

COUNCIL REPORT

Meeting Date: March 3, 2025
Department: Building and Planning
Report No.: BBP-2025-19
Submitted by: Tim Williams, Manager of Planning, County of Middlesex
Reviewed by: Jake DeRidder, Senior Development Coordinator
Approved by: Rob Browning, Chief Administrative Officer

SUBJECT: Application for Draft Plan of Subdivision File No.:39T-SC2101 & Zoning By-law Amendment, ZBA 15-2021, Part of East Half of Lot 17, Concession 3 (geographic Township of Caradoc), being Part Lots 18, 19, 20, 21, and 22, Plan 34M-7, Mt. Brydges – Liahn Farms

RECOMMENDATION: THAT: Report BBP-2025-19 regarding Draft Plan of Subdivision 39T-SC2101 and ZBA15-2021 be received for information.

PURPOSE

The purpose of the plan of subdivision application is to facilitate a residential plan of subdivision in the northeast corner of Mt. Brydges, which will include 109 single-detached dwellings, 98 townhouse dwellings, a block of open space containing a woodlot and buffer, a primary stormwater management pond, secondary stormwater block, and a sanitary pumping station. A new local road network is proposed with access onto Adelaide Road, Falconbridge Drive, and Rougham Road.

SUMMARY HIGHLIGHTS

- This is an information report that provides background for the statutory public meeting and seeks comments from the public and Council.
- The application proposes to develop a residential subdivision containing 109 residential building lots for single detached dwellings, two blocks for townhouse dwellings (98 units), an open space block, a primary stormwater management pond and secondary stormwater block, a pumping station, and blocks for road widening along Rougham Road. The proposal includes a new local road network with access onto Adelaide Road, Falconbridge Drive, and Rougham Road.
- The application seeks to amend the Zoning By-law to rezone the lands from 'Future Development (FD) Zone' to a site-specific 'Low Density Residential (R1-#) Zone', Medium Density Residential (R2) Zone', to permit the residential uses, 'Open Space (OS) Zone' to

Staff Report No.: BBP-2025-19

Page 1 of 13

permit stormwater facilities and ‘Environmental Protection (EP) zone for the woodlot block.

- **A public open house was held on October 14, 2021, where concerns about access, grade change and flooding, Enbridge gas line and the impacts on Adelaide and Rougham roads were discussed.**

BACKGROUND:

The purpose of the plan of subdivision application is to facilitate a residential plan of subdivision for the lands legally described as Part of East Half of Lot 17, Concession 3 (geographic Township of Caradoc), being Part Lots 18, 19, 20, 21, and 22, Plan 34M-7, and municipally known as 22805 Adelaide Road and the surrounding lands (see Location Map).

The subject lands are approximately 26.3 ha (65 ac) in area and consist of two separate lots located south of Adelaide Road, east of Falconbridge Drive, and north of Rougham Road (see Location Map). The lands are in the northwest quadrant of Mt. Brydges with approximately 315 m (1,033 ft) of frontage onto Adelaide Road, approximately 259 m (850 ft) of frontage onto Falconbridge Drive, and approximately 324 m (1,063 ft) of frontage onto Rougham Road.

Adelaide Road (County Road No. 81) is an ‘Arterial’ road under the jurisdiction of the County of Middlesex. Falconbridge Drive and Rougham Road are both local roads under the jurisdiction of the Municipality of Strathroy-Caradoc.

The property contains an existing single-detached dwelling, detached garage, and Quonset, accessed by a driveway along Adelaide Road. These structures and the existing driveway access will be removed to facilitate the proposed development. The property is currently serviced by a private well and septic system. A portion of the lands are in agricultural production, with the eastern portion of the site containing a significant woodland of approximately 15.4 ha (38 ac). An existing municipal drain runs through the woodlot.

There are two existing utility easements that traverse the property (Bell Canada and Enbridge Gas).

The property is surrounded by low-density residential dwellings to the north (along Adelaide), agricultural uses to the west. Directly southeast of the property is the Lions Park of Mt. Brydges, Tri-Township Arena, and Caradoc Community Centre. Beyond these facilities there are various residential and commercial uses within the Village of Mount Brydges. A few rural residential dwellings are located along Falconbridge Drive and Rougham Road to the west and south of the property, with agricultural uses beyond.

The draft plan of subdivision is comprised of the following details:

- 109 residential building lots for single detached dwellings (Lots 1-109);
- 98 townhouse dwellings (Blocks 110 & 111);
- Stormwater Management areas (Block 114 and 116);

- A forested area consisting of a woodlot feature and 30 m buffer containing an existing walking trail (Block 115);
- A pumping station (Block 117); and,
- Blocks for road widening along Rougham Road (Blocks 112, 113, 118 and 119).

