

**Meeting Date:** August 8, 2023  
**Department:** Building, By-law and Planning  
**Report No.:** BBP-2023-90  
**Submitted by:** Tim Williams, Senior Planner  
**Approved by:** Jennifer Huff, Director, Building and Planning  
William (Bill) Dakin, Director IT/Finance-Treasurer -Acting CAO  
**SUBJECT:** Application for Official Plan and Zoning By-law Amendment  
599 Albert Street  
Owner: Debaski Inc. (c/o Klaud Czeslawski)  
Agent: Monteith Brown Planning Consultants Inc. (c/o Jay McGuffin)

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**RECOMMENDATION:** THAT: The subject report BBP-2023-90 for OPA 2-2023 and ZBA 4-2023 be received for information.

## SUMMARY HIGHLIGHTS

- This is an information report that provides background for the statutory public meeting and seeks comments from the public and Council. The proposal may then be amended to address comments before a planning evaluation report is presented to Council.
- The application proposes to develop a four storey apartment building with a total of 85 dwelling units with private driveways and access to Albert Street and driveway to Strathmere Lodge.
- The application for Official Plan amendment seeks to redesignate the property from “Community Facility” to “Residential”. The application for zoning by-law amendment seeks to amend the zoning for the subject lands from “Institutional (I) zone” to a site specific “High Density (R3-#) zone”. The site-specific zone provisions would recognize the proposed tenant parking rate, the coverage of the parking area, parking aisle width, number of accessible parking spaces, common amenity area definition, front-yard setback and density/lot area.

## STRATEGIC PLAN ALIGNMENT

This matter is in accord with the following strategic priorities:

- 1) *Economic Development:* Strathroy-Caradoc will have a diverse tax base and be a place that offers a variety of economic opportunities to current and prospective residents and businesses.
- 2) *Growth Management:* Strathroy-Caradoc will be an inclusive community where growth is managed to accommodate a range of needs and optimize municipal resources.
- 3) *Destination Building:* Strathroy-Caradoc will provide distinct experiences that celebrate its past and future by prioritizing innovative new ideas that set the community apart.

## **PURPOSE**

The purpose of the subject official plan and zoning by-law amendment application are to facilitate the development of this property with four storey apartment building with 85 units with a private driveway and 102 parking space split between visitor and tenant parking.

## **BACKGROUND**

The property is 7880.0 m<sup>2</sup> (1.95 ac) in size and located on the north side of Albert Street. The property was previously severed from the Strathmere Lodge Long Term Care facility lands (603 Albert Street). The lands are currently vacant. To the north is Strathmere Lodge and beyond this is Trillium Village Long Term Care facility. To the east are single detached dwellings that front on to Dominion Street. To the south are a collection of uses including industrial and residential land uses including an industrial building and contractor yard as well as three and half storey residential apartments. To the west is the entrance to Strathmere Lodge and as well as additional single detached homes beyond this.

From a servicing perspective, municipal water and sanitary service exist along Albert Street.

The applications for Official Plan and Zoning By-law amendments were made on February 2, 2023. The applications was deemed complete on July 12, 2023. In addition to the application form, the submission included the following supporting documents:

- Planning Justification Report, provided by Monteith Brown Consultants, dated January 2023.
- Functional Servicing Report, provided by MTE Consultants, dated February 9, 2022.
- Site Plan provided by A+Link Architecture Inc., - March 2, 2022.

The proposal included 85 dwelling units with 102 parking spaces and a flat roof building with a height of 14.0 m with 4 floors above grade. The 102 parking spaces include 13 visitor parking spaces (0.15 spaces per unit) and 89 tenant parking spaces (1.05 spaces per unit). The amenity space will be provided in part outside with the remaining space provided indoors. The building will address Albert Street with an entrance in the midway along the building elevation. A secondary access for the parking lot is found at the rear of the building also midway along the elevation.

The site plan is included as an attachment to this report.

