



Staff Report

Report To: Council Meeting
Meeting Date: May 12, 2026
Prepared By: Andrew McGinnis, Chief Planning Officer
Report Number: 2026-71
Subject: Proposed Zoning By-law Amendment and Application for Consent
371 First Avenue

Recommendation

THAT Zoning By-law 050-2014 be amended to rezone lands described as Lots 39 and 40, and Part of Lot 41, Plan 324, municipally known as 371 First Avenue and the rear portion of 375 First Avenue from "R2-Single Detached Residential Zone," subject to "Source Water Protection" considerations to "R4-General Residential Special Exception Zone" subject to "Source Water Protection" considerations to allow development of the property for a 10-unit rental Townhouse Development on a private road with a lot frontage of 8.89 metres; and,

THAT the necessary bylaw be enacted.

Background

Jacob Bolduc of Fotenn Planning + Design, acting on behalf of 2721112 Ontario Limited, owner of the subject lands, has submitted applications for Amendment to Zoning By-law 050-2014 and an Application for Consent to Sever, with respect to lands described as Lots 39 and 40, and Part of Lot 41, Plan 324, and municipally known as 371 First Avenue and the rear portion of 375 First Avenue, which was previously severed and is intended to be added to 371 First Avenue.

The application, if approved, would permit a new severed residential lot fronting First Avenue as well as new retained parcel with 8.89 metres of frontage on First Avenue leading to 10 new street townhouse rental units in the rear of the property and accessed by a private laneway/roadway. The proposal is also to create an 8.0 metre servicing easement with 4.0 metres being on the new severed lot and 4.0 metres being on the retained lands. The retained lands are proposed to remain in the "R2-Single Detached Residential" zone classification.

A map showing the location of the subject property is Attachment 1 to this report. Attachment 2 to this report is a Site Plan submitted by the applicant showing the proposed layout of the property and Attachment 3 is a Planning Rationale in support of the proposed amendments and prepared by Fotenn Planning + Design.

Analysis

Zoning and Official Plan Information:

Official Plan Designation:	"Neighbourhood Area", subject to "Source Water Protection" considerations. <i>No change to the existing designation has been requested.</i>
Existing Zoning:	"R2-Single Detached Residential Zone", subject to "Source Water Protection" considerations.
Requested Zoning for the severed lands:	"R4-General Residential Special Exception Zone", subject to "Source Water Protection" considerations. The Special Exceptions requested are: 1. To permit a lot to be created with a minimum of 8.89 metres of frontage; and, 2. To allow a Street Townhouse Development containing up to 10 rental units to be developed on a private road.

Site Characteristics:

371 First Avenue (currently)

Total Area (approx.):	4,545.0 square metres
Frontage (First Ave.):	22.8 metres
Depth:	124.0 metres

Proposed Severed Lot - Zoning to remain R2

Total Area (approx.):	689.0 square metres
Frontage (First Ave.):	14.0 metres
Depth:	45.7 metres

Retained Lands 371 First Avenue as proposed with the rear of 375 First Ave.

Total Area (approx.):	5,489.0 square metres
Frontage (First Ave.):	8.89 metres
Depth (varies):	124.0 metres

A site visit was conducted by staff on March 5, 2026. The property is currently vacant and contains vegetation typical of similar lots within the city. Attachment 4 is a photo of the site. Attachment 5 shows the proposed new residential lot and servicing easement.

Surrounding Land Use:

North	Lands to the North, are designated "Neighbourhood Area", zoned "R2-Single Detached Residential Zone", and occupied by single storey residential dwellings.
West	Lands to the West, across First Avenue, are designated "Neighbourhood Area", zoned "R2-Single Detached Residential Zone", and occupied by single storey residential dwellings.
East	The lands to the east are designated "Neighbourhood Area", are subject to "Potential Intensification Site" policies and are zoned "I1-General Institutional" Zone. These lands are occupied by Toniata Public School which has been recently closed.
South	The lands to the south are designated "Neighbourhood Area" and are zoned "R2-Single Detached Residential" Zone, in part, "R5-Multiple Residential" Zone, in part, and "R5-10-Multiple Residential Special Exception" Zone, in part. These lands are occupied by single storey residential dwellings along First Avenue and a portion of Scace Avenue. Also, along Scace Avenue is a 3-storey apartment building containing 18-units and a new structure, currently under construction, that will contain 6-units.

All properties listed above are subject to "Source Water Protection" considerations.

Public Participation

On April 7, 2026, a Public Meeting was held by the Planning and Development Committee (Report 2026-36). Notice of the Public Meeting respecting the Proposed Amendment to Zoning By-law 050-2014, was circulated to property owners within 120.0 metres of the subject lands on March 5, 2026. In addition, an access link to the Public Meeting was posted in the News Section of the City of Brockville Website. Comments from City Departments and affected agencies were also solicited. An excerpt from the Minutes of the Public Meeting held on April 7, 2026 is Attachment 5 to this report.

Comments Received:

1. Building Department:
 - No concerns at this time.
2. Engineering Department:
 - No comments pertaining to the proposed re-zoning.

3. Fire Department:

- The Fire Department has reviewed the proposed development and provides the following comments and concerns.
 - Fire Access Route – the proposed roadway intended to serve as the fire access route must comply with the requirements of the Ontario Building Code. It's unclear at this time whether the submitted plans demonstrate full compliance.
 - Water Supply for Firefighting – The development must demonstrate that an adequate and reliable water supply is available for firefighting purposes in accordance with the Ontario Building Code. Fire flow calculations required.
 - Fire Hydrant Location – Fire Hydrant location and spacing shall be in accordance with the Ontario Building Code.
 - Private Roadway Considerations – Confirmation is required that the private road will be maintained to a standard suitable for emergency repose at all times.
- Additional comments may be provided by the Fire Department upon submission and review of detailed engineering, servicing, and architectural plans, to ensure full compliance with applicable fire safety requirements and regulations.

4. Solid Waste

- This development is not eligible for curb side collection or solid waste and recycling and is responsible to make their own arrangements.

5. Cataraqui Region Conservation Authority

- The subject property does not contain and is not adjacent to an area at risk to natural hazards or regulated under Ontario Regulation 41/24, staff have no concerns or comment. The subject lands are located within a Significant Groundwater Recharge Area; staff may be involved with review of Stormwater Management for any future planning applications.

6. Ministry of Transportation

- The Ministry has no concerns with the proposed amendment to the Zoning By-Law and Consent Application in principle.
- The Ministry requests that once the Municipality makes a final decision on the Zoning By-law Amendment application, the Municipality provide a copy of the decision to the Ministry for its records.
- The Ministry also advises that any future development or redevelopment of the subject lands will require Ministry review and approvals. The Ministry will require technical reports, specifically Stormwater Management, to be submitted in the Site Plan Application to support the development.
- Please note that the Ministry reserves the right to modify and expand on these preliminary comments as further information is submitted to MTO for review.
- The Ministry does advise that should there be any changes to any of the previously submitted documentation, Ministry review and approvals are required prior to implementation of any changes.

- Ministry approvals and permits are required prior to the construction and/or alteration of any buildings and/or structures and prior to the issuance of any municipal building permits or approvals as per Section 8. (2) (a) of the Building Code Act.

7. Enbridge

- No concerns

8. Hydro One - High Voltage

- No concerns.

Comments/Questions made at the Public Meeting of April 7, 2026

1. Maggie Wheeler

- Will the proposed driveway go straight through to the former Toniata Public School lands in the future?
- What about Fire Department Access?

Answers to questions presented at the Public Meeting.

1. At this time the driveway is not intended to go through to the former Toniata Public School lands. Should development occur on the adjacent lands, the driveway and access to those lands will be reviewed.
2. The Fire Access route will need to comply with the requirements of the Ontario Building Code. There is a Fire Hydrant proposed on the property.

Planning Act Considerations:

Provincial Planning Statement

The Provincial Planning Statement 2024 (PPS) issued under Section 3 of the Planning Act provides policy direction on matters of Provincial interest related to land use planning and development. Section 3 of the Planning Act further directs that Council decisions affecting planning matters "*shall be consistent with*" the Provincial Policy Statement.

The PPS provides policy direction on matters of provincial interest related to land use planning and development, including building homes, sustaining strong and competitive communities, providing infrastructure and facilities, managing resources and protecting public health and safety. Not all policies in the PPS are relevant to the planning matter under consideration, and thus, only those relevant portions will be referenced below.

Chapter 1 of the PPS sets out the vision of the province. It establishes an overall goal of increasing the supply and mix of housing options to reach at least 1.5 million new homes by 2031.

Chapter 2 of the PPS provides policy direction regarding building homes and sustaining strong and competitive communities. Section 2.1 states that achievement of complete communities should be supported by accommodating an appropriate range and mix of land uses to meet long-term needs, improving accessibility for people of all ages and abilities and improving social equity.

Section 2.2 requires, among others, that authorities provide for an appropriate range and mix of housing options and densities to meet current and projected needs by:

- establishing and implementing minimum targets for housing that is affordable to low and moderate incomes households.
- permitting and facilitating:
 - all housing options arising from demographic changes and employment opportunities.
 - all types of residential intensification, including development and redevelopment of underutilized commercial and institutional sites, which would result in a net increase in residential units.
- promote densities that effectively use land, resources, and infrastructure and support the use of active transportation.
- require transit-supportive development and prioritize intensification, in proximity to transit.

Further, in accordance with Section 2.3, settlement areas should be the focus of such growth and development and should provide for a mix of densities, land uses, and support the achievement of complete communities.

Chapter 3 of the PPS provides policy direction regarding infrastructure and facilities. The proposed building is utilizing existing municipal services. There is no need to expand any municipal services to accommodate the proposed buildings. As the development is proposed on a private road, all services on the property will be the responsibility of the owner.

Based on the foregoing, the development, as proposed, is consistent with the above-stated goals, objectives and policies of the PPS.

Official Plan Considerations:

The Official Plan provides guidance on how to manage future growth, development, and change within the City of Brockville.

The goal of the Official Plan is to create a sustainable City in terms of health and vitality, that is economically viable and diverse, has high quality municipal services and amenities, and is well planned.

One strategic planning themes highlighted in the Official Plan is "A Focus on Housing Supply and Choice".

One goal of this theme is to increase housing supply while providing a greater choice and opportunity for citizens throughout their lives – supporting young adults, growing families and those wanting to remain in Brockville throughout their lives. The City should ensure that all citizens have equitable, accessible, affordable, energy efficient housing choices, which are supportive of a variety of lifestyles at various stages of life. Additionally, the City should continue to review the Zoning Bylaw to reduce barriers to housing supply.

Further, the Official Plan states that the City should support innovation, infill, and intensification in housing. There are opportunities for new types and forms of housing as well as making wise use of existing land for new housing. It is a goal for the City to provide for a variety of housing forms, tenures and levels of affordability through development, redevelopment, intensification and infilling projects.