From a servicing perspective, municipal water and sanitary services will need to be extended from the existing infrastructure located further east along Adelaide Road. The extension of services along Adelaide Road is identified as a Development Charge project.

A new local road network is proposed with access to Adelaide Road, Falconbridge Drive, and Rougham Road to provide access for the new residential dwellings. Further, private roads are proposed within Blocks 110 & 111 to provide access to the townhouse dwellings.

The property contains an archaeologically significant resource in the northeast corner shown as the 'McEvoy Site' on the proposed draft plan of subdivision. A 20 m (66 ft) buffer has been placed around the resource. No development or site alternation is proposed within the area of the resource or the buffer until further Archaeological Assessment has been prepared and accepted into the Provincial Registry of Archaeological Reports by the Ontario Ministry of Tourism, Culture, and Sport.

In addition to the applications, the submission included the following support documents:

- Planning Report;
- Functional Servicing Report;
- Functional Planning Report Stormwater Management;
- Development Assessment Report (DAR);
- Archaeological Assessment Reports;
- Environmental Noise Impact Study;
- Traffic Impact Study; and,
- Geotechnical Investigation.

POLICY AND REGULATION BACKGROUND

Provincial Planning Statement (2024)

The Provincial Planning Statement (2024) provides policy direction on matters of Provincial interest related to land use planning and development. 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.

The subject lands are located within a fully serviced Settlement Area, as per the definition of the PPS.

Section 2.2.1. Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents.

Section 2.3.1.1 indicates that Settlement areas should be the focus of growth and development within municipality, growth should be focused on strategic growth areas.

Section 2.3.1.2 outlines the need for settlement areas should be based on densities and a mix of land uses which efficiently use land and resources as well as optimize existing and planned infrastructure and public service facilities;

Section 2.9.1 municipalities should plan to reduce greenhouse gas emissions.

Section 3.1.1 Infrastructure and public service facilities shall be provided in an efficient manner while accommodating projected needs. Further that they are financially viable over their life cycle, leverage the capacity of development proponents, and are available to meet current and projected needs.

Section 3.6.1 Planning for sewage and water services shall accommodate forecasted growth in a timely manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services and existing private communal sewage services and private communal water services.

Section 4.1.2 2. States that the diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.

County of Middlesex Official Plan

Middlesex County Official Plan (2023 Update)

The subject lands are designated 'Settlement Areas (Urban and Community)' according to Schedule A: Land Use, and "Urban Areas". A portion of the property contains 'Significant Woodlands' according to *Schedule C: Natural Heritage Features*, 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 Planning 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 2.2.1.2 of the Middlesex County Official Plan identifies the natural heritage policies that include the requirements to evaluate natural heritage features and through development maintain these features or improve them.

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.

Section 2.4.2.2 of the MCOP indicates in subsection f) that the development should encourage safe, convenient, and visually appealing pedestrian and cycling infrastructure for all ages and abilities. In subsection g) limit direct vehicular access to County Roads where access is available by a local road. Section h) and i) identify the need for engineer's report for developments that are likely to generate traffic and any improvements be paid for by the developer. Subsection l) requires for all new residential developments to provide a minimum of two access points to the existing road network. Exceptions to this policy shall be considered if the proposed street pattern is approved by the local Municipality, emergency service provider(s) and the County Engineer.

Section 2.4.2.3 of the MCOP indicates that right-of-way width for arterial roads (Adelaide Road) are to be 30 metres when constructed to an urban standard.

Section 2.4.2.4 of the MCOP indicates that setback of buildings should be as stipulated in the local zoning by-law when within a settlement boundary.

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

Strathroy-Caradoc Official Plan

The property is within the Mount Brydges Settlement Area and are designated 'Residential' according to *Schedule F: Land Use & Transportation Plan*, as contained within the Strathroy-Caradoc Official Plan. The majority of the property is subject to an overlay identifying that development is only permitted on the basis of full municipal services.

The Strathroy Caradoc Official Plan has also been updated through OPA 14 and received approval from County in December of 2023. It has been appealed by one party and as such is *not* in full force and effect. 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 Planning Statement (PPS), and reflect changing community needs for the next 25-years. The changes in OPA 14 reflect the direction of Council so while they are not in force 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.

