automobile as their main form of transportation. The compact nature of the downtown area facilitates the use of alternative modes of transportation and promotes pedestrian movement.

It is also important to note that the red and blue line bus routes in the City pass directly in front of the subject property along Wall Street and Victoria Avenue, and in the case of the red line, also passes along James Street and Pine Street.

Policy 5.24 – Social Development

***“The emergence of such subjects as group homes, increasing demand for day care, shared housing, the de-institutionalization of persons with special needs, accessory housing, and other related matters, which result from changing economic, demographic and social circumstances, all have, either direct or indirect land use consequences. [...] As a result, it shall be the policy of the City of Brockville [...] to investigate or develop appropriate responses, either separately or in conjunction with senior levels of government or other***

***delivery agencies in an attempt to integrate the needs of all groups into the urban fabric of the City.”***

The proposed rezoning will increase housing types and tenure, thereby accommodating a greater range of housing needs for the local population. The nature of the development, by way of County funding, will ensure that the units are affordable to the local senior's population. This will help create increased access to affordable housing in the downtown.

### **3.4 Other Policy Considerations**

#### **3.4.1 Community Improvement Plan (CIP) for Downtown Brockville (2004)**

The subject property is located within the boundaries of the Community Improvement Project Area as per Schedule A of the Community Improvement Plan for Downtown Brockville. One of the primary goals of the downtown CIP is to ***encourage infill development on underutilized sites downtown, and to promote the construction and rehabilitation of residential and mixed-use residential/commercial development downtown in order to sustain and compliment commercial uses.*** The CIP also ***establishes financial incentives for residential and commercial redevelopment and upgrading initiatives in the downtown area.***

The proposed senior's residence supports this primary goal.

#### **3.4.2 Draft Downtown & Waterfront Master Plan & Urban Design Strategy (August 2009)**

The Draft Downtown & Waterfront Master Plan & Urban Design Strategy recommends land use and urban design policies and guidelines for the downtown and waterfront area. The strategies identified in this document will form the basis of a Master Plan for the City's downtown and waterfront.

The document identifies the area surrounding the property, including the western portion of the site (at the corner of Wall Street and James Street) as a 'Civic/Institutional District', and the remainder of the site as a 'Transitional Area'. This area is centred around Court House Square and is meant to represent a concentration of the City's institutional uses including the Court House, and places of worship. The Plan states that this area should be protected and enhanced through the preservation of the area's unique heritage character.

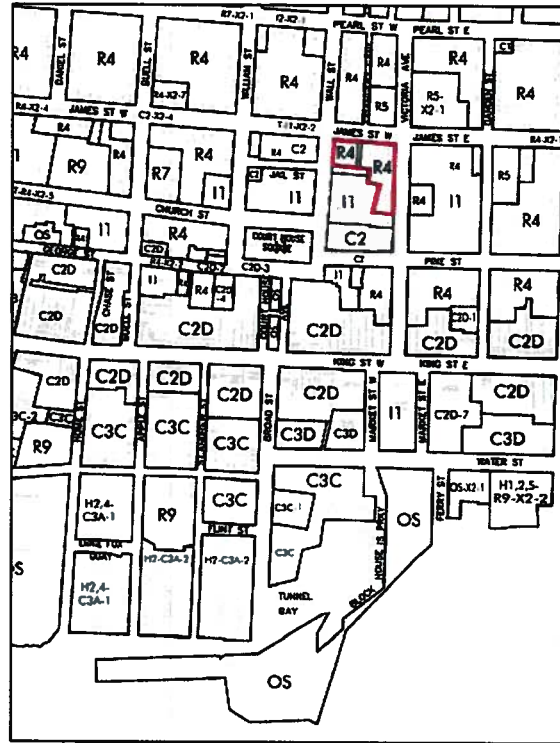
The proposed development recognizes the transitional character of this block and supports this function by allowing for a well-planned and integrated senior's residence in the downtown area that makes efficient use of the land and complements adjacent development. The senior's dwelling will also establish a strong connection with the institutional character of the rest of the block, as it is likely that future residents of the senior's home will attend Wall Street United Church.

