

Planning and Design Report

Southside Construction Management Limited

22226 Adelaide Road
Strathroy-Caradoc



May 16th, 2023



Zelinka Priamo Ltd.
LAND USE PLANNERS

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1.0 INTRODUCTION AND SUMMARY

On behalf of Southside Construction Management Ltd., Zelinka Priamo Ltd. has submitted an application to the Municipality of Strathroy-Caradoc to amend its Zoning By-law to permit the development of the lands known municipally as 22226 Adelaide Road (hereinafter referred to as the 'subject lands') for the development of a drive-through restaurant on the subject lands.

The purpose of this Planning and Design Report is to provide design details and evaluate the proposed Zoning By-Law Amendment Application within the context of existing land use policies and regulations, including the Provincial Policy Statement (2020) and the Strathroy-Caradoc Official Plan (updated 2023).

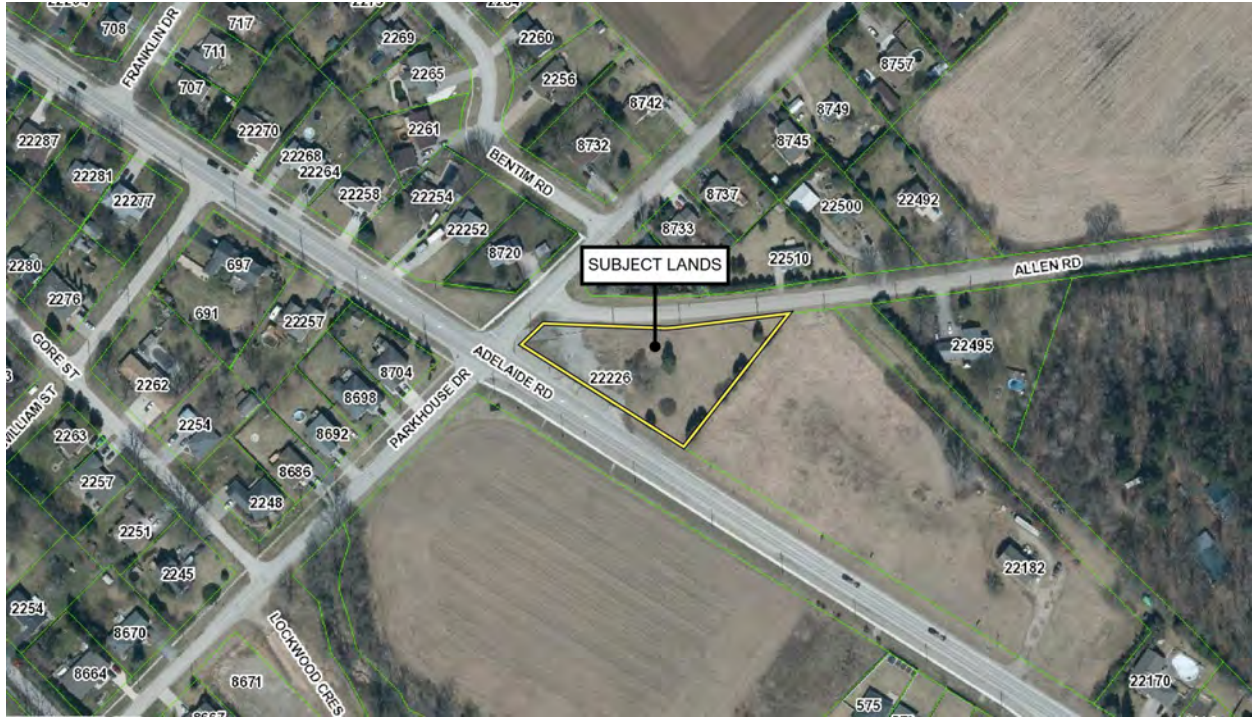
This report concludes that the proposed Zoning By-Law Amendment Application to permit the proposed development is appropriate and desirable for the following reasons:

- The proposed Zoning By-law Amendment is consistent with the policies of the 2020 Provincial Policy Statement;
- The proposed Zoning By-law Amendment is in conformity with the Municipality of Strathroy-Caradoc Official Plan;
- The proposed Zoning By-law Amendment will make efficient use of underutilized lands within an established, built-up area of Strathroy-Caradoc; and,
- The proposed development provides a well-functioning site design and built form that is compatible with, and complementary to, the surrounding land uses.

2.0 SUBJECT LANDS

The subject lands are located on the north side of Adelaide Road, south of Allen Road and east of Parkhouse Drive (Figure 1).

Figure 1: Subject Lands – 22226 Adelaide Road



The subject lands have an area of approximately 4,105m² (44,185ft²) with approximately 92.3m (302.8ft) of frontage onto Adelaide Road. The lands are predominately vacant. There is a small, gravel area located at the westerly corner of the site, where a driveway/parking area used to exist. The subject lands abut vacant land/private open space with mowed lawns to the east; agricultural lands to the south; and, residential lands to the north and west.