The official plan amendment application is submitted to redesignate the property from Community Facility to 'Residential'. The rezoning application is proposing to rezone from 'Institutional (I) zone' to

site-specific 'High Density Residential (R3-#) zone'. The site-specific zoning provisions would establish the following site specific provisions:

- 1) Minimum Parking rate of 1.05 spaces per unit (89 spaces) whereas 1.25 parking spaces is required (107);
- 2) Maximum Density of 108 units per ha whereas 78 units per ha is permitted;
- 3) Maximum Lot Coverage for parking 35.4% (2789.52m<sup>2</sup>) whereas 25% (1970 m<sup>2</sup>) is permitted;
- 4) Minimum setback to centerline of the road 20 m whereas 38 m is required;
- 5) Minimum of 2 accessible parking Type A and B (each) whereas 3 Type A and B spaces (each) are required;
- 6) Redefining Amenity area to include additional locations including indoor space.

## **POLICY AND REGULATION BACKGROUND**

The subject lands are located within a fully serviced Settlement Area as per the definitions of the Provincial Policy Statement and the County of Middlesex Official Plan. The lands are designated "Community Facility" under the Strathroy-Caradoc Official Plan and within the 'Institutional (I) Zone' pursuant to the Strathroy-Caradoc Zoning By-law.

### Planning Act

Under Section 3 of the Planning Act, where a municipality is exercising its authority affecting a planning matter, such decisions, "shall be consistent with" all policy statements issued under the Act.

Section 36 (1) of the Planning Act, provides for Council to pass a holding symbol "H" in conjunction with any use designation to limit the uses on the property until such time in the future as the holding symbol is removed by amendment to the by-law.

### Provincial Policy Statement (2020)

The PPS provides policy direction on matters of provincial interest related to land use planning and development.

Section 1.1.1 establishes that healthy, liveable, and safe communities are sustained by accommodating an appropriate range and mix of residential housing (including additional units, affordable housing, and housing for older persons) to meet long-term needs and promotes cost-effective development that minimizes land consumption and servicing costs.

Section 1.1.3.1 states that settlement areas will be the focus of growth. Land use patterns within settlement areas shall be based on:

- Densities and a mix of land uses which are appropriate for, and efficiently use, the infrastructure and public service facilities which are planning or available;
- Support active transportation;
- Efficiently use land and resources; and,

- A range of uses and opportunities for intensification and redevelopment in accordance with the criteria of Policy 1.1.3.3, where this can be accommodated.

Section 1.4 and 1.5 of the PPS identifies that planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents as well as promoting the creation of healthy, active communities by encouraging pedestrian connections.

Section 1.6.6 of the PPS outlines the hierarchy for sewage and water services and establishes that municipal water and sewage services are the preferred form of servicing for development areas to support protection of the environment and minimize potential risks to human health and safety.

### Middlesex County Official Plan

The subject lands are designated 'Settlement Areas (Urban and Community)' according to *Schedule A: Land Use*, as contained within the County of Middlesex Official Plan. The Minister has approved Amendment No. 3 to the County official plan on July 7, 2023. The purpose of the Amendment was to update the Official Plan to ensure that the land use planning policies are current, reflect Provincial legislation and policy, have regard for matters of Provincial interest and any guideline documents, are consistent with the Provincial Policy Statement (PPS), and reflect changing community needs for the next 25-years. The below review of policy includes the newly approved Official Plan policies.

Section 2.3.7 of the Middlesex County Official Plan identifies that the County encourages a wide variety of housing by type, size, and tenure to meet projected demographic needs and market requirements of current and future residents of the County, and further, that the County will support intensification and redevelopment within settlement areas where an appropriate level of services are, or will be, available to service the lands, and further, that 15 percent of all development occur by intensification and redevelopment.

Section 2.4.5 states that the County shall encourage development on municipal water and sanitary systems.

Section 3.2.2 directs that settlement areas shall development in a manner that is phased, compact, and does not result in a strip pattern of development. Further, development is to complement the positive elements of the existing built form in an effort to preserve the historic character of the area.

### Strathroy-Caradoc Official Plan

The subject lands are designated 'Settlement Area' and 'Community Facilities' according to *Schedule A: Structure Plan* and *Schedule B: Land Use & Transportation Plan*, respectively. Given the request is to redesignate to 'Residential' this policy review has included these policies below. The Strathroy Caradoc Official Plan has also been updated through OPA 14 this year however it has not received approval from County. This had been on hold until after the Province approves the County Official Plan

however that approval was received on July 7, 2023. The purpose of Official Plan Amendment 14 is to update the Official Plan to ensure that the land use planning policies are current, reflect Provincial legislation and policy, have regard for matters of Provincial interest and any guideline documents, are consistent with the Provincial Policy Statement (PPS), and reflect changing community needs for the next 25-years. The changes in OPA 14 to the residential designation do not materially change the impact of the policies applicable to this application. An additional note relating to each of the policies below has been included to provide detail to some of the changes as a result of OPA 14.