### 3.5 Brockville Zoning By-law (194-94)

The majority of the property is zoned Residential – R4 Zone, and a small western portion adjacent to the east façade of the church is zoned Institutional – I1 Zone in the City of Brockville Zoning By-law. Uses permitted in the R4 Zone include the following:

- Bed and Breakfast
- Boarding/rooming/lodging
- Duplex dwelling
- Group Home
- Home occupation
- Maisonette dwelling
- Multiple unit dwelling
- Semi-detached dwelling
- Single unit detached
- Townhouse dwelling (street)
- Townhouse dwelling
- Triplex dwelling

It is important to note that Senior Citizens Dwelling is not permitted in the R4 Zone.



Most permitted uses in the R4 Zone are subject to a maximum density of 37 dwelling units per hectare, a maximum building height of 10.5 m, minimum landscaped open space of between 30% to 40%, minimum front yard of 6 m, minimum exterior side yard of 4.5m, minimum interior side yard of 1.5m, and a minimum rear yard of 7.5 m.

The I1 Zone permits a range of institutional uses such as church, hospital, nursing home and school. It does not permit a Senior Citizens Dwelling. Zoning regulations applicable to the I1 Zone include the following:

- Minimum lot area: 950 m<sup>2</sup>
- Minimum lot frontage: 18m
- Minimum front yard: 6m
- Minimum side yard: 4.5m
- Minimum rear yard: 7.5m
- Minimum landscaped open space: 20%
- Maximum building height: 15m



#### **4.0 Zoning By-law Amendment Application**

**It is requested that the property be rezoned from an R4 and I1 Zone to an R9-XX (Special Exception Zone) in order to permit a Senior Citizens Dwelling, and to allow for other variances to the Zoning By-law, identified in the table below.**

A 'Senior Citizens Dwelling' is defined in the Zoning By-law as *"a dwelling designed for the accommodation of the elderly, which is owned and managed by a public housing authority or non-profit organization or a charitable institution and which may be associated with a church, and/or which is funded by Federal and/or Provincial programs."*

The following table provides a summary of the key applicable zoning provisions in the current R4 Zone and R9 Zone, and identifies the performance standards proposed for the development on the subject property. Font in red in the last column represents requested variances to the Zoning By-law, where the proposed development does not meet the existing R9 provisions. Font in red will form the basis of the requested Zoning By-law Amendment, in addition to any other variances that may be identified by the City.

For the purposes of the Zoning By-law Amendment, it is assumed that the front lot line of the property is on Wall Street (shortest lot line fronting on a street), the rear lot line is on Victoria Avenue, the exterior side lot line is on James Street, and the remaining lot lines form the interior lot lines. The Zoning By-law Amendment assumes the removal of all existing houses on the subject property.

*Because the R4 Zone does not permit Senior's Dwelling, only the zoning provisions which are applicable to most permitted uses in the R4 Zone are listed below in the respective column in order to provide comparative information for the proposed rezoning.*

Key Zoning Provisions	R4 Zone	R9 Zone	Proposed Development
<b>Minimum lot area</b>	185 m <sup>2</sup> (townhouse) – 1,000 m <sup>2</sup> (ranges significantly based on use)	1,000 m <sup>2</sup>	3,650 m <sup>2</sup>
<b>Minimum lot frontage</b>	6m to 25m (ranges significantly based on use)	25m	35.4 m
<b>Minimum lot depth</b>	25m	25m	71 m
<b>Minimum front yard setback (applies to Wall Street, James Street &amp; Victoria Avenue) **</b>	6m-8m	8m	<b>3m</b>
<b>Minimum interior side</b>	1.5m-5m	5m	<b>0.9 m</b>