Within the Settlement Area of Mount Brydges, lands designated 'Residential' are primarily to be used for single unit detached dwellings. Other dwelling types may also be permitted including, accessory apartments, semi-detached dwellings, duplex dwellings, converted dwellings, townhouses, and low-rise, small-scale apartment buildings. Further, a range of dwelling types is encouraged to meet the diverse needs and preferences of existing and future residents as well as providing opportunities for more affordable housing. Secondary uses, such as churches, schools, neighbourhood parks, nursing and rest homes, day care centres, and home occupations are also permitted provided they complement and are compatible with the area.

Section 2.4 is the general housing policies for Strathroy-Caradoc and speak to the goals and objectives being a wide variety of housing types to meet community need, increased density in Settlement Areas, encourage residential intensification and redevelopment 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 2.4.4 encourages the municipality to partner with other levels of government to ensure adequate supply of housing is available for those in social and economic need. OPA 14 now includes this in a shared housing policy but still includes this intent of supply for all residents.

Section 2.4.8 of the SCOP outlines the importance of housing affordability and meeting the social, health and well-being of current and future residents. OPA 14 continues this intent.

Section 4.3.1.5 directs that medium density residential development in the form of townhouses, low-rise apartments, or variations thereof shall be encouraged to locate where direct and nearby access is available to major roads, and where commercial areas and/or parks and open space are close by.

Section 4.3.1.6 establishes that development proposals for large undeveloped blocks shall be required to incorporate a range of housing types and densities unless it is capable of being demonstrated that market, servicing, or site conditions dictate otherwise.

Section 4.3.1.8 directs that proposals for large scale residential development shall only be permitted on full municipal services where the following criteria has been considered by the municipality:

- Design population and conceptual layout lot size and shape;
- Housing form, mix, and density;
- Stormwater management;
- Parkland dedication or cash-in-lieu;
- Protection and enhancement of natural features;
- Buffering/screening provisions where desirable or necessary;
- Impact on off-site municipal facilities and services; and,
- Financial impact (benefit and costs) on the municipality.

Section 4.3.4.2 provides that neighbourhood parks and playgrounds may be established in any land use designation.

A portion of the property is designated 'Woodland' according to *Schedule G: Natural Heritage Features*.

Section 4.3.6.3 directs that development and site alteration may be permitted within a designated woodland and on adjacent lands (being within 50 metres of the woodland), where it is capable of being demonstrated that there will be no negative impacts on the woodland or its ecological functions.

Strathroy-Caradoc Zoning By-law

The subject lands are zoned 'Future Development (FD) Zone' according to the Strathroy-Caradoc Zoning By-law No. 43-08.

The 'FD' zone permits agricultural uses, existing uses, and forestry uses and establishes that the minimum lot area, lot frontage, setbacks, maximum lot coverage, and maximum building height shall remain as they lawfully existed on the day of passing the Zoning By-law.

The Zoning By-law amendment proposes to rezone the lands to 'Low Density Residential (R1) Zone', 'Medium Density Residential (R2) Zone', 'Open Space (OS) Zone' and Environmental Protection (EP) Zone' to permit the residential uses as well as the Stormwater management and woodlands blocks.

The 'R1' zone permits single detached dwellings and requires a minimum lot area of 460 m², minimum lot frontage of 15 m, minimum front and exterior side yard depth of 5 m, minimum side yard with of 1.2 m, minimum rear yard depth of 8 m, maximum lot coverage of 40%, and minimum landscaped open space of 40%. A site-specific zoning provision is proposed for some lots to permit a reduced rear yard depth of 6 m to recognize its irregular configuration.

The 'R2' zone permits linked dwellings, multi-unit dwellings (to a maximum of 6 units), semi-detached dwellings, single detached dwellings, and townhouse dwellings. For townhouse dwellings, the 'R2' zone requires a minimum lot area of 250 m², minimum lot frontage of 8 m (per unit), minimum front yard depth of 5 m, minimum exterior side yard width of 5 m, minimum side yard width of 2 m, minimum rear yard with of 8 m, maximum lot coverage of 40%, and minimum landscaped open space of 40%.

The 'OS' zone permits campgrounds, cemeteries, clubs, conservation areas, single detached dwellings, forestry uses, golf courses, public/private parks, and important in this situation flood control works and requires a minimum front yard depth of 6 m, minimum side yard width of 6 m, minimum rear yard depth of 6 m, and maximum lot coverage of 10%.

The 'EP' zone permits: Existing Uses, Forestry Use, Park, Private, Park, Public, Wildlife Preserve, and in this situation Conservation Area and has no development standards as buildings are not permitted.

CONSULTATION

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 residents living within 120 metres of the subject application on January 30, 2024.