Section 2.4.1 encourages the provision of a wide variety of housing types with greater densities within the settlement area. The residential intensification and redevelopment is encouraged where compatible with existing development and infrastructure is appropriate. OPA 14 encourages development intensification where amenities are available rather than being compatible with existing development.

Section 2.4.6 establishes that residential intensification shall be encouraged in settlement areas where it is complementary to, and compatible with, the nature, scale, design, and general character of neighbouring development, and where municipal services and facilities are capable of accommodating the development. Where residential intensification is proposed, it shall keep with the character of the area and not adversely affect neighbourhood stability. OPA 14 does not require the compatibility of the development, be only complementary with the neighbouring development.

Section 3.2 outlines the goal of maintaining adequate supply of housing, more specifically dwelling types, tenure and affordability. The section also has the objective to maintain the essential qualities of privacy, quiet enjoyment, public health and safety, and land use compatibility in residential areas. OPA 14 has modified this to focus on land use compatibility in neighbourhoods.

Section 3.3.4 provides policies for lands designated 'Residential' and identifies that primary uses include residential purposes including a range of housing types and densities from single detached dwellings to high-rise apartment buildings. Secondary uses may be permitted that are complementary to, and compatible with the area, serve the neighbourhood needs, and do not detract from the predominantly residential nature, such as neighbourhood parks. OPA 14 does not substantially modify this direction.

Section 3.3.4.6 further details the policies related to the high density development. High density development (e.g. greater than 3 storeys) shall be in keeping with the general scale and character of the town and shall be considered based on a set of criteria that includes buffering, proximity to the downtown, access to an arterial road, adequacy of municipal infrastructure, maximum height and density from Zoning By-law, site design, and energy efficiency. OPA 14 modifies this section to relate the development to density rather than number of storeys and adds adequate parking, recreational facilities, active transportation, visual interest, and safety as additional considerations.

Residential intensification within Strathroy is specifically addressed in Section 3.3.4.7, which identifies that residential intensification in existing developed areas is considered desirable to make efficient use of underutilized lands and infrastructure. This is subject to evaluation and conditions, as necessary, to

ensure that the development is in keeping with the established residential character and is appropriate in terms of height, lot fabric, building design, dwelling types, and parking, and where appropriate services are available. OPA 14 focuses on having 15% of development to be in the form of residential intensification and mix of housing options.

Section 3.3.5.1 reviews the primary uses in a 'Community Facilities' designation including, educational, recreational or institutional in nature and serve the entire community. Generally being large scale and high vehicular traffic generators so sites are best suited for arterial roads. Section 3.3.5.2 reviews the secondary uses which include schools, places of worship, and parks. OPA 14 combines primary and secondary uses but continues with same intent of the uses permitted in this designation.

The development criteria is outlined in section 3.3.5.3 policy and includes; a) readily visible and easily accessible sites, b) proximate access to an arterial or collector road, c) adequate on-site parking, and d) compatibility with adjacent land uses. OPA 14 has expanded the policies to include adequate services, buffering, and appropriate lot frontage, depth and size.

Strathroy-Caradoc Zoning By-Law No. 43-08

With respect to the Zoning By-law Amendment, the applicant has submitted a zone change application to rezone the property to be within the Strathroy-Caradoc zoning by-law and within a site specific 'High Density Residential (R3-#) Zone'

Section 3.3 of the zoning by-law outlines different holding provisions limit the use of the land until such time as the conditions of the hold is/are lifted. The H-2 holding provision ensures the orderly development of the lands, the "H-2" symbol shall not be removed until a site plan agreement for the subject lands has been entered into with and to the satisfaction of the Municipality addressing the issues identified under Section 41 of the Planning Act.

The 'R3' zone is intended for lands within Strathroy that are designated 'Residential' in the Strathroy-Caradoc Official Plan and permits a range of higher density residential uses, such as multiple unit dwellings, apartment buildings, townhouses, long term care facilities. The following chart identifies the zoning provision applicable to the R3 zone as well as the zoning statistics for the proposal. Bold numbers below indicate provisions that do not meet the zoning standards.