The subject property is designated under Schedule 1 - City Structure, of the Official Plan, as "Neighbourhood Area", subject to "Source Water Protection Considerations".

Although an amendment to the Official Plan is not required, relevant policies that apply to the proposal will be discussed below.

Section 3.2.4 outlines Residential Areas and how they are to develop over the life of the Official Plan. This section focuses on "Neighbourhood Area" and "Neighbourhood Development Area" designations and speaks to protecting the stability of the established "Neighbourhood Areas" and ensuring that new development is compatible with the existing character of the neighbourhood.

Specifically relating to the "Neighbourhood Area", Section 3.2.4.1 states that "development is to be focused on low to medium density housing and local commercial uses. While there is not a significant amount of development anticipated in Neighbourhood Areas, infilling on existing lots of record and the rounding-out of existing development patterns is encouraged." This section continues by stating "it shall be the policy of the City that:

1. The character and identity of existing residential neighbourhoods shall be sustained and enhanced; and,
2. The City's existing housing stock shall be preserved and maintained, supplemented by various forms of residential intensification such as infilling and the creation of accessory dwelling units, where appropriate."

Based on the above, the proposed development aligns with the City of Brockville Official Plan by supporting intensification, housing diversity, and efficient land use within a designated Neighbourhood Area. It reflects the Plan's goals of increasing housing supply and choice for all ages and life stages, through infill and low to medium density development that respects neighborhood character.

Zoning By-law Considerations:

The purpose of the Zoning Bylaw Amendment is to re-zone the retained portion of the subject lands from "R2-Single Detached Residential Zone" to a new site-specific "R4-General Residential Special Exception Zone" to permit the property to be developed with a 10-unit Street Townhouse Rental Development on the subject lands.

The proposed special exceptions are to permit a frontage of 8.89 m where 30.0 m is required for a townhouse development. as well as a request to permit the development on a private roadway as Section 3.17 of Zoning By-law 050-2014, states that "no person shall erect any building or structure or create a lot in any zone unless the lot fronts upon and improved public street".

In this case, the proposed lot does front on First Avenue, however, the Zoning bylaw does not address development of this orientation. It was intended that all development would front the improved public street and not be oriented perpendicular to the street line.

As outlined within the Planning Justification Report prepared by the applicant, "The proposed reduced frontage is justified based on provincial and municipal policy direction that encourages intensification, efficient land use, and expanded housing options. Townhouse developments are recognized across Ontario as key forms of gentle density that can be appropriately integrated within residentially designated areas". For this amendment to proceed, Committee and Council must be satisfied with the use of a private road network to service the development. If the proposed amendments are acceptable it will allow for the development to move forward with the creation of 10 new residential dwelling units as well as create an addition building lot for future use. The proposed lot, which meets all applicable zoning regulations, fronts on First Avenue and will remain in the "R2-Single Detached Residential Zone" classification.

Based on a full review of the above and should Committee and Council be in support of the proposed Zoning By-law Amendment, the proposed "R4-27-General Residential Special Exception" Zone, would read similar to the following:

5.3.6.27 "R4-27 Zone (371 First Avenue)

The uses permitted in the R4-27 Zone shall be restricted to a maximum 10-unit Street Townhouse Development and associated Accessory Structures located on a Private Road with a lot frontage of 8.89 metres.

Within the R4-27 Zone, a building or structure is considered to have frontage on an improved public street under Section 3.17 of this By-law if it has access to a private road connected to an improved public street with no future severances being permitted.

In relation to the proposed severance, should the above zone be acceptable and pass through the Planning Act process and become final, it is the intention of the Chief Planning Officer to execute and approve the proposed severance application. The application was submitted concurrently with the Zoning Amendment Application and will create a new residential lot and establish the required service easements.

Financial Implications

Complete applications for amendment to Zoning By-law 050-2014 and application for consent to sever have been received, including all applicable fees. The applicant is responsible for all additional financial requirements associated with or after the applications.

Policy Alignment

Should Council accept the proposed Zoning By-law Amendment, the Zoning By-law text and Schedule(s) will be required to be amended and will be completed through a by-law process to be presented to Council at a future meeting.

Alignment with 2023-2026 Strategic Priorities

Consistent with the Strategic Plan, this proposal contributes to the objective of Sustainability and Well-Being, enhancing our efforts in Housing Intensification and affordability.

Conclusion

Following review of the PPS, the Official Plan, Zoning By-law 050-2014, as well as submissions received respecting the requests for the proposed Zoning By-law Amendment, it is reasonable to rezone the subject property as discussed throughout this report.

This proposal is consistent with the local and provincial policies, while providing medium intensification in a manner that balances housing needs with neighborhood character. This proposal contributes to the city's long-term housing goals while respecting the Official Plan's direction for modest intensification within serviced, residential areas.

The recommendations at the beginning of this report reflects this conclusion.

Approved by:

Andrew McGinnis, Chief Planning Officer

Sandra MacDonald, City Manager

Status:

Approved - 29 Apr 2026

Approved - 05 May 2026

Attachments:

[Attachment 1](#)

[Attachment 2](#)

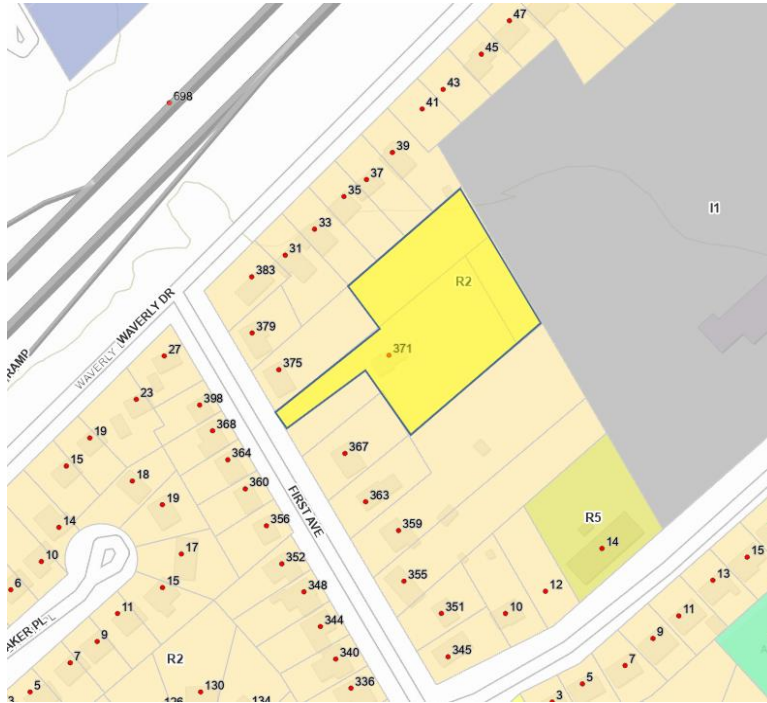
[Attachment 3](#)

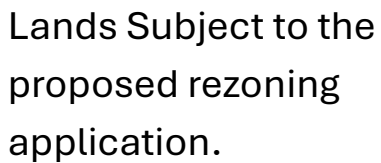
[Attachment 4](#)

[Attachment 5](#)

[Attachment 6](#)

ATTACHMENT 1





ATTACHMENT 3

FOTENN



371 First Avenue, Brockville

Planning Justification Report
Zoning By-law Amendment and Consent Application
February 20, 2026

Prepared for Joe Thompson.

Prepared by Fotenn Planning + Design
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February 2026

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1.0 Introduction

1.1 Introduction

Fotenn has been retained by Joe Thompson (the “Applicant”), to prepare this Planning Justification Report in support of a Consent application and a Zoning By-law Amendment (ZBA) application for the property located at 371 First Avenue (“the subject lands”) in the City of Brockville. The legal description of the subject lands is LOT 39 & 40, CON 1, Plan 324 in the City of Brockville.

The subject lands are located on the east side of First Avenue, south of Highway 401. The subject lands consist of an irregularly shaped parcel having a total lot area of 6,118 m², with approximately 22.98 m of frontage on First Avenue.

The subject lands are designated Neighbourhood Area on Schedule 1 of the Brockville Official Plan and are zoned R2 – Single Detached Residential in the City of Brockville Zoning By-law No. 050-2014.

1.2 Application History

An application for Consent (file no. D10-09-25) was previously submitted, which proposed to sever an area of 1573 m² from the adjacent lands at 375 First Avenue. The severed lands were proposed to be added to the subject lands at 371 First Avenue. This application was approved on December 22, 2025, and the decision was final and binding on January 13, 2026, with no appeals filed. Two conditions were applied to this decision:

1. That the rezoning of the lands at 371 First Avenue to allow for future development, be applied for and approved.
2. That a reference plan be created to show the retained lots.

The subject application is bringing forth the ZBA which will permit future development on 371 First Avenue. A reference plan has been created to show the retained and severed lots (see Figure 4 below).

1.3 Development Application

The purpose of this application is two-fold. First, this application seeks to sever the “Part 2” lands as identified on the Site Plan dated 2026-02-05. The severed lands (Part 2) will have 14 m of frontage on First Avenue and a lot area of 629 m². The severed lands comply with the City of Brockville Zoning By-law No. 050-2014. The retained lands (Part 1) will have a lot area of 5,489 m².

Secondly, the proposed ZBA seeks to re-zone the retained portion of the subject lands from Single Detached Residential (R2) to a new site-specific General Residential exception (R4-X). The R4 zone has been chosen to permit the group of townhouse dwellings on the subject lands. The proposed exception will permit a frontage of 8.89 m where 30.0 m is required.

A Pre-Consultation discussion was held with city staff on September 4, 2025, who provided preliminary comments and outlined the requirements for a complete consent and ZBA application. In accordance with the follow up email dated September 5, 2025, the following materials are submitted in support of the subject application:

Consent Application:

- / Application Fee (\$865)
- / Sketch of Severance

ZBA Application:

- / Application and Fee (\$2963.0)

- / Planning Rationale
- / Servicing Report
- / Stormwater Brief

2.0 Site and Surrounding Context

The subject lands are located on the east side of First Avenue, south of Highway 401 (see Figure 1). The subject lands consist of an irregularly shaped parcel having a total lot area of 6,118 m², with approximately 22.98 m of frontage on First Avenue. The subject lands are currently undeveloped except for a paved driveway which provides vehicular access from First Avenue.

The following uses are located immediately adjacent to the subject lands:

North: Residential
 East: Institutional (vacant)
 South: Residential
 West: First Avenue



Figure 1: Subject Lands

Low rise residential dwellings characterize the immediate surrounding context. Beyond this, the area is characterized by car dependent urban development, however many amenities, services and a range of uses are within short distances and quiet local roads are supportive of active transportation. Given the size of the City of Brockville, most key locations are within a short distance of the subject lands by automobile, such as Downtown Brockville can be reached within a five minute drive.