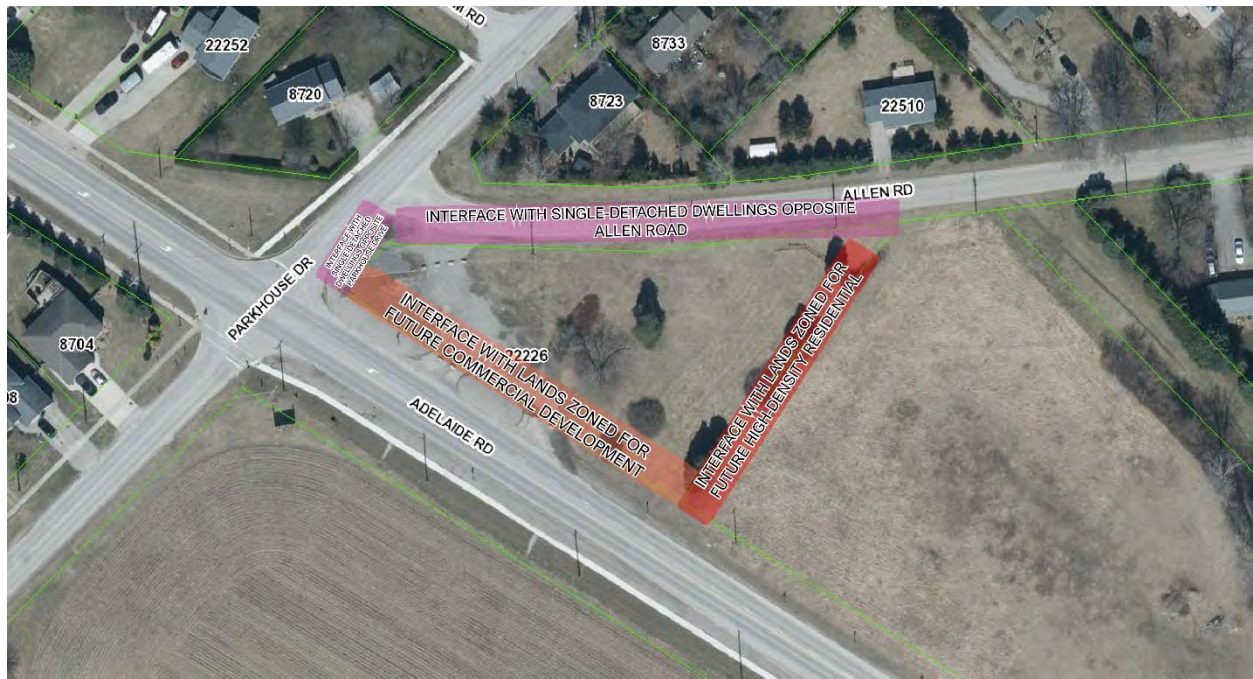
The subject lands are designated “Commercial” on “Schedule ‘F’ – Land Use and Transportation Plan – Mount Brydges” in the Strathroy-Caradoc Official Plan; and, are zoned “Future Development (FD)” in the Strathroy-Caradoc Zoning By-law.

3.0 SURROUNDING CONTEXT AND SPATIAL ANALYSIS

3.1 SITE-SPECIFIC ANALYSIS

Figure 2 below illustrates a Site-Specific Spatial Analysis, which provides information of the immediate context of the subject lands. The subject lands are a corner lot, which has active frontage along Adelaide Road, Allen Road, and Parkhouse Drive. With the boundary line fronting Parkhouse Drive being the shortest, the defined front lot line is Parkhouse Drive, which interfaces with single-detached dwellings opposite Parkhouse Drive. The north side of the property interfaces with single-detached dwellings opposite Allen Road. The lots opposite Allen Road have large evergreen trees along the property lines creating privacy buffers from nearby properties. The rear yard interfaces with a vacant lot that is zoned R3 for future high-density residential. The southerly lot line interfaces with agricultural lands that are zoned C2 for future commercial development.