Provision	High Density Residential (R3) Zone	Proposed
Lot Frontage (min)	30 m	132.0 m
<b>Lot Area (min)</b>	<b>130 m<sup>2</sup> per unit (11,050 m<sup>2</sup>) (61 uph)</b>	<b>60.6 m<sup>2</sup> per unit (7,880.0 m<sup>2</sup>) (108 uph)</b>
Front Yard Depth (min)	4.5 m	6.512 m
Centre Line of Road Setback (min)	38m	
Side Yard Width (min)	3 m	5.7 m (western) 28.9 m (eastern)

Rear Yard Depth (min)	15 m	26.89 m
Lot Coverage (max)	N/A	31.6%
Landscaped Open Space (min)	20%	32.9%
Outdoor Common Amenity Area (min)	20 m <sup>2</sup> per unit (1700 m <sup>2</sup> )	20m <sup>2</sup> per unit (1700 m <sup>2</sup> )
<b>Parking Coverage (max)</b>	<b>25%</b>	<b>35.4%</b>
Parking to location	None in front or exterior side yards	0 spaces
Parking, aisle or driveway	Not permitted between building and street line	Not proposed between building and street line
<b>Parking</b>	<b>1.25 parking spaces per unit – tenant = 107</b> 0.15 parking spaces per unit-visitor = 13	<b>1.05 parking spaces per unit –tenant = 89 sp</b>  Res Visitor= 13 sp
Building Height	15 m	14.0 m
Accessible Parking	3 Type ‘A’ 3.4 m by 5.4 3 Type ‘B’ 2.4 m by 5.4	<b>2 Type ‘A’ 3.9 m by 5.4</b> <b>2 Type ‘B’ 2.4 m by 5.4</b>
Parking Space Dimension	2.6 m by 5.4 m	2.6m by 5.4m
Parking aisle width	7.3m	7.3m

- Bolded items represent items that do not comply with the zoning by-law

## CONSULTATION

### Public Meeting

The application has been circulated to agencies and the public in accordance with the requirements of the Planning Act. This included the circulation of the Notice of Public meeting to property owners within 120 metres of the subject application on July 13, 2023.

At the time of writing the subject report the following department and agency comments were received:

Enbridge Gas Inc. requested that as a condition of final approval that the owner/developer provide to them with the necessary easements and/or agreements required for the provision of gas services for the development, in a form satisfactory to them.

Bell Canada have advised that they would require following specific wording to be included in the site plan agreement and any conditions of approval. “The Owner acknowledges and agrees to convey any easement(s) as deemed necessary by Bell Canada to service this new development. The Owner further agrees and acknowledges to convey such easements at no cost to Bell Canada. The Owner agrees that should any conflict arise with existing Bell Canada facilities where a current and valid easement exists within the subject area, the Owner shall be responsible for the relocation of any such facilities or easements at their own cost.”

Thames Valley District School Board has confirmed that TVDSB has no comments regarding the applications at this time.

County Safety and Standards Officer advised that a new proposed Albert Street municipal 911 address for this development (not 599 Albert St) be submitted to the satisfaction of the Municipality of Strathroy-Caradoc in consultation with the County of Middlesex Emergency Services Dept. for approval and is sequential in numbering for existing Albert Street. Once approved the Municipal 911 address shall be posted temporarily and permanently at the Albert Street main entrance to the development and at the secondary entrance off the private roadway that goes to Strathmere Lodge during all stages of construction which shall be required through the development agreement to ensure emergency responders can identify the Municipal 911 address responding from both directions on Albert Street and the secondary entrance from the road allowance. That proposed individual unit numbering of residential dwelling units be submitted to the satisfaction of the Municipality of Strathroy- Caradoc in consultation with the County of Middlesex Emergency Services Dept. for approval. This shall include temporary and permanent unit number signage installation during all stages of construction including prior to approving occupancy for residence which shall be required through the development agreement to ensure emergency responders can easily identify the individual unit numbers during and after the completion of the construction of the facility. That all entrance/exit, service doors have a number posted on the exterior of that applicable door so emergency responders can easily identify that number from a distance and enter that applicable area if a 911 caller states that the emergency is located through that door number. Further consultation can be had with the local fire department if required. That the appropriate infrastructure be in place for connecting to 911 call agency prior to occupancy of any dwelling structure of this entire development.