At the time of writing the subject report, the following department and agency comments were received: Engineering and Public Works advised that

- Sanitary sewers are currently not available in front of this property and will need to be extended down Adelaide Road, this is identified as a Development Charge project.

- It is unclear the area being directed to Adelaide Road via gravity vs what area is being directed to the pumping station. Ideally more area is handled by gravity. Is there any opportunity to remove the pumping station entirely?
- The use of infiltration chambers on SWM block 114 is not an acceptable technology. The plan and SWM report will need to be updated to utilize a different method of controlling stormwater. The Municipality is open to the use of infiltration technologies within the subdivision but as a minor controlling system not as an end of pipe system.
- The servicing report doesn't provide any stormwater calculations or information on the stormwater control on block 114.
- The servicing report indicated improvements required to the Coulter Branch of the McEvoy municipal drain, these will have to be formally requested through the drainage act.
- The servicing report doesn't factor Bill 23 which allowed 3 units as of right in a dwelling. Allowances for this need to be included in sanitary flow calculations.

Bell Canada has advised that the owner is 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.

Safety and Standards Officer has advised that the standard municipal addressing, and street naming will be required as a condition of draft plan approval.

The Director of Community Services has advised that the draft plan of subdivision should include a public park a minimum size of 5% of the subdivision area in accordance with the Planning Act requirements. The current plan includes a natural heritage block that contains a significant woodland, these lands cannot be considered parkland dedication, and they are encumbered with the natural heritage features that cannot be removed. In the interest of the long-term preservation of the woodland feature the municipality would be willing to accept Block 116 for long term preservation.

County Engineer/ Land Ambulance advised the owner will be required to dedicate lands measured up to 18 m from the centerline of construction of County Road 81 (Adelaide Road) for the purposes of road widening across the frontage of the property. The owner will also be required to dedicate 0.3 m reserves across the frontage along County Road 81 (Adelaide Road), save and except for the connection with Street 'A'. The construction of turning lanes at the intersection of County Road 81 (Adelaide Road) and Street 'A' will be required. All costs associated with the design and construction of these lanes will be responsibility of the developer. A noise study for the development should be conducted to determine what noise mitigation measures need to be taken for the residences in close proximity to the County road. The County Engineer's office will also require storm water management and grading plans for review and approval.

Union Gas/Enbridge Gas has advised that Enbridge Gas Inc.'s (operating as Union Gas) request that as a condition of final approval that the owner/developer provide to Union the necessary easements

and/or agreements required by Union for the provision of gas services for this project, in a form satisfactory to Enbridge.

St. Clair Region Conservation Authority advised that SCRCA previously provided comments on the plan of subdivision and zoning by-law amendment applications September 29, 2021. They included the following comments:

SCRCA supports directing development outside of the significant woodland and the proposed 30 m buffer, and the mitigation measures proposed in the Development Assessment Report (DAR) to ensure no negative impact to the natural heritage features and their ecological functions.

SCRCA recommends that prior to final approval of the draft plan of subdivision, the final DAR be submitted to the County, Municipality and SCRCA for review and approval. The final DAR should provide additional details on the following:

- 1) Proposed ownership of the significant woodland and woodland buffer lands;
- 2) Recommendations for fencing or barriers between the residential lots and the woodland buffer to prevent encroachment;
- 3) Details on any existing trails through the woodland and future plans for these trails;
- 4) Details on any trails proposed within the woodland buffer, as part of the larger municipal trail network;
- 5) The native species planting plan for the woodland buffer, including monitoring and reporting timelines; and
- 6) Educational materials for landowners whose lots back onto the woodland buffer.

The following should be updated in the final DAR:

- 1) The Species at Risk review for the property; and
- 2) The draft plan of subdivision, including any revisions to comments based on the current plan. SCRCA recommends that the woodland be rezoned to be within the Environmental Protection (EP) zone. SCRCA can support the woodland buffer being zoned as EP or OP, depending on details received in the final DAR.

Conservation Authorities have been prohibited by the Provincial Government from providing comments related to natural heritage matters as of January 1, 2023. SCRCA will not provide further comments on natural heritage and will defer any responses, or outstanding natural heritage matters to the municipality.

A portion of the subject property is regulated by the Conservation Authority under Ontario Regulation 41/24. The regulated area includes the McEvoy Drain and associated erosion hazard (i.e. meander belt). Based on the submitted plan, the regulated area is contained within Block 115 which is proposed to be rezoned to Environmental Protection (EP). SCRCA has no concerns with the proposed applications from a natural hazards perspective. Written permission from the Conservation Authority under Ontario Regulation 41