Wall Street Village – Planning Rationale (V2) for Zoning By-law Amendment

<b>yard setback (applies to remaining lot lines)</b>			
<b>Maximum building height</b>	10.5m	22.5m, or as per existing building height, whichever is the lesser	<b>21.5 m</b>
<b>Maximum density</b>	1-3 units per lot, and 37 units/ha for housing types such as multiple units and townhouses	161 units per hectare and up (recognizes existing buildings only or buildings providing on site bonus elements)	<b>234 units per hectare</b>
<b>Minimum landscaped open space</b>	30%-40%	30%	<b>28%</b>
<b>Minimum amenity area</b>	n/a	One-bedroom: 10m <sup>2</sup> /unit Two-bedroom: 20m <sup>2</sup> /unit (amounts to min. requirement of 1,110 m <sup>2</sup> )	1,500 m <sup>2</sup>
<b>Minimum unit size</b>	Ranges from 70m <sup>2</sup> to 100m <sup>2</sup> (depending on type of unit)	7 m <sup>2</sup> for boarding, rooming or lodging house & no minimum unit size for apartment, seniors dwelling or retirement home.	67 m <sup>2</sup> (For one-bedroom units)
<b>Parking rate (Senior Citizens Dwelling)</b>	0.5 spaces per unit		<b>0.4 spaces per unit</b>
<b>Location of parking</b>	Parking in residential zones is prohibited in front and exterior side yards		<b>Parking proposed in front yard (adjacent to Wall Street)</b>
<b>Section 3.7(p): No lot or parcel which is zoned Residential shall be used for vehicular access to any land which is not zoned Residential</b>			<b>Do not comply</b> (driveway access from Wall Street on the subject property allows for access to the church, which has an Institutional zoning)

*\*This table is not meant to be exhaustive or final, and is to be reviewed by Staff to determine any omissions or modifications.*

*\*\*As per Section 3.18 (b) of the Zoning By-law, where a corner lot has frontage on more than two streets, the front yard requirements will apply on each street in accordance with the provisions of the zone in which the lot is located. In the case of the subject property, the front yard setback applies to lot lines along Wall Street, James Street and Victoria Avenue.*

**In addition, as part of the Zoning By-law Amendment, it is requested that required parking for the subject property may be shared on abutting property.**

Two (2) Concept Plans have been submitted as part of this Zoning By-law Amendment (Dwg No. 2 and 3) to illustrate how the proposed development could occur on the site. The above-noted requested variances to the Zoning By-law would support the development as shown in both Concept Plans.

## **5.0 Rationale for Zoning By-law Amendment**

The request to rezone the subject property from R4 and I1 to an R9-XX Special Exception Zone will be complimentary to the higher-density residential development located within Planning District No. 2. This Planning District, which generally encompasses the downtown area, contains a range of higher-density residential zones such as R6, R7 and R9.

Due to the site's location within a downtown context, the site-specific provisions to reduce yard setbacks would allow for a more compact development complementary to the general character of the area and appropriate for a central location. In addition, an eight metre front yard setback, as established in the R9 Zone, appears high given the downtown location of the site and the Official Plan's policies with respect to intensification and infill. Allowing reduced setbacks will allow for optimal use of the site as a residential development, and will allow for better site design with respect to the development's relationship with the adjacent Wall Street United Church. Of particular importance, reduced yard setbacks will allow for increased separation of the proposed building and related parking to the church, while still allowing for a strong visual connection and building presence.

The proposed parking rate reduction from 0.5 to 0.4 spaces per unit is considered reasonable given that it is not a significant reduction, and given that it is not anticipated the proposed senior's residence will generate a high parking demand due to the nature of the use and the site's location within the downtown area, in proximity to community amenities. The requested variance to permit front yard parking is needed to ensure that parking does not conflict with church operations and parking. While some front yard parking is proposed, there will be an adequate landscape buffer along the perimeter of the parking lot, as well as meaningful open space at the corner of Wall Street/James Street, to reduce any impacts from the parking area.