Director of Engineering and Public Works advised that the peer reviewer will be undertaking water modeling to understand how this development impacts the overall system, the cost for that will be paid by the developer. This will be completed prior to site plan approval where system improvements will be reviewed and secured. The functional servicing report has been reviewed by the Municipality and additional information about future or other development needs to be further documented. This additional information needs to be addressed prior to this matter coming back to Council for consideration.

Director of Planning and Building advised that the Strathroy-Caradoc Strategic Plan 2019-2029 includes, as a key strategy to address the Municipality's housing affordability challenge, the support for the provision of attainable housing options. The dwelling type proposed as part of this application will help address the need in Strathroy for a more diversified housing stock. Also, if any zoning bylaw amendment is brought forward to Council it should include provisions to address the setbacks and height to ensure that the future construction is compatible with the surrounding area and acts as a transition to the commercial corridor to the west. The future site plan approval will need to adequately address the required financial, legal, planning and engineering matters of interest to the Municipality.

The proposal has a density of 108 units per ha which is considered high density so careful consideration of the site plan details (landscaping, parking configuration, turning circles, loading space access, etc)



will be important to the success of this development. The proposal and site is infill development, which requires increased sensitivity to the adjacent uses or permitted uses. The current proposal includes a number of features that will need to be refined during the site plan process such as landscape buffers and alike.

### **SUMMARY AND NEXT STEPS**

The intent of the subject report is to provide Council and the public with information regarding the proposed development, the relevant policies and regulatory context, and to summarize comments received by the public and agencies to date.

A subsequent report will be provided and will include a full policy analysis and responses to comments received related to the zoning by-law amendment application, as well as provide recommendations for Council's consideration.

The Zoning By-law amendment application will receive final consideration by Strathroy Caradoc Council at a future council meeting.