As noted in Figure 2 below, the subject lands are surrounded by the following uses:

Institutional:

1. JL Jordan Catholic School (450 m from subject lands)
2. Thousand Islands Secondary School (3 km from subject lands)
3. Former Toniata Public School (immediately adjacent). Toniata Public School closed in 2024, and students are directed to the new Swift Waters Elementary School on King Street West, 5.5 km from the subject lands and a 10-minute drive

Commercial:

4. Oxford Mini Mart Convenience store (600 m from subject lands)
5. Real Canadian Superstore (1.4 km from subject lands)
6. Walmart (1.4 km from subject lands)
7. Downtown Brockville (3.3 km from subject lands)

Green Space

8. Bramshot Park (1.7 km from subject lands)
9. Gainsford Ball park (1.4 from subject lands)
10. Brockville Dog Park (1.9 km from subject lands)
11. Blockhouse Island (4.8 km from subject lands)



Figure 2: Surrounding Context

2.1 Transit Network

The subject lands are serviced by the Red Bus which provides hourly and half hourly service, depending on the bus stop location (see Figure 3), connecting the site to the broader transit network.

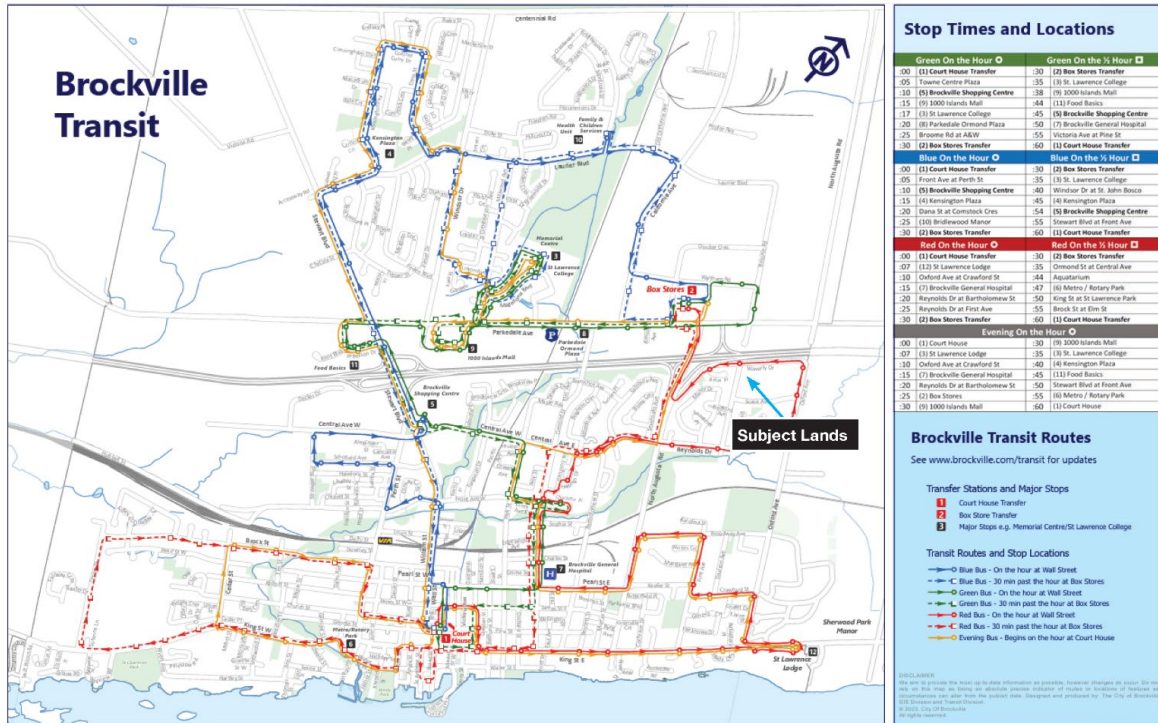


Figure 3: Brockville Transit Map

3.0 Proposed Development

3.1 Consent Application

This application proposes to sever Part 2 of the subject lands (see Figure 1), leaving approximately 5,489 m² of retained lands. The severed lands have 14 m of frontage on First Avenue and a lot area of 629 m². The severed lands comply with the City of Brockville Zoning By-law No. 050-2014.

The Consent Application also proposes the creation of servicing easement(s) straddling the proposed northern property line of the severed lot. As per the provided draft reference plan, both the severed and retained parcels will have an easement of 2.0 metres running along the property line, for a total of 4.0 metres, to service the proposed development.

The Consent Application will create the necessary configuration for the ZBA to apply exclusively to the retained lands.

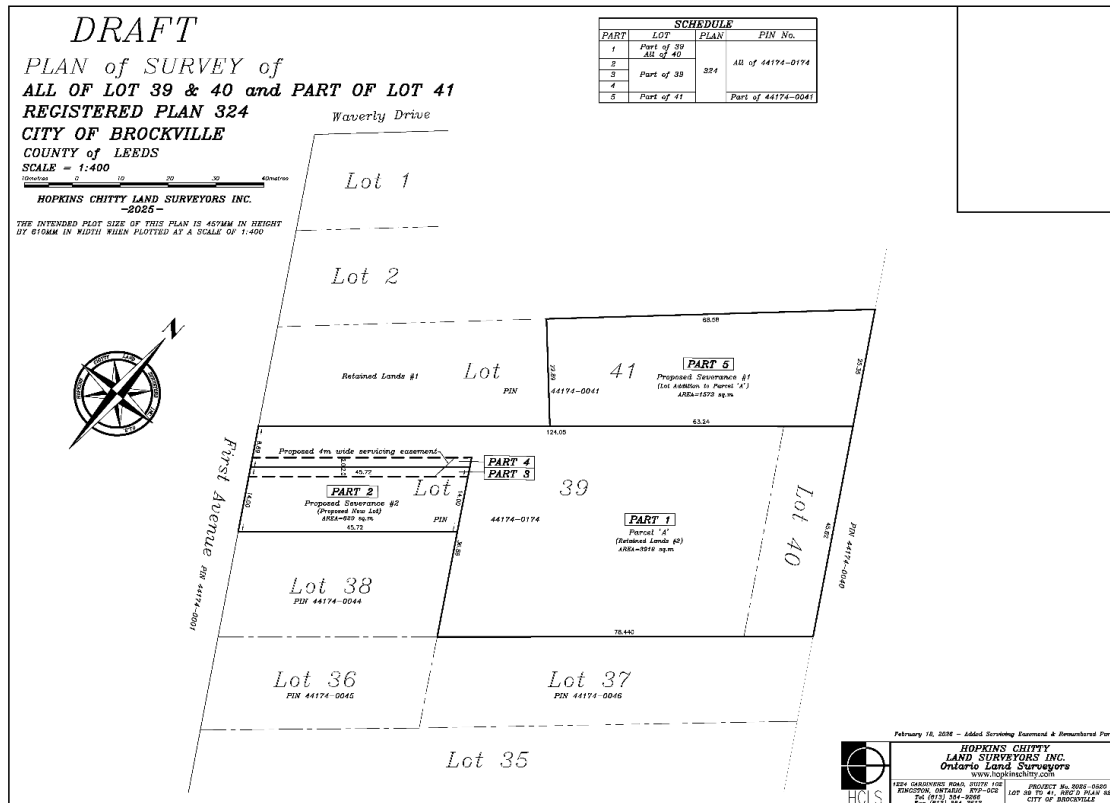


Figure 4: Draft Plan of Survey, prepared by Hopkins Chitty

The proposed development consists of a three-building townhouse development containing a total of ten one-storey units (see Figure 5) with a total of 1655.9 m² building area. A private 7-metre driveway runs through the centre of the site, providing access to all buildings. A 90-m fire access route goes along the driveway. A complete summary of the site statistics is provided in Section 5.4 - Current and Proposed Zoning.



Building 1 is located on the south side of the private driveway and is the westernmost building, positioned closest to Front Avenue. It contains three (3) units and a gross floor area (GFA) of 470.9 m². The building is situated approximately 49.8 m from First Avenue and 10.1 m from the southern interior side lot line, with a setback of 7.01 m from the private driveway.

Building 3 is located on the north side of the private driveway toward the rear of the parcel. It contains four (4) units with a GFA of 628.9 m². The building is approximately 7.88 m from the rear lot line and 4.0 m from the northern interior side lot line. Building 3 has an accessory building (garage) to the west, approximately 6.63 m from Building 3. The

accessory building has a GFA of 93 m², with a setback of 4.0 m from the northern interior lot line and 5.6 m from the eastern interior lot line.

This development provides 22 residents parking spaces and two visitor parking spaces. The resident parking spaces are located on the driveway side of the townhouse units, adjacent to the primary pedestrian entrances. Building 1 includes 5 parking spaces, Building 2 includes 5 parking spaces, and Building 3 includes 7 parking spaces. Two visitor parking spaces are situated at the rear of the site, south of the driveway.

Snow storage is provided at the rear of the site, where the driveway ends, and on either side of the driveway mid-way through the site.

Individual curbside garbage pickup for each rental unit will be provided by private contractor.

3.2.2 Building Materials

The townhouse development incorporates common and durable exterior materials typically used in residential construction in Ontario. The bottom three feet will be stone veneer, the main walls will have vinyl siding, the roof peaks/triangles will have cedar shake accents, and the roof will have asphalt shingles.

3.2.3 Transition

The proposed development provides an appropriate transition to adjacent residential uses through generous setbacks and building height conformity. All townhouse units are oriented inward toward the private driveway, with the rear façades facing the neighbouring properties to the north and south.

Setbacks substantially exceed the minimum 1.2 m requirement, as shown below:

- Building 1 – 10.1 m from the southern lot line
- Building 2 – 4.2 m from the southern lot line; 7.5 m from the eastern lot line
- Building 3 – 4.0 m from the northern lot line; 7.9 m from the eastern lot line
- Building 3 Accessory Building (Garage) – 4.0 m from the northern lot line; 5.6 m from the western lot line

These increased separations create a more compatible interface with the surrounding low-density residential context to the north, south, and west. The additional distance helps mitigate potential impacts related to noise, overlook, and privacy.

Furthermore, all townhouse units will comply with the zoning height limit of 10.5 m, ensuring the built form fits comfortably within the established neighbourhood character.

3.2.4 Easement

A shared 4-metre servicing easement is proposed to accommodate hydro, Bell, and gas services for the new development. Although the internal driveway meets the required design standards and provides adequate separation for water, sanitary, and storm services, future maintenance of the hydro/Bell/gas trench would be difficult if the utilities were placed directly adjacent to the property line.

To allow proper access for maintenance equipment, particularly excavators, the utilities are proposed to run within the grassed area, with the 4-metre easement split evenly (2-metres each) between the retained and severed parcels.

3.2.5 Tenure

The owner intends to maintain ownership and operate this group of townhouses as market rental units.