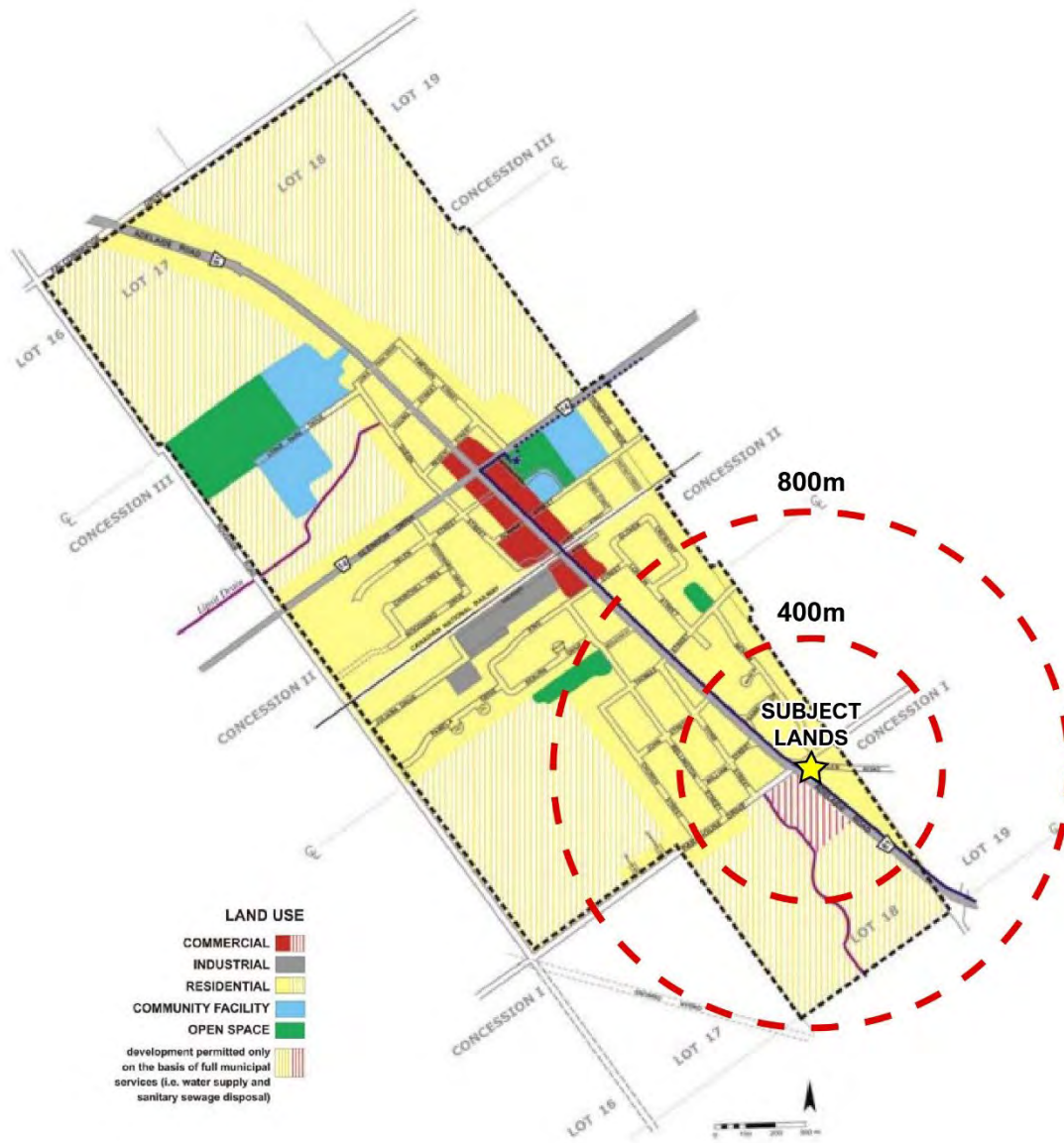
Figure 2: Site-Specific Spatial Analysis



3.2 REGIONAL SPATIAL ANALYSIS

Figure 3 below illustrates the surrounding land uses, as per the Municipality of Strathroy-Caradoc Official Plan, and Figure 4 on the next page illustrates significant landmarks in the surrounding area. Each figure shows a 400m and 800m radius from the subject lands, representing straight line walking distances of approximately 5 minutes and 10 minutes respectively. However, due to sidewalk networks and physical barriers, the radii might not represent exact walking times. Significant landmarks are identified by numbers 1-5.

Figure 3: Regional Spatial Analysis – Land Uses



Land uses within both the 400m and 800m radii primarily consist of “Residential” land uses with “Open Space” and “Commercial” land uses intermixed as well. As shown in Figure 3, the subject lands are located across the street from a large block of future Commercial development that is subject to the future provision of full municipal services. The proposed development on the subject lands would be part of a larger commercial hub on the south end of Mount Brydges.

Figure 4 – Regional Spatial Analysis (Landmarks)



Notable features within 400m and 800m include:

1. Existing Low-density residential – in the form of lots containing single-detached dwellings found to the east and south of the subject lands.
2. Agricultural lands used for cultivation.
3. Lands designated for future high-density residential.
4. Lands designated for future commercial development.
5. Vacant Open/Green Spaces.
6. Green Tree Symbol – Parks found within the radii include: Lioness Park, Optimist Park, Bennett Crescent Park, Mount Brydges Park, and Glover Crescent Park.