The requested variance to permit vehicular access over lands zoned Residential to gain access to lands that are not zoned residential is considered appropriate given the nature of the abutting church use, and the symbiotic relationship of the church and proposed senior's residence given their proximity within this block, which lends itself to the site being designed comprehensively. Furthermore, negative impacts associated with the church using

a portion of the driveway on the subject property are not expected to occur, particularly given that parking/vehicular access to the church is typically based on limited, peak-hours during the week.

The requested density increase is appropriate for the downtown location of the site and supports the City's intensification policies relating to new development in this area. Additionally, the building will be given special design attention to ensure that the massing and elevations will reduce impacts to adjacent residential uses. Of particular importance, the proposed development will be oriented along Victoria Avenue and a portion of James Street, allowing for reduced frontage along James Street, and a strong building presence on Victoria Avenue which has a primarily institutional character because of the adjacent hospital and church. This building orientation will also allow for reduced impacts, including sun shadow impacts to James Street and view corridors southwards from James Street.

In addition, the proposed height increase will generally be consistent with heights of nearby institutional uses such as Brockville General Hospital and the Brockville Court House, and would remain generally lower in height than the Wall Street United Church so as to retain the Church's physical and visual dominance on the block. Furthermore, the height increase is required in order to minimize building footprint and provide a reasonable balance of parking and landscaped open space, while maintaining an appropriate distance from Wall Street United Church.

### **Higher Profile Development in Downtown & Waterfront Area**

Downtown Brockville has several examples of higher profile and higher density development that complement and enhance the urban character of the area. These include the following:

Harbourview Condominium, which is eight storeys high, is situated at the corner of Apple Street and Water Street. Boardwalk Condominium, which is nine storeys, is located along Broad Street and fronts on Tunnel Bay, and is a mixed-use residential/office building. Buell Fitzsimmons Manor is an eight-storey apartment building located at the north-west corner of Home Street and Water Street, and is owned and managed by United Counties of Leeds and Grenville. Executive Condominium, also nine storeys, is located on the corner of Water Street and Bethune Street along the waterfront.

A seven storey senior's housing development was recently constructed immediately east of City Hall, on Market Street East between King St. and Water Street. Tall Ships Landing, a waterfront development west of Broad Street, will consist of a 15 storey condominium building as part of Phase 1. A 10-storey apartment building, 'The Moorings,' is proposed on a parcel bordered by Water Street, Henry Street, Buell's Creek and the St Lawrence River.

The proposed senior's residence on the subject property would serve to complement the downtown area and would enhance the role of the downtown by allowing for a range of building types and profiles that can serve a range of residents.



## **5.1 Traffic Rationale**

It is expected that vehicular access to the site will be from Wall Street and Victoria Avenue by way of a aisle running behind the proposed building. The location of these access points are intended to minimize any traffic disruption along James Street which is primarily comprised of residential uses. Placing the driveways along Wall Street and Victoria Street will allow for traffic to access the site along roadways comprised of less-sensitive uses.

A drop-off zone for visitors may be provided at the corner of James Street and Victoria to ensure that there is no traffic disruption along either of these streets with respect to drop-offs occurring within the right-of-way. Vehicles would likely enter the drop-off zone from James Street and exit onto Victoria Avenue.

It is not anticipated that the site will generate a substantial amount of traffic primarily due to the site's downtown location, which facilitates the ease of walking to nearby uses, and the character of the use which is oriented to seniors, many of which may not have automobiles.

## **6.0 Conclusion**

The Zoning By-law Amendment application for the subject property requests rezoning the site from R4 and I1 to R9-XX Special Exception Zone with site-specific provisions to permit a seven-storey Senior's Dwelling. This rezoning supports the policies established in the Provincial Policy Statement and Official Plan with respect to intensification, increased downtown residential development, affordable housing, and increased range of housing, and generally supports the objectives established in the draft & Waterfront Master Plan & Urban Design Strategy.