3.2.6 Ministry of Transportation Ontario (MTO) Controlled Area

The subject lands are within an MTO controlled area (see Figure 6) and therefore an MTO permit will likely be required. It is recommended that this process is started with an MTO Pre-Consultation and once the required permits are confirmed, submit the application through the Highway Corridor Management System (HCMS).

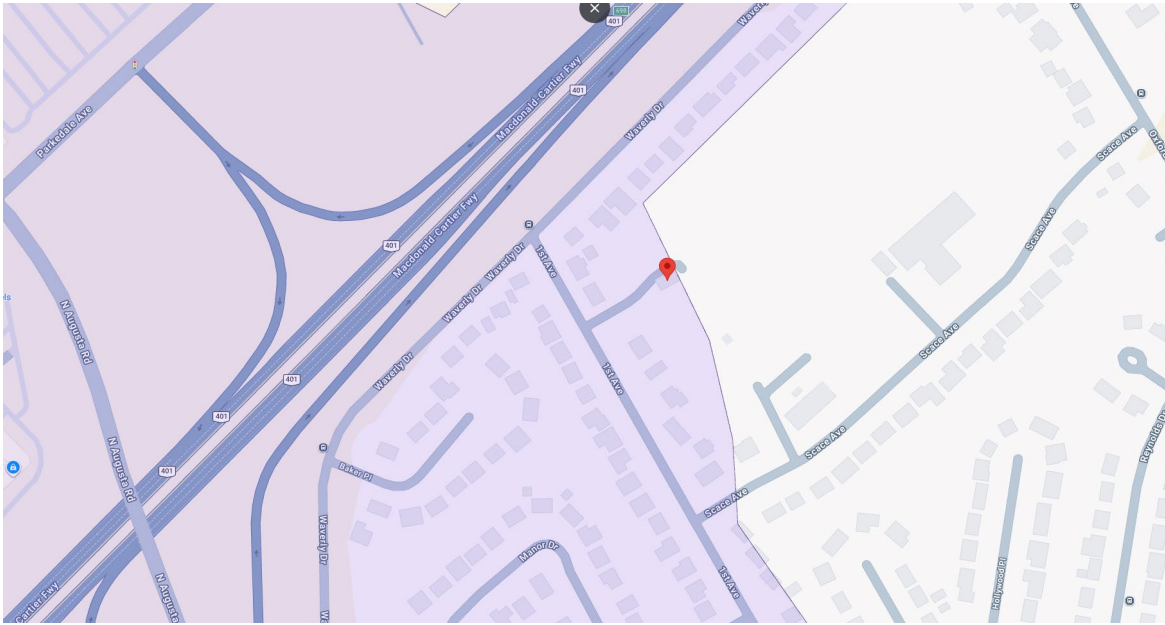


Figure 6: MTO Controlled Area Mapping

4.0 Supporting Studies

4.1 Servicing and Stormwater Management Brief

A Servicing and Stormwater Management Brief was prepared by Eastern Engineering Group Inc. on February 19, 2026, which provides a summary of data, calculations, design and support documentation required for the site servicing and stormwater management of the subject lands.

The subject lands are not serviced and new services for storm, sanitary and water will be provided to the site from First Avenue. The existing infrastructure available at the site are:

- / Water: 250 mm diameter watermain assumed on West side of First Avenue. The subject lands will be serviced with a new 150 mm diameter watermain. The new main will be connected to the existing 250 mm diameter under the supervision of the City of Brockville Water Division, with a live tap to the main.
- / Storm: 300 mm diameter storm sewer on East side of First Avenue, flowing southerly towards Scace Avenue. The storm sewer network for the subject lands will also act as the stormwater management infrastructure. A new 200 mm service will be connected to the existing 300 mm main on First Avenue.
- / Sanitary: 200 mm diameter sanitary main on First Avenue. There will be a new 150 mm diameter sanitary service installed to the site. They will connect to a new 1200 mm diameter manhole at the property line. This manhole will connect to the existing 200 mm sanitary line on First Avenue. A new connection will be required with open trench.

5.0 Policy and Regulatory Review

5.1 The Planning Act, R.S.O. 1990, c. P.13

The *Planning Act* (the “Act”) is a provincial legislation which establishes the framework and rules for land use planning in the province of Ontario. The Act outlines rules and requirements for a range of matters, including the roles and responsibilities of municipal governments in the planning process and the broader rules regarding land use planning in the Province, among other things.

5.1.1 Consent – Section 51 (24) Criteria

The proposed severance will result in a sufficient lot area, lot frontage, and regular lot shape that aligns with surrounding properties for the severed lands. In considering an application for land severance, a proposal must be evaluated against Section 53 of the Act, which further requires review of Section 51(24). The relevant excerpts from these sections are listed below and reviewed.

Consent: Section 53(1) An owner, chargee or purchaser of land, or such owner's, chargee's or purchaser's agent duly authorized in writing, may apply for a consent as defined in subsection 50 (1) and the council or the Minister, as the case may be, may, subject to this section, give a consent if satisfied that a plan of subdivision of the land is not necessary for the proper and orderly development of the municipality. 2021, c. 25, Sched. 24, s. 4 (1).

The proposed severance involves the creation of one additional 629 m² lot and represents a simple land division that does not require new roads or other infrastructure. Therefore, a plan of subdivision is not necessary.

Powers (12) A council or the Minister in determining whether a provisional consent is to be given shall have regard to the matters under subsection 51 (24) and has the same powers as the approval authority has under subsection 51 (25) with respect to the approval of a plan of subdivision and subsections 51 (26) and (27) and section 51.1 apply with necessary modifications to the granting of a provisional consent. 1994, c. 23, s.32.

The proposed consent has been evaluated using the criteria in Section 51 (24), and appropriate conditions of approval have been applied as necessary. Only the policies relevant to the proposed lot addition are addressed below:

(a) the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2;

The proposal has regard for matters of provincial interest found in Section 2, which has been reviewed above.

(b) whether the proposed subdivision is premature or in the public interest;

The severance is proposed on a fully serviced lot within an established neighbourhood, and therefore is not considered premature. The resulting lot addition will maintain a street- oriented pattern consistent with the existing lots along First Avenue. The severance will facilitate future residential development on lands zoned for residential uses within the City of Brockville's Urban Area, which is in the public interest.

(c) whether the plan conforms to the official plan and adjacent plans of subdivision, if any;

The proposal conforms to the City's Official Plan as the site is designated Neighbourhood Area, which is intended for appropriate residential intensification which preserves the existing neighbourhood character. The proposal will not impact the existing neighbourhood character, as no new development is proposed through the consent application.

(d) the suitability of the land for the purposes for which it is to be subdivided;

The consent is proposed for a residential lot within an established residential neighbourhood. No changes to the land use designation or zoning are required to accommodate the severance, and the proposed lot configuration remains consistent with the intended residential use. There are no environmental or technical constraints affecting the site that would limit its suitability for the proposed residential lot.

(f) the dimensions and shapes of the proposed lots;

The consent will create a lot that meets all applicable Zoning By-law requirements for minimum frontage and lot area. The resulting parcel is rectangular and consistent with the established lot fabric in the surrounding residential neighbourhood.

(h) conservation of natural resources and flood control;

The proposed lot addition is not anticipated to result in any impacts to natural features in the area.

(i) the adequacy of utilities and municipal services;

It is anticipated that the proposed lot addition will be reviewed by relevant municipal departments as well as relevant external agencies. The lands considered through the application are serviced by municipal water and sewer systems.

(j) the adequacy of school sites;

The creation of one additional residential lot is expected to have a minimal impact on student generation. Local schools are already established in the community.

It is our professional opinion that the proposed consent application has proper regard for matters of provincial interest and the criteria found in Section 51 (24) of the Planning Act.

In addition to satisfying the above criteria, the proposed consent has been reviewed for policy conformity. The consent is consistent with the Provincial Policy Statement (2024) and conforms to the residential land use policies of the Brockville Official Plan. A detailed policy analysis is provided in the relevant sections of the report as part of the ZBA review.

5.1.2 Zoning By-law Amendment – Sections 2, 3, 26/27, 34

Section 2 of the Act outlines matters of provincial interest which municipalities and the Tribunal shall have regard to. Relevant matters of provincial interest include the following:

*(h) the orderly development of safe and healthy communities;**(j) the adequate provision of a full range of housing, including affordable housing;**(p) the appropriate location of growth and development;*

The proposed ZBA has regard for these provincial interests. It promotes the orderly development of safe and healthy communities, the adequate provision of a full range of housing, and the appropriate location of growth and development through rezoning lands to permit increased residential density on a municipally serviced lot. This will contribute to a broader range of housing options and represent appropriate infill.

Section 3 of the Act states that decisions “shall be consistent with” the Provincial Policy Statement (PPS) and “shall confirm with” applicable provincial plans. This Planning Justification Report demonstrates that the proposed ZBA is consistent with the PPS 2024 and conforms with the applicable planning framework.

This application is pursuant to s.34 (1), which permits individuals or corporations to apply to amend the by-law. The requested amendment is required to permit townhouse dwellings and a reduced lot frontage.

5.2 Provincial Planning Statement 2024

The 2024 Provincial Planning Statement (PPS) came into effect on October 20, 2024. The PPS provides policy direction on matters of provincial interest related to land use planning and development. Notably, the 2024 PPS sets out policies to increase the supply and mix of housing options in Ontario while maximizing investments in infrastructure and public service facilities and protecting natural areas, agricultural uses and sensitive areas. The most relevant policies to the proposed development are noted below, especially regarding housing and urban development.

Section 2.1 – Planning for People and Homes

4. To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:

- a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and*
- b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans.*

The proposed development will contribute a group of ten (10) rental townhouse dwellings to the City of Brockville. The subject lands are designated and available for residential development and are municipally serviced. The proposed development will help to accommodate residential growth.

6. Planning authorities should support the achievement of complete communities by:

- a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;*
- c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.*

The proposed development will contribute a group of ten (10) rental townhouse dwellings to the City of Brockville. This will support in accommodating an appropriate range and mix of housing options to meet long-term needs. Rental units provide lower-cost, lower barrier and more flexible housing options, which may improve social equity for people of all incomes in Brockville.

Section 2.2 – Housing

1. Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

- a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;*
- b) permitting and facilitating:*
 - 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and*

2. *all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3.*
- c) *promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and*
- d) *requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and transit stations.*

The proposed development will contribute a group of ten (10) rental townhouse dwellings to the City of Brockville, contributing to a full range of housing options. The rental units will be provided at market-rate, which is generally accessible to moderate income households. Rental units provide lower cost, lower barrier and more flexible housing options, which is generally more friendly towards low- and moderate-income households. These units will contribute to the housing options required to meet the needs arising from demographic changes and employment opportunities.