3.3 ANALYSIS

In conclusion, the analysis of the surrounding area illustrates that the area is planned to develop into a new commercial hub at the southerly end of Mount Brydges and that the proposed development will help to contribute to the vision for this area.

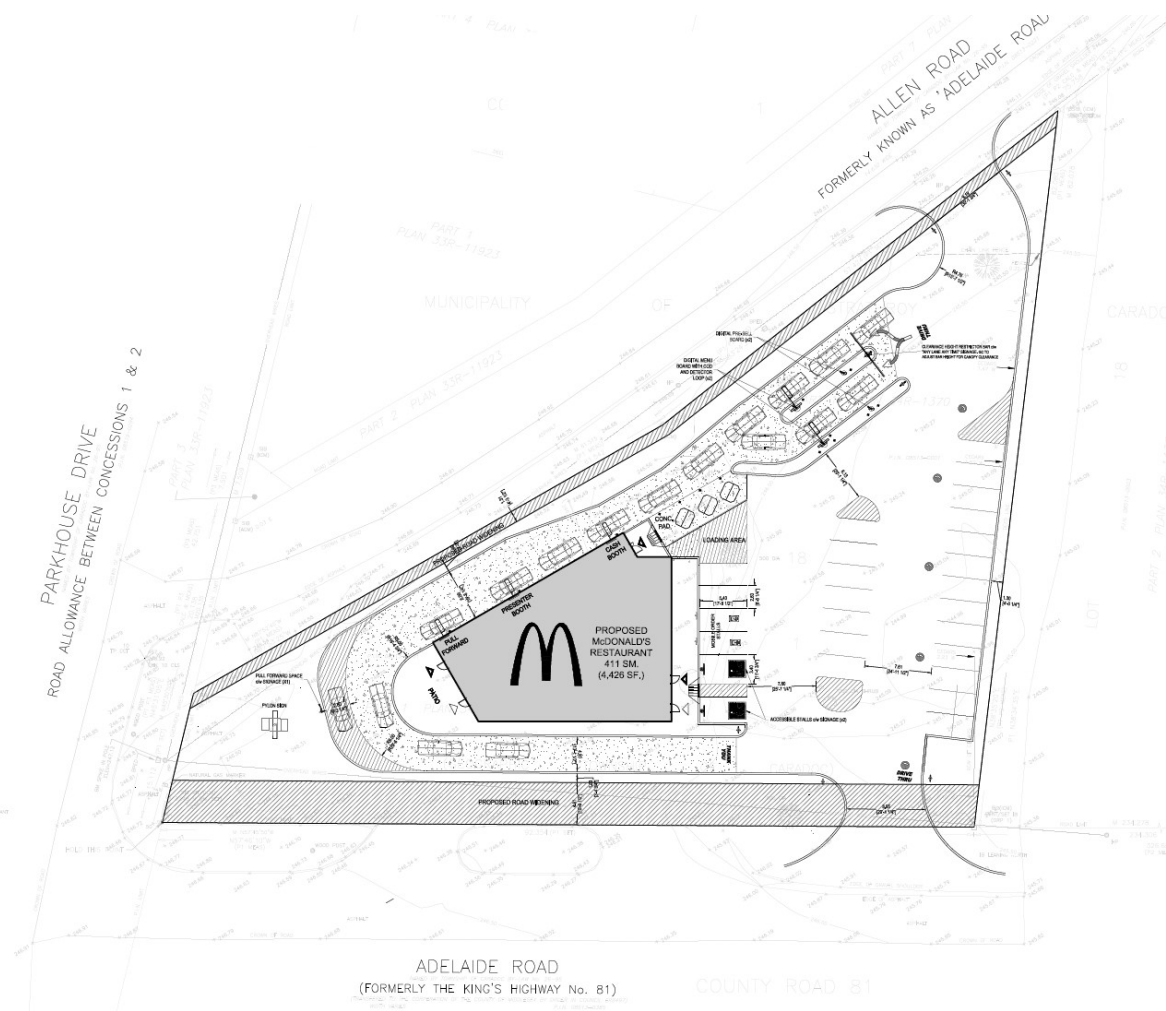
The analysis illustrates that the immediate area around the subject lands is planned to be developed with a range/mix of commercial and residential uses in the southerly part of Mount Brydges. The analysis shows that the proposed development is in an appropriate location for commercial development given that it has frontage along the main street of Mount Brydges (Adelaide Road) where the majority of all the commercial uses are located. The subject lands are also positioned and sized, and the proposed development is appropriately designed to produce suitable screening and buffering from nearby residential areas. In conjunction with the future planned commercial development opposite Adelaide Street, the proposed development will help facilitate a new commercial node in Mount Brydges, which will contribute to and enhance the economic vitality of the area.