Furthermore, rezoning the property to an R9-XX Zone to allow for senior's housing is reflective of nearby higher-density sites which are zoned R7 and R9 and which permit this use. The site-specific provisions requested in the rezoning such as reduced yard setbacks and increased density would allow for more compact redevelopment on the property, and would allow for a more integrated site design approach in relation to the adjacent Wall Street United Church. Lastly, the rezoning would allow for development that is complimentary to the mixed-use and higher-density character of the downtown core, and would enhance the visibility of this key downtown City block.

Thank you for taking the time to review this application. Please do not hesitate to contact me at 613-730-5709 (extension 228) should you have any questions.

Sincerely,



Sandy Schaffhauser, MCIP, RPP  
Urban Planner, FoTenn Consultants

# Memorandum



**Date:** November 23, 2009 **File No. D00-01**

**To:** Lorraine Bagnell, Administrative Coordinator  
Planning Department

**From:** E. J. Jones, Engineering Associate

**Subject:** Application for Zoning By-law Amendment – Wall Street Village  
Wall Street / James Street / and Victoria Avenue

The Operations Department has reviewed the application to rezone lands to an R9 Multiple Residential site specific zone to permit the construction of a senior citizen's apartment building up to seven (7) storeys in height, containing up to eight-five (85) units. The following are concerns:

- 1) The information submitted indicates that proposed parking on site is to be 0.4 spaces per unit total of 34, and the R9 Zoning requires 0.5 spaces per unit for a minimum of 43.

Parking in this area of Wall Street is presently a concern with insufficient parking to accommodate existing development in the area, church, jail and courts. Any shortfall of minimum parking spaces with this development would add to the existing parking problem in this area which should not be allowed to happen.

- 2) There is a concern that additional traffic generation from this development would input the residential area along James Street, therefore, traffic access to the site should be along Wall Street and Victoria Street.

A traffic impact study would identify any potential traffic problems generated from this site and, therefore, is recommended to be provided as a prerequisite to site approval.

- 3) There is a concern with respect to construction office and storage area(s) during construction due to the large building imprint on the site.

A handwritten signature in black ink, appearing to read "Eric Jones".

EJJ:bk

November 24, 2009

MEMO TO: Lorraine Bagnell, Administrator Coordinator, Planning

FROM: Randy Burke, Chief Fire Prevention Officer

RE: Application for Zoning by-law amendment – Wall Street Village, Wall Street,  
James Street and Victoria Avenue

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This department has no issues with this proposal. The project must be designed and built in accordance with the Building Code and we will provide comments on fire access when we see the drawings.

A handwritten signature in black ink, appearing to be 'RB', enclosed within a large, loopy oval shape.

RB/lm



**CITY OF BROCKVILLE**  
**PLANNING DEPARTMENT - BUILDING SERVICES DIVISION**

**INTEROFFICE MEMORANDUM**

**TO:** LORRAINE BAGNELL – ADMINISTRATIVE ASSISTANT  
**COPY:**  
**FROM:** BRENT CASKENETTE – CHIEF BUILDING OFFICIAL  
**SUBJECT:** ZONING BY-LAW AMENDMENT – FILE D14-140  
WALL STREET VILLAGE  
**DATE:** MONDAY, NOVEMBER 23, 2009

Lorraine:

Our review of the Zoning By-law Amendment notice for the above noted subject site development has been completed and at this time would advise that we have no comment.

The applicant should be made aware that a review of complete construction drawings at the time of application for a building permit may reveal requirements of the Ontario Building Code, not evident as part of this notice, which may affect the site development.

Regards,

A handwritten signature in black ink, appearing to read "B. Caskenette", with a long horizontal flourish extending to the right.

**BRENT B. CASKENETTE – CHIEF BUILDING OFFICIAL**  
City of Brockville, One King Street West, P.O. Box 5000, Brockville, ON K6V 7A5  
Tel. (613) 342-8772, ext. 441 – Fax (613) 498-2793 – Email: bcaskenette@brockville.com