The proposed development is a form of residential intensification on vacant designated lands. This will result in a net increase in residential units, in accordance with policy 2.3.1.3. This development promotes density for new housing which uses vacant, municipally serviced land, with existing infrastructure and public service facilities.

First Avenue is designated in the Official Plan in Schedule 5 as a Potential Neighbourhood Cycling Route which connects to the Active Transportation Network and as such, additional housing along this route may support the use of active transportation. The subject lands are within walking distance to the Red Bus Route and would connect the proposed development with Brockville's transit network. As such, the proposed development is intensification in proximity to transit.

Section 2.3 – Settlement Areas and Settlement Area Boundary Expansions

2.3.1 General Policies for Settlement Areas

1. Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.

The proposed development is appropriately located with a Settlement Area on a vacant residential lot, where density is directed. The proposal efficiently utilizes a vacant parcel of land and uses existing services.

2. Land use patterns within settlement areas should be based on densities and a mix of land uses which:

- a) *efficiently use land and resources;*
- b) *optimize existing and planned infrastructure and public service facilities;*
- c) *support active transportation;*
- d) *are transit-supportive, as appropriate; and*

The proposed development directs density to a vacant, residential designated and municipally serviced lot in the built-up area, representing an efficient use of land and resources. Directing ten additional residential units to this location optimizes existing infrastructure and public service facilities. First Avenue is a Potential Neighbourhood Cycling Route, as per Schedule 5 in the OP, and nearby local roads are amicable to walking and cycling. As such, introducing density to this location is supportive of active transportation. The subject lands are in walking distance to the Red Bus Route and would connect the proposed development to Brockville's transit network. Introducing density to this location is transit supportive.

3. Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.

The proposed development introduces intensification to a vacant residential lot, supporting the achievement of complete communities. It introduces 10 townhouse units, contributing to a range and mix of housing options in an area with existing infrastructure and public service facilities.

4. Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions.

The City of Brockville has outlined minimum targets for intensification in their Official Plan, as noted in Section 5.3.2 of this report. The proposed development contributes ten townhouse units to this minimum target.

Section 2.9 – Energy Conservation, Air Quality and Climate Change

1. Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that:

- a) support the achievement of compact, transit-supportive, and complete communities;*

The proposed development is contributing a group of 10 townhouse dwellings to an existing, municipally serviced neighbourhood. The subject lands are serviced by a transit route and local roads support active transportation. A significant commercial and employment area is directly to the north of the subject lands, which can be reached by car or foot. Directing density to this location contributes to the achievement of a compact, transit-supportive and complete community.

Section 3.1 – General Policies for Infrastructure and Public Service Facilities

2. Before consideration is given to development new infrastructure and public service facilities:

- a) the use of existing infrastructure and public service facilities should be optimized; and*
- b) opportunities for adaptive re-use should be considered, wherever feasible.*

The proposed development is on an existing municipally serviced lot, served by existing infrastructure and public service facilities. A Servicing and Stormwater Management Brief prepared by Eastern Engineering Group Inc., dated February 2025, has been submitted in support of the application.

Section 3.6 – Sewage, Water and Stormwater

2. Municipal sewage and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. For clarity, municipal sewage services and municipal water services include both centralized servicing systems and decentralized servicing systems.

The subject lands are serviced by municipal sewage and municipal water services. A Servicing and Stormwater Management Brief prepared by Eastern Engineering Group Inc., dated February 19 2025, has been submitted in support of the application.

Section 4 of the PPS gives consideration to the wise use and management of resources that provide economic, environmental, and social benefits. This is achieved through policies that provide for the conservation of biodiversity, protection of the health of the Great Lakes, and protection of natural heritage, water, agricultural, mineral, and cultural heritage and archeological resources.

The site is in a residential neighbourhood characterized by single-detached *and townhouse* dwellings. This area is slated for residential development and is not near any natural resources. No negative impacts to natural or cultural heritage features nor agricultural resources are anticipated to result from the proposed development, considering the distance between resources and the scale of development proposed.

Section 5 of the PPS provides policy guidance on the protection of public health and safety. The policies in this section direct development away from naturally-occurring and human-made hazard lands, such as floodplains, erosion-prone areas, former mining and aggregate extraction operations, and other types of contaminated areas. There are no known natural hazard concerns on or near the site. No public health or safety concerns are anticipated as a result of the proposed application.

It is our professional planning opinion that the proposed development is consistent with the policies of the Provincial Planning Statement (PPS, 2024).

5.3 City of Brockville Official Plan

The City of Brockville Official Plan ("The OP") was originally approved by the Ministry of Municipal Affairs and Housing (MMAH) on February 9, 2012. A 10-year update was completed by the City and approved by MMAH and came into effect on August 16, 2024. The version reviewed for this Planning Justification Report is the online version, updated to September 6, 2024.

As noted in Section 1.2: "The Official Plan is the principal policy document which the City uses to express its goals and objectives for the community, significant environmental conditions and its development or redevelopment. This Official Plan provides a general policy direction and planning framework to guide the physical, social, economic and environmental management and growth of the City of Brockville".

Section 1.3, "Basis for our Official Plan", states:

The basis for the Official Plan is outlined as follows:

8. Land that is designated for development, but currently vacant in the existing Urban Area of the City represent a logical location for new development and is adequate to meet the anticipated demand for future development to the year 2046. Outside of the minor rounding out and infilling of the existing Urban Area, demand for additional land designated for urban development may be evaluated at the time of a review of this Plan.

9. This Plan encourages orderly development, redevelopment, infill and intensification and discourages the undue extension of municipal services and expansion of urban boundaries.

The proposed development is designated for development and is currently vacant within the Urban Area, representing a logical location for new development. This proposal represents infill intensification with municipal servicing in the urban boundary, discouraging the undue extension of municipal services and expansion of urban boundaries.

Section 2, titled "Charting New Planning Directions for Our City" details the City of Brockville's planning goals and objectives through to the year 2046. These goals and objectives include direction on such topics as sustainability and climate resiliency, economic development, diversity, quality city services and amenities, growth management and responsive administration, and a focus on housing supply and choice.

Section 2.2, "Charting a Course to 2046", states:

The policies of this Plan:

3. Ensure that increasing housing supply and choice is a focus for the City in the Official Plan, the Zoning By-law, and the development process. Increasing housing supply includes policies and zoning for innovative housing models, supporting and implementing infill and intensification, and streamlining the development approval process for housing projects.

The proposed development constitutes infill intensification by introducing ten new townhouse units, thereby contributing to the area's housing supply through the development approvals process.

5.3.1 Official Plan Objectives

Section 2.3, “The City’s Planning Goals & Objectives”, outlines the following objectives relevant to the proposed development:

Sustainable and Climate Resilient

A5: Ensure that development proceeds in a manner that recognizes and respects land and inherent environmental hazards such as flood susceptibility, erosion, steep slopes, or any other physical condition that could endanger human life or property.

A6: Ensure that, through redevelopment, existing and potential sources of pollution including contaminated soil are corrected and brought into compliance with acceptable standards as established by the Ministry of the Environment, Conservation and Parks.

The subject lands are in a designated residential area in the Built Up Area. They do not fall within the Cataraqui Screening Area. The site is not known or suspected to contain contamination.

B19: Develop land use patterns in the City that are compact and efficient.

The proposed development represents infill designation on a vacant lot in a designated residential neighbourhood in the Urban Area. The subject lands are serviced by municipal sanitary and water and supported by infrastructure and public service facilities. As such, this represents a land use pattern that is compact and efficient.

B21: Provide for a variety of housing forms, tenures and levels of affordability through development, redevelopment, intensification and infilling projects.

B25: Ensure the responsible use of land by encouraging the redevelopment, intensification and infilling of underutilized land prior to the expansion onto the Urban Reserve Area.

B26: Direct new urban development to the built up area, ensuring a compact form, and an appropriate mix of land uses and densities, resulting in the efficient use of land, infrastructure, and public service facilities.

The proposed development represents infill intensification, introducing a group of ten rental townhouse dwellings on a vacant lot in the Built Up Area, representing an efficient use of land, infrastructure and public service facilities.

The townhouse built form blends with the character of the surrounding neighbourhood while offering a range of housing options in the neighbourhood. Rental housing is typically lower cost, lower barrier and more flexible housing, which supports affordability.

B27: Reduce conflicts between existing and proposed land uses by reducing the instances of conflicting land uses and through urban design treatments, buffering, setbacks, landscaping and other measures, as appropriate.

The proposed development provides a gentle transition to the adjacent properties through providing setbacks that far exceed the Zoning By-law requirements. All townhouse units will comply with the zoning height limit of 10.5 m, ensuring the built form fits comfortably within the neighbourhood. Soft landscaping is provided to blend with adjacent land uses.

2. An Economically Strong and Diverse City

B24: Ensure that all new development occurs on full municipal services, except in areas specifically provided for in this Plan, to ensure the maintenance of a healthy community and natural environment.

C40: Provide adequate sanitary sewer, water, and storm facilities for all for new growth within existing and future identified growth areas.

The subject lands are on full municipal services. Adequate sanitary sewer, water and storm facilities is will be provided as part of this development.

A Well-Planned and Responsive City

A1: Communicate and cooperate with private sector interests to review development initiatives, and where deemed appropriate, to support those projects that will benefit the City.

The proposed development introduces a group of ten townhouse units into a designated residential area where municipal services are provided. The proposed development offers a gentle transition to adjacent properties through setbacks, height, and soft landscaping. Given housing policies and the proposal's alignment with the surrounding context, it is our opinion that this proposal will benefit the City of Brockville.

C1: Require that all new development is consistent with sound urban design objectives and principles, and demonstrates excellence in urban design.

C2: Ensure that new development and redevelopment maintains or enhances the existing character of the neighbourhood.

This report reviews OP Section 3.4.1 Urban Design to show conformity with OP policies for urban design below. The proposed development maintains the existing neighbourhood character through a gentle transition, maintenance of height, and building materials.

C4: Require that all new development has considered environmental impacts and is subject to sustainable and energy efficient development and design standards.

The proposed development will comply with the 2024 Ontario Building Code and specific Site Plan Control Guidelines.

C5: To promote an aesthetically pleasing built environment that is balanced with an aesthetically pleasing natural environment.

C6: Ensure that views and vistas within the City are protected.

The proposed development incorporates common and durable exterior materials typically used in residential construction in Ontario. The bottom three feet will be stone veneer, the main walls will have vinyl siding, the roof peaks/triangles will have cedar shake accents, and the roof will have asphalt shingles. The subject lands feature soft landscaping. The proposed development conforms to the Zoning By-laws height requirement of 10.5 m, therefore views and vistas will not be impacted.

C13: Achieve housing supply across a range of densities (low, medium, high density).

The proposed development is introducing ten townhouse dwellings on a lot previously used for one dwelling unit, increasing the density on the lot.

5: A Focus on Housing Supply and Choice

A1: Ensure that all citizens have equitable, accessible, affordable, energy efficient housing choices, which are supportive of a variety of lifestyles at various stages of life.