4.0 PROPOSED DEVELOPMENT

Southside Construction Management Limited is proposing to construct a drive-thru restaurant with a Gross Floor Area (G.F.A.) of approximately 411.0m² (4,426ft²) located towards the northwest end of the subject lands. An excerpt of the conceptual site plan is shown in Figure 5.

Access to the proposed development is provided by an asphalt driveway with connections to Adelaide Road and Allen Road. The entrance to the drive-thru lane is located to the west of the proposed restaurant along the frontage of Allen Road, and the drive-thru runs along the north, east, and south sides of the building, which lead to the drive-thru exit onto Adelaide Road. A landscaped area is located at the corner of the site that front onto Parkhouse Drive, and along the frontage of Allen Road. Surface parking areas are provided to the east of the restaurant building, and along the east property line. A total of 26 parking spaces have been provided, including 2 accessible parking spaces. The required road dedications for Adelaide Road and Allen Road and illustrated on the site plan with hatching.

Figure 5: Conceptual Site Plan

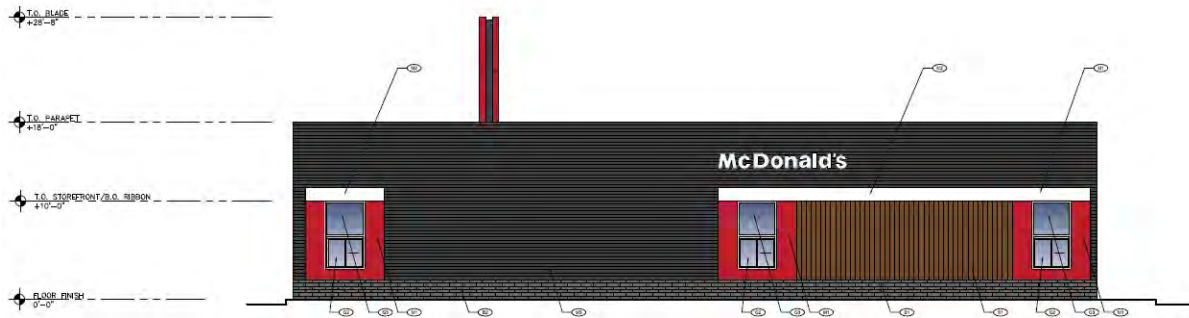


4.1 MASSING AND ARTICULATION

The proposed building comprises a modern, contemporary architectural style that integrates with the surrounding low-rise built form by using comparable heights, forms, colours, and materials.

The north elevation (see Figure 6) features windows for the drive-through facility with coloured accents equally spread out across the length of the elevation that is broken up by the inclusion of a mix of wood and metal siding.

Figure 6 – North Façade of Proposed Building



The south elevation (see Figure 7) features a façade primarily of windows set in groups of four across the length of the façade. Wood siding is featured along the ends of the elevation and between the groups of windows. Metal siding that runs horizontally is featured along the top half of the elevation.

Figure 7 – South Façade of Proposed Building



The west elevation (see Figure 8) features a façade that primarily consists of metal siding that runs horizontally and glass for doors and windows where the building entrances are located. There are also components of wood siding and coloured concrete integrated into the building façade. Coloured concrete banding is located around the windows.

Figure 8 – West Elevation of Proposed Building



The east elevation (see Figure 9) features a façade that is primarily metal siding. Large windows are included with wood siding breaking up sections of the windows. An entrance is featured on the west side of the elevation. Coloured concrete blocks are featured on the elevation.

Figure 9 – East Elevation of Proposed Building



5.0 PROPOSED ZONING BY-LAW AMENDMENT

The subject lands are zoned “*Future Development (FD)*” in the Strathroy-Caradoc Zoning By-Law. The “*Future Development (FD)*” zone does not permit the proposed drive-thru restaurant. As such, the submission of a Zoning By-Law Amendment application is required. The subject lands are proposed to be re-zoned to a site-specific “*Highway Commercial (C2(_))*” zone to permit the use of the proposed drive-thru restaurant on the subject lands with special provisions that include:

- A lot frontage of 8.4 post road widening dedication, whereas the standard required minimum lot frontage is 15m;
- A front yard setback of 32.1m, whereas the standard required maximum is 6m;
- An exterior side yard setback of 6.94m post road widening dedication, whereas the standard required maximum is 6m;
- An exterior side yard setback of 7.2m post road widening dedication, whereas the standard required maximum is 6m;
- A total of 26 parking spaces, whereas the standard required minimum amount of parking spaces is 35 spaces.
- A landscape strip width adjacent the drive through lane of 1.0m, whereas 2.0m is required.