### **FINANCIAL IMPLICATIONS**

None

### **ATTACHMENTS**

Location Map

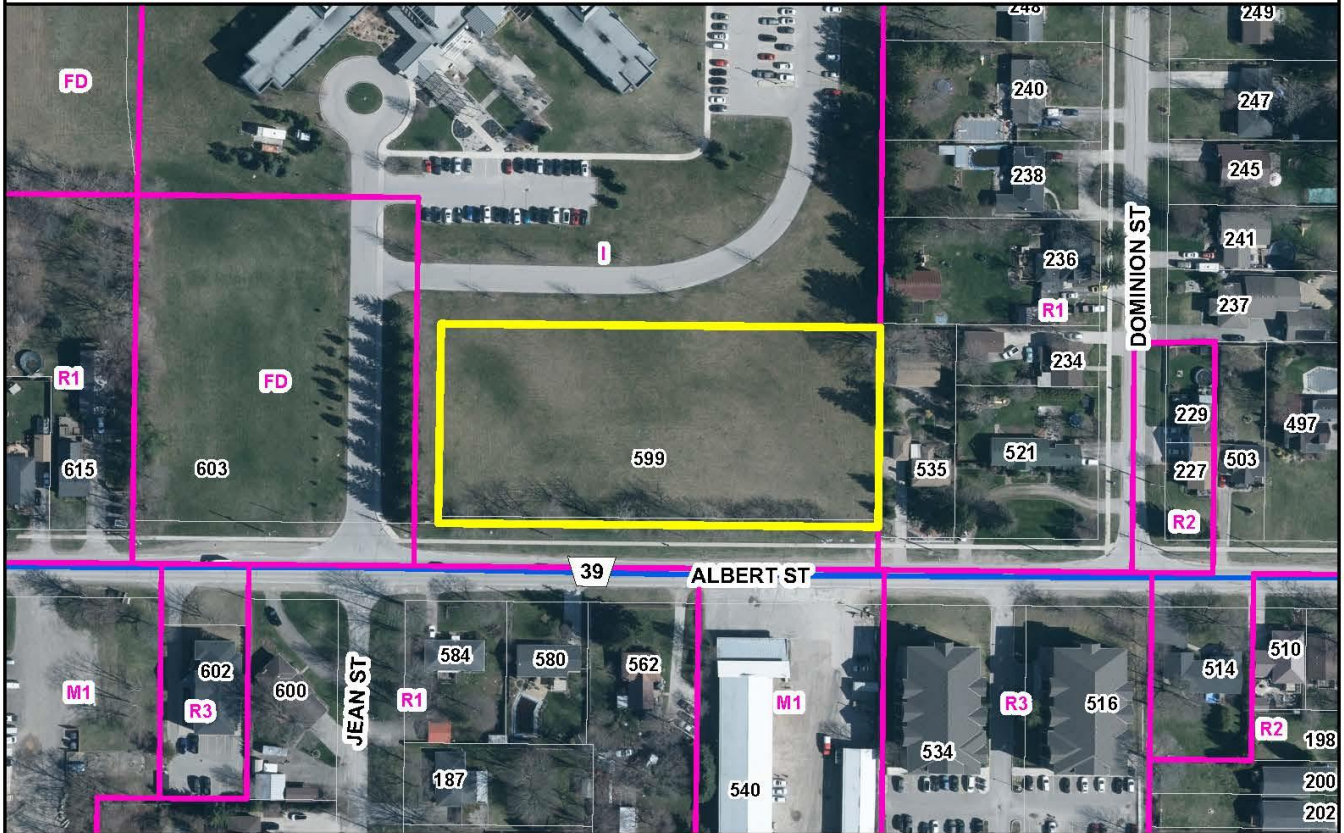
Site Plan

(Include on the agenda – Planning Justification Report, and Functional Servicing Report)


# Location Map



Location Map - Full Extent  
 ZBA 04-2023 & OPA 2-2023: Debaski Inc (c/o Klaud Czeslawski)  
 Agent: Monteith Brown Planning Consultants Inc. (c/o Jay McGuffin)  
 599 Albert Street



## Legend

 Lands to be rezoned from 'Institutional (I) Zone' to 'High Density Residential (R3) Zone' and to be redesignated from 'Community Facility' to 'Residential'