A4: Review the City's Zoning By-law to reduce barriers to housing supply.

The proposed development is seeking a ZBA to permit a group of ten rental townhouse dwellings in a designated area. Rental housing typically provides a lower cost, low barrier, and more flexible option for residents. This supports ensuring that all citizens have equitable, accessible and affordable housing options.

B1: Provide for a variety of housing forms, tenures and levels of affordability through development, redevelopment, intensification and infilling projects.

B3: Establish policies for infill in low density residential neighbourhoods and update the City's Zoning By-law for infill.

The proposed development is an infill intensification project proposing rental townhouses.

5.3.2 Projections and Density

Section 3, titled “Building our Healthy & Sustainable City” provides general policy direction for managing growth, the local economy, urban design and cultural heritage, housing and human services, the environment, and public health and safety.

Section 3.2.1 provides population and employment growth within the 25-year (2046) planning horizon. The proposed development is contributing ten units to the population growth minimums.

Table 3.1 – Population, Household and Employment Projections

	<i>Population</i>	<i>Households</i>	<i>Employment</i>
2021	23,603	10,970	13,690
2026	24,320	11,404	14,106
2031	25,059	11,721	14,534
2036	25,681	11,940	14,895
2041	26,247	12,151	15,223
2046	26,782	12,725	15,285

Figure 7: Brockville Official Plan, Table 3.1. Source: MetroEconomics, 2021

Section 3.2.2 requires densities to assist in achieving the housing goals and policies of the Official Plan. The densities relevant for the proposed development are:

- a) *Low Density (Singles and Semi-Detached Houses):*
 - i. *No less than 20 units per hectare*
 - ii. *No more than 35 units per hectare*
- b) *Medium Density (Townhouses and Duplexes):*
 - i. *No less than 36 units per hectare*
 - ii. *No more than 99 units per hectare*

The proposed development has a density of approximately 18.2 units per hectare. This is largely because the site features a long driveway entrance and private road and because the units are proposed to be one-storey high (low and flat) instead of the typical 5.0 metre wide / 3-storey tall townhouse configuration in most new townhouse developments. This built form was chosen to balance intensification and respect for the existing character of the neighbourhood, providing desired intensification while balancing the introduction of a new dwelling typology to an area typically characterized by single-detached dwellings on large lots.

Policy 1.5 (8) of the Official Plan states:

Any reference to numerical values such as quantity, area, density, or population and employment targets shall be considered as approximate only and not absolute. Minor changes shall not necessitate an amendment to this Plan, provided no adverse effects may result.

Based on policy 1.5 (8) and a review of the other policies in the OP, it is our opinion that the proposal meets the overall intent of the OP for new housing densities and typologies. Due to the unique shape of the property and balancing intensification with respect for the existing character, the density is lower but still represents a modest, meaningful increase through intensification when compared to the existing area.

Section 2.3.2 states:

It shall be the policy of the City that:

1. The Urban Area is illustrated on Schedule 1 as including all land use designations, except for Urban Reserve Area. The Urban Area shall be the focus of growth and accommodate a full range and mix of residential, commercial, employment, office, institutional, entertainment, cultural, recreational, and parks and open space uses, subject to the policies of this Plan, including the land use designations of Section 4, and servicing capacity and infrastructure available.

2. It is anticipated that there is sufficient land designated to accommodate the project growth and development within the 25-year planning horizon to 2046.

3. The City shall identify and promote intensification, infill and redevelopment of designated and vacant/ and/or underutilized sites, and areas in transition in the Urban Area, taking into account existing building stock and the availability of suitable existing or planned infrastructure and public service facilities to accommodate projected needs. Urban Areas will provide for full municipal sanitary sewage, stormwater management and potable water services, in accordance with Section 5.3, as well as an appropriate level of transportation infrastructure.

The proposed development directs housing and density to the Urban Area where municipal services are provided.

5.3.3 Residential Intensification Policies

Section 3.2.4.1- Neighbourhood Areas states:

It shall be the policy of City that:

- 1. The character and identity of existing residential neighbourhoods shall be sustained and enhanced; and*
- 2. The City's existing housing stock shall be preserved and maintained, supplemented by various forms of residential intensification such as infilling and the creation of accessory dwelling units, where appropriate.*

The character and identity of the existing residential neighbourhood is sustained through maintaining a maximum height of 10.5 m, as per the Zoning By-law, generous setbacks, soft landscaping and building materials. The proposed development is not replacing an existing building, it is infilling a vacant residential lot in a designated, serviced area

Section 3.2.4.3 Residential Intensification states:

It shall be the policy of City that:

- 1. A portion of the City's future housing needs shall be provided through residential intensification, which may include any of the following:*
 - ii. infill development and residential development of vacant land and underutilized land in the Built-Up Area; and/or*

The proposed development is infill residential development on vacant and underutilized land in the Built-Up Area.

2. The City shall monitor the level of residential development within the Built-Up Area, and the number of new units created that represent residential intensification. The City shall target that 35 percent of all new residential units created during the planning period shall be through intensification. This target may be refined through a residential intensification study in accordance with Section 3.2.4.3.3.

The proposed development is intensification of an existing vacant lot, contributing to intensification targets.

4. The City shall consider applications for infill development, intensification and redevelopment of sites and buildings based on the following criteria:

- i. the proposed development lands are appropriately suited for intensification in the context of the surrounding neighbourhood and the City as a whole;*
- ii. the existing water, sanitary sewer services, and stormwater management facilities can accommodate the additional development;*
- iii. the road network can generate the traffic generated;*
- iv. the proposed development is consistent with the policies of the appropriate land use designation associated with the land;*
- v. the proposal respects and reinforces the existing physical character of the buildings, streetscapes and parks and open space areas;*
- vi. the proposal is compatible with the surrounding development;*
- vii. the proposal provides heights, massing and scale appropriate to the site and compatible with adjacent lands;*
- viii. the proposal provides adequate privacy, sunlight and views of the sky for existing and new residents;*
- x. the proposal complies to the appropriate urban design and built form policies of this plan.*

The proposed development contributes a group of ten townhouse dwelling units to the Neighbourhood Area land use designation. The lands are municipally serviced with adequate and servicing connections will be installed as part of this development. No traffic study was required from the Pre-Consultation meeting, and therefore no traffic concerns are anticipated. Height, setbacks and construction materials have been chosen to respect and reinforce the existing character of the neighbourhood. The proposal complies to the urban design and built form policies of the OP, as noted in later sections.

6. Small scale intensification shall be permitted in all Neighbourhood Areas, as designated by this Plan, except where infrastructure is inadequate or there are significant physical constraints.

This proposal represents small scale intensification on a lot with municipal servicing and no significant physical constraints.

5.3.4 Urban Design

The policies of Section 3.4.1 – Urban Design, relate to the built form and physical design of communities. The OP states:

It shall be the policy of the City that:

2. Through the review of development proposals requiring a Planning Act application, the City:

- i. Shall ensure that new development is designed in keeping with the traditional character of the City in a manner that both preserves their traditional community image and enhances their sense of place within the City;*
- ii. Shall promote efficient and cost-effective development design patterns that minimize land consumption while providing for safe and efficient municipal services.*

9. The City shall require that infill developments or redevelopment be compatible with the established character of the immediate neighbourhood, particularly in terms of building height, massing, landscaping and setbacks. New building(s) should achieve a complementary design relationship to surrounding buildings while accommodating a diversity of architectural styles, built forms, building materials, landscaping and colours.

The proposed development maintains the traditional character of the City by maintaining the permitted height in the Zoning By-law, and providing setbacks, soft landscaping, and using construction materials that blend in with the surrounding character. Introducing 10 units to a vacant residential designated lot represents efficient and cost-effective development and minimizes land consumption while providing for safe and efficient municipal services.

18. The City shall require municipal addressing to be clearly displayed in order to facilitate response by emergency services.

Municipal addressing will be clearly displayed.

20. The City shall review the design and layout of parking areas and service areas in accordance with the policies of this Plan. In general, parking and service areas should be designed as follows:

- i. The placement and design of garages should de-emphasize their appearance on the street*

The parking areas are provided approximately 50 metres from the frontage, nested on their side of the private driveway. Their appearance will not be emphasized on the street.

5.3.5 Housing Policies

Section 3.5.1.1 – Supply of Land for Housing, states:

It shall be the policy of the City that:

1. At all times, the City shall maintain the ability to accommodate residential growth for a minimum of 15 years through intensification and infill development and land which is designated and available for residential development. Additionally, the City shall ensure that where new development is to occur, land with servicing capacity is available to provide at least a 3 year supply of residential units in draft approved and registered plans, or in cases of residential intensification and redevelopment, land appropriated zoned in the Zoning By-law and available for development or redevelopment.

2. The City shall ensure that a full range of housing types and densities are provided to meet the anticipated demand and demographic change. All forms of housing required to meet the social, health and well-being of current and future residents, including those with special needs shall be supported. Shared housing is supported throughout the City's Neighbourhood Areas and Neighbourhood Development Areas.

The proposed development is infill intensification on land which is designated and available for residential development with servicing capacity. It introduces ten townhouse dwellings which contribute to a full range of housing types and densities.

Section 3.5.1.2 – Affordable Housing

It shall be the policy of the City that:

- 1. The provision of housing that is affordable and accessible to low and moderate income households shall be a priority.*
- 4. The City shall encourage the provision of affordable housing through:*
 - i. supporting increased residential densities in appropriate locations and a full range of housing types, adequate land supply, redevelopment and residential intensification, where practical.*
 - iii. Supporting the reduction of housing costs by streamlining the development approvals process;*

8. The City shall develop zoning provisions that are sufficiently flexible to permit a broad and varied range of housing forms, types, sizes and tenures, except in locations serviced by individual or communal sewage disposal systems.

Rental units typically provide lower-cost, lower barrier and more flexible housing options, which may support the provision of housing that is affordable to low and moderate income households. The owner intends to rent these units at market rate, making them accessible to moderate income households. This proposal directs residential density to an appropriate location. This application is seeking a ZBA to rezone the subject lands to the R4 zone with a site specific exception related to frontage.

5.3.6 Land Use Designation Policies: Neighbourhood Area

The subject lands are within a Neighbourhood Area, as per Schedule 1 of the Official Plan (see Figure 8).

Section 4.3.2 – Permitted uses, states:

1. Low-density residential uses shall be permitted.
3. Medium density residential uses shall be permitted including triplex dwellings, fourplex dwellings, row or block townhouse dwellings, converted dwellings containing more than two dwelling units, and small-scale apartments, subject to the medium density policies of Section 4.3.3.1.

The proposed development is a group of ten townhouse dwellings.