6.0 PLANNING POLICY ANALYSIS

The following section of this Planning and Design Report provides analysis evaluating the proposed Zoning By-Law Amendment through applicable land use policies and regulations, including the following:

- 2020 Provincial Policy Statement (PPS);
- The Municipality of Strathroy Caradoc Official Plan;
- The Municipality of Strathroy Caradoc Zoning By-Law

6.1 PROVINCIAL POLICY STATEMENT, 2020

The Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act “provides policy direction on matters of provincial interest related to land use planning” in order to ensure efficient development and the protection of resources. All planning applications, including Zoning By-Law Amendment Applications, are required to be consistent with these policies. Generally, policies contained in the PPS are broad, high-level policies which do not address site-specific matters such as building design and specific building location. Such aspects are addressed through the Municipality of Strathroy-Caradoc Official Plan (section 6.2 of this report) and the Municipality of Strathroy-Caradoc Zoning By-Law (section 6.3 of this report). The proposed development, and associated Zoning By-Law Amendment, are consistent with the 2020 PPS as follows:

Provincial Policy Statement (2020) Policy Analysis Table	
Policy	Analysis
<p>Section 1.1.3.1 Settlement Areas Settlement areas shall be the focus of growth and development.</p>	As identified in the Strathroy Caradoc Official Plan, the subject lands are located within the settlement boundary of Mount Brydges.
<p>Section 1.1.3.2 Settlement Areas Land use patterns within settlement areas shall be based on densities and a mix of land uses which:</p> <ul style="list-style-type: none"> a) Efficiently use land and resources b) Are appropriate for, and effectively use the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified expansion 	The proposed development of the subject lands provides an appropriate form of development that adds to the mix of commercial uses in Mount Brydges. The proposed development will make efficient use of underutilized lands, as well as available municipal services and infrastructure.
<p>Section 1.1.3.4 Settlement Areas Appropriate development standards should be promoted which facilitate intensification, redevelopment, and compact form, while avoiding or mitigating risks to public health and safety.</p>	The proposed development can be serviced by full municipal services and will optimize the use of existing services available in the area.
<p>Section 1.3.1 Employment Planning authorities shall promote economic development and competitiveness by:</p> <ul style="list-style-type: none"> a) Providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs 	The proposed development provides the opportunity to establish a broader mix of commercial uses in Mount Brydges which will assist in meeting long-term employment needs.
<p>Section 1.6.6.2 Sewage, Water, and Stormwater</p>	The proposed development helps optimize the use of existing services.

<p>Municipal sewage services 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. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of services.</p>	
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Given the above analysis, the proposed development and associated Zoning By-Law Amendment application are consistent with the policies of the 2020 Provincial Policy Statement.

6.2 THE MUNICIPALITY OF STRATHROY-CARADOC OFFICIAL PLAN

The Strathroy-Caradoc Official Plan is a policy document that provides long-range, comprehensive land use strategy for areas located within the municipal boundaries of Strathroy-Caradoc. It provides a framework for land use decisions for all development within Strathroy-Caradoc by protecting and enhancing the natural environment, directing and managing growth patterns and facilitating the strategic vision of the municipality. The Strathroy-Caradoc Official Plan also provides direction through which Provincial policies are implemented in the local context. The subject lands are designated “Commercial” on “Schedule ‘F’ – Land Use and Transportation Plan – Mount Brydges” (Figure 10) in the Strathroy Caradoc Official Plan (“OP”).

According to Section 4.3.2.1 of the Official Plan, the “Commercial” land use designation is for uses including general merchandise, specialty merchandise, food, auto-related uses, offices and service uses. Institutional uses, residential uses integrated with commercial uses and other non-commercial uses considered compatible with commercial development may also be permitted. In peripheral areas designated “Commercial”, development that requires large building ‘footprints’, large areas for parking or outside storage or display, or customer drive-through facilities shall be encouraged. Small scale retail outlets suitable to the commercial core shall be discouraged from locating in peripheral areas and instead directed to the commercial core. The proposed restaurant with a drive-thru facility is a use contemplated by the Official Plan policies for the subject lands.

Figure 10 – Schedule “F” – Land use and Transportation Plan – Mount Brydges – Strathroy Caradoc OP (Excerpt)