 Zone Boundary

 Parcels

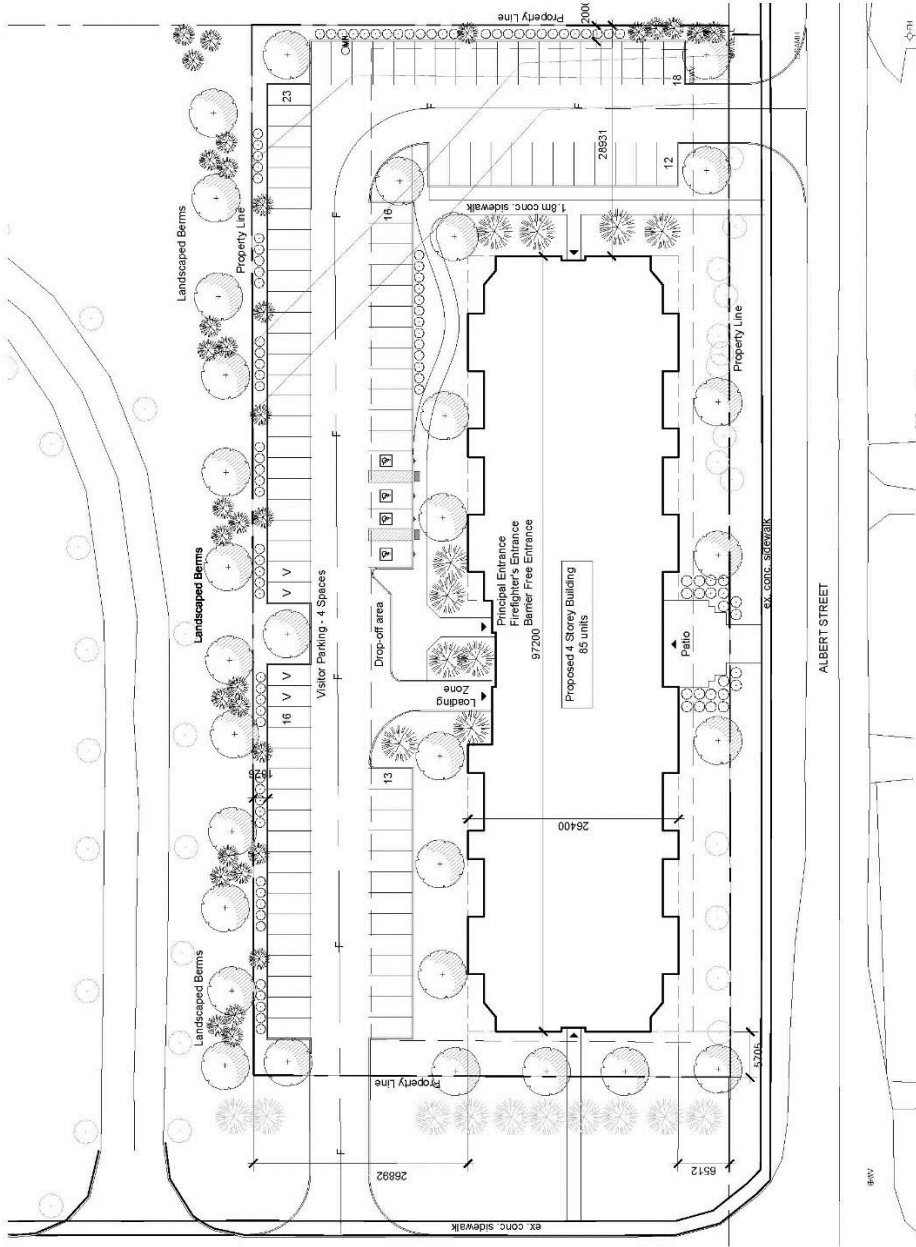
## Road Classification

 Arterial

## Site Plan

**SITE DATA**

<b>GENERAL INFORMATION</b>	
PROJECT ADDRESS	599 ALBERT STREET
USE	MULTI RESIDENTIAL
ZONING	MULTI RESIDENTIAL
<b>LOT DATA</b>	
LOT AREA (M <sup>2</sup> )	1500.00
LOT FRONTAGE (M)	25.00
LOT DEPTH (M)	60.00
LOT AREA (SQ FT)	16245.00
LOT FRONTAGE (FT)	78.74
LOT DEPTH (FT)	200.00
TOTAL	16245.00
<b>PERMITS &amp; REGULATIONS</b>	
PERMIT TYPE	CONSTRUCTION
PERMIT NUMBER	1010001
PERMIT DATE	2024-01-15
PERMIT EXPIRES	2024-07-15
PERMIT STATUS	PENDING
<b>PROPERTY INFORMATION</b>	
OWNER	STRATHMERE HOUSING PROJECT
ADDRESS	599 ALBERT STREET
CITY	OTTAWA
PROVINCE	ONTARIO
POSTAL CODE	K1P 6K7
<b>CONSTRUCTION DATA</b>	
CONSTRUCTION TYPE	CONCRETE
CONSTRUCTION DATE	2024-01-15
CONSTRUCTION STATUS	UNDERWAY
CONSTRUCTION COST	1,200,000.00
CONSTRUCTION TYPE	CONCRETE
CONSTRUCTION DATE	2024-01-15
CONSTRUCTION STATUS	UNDERWAY
CONSTRUCTION COST	1,200,000.00
<b>UTILITIES &amp; SERVICES</b>	
UTILITIES AVAILABLE	WATER, SEWER, GAS, ELECTRICITY
UTILITIES LOCATION	UNDERGROUND
UTILITIES DEPTH	1.00m
UTILITIES DATE	2024-01-15
UTILITIES STATUS	AVAILABLE
<b>ENVIRONMENTAL DATA</b>	
ENVIRONMENTAL TYPE	CONCRETE
ENVIRONMENTAL DATE	2024-01-15
ENVIRONMENTAL STATUS	UNDERWAY
ENVIRONMENTAL COST	1,200,000.00
<b>ADDITIONAL DATA</b>	
ADDITIONAL TYPE	CONCRETE
ADDITIONAL DATE	2024-01-15
ADDITIONAL STATUS	UNDERWAY
ADDITIONAL COST	1,200,000.00



2206  
SK3-1



Site Plan - Option A  
Strathmere Housing Project  
599 Albert Street, Strathroy ON

DATE: 2024-01-15
SCALE: 1:100
PROJECT: STRATHMERE HOUSING PROJECT
DESIGNER: a+LINK ARCHITECTURE INC.
CLIENT: STRATHMERE HOUSING PROJECT
LOCATION: 599 ALBERT STREET, STRATHROY ON
STATUS: UNDERWAY
CONTACT: 613-231-1234