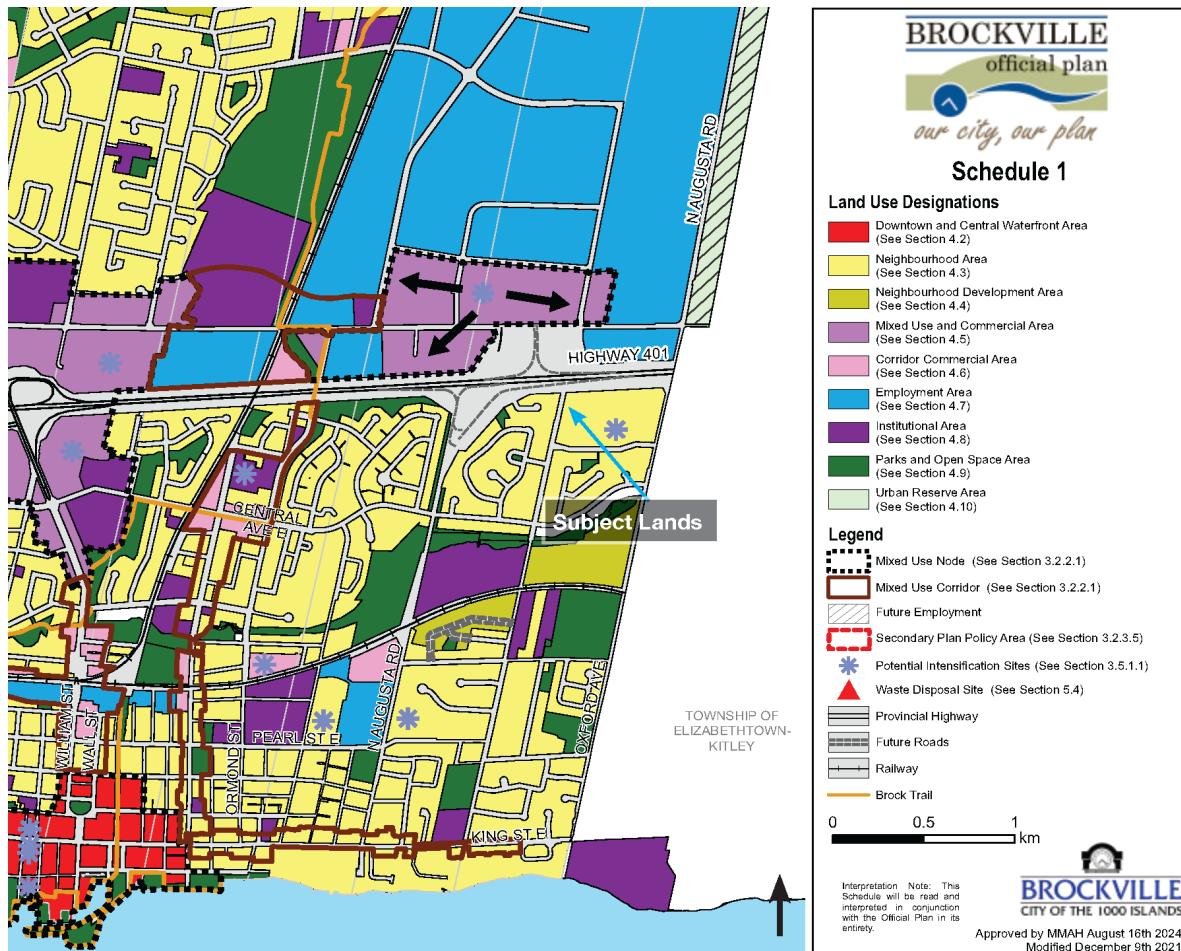


Figure 8: Official Plan Schedule 1, Land Use Designation

Section 4.3.3 – Land Use & Built Form Policies

It shall be the policy of the City that:

1. Medium density residential uses shall be subject to the following criteria:
 - i. The density, height and character of the development shall be compatible with adjacent uses;

- v. *The watermains, sanitary sewers, and stormwater management facilities shall be capable of accommodating the development, or the proponent shall commit to upgrading services at no cost to the City;*
- vi. *The development is adequately serviced by parks and school facilities;*
- vii. *The development shall be designed and landscaped, and buffering shall be provided to ensure that the visual impact of the development on adjacent uses is minimized;*
- viii. *All required parking shall be provided on site, and cash-in-lieu of parking in accordance with the policies of Section 5.2.3 of this Plan, shall not be accepted by the City.*

The density, height and character of the development is compatible with adjacent uses, as noted throughout this report. The subject lands have municipal servicing and is adequately serviced by parks and school facilities. Buffering and landscaping is provided. All required parking is provided on site.

It is our professional planning opinion that the proposed development conforms to the City of Brockville Official Plan.

5.4 Current and Proposed Zoning

The subject lands are zoned R2 – Single Detached Residential in the City of Brockville Zoning By-law 050-2014, as amended (see Figure 9). The following table assess the existing and proposed zoning compliance for the retained and severed lands.

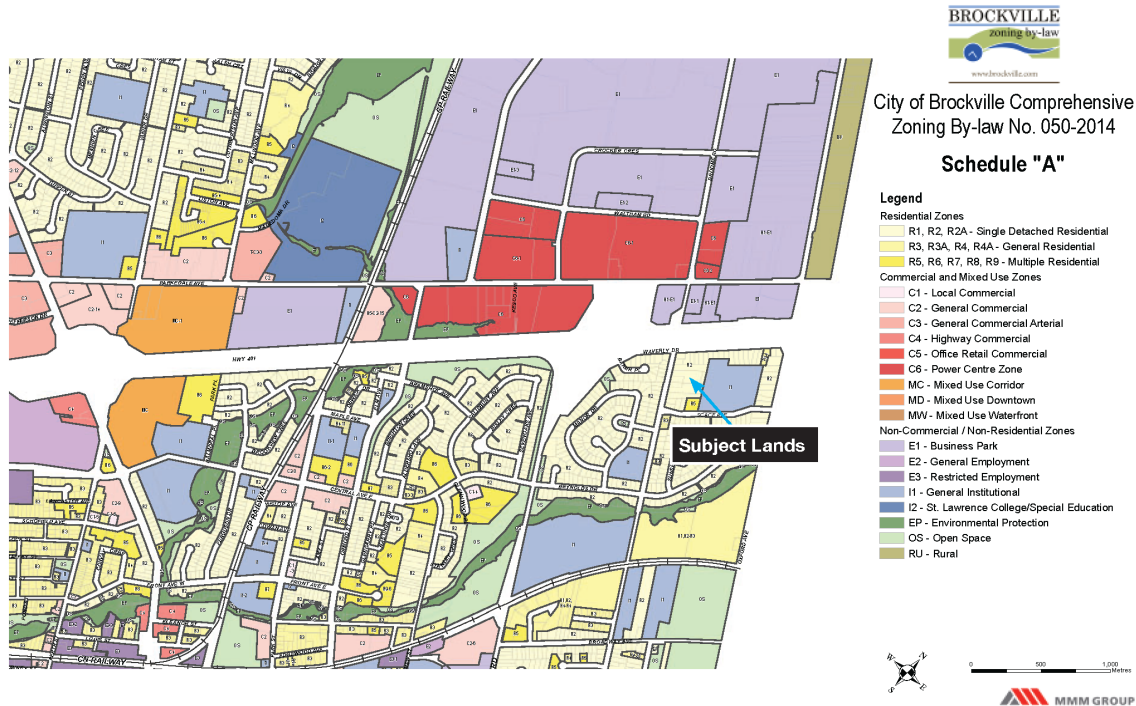


Figure 9: Zoning By-law Schedule A

The purpose of this ZBA is to re-zone the retained portion of the subject lands from Single Detached Residential (R2) to a new site-specific General Residential exception (R4-X). The R4 zone has been chosen to permit the group of townhouse dwellings on the subject lands. The proposed exception X will permit a frontage of 8.89 m where 30.0 m is required. The severed lands will remain R2 – Single Detached Residential. No buildings are proposed at this time.

The following table assess the existing and proposed zoning compliance for the retained and severed lands.

Retained Lands – 371 1st Avenue, Brockville

Provision	Requirement	Proposed	Amendment Required?
Residential - General R4 (Section 5.0)			
Table 5.1: Uses Permitted in Residential Zones			
Permitted Uses	Single-Detached Dwelling, Linked Dwelling, Semi-detached dwelling, Duplex Dwelling, Triplex Dwelling, Townhouse Dwelling (Street), Townhouse Dwelling, Maisonette Dwelling	Triplex, Townhouse dwelling	No

Provision	Requirement	Proposed	Amendment Required?
Table 5.2(b): Lot and Building Requirements for Residential – General Zones			
Min. Lot Frontage	Triplex Dwelling: 21.5 m or in accordance with Street Townhouse provisions where separated by vertical walls Townhouse Dwelling: 30.0 m	8.89 m	Yes
Min. Lot Area	Triplex Dwelling: 600.0m ² or in accordance with Street Townhouse provisions where separated by vertical walls Townhouse Dwelling: 180 m ² per unit	5489 m ²	No
Min. Front Yard	6.0 m	>46	No
Min. Interior Side Yard	1.2 m	4.0 m	No
Min. Rear Yard	7.5 m	7.5 m	No
Min. Landscaped Open Space	30%	48%	No
Maximum Height	10.5 m	One Storey, to comply	No
5.2(b) (2)	An interior side yard shall not be required where dwelling units share a common wall.	To comply	No
General Provisions (Section 3)			
Accessory uses and Accessory Buildings (3.3)	a) Location Except as otherwise provided herein, no person shall erect or locate an accessory building, structure or use in a required front yard or exterior side yard.	Garage located in interior side yard	No
	iii) Except as otherwise provided herein, no person shall erect or locate a detached private garage or other accessory building: 1. in any yard other than an interior side or rear yard; 2. without maintaining a minimum setback of 1.2 metres from any side or rear lot line; 3. closer to a street line than the minimum setback required for a main building on the same lot, or in the case of a detached private garage, not less than 5.5 metres to a street line; or	1. Interior Side Yard 2. 4 m from side lot line, >1.2 m from rear lot line 3. N/A 4. No	No

Provision	Requirement	Proposed	Amendment Required?
	4. so as to interrupt or encroach into a required planting strip.		
	iv) No person shall erect or locate an accessory building less than 1.2 metres from any main building	6.63 m from main building	No
Table 3.34 (a) Parking Requirements for Residential Uses			
Parking Area Requirements (3.34)	Rental or Condominium Townhouse Dwelling: 1.5 spaces per dwelling unit 15	22 spaces + 2 visitor	No

Severed Lands – Address to be determined

Provision	Requirement	Proposed	Amendment Required?
Residential - General R2 (Section 5.0)			
Table 5.2(a): Lot and Building Requirements for Residential – Single Zones			
Min. Lot Frontage	14.0 m interior lots 17.0 m exterior lots	14.0 m	No
Min. Lot Area	425 m ²		No

To facilitate the proposed development, a ZBA is required to permit townhouse units. One site specific amendment is proposed to reduce the frontage requirement to 8.89 m from 30.0 m. The proposed reduced frontage is justified based on provincial and municipal policy direction that encourages intensification, efficient land use, and expanded housing options. Townhouse developments are recognized across Ontario as key forms of gentle density that can be appropriately integrated within residentially designated areas. The reduction in frontage will allow for the development to move forward while severing Part 2.