Strathroy Caradoc Official Plan Policy Analysis	
Policy	Analysis
<p style="text-align: center;">4.3.2 – Commercial</p> <p>Areas designated for continued and future commercial uses comprise the established commercial core of Mount Brydges lying generally along Adelaide Road between Regent Street in the north and King Street in the south and undeveloped lands lying on the westerly side of Adelaide Road south of Parkhouse Drive. These areas include existing commercial development as well as lands considered suited to accommodate future commercial needs.</p>	<p>Based on the location of the subject lands (along Adelaide Road, south of Parkhouse Drive), the subject lands are considered part of the commercial core and are suitable for future commercial use.</p>
<p style="text-align: center;">4.3.2.1 – Primary Uses</p> <p>Within the commercial core designated ‘Commercial’ on Schedule ‘F’, a full range of commercial uses shall be permitted including general merchandise, specialty merchandise, food, auto-related uses, offices and service uses. Institutional uses, residential uses integrated with commercial uses and other non-commercial uses considered compatible with commercial development may also be permitted. In peripheral areas designated ‘Commercial’, development that required large building ‘footprints’, large areas for parking or outside storage or display, or customer drive-through facilities shall be encouraged. Small scale retail outlets suitable to the commercial core shall be discouraged from locating in peripheral areas and instead directed to the commercial core.</p>	<p>The proposed drive-through restaurant is a use supported and encouraged.</p>
<p style="text-align: center;">4.3.2.3 Peripheral Commercial</p> <p>In view of the location of these areas at the main entrances to Mount Brydges and the tendency of highway commercial development to exhibit a non-distinctive appearance, a high standard of site design, creativity and amenities shall be expected. Efforts shall be encouraged to internally link adjacent development to minimize vehicle entrances and facilitate multi-purpose trips.</p>	<p>The proposed development offers a high-standard of site design that will compliment and integrate appropriately with the surrounding emerging planned commercial area.</p>
<p style="text-align: center;">4.3.2.4 Zoning By-Law</p> <p>The Zoning By-Law shall prescribe standards with respect to such matters as permitted uses, lot frontage, lot area, setbacks, coverage, height and off-street parking. Commercial zones shall be established to regulate the location of permitted uses and the type and form of commercial development within areas designated for commercial purposes. Undeveloped sites may be placed in a ‘holding’ type zone or zoned for commercial purposes in accordance with the holding provisions of the Planning Act and this Plan</p>	<p>The proposed drive-through restaurant is a permitted use in the proposed <i>Highway Commercial (C2)</i> zone. Several special zoning provisions are proposed. There are no holding provisions on the subject lands.</p>

until such time as conditions are appropriate to permit development.	
<p>3.3.2.4 Criteria for Development</p> <p>New development and redevelopment in designated 'Commercial' areas shall be guided by the following principles:</p> <p>a) Attractive building and creative site design</p>	The proposed development provides a building design that is attractive and integrates with built form and character found in the surrounding area by using similar design elements such as colours, materials, and form.
b) Limited and where appropriate, signalized or otherwise controlled entrances to minimize turning movements off major roads and to minimize interference with traffic flows	The proposed site design provides multiple entrance points: an entrance from Adelaide Road; and, an entrance from Allen Road. The locations of the entrances were chosen to minimize potential vehicle conflicts and promote safe and efficient traffic flow.
c) Provision of adequate, well designed and convenient off-street parking and loading dock facilities	Twenty-six parking spaces are proposed for the drive-through restaurant, which is an appropriate amount of parking for the development. Parking and loading spaces are located behind the restaurant building and along the rear/interior property line.
d) Landscaping to enhance the appearance of the development or redevelopment and the streetscape	Landscaping areas are located to assist with screening the surface parking and the drive-through facility from the street, and to help screen the proposed building from the surrounding residential neighbourhood.
e) Provision of adequate buffering and other mitigating measures to ensure compatibility between the development and adjacent residential areas	Appropriate landscaping buffers are proposed to assist in mitigating potential visual impacts to surrounding residential uses. The proposed restaurant is positioned and suitably separated from the surrounding residential areas.
f) Controls on the number, size, and character of signs to reduce adverse visual impacts	Signs are proposed for the development, that are located to minimize visual impacts to surrounding properties.
g) Stormwater management measures to accommodate increased runoff	Stormwater Management measures have been implemented into the site design to manage increased stormwater runoff from the surface parking area.

The proposed development represents an appropriate location and form of commercial development that is in conformity with the policies of the Strathroy-Caradoc Official Plan.

6.3 STRATHROY CARADOC ZONING BY-LAW

The subject lands are zoned “*Future Development (FD)*” in the Strathroy-Caradoc Zoning By-Law. The “*Future Development (FD)*” zone applies to undeveloped lands, where, to ensure future development occurs in an orderly fashion only existing uses are permitted until such time as development plans are submitted.

The proposed Zoning By-Law Amendment seeks to re-zone the subject lands to a site-specific “*Highway Commercial (C2(_))*” zone in order to permit the proposed drive-through restaurant on the subject lands.

Table 1 provides a breakdown of the “*Highway Commercial (C2)*” zone regulations and the requested site-specific “*C2(_)*” zone, and special provisions, which are to be confirmed and refined by City Staff through the approval process.

Table 1- Zoning Statistics - *Denotes Required Special Provisions

Regulations	Highway Commercial (C2) Requirements	Proposed
Lot Area (Min.)	500.0m ²	3,506m ² (post road widening)
Lot Frontage (Min.)	15.0m	*8.4m (post road widening)
Front Yard Setback	1m (Min.) to 6m (Max.)	*32.1m
Exterior Side Yard Setback	1m (Min.) to 6m (Max.)	*6.94 (Adelaide Road – Post Road Widening)
Exterior Side Yard Setback	1m (Min.) to 6m (Max.)	*7.2m (Allen Road – Post Road Widening)
Rear Yard Setback	20m	35.8m
Landscaped Open Space	10%	17%
Lot Coverage (Max.)	45%	11.7%
Parking (Min.)	1 space per 12.0m ² of Gross Floor Area (411 / 12 = 35 parking spaces)	*26 parking spaces

Table 2 – Parking Provisions - *Denotes Required Special Provision

Parking Provision	Compliance
No parking shall be permitted within the front or exterior yard of a lot.	Yes
Parking shall not be more than 40% of the area of a lot	Yes
No parking, aisle, or driveway is permitted between a building and the street line	Yes
Parking shall be set back a minimum of 2m from an exterior lot line	Yes

Further to the above, special regulations are required for the following items:

- A lot frontage of 8.4 post road widening dedication, whereas the standard required minimum lot frontage is 15m;
- A front yard setback of 32.1m, whereas the standard required maximum is 6m;
- An exterior side yard setback of 6.94m post road widening dedication, whereas the standard required maximum is 6m;
- An exterior side yard setback of 7.2m post road widening dedication, whereas the standard required maximum is 6m;
- A total of 26 parking spaces, whereas the standard required minimum amount of parking spaces is 35 spaces.
- A landscape strip width adjacent the drive through lane of 1.0m, whereas 2.0m is required.

Analysis on the proposed special provisions is provided below.

Lot Frontage

Being the shortest lot line fronting onto a public road, Parkhouse Drive is considered the front lot line. The proposed development provides a lot frontage of 8.4m, whereas the minimum required frontage measurement is 15m. Although the frontage is shorter than the required, the subject lands are a corner lot that has frontage along Allen Road and Adelaide Road as well. These frontages are larger and provide sufficient room for access to the subject lands.

Front Yard Setback

Parkhouse Drive is defined as the Front Lot Line of the subject lands. The proposed development provides a front yard setback of 32.1m, whereas the maximum front yard setback is 6.0m. Given the irregular shape of the subject lands and the need to provide for appropriate areas for vehicle access and circulation associated with the proposed surface parking areas and drive-through facility the building needed to be positioned back from Parkhouse Drive. This increased setback allows the building to provide suitable address and activation of the surrounding streets and is considered acceptable.

Exterior Side Yard Setbacks

Allen Road and Adelaide Road are defined as the Exterior Lot Lines of the subject lands. The proposed development provides exterior side yard setbacks of 7.17m and 6.94m, whereas the required maximum exterior side yard setback is 6.0m. As above, this special provision is a result of the irregular shape of the subject lands and the need to provide an efficient site layout and design including appropriate access and vehicle circulation areas.

Parking Spaces

The development proposes a total of 26 parking spaces, whereas the parking calculation outlined in the Strathroy-Caradoc Zoning By-Law (1 space per 12.0m² of Gross Floor Area) requires the proposed restaurant to have a total of 35 parking spaces. Although the development proposes

less parking spaces than required, the proposed amount of parking is appropriate for this type of restaurant where the main purpose is to go through the drive-through, rather than dine-in. Considering this, the development provides sufficient parking.

7.0 OTHER CONSIDERATIONS

7.1 PUBLIC CONSULTATION STRATEGY

It is proposed that the public consultation process for the proposed application follow the statutory requirements as set forth in the *Planning Act*. The following procedure of public consultation is proposed:

- Adequate information and material, including a copy of the proposed development, to be made available to the public;
- A public meeting be held for the purpose of giving the public an opportunity to make representations in respect to the proposed development; and,

The consultation strategy proposed will provide members of the public with meaningful opportunities to review, understand, and comment on the proposed development and associated application.

8.0 CONCLUSIONS

The proposed Zoning By-Law Amendment application seeks to permit a drive-through restaurant on the subject lands. The subject lands present an opportunity to expand the commercial uses available in Mount Brydges and make efficient use of the vacant and underutilized subject lands. The subject lands are an appropriate location for the proposed commercial development as they are located along the main street of Mount Brydges and are adjacent to and easily integrated with lands designated for future commercial development.

Based on the above, and as detailed throughout this Planning and Design Report, the proposed Zoning By-Law Amendment application is consistent with the intent and policies as set forth in provincial (PPS, 2020) and municipal planning legislation (Strathroy-Caradoc Official Plan). As such, the proposed amendment is considered appropriate, represents good land use planning, and is in the public's interest.