6.0 Conclusion

This report has been prepared in support of the Consent and Zoning By-law Amendment application for 371 First Avenue in the City of Brockville. The subject lands are an irregularly shaped parcel designated Neighbourhood Area in the City's Official Plan and currently zoned R2 – Single Residential.

The proposed severance will create a new lot (Part 2) which is compliant with the Zoning By-law. The retained lands (Part 1) is seeking a Zoning By-law Amendment to rezone the retained lands from R2 to a site-specific R4-X zone to permit a ten-unit townhouse development with reduced frontage.

The proposed development consists of a three-building townhouse development containing a total of ten one-storey units with a total of 1655.9 m² building area. A private 7-metre driveway runs through the centre of the site, providing access to all buildings. A 90-m fire access route goes along the driveway.

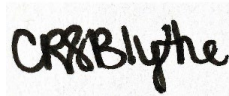
The Consent and ZBA applications have been informed by a pre-consultation meeting with City staff and are accompanied by the required submission materials, including this Planning Justification Report, Servicing Report, and Stormwater Brief. The subject ZBA is appropriate for the subject lands and will facilitate residential infill intensification on a vacant lot in a designated, municipally serviced area.

It is our professional opinion that the proposed development represents good land use planning, is consistent with the PPS, conforms to the OP and generally complies with the intent of the Zoning By-law. Should you require any additional information, please do not hesitate to contact the undersigned at 613.542.5454 x238 or 416.789.4530 x 115.

Respectfully,



Jacob Bolduc, MCIP RPP
Associate
Fotenn Planning + Design



Claire Stevenson-Blythe, MCIP RPP
Planner
Fotenn Planning + Design

Appendix A

Proposed Zoning By-law Amendment

THE CORPORATION OF THE CITY OF BROCKVILLE Bylaw No. XX-2026

Bylaw to Amend City of Brockville Zoning Bylaw 050-2014
Lots 39 & 40 and Part Lot 41, Registered Plan 324, City of Brockville
371 First Avenue

Whereas the Council for the Corporation of the City of Brockville, on the 10th day of June 2014, adopted the City of Brockville Zoning By-law 050-2014; and

Whereas the Council of the Corporation of the City of Brockville deems it expedient to amend said Zoning By-law 50-2014.

Now Therefore the Council of the Corporation of the City of Brockville Hereby Enacts as Follows:

THAT Bylaw 050-2014 be amended as follows:

1. That Schedule A – Zoning Map, City is amended by rezoning the property at 371 First Avenue to Residential Zone 4 with exception (R4-X), as shown on Schedule 1 attached.
2. By adding the following exception to Section 5.3 Residential Special Exception Zones:
 - a. Despite anything to the contrary in this Bylaw, on the lands zoned R4-X, the following provisions apply to the lands subject to this Exception:
 - i. The minimum required frontage is 8.89 metres.
3. That this Bylaw shall come into force in accordance with the provisions of the *Planning Act*.

SCHEDULE 1 – Amendment to Schedule A – Zoning Map

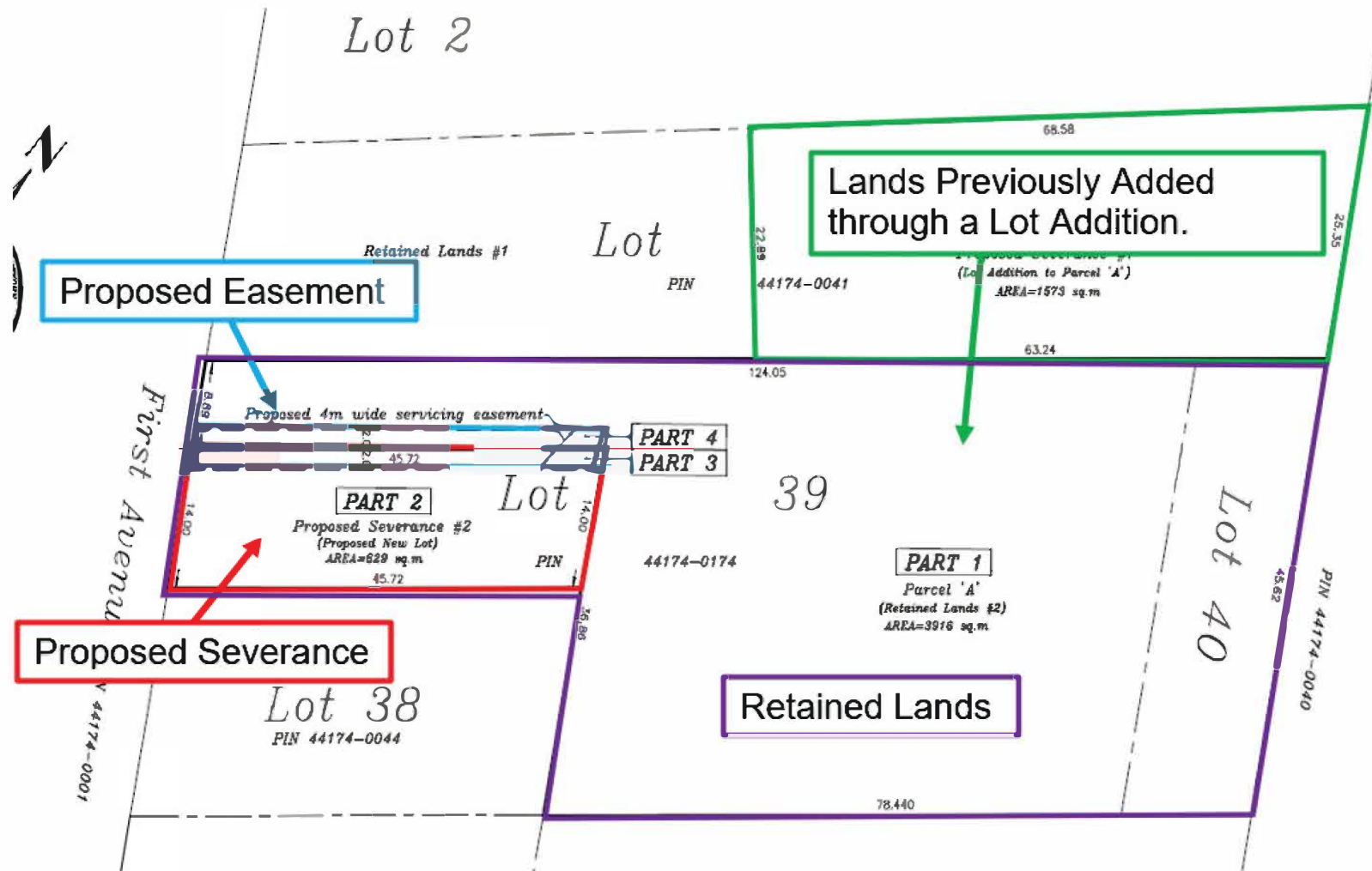


Lands to be rezoned from R2 to R4-X

ATTACHMENT 4



**371 First Avenue – Proposed Severance and Easement
Drawing Provided by the applicant.**



ATTACHMENT 5

ATTACHMENT 6



City of Brockville

Planning and Development Committee - Public Planning Meeting

Minutes

6:00 PM - Tuesday, April 7, 2026

City Hall, Council Chambers

The Planning and Development Committee - Public Planning Meeting was called to order on Tuesday, April 7, 2026, at 6:00 PM, in the City Hall, Council Chambers, with the following present:

Members	Chair Mike Kalivas, Member Art Koolwine, Councillor Nathalie Lavergne, and Councillor Cameron Wales
Present:	
Regrets:	Councillor Jeff Earle and Mayor Matt Wren
Staff:	Andrew McGinnis, Chief Planning Officer, Sandra MacDonald, City Manager, Sebastian Scott, Chief Building Official, and Sheena Earl, City Clerk

Land Acknowledgement Statement

Purpose of a Public Meeting

The Chair announced the Planning and Development Committee is conducting a Public Meeting under the Planning Act with respect to a proposed Zoning By-law Amendment and Application for Consent for 371 First Avenue.

Andrew McGinnis, Chief Planning Officer, stated that notice of the Public Meeting was advertised on the city's website on March 5, 2026, sent to property owners within 120 meters of the subject property, and signs were placed on the property. A. McGinnis noted that internal and external departments and agencies were solicited for comments, as well.

The Chair stated that any persons wishing to receive a copy of the minutes of the public meeting, a copy of the report related to the proposed amendments or wish to be notified of the decision respecting the proposed amendments, should indicate their full name, address, postal code and contact number and emails on the relevant "Request for Information" sheet at the back of the room prior to leaving the meeting. He said that if a person or public body does not make oral submissions at the public meeting or make written submissions to the City of Brockville before a decision is granted respecting the proposed amendment, the person or public body may not be entitled to appeal the decision of the City of Brockville to the Ontario Land Tribunal, unless, in the opinion of the tribunal, there are reasonable grounds to do so.

Planning and Development Committee - Public Planning Meeting Minutes
April 7, 2026

Public Meeting Reports

1. 2026-36
Proposed Zoning By-law Amendment and Application for Consent
371 First Avenue

Moved by: Member Koolwine

Seconded by: Councillor Wales

THAT Report 2026-36 be received.

CARRIED

A. McGinnis reviewed the application and associated staff report.

J. Bolduc of Fontenn Planning + Design, acting on behalf of 2721112 Ontario Limited, spoke to the Committee regarding the application.

Chair Kalivas asked if anyone wished to speak in favour of the application. No one spoke in favour of the application.

Chair Kalivas asked if anyone would like to speak in opposition to the application. No one spoke in opposition of the application.

Meg Wheeler, of 27 Scace Avenue, Brockville, K6V 2A3 asked if there is any concern from emergency services about the proposed single access point. A. McGinnis responded that emergency water service is addressed during the building permit process. The applicant noted that the servicing report includes the establishment of a hydrant at the site.

Chair Kalivas concluded the public meeting and reminded persons wishing to receive information about the application to complete the request for information sheet at the back of the room prior to leaving. He said staff will prepare a report for consideration by the Planning and Development Committee at future meeting and the Committee will make a recommendation to Council.

Planning and Development Committee - Public Planning Meeting Minutes
April 7, 2026

Adjournment

Moved by: Councillor Lavergne
Seconded by: Councillor Wales

THAT the Public meeting of the Planning and Development Committee adjourn
until the next meeting.

CARRIED

The meeting adjourned at 6:23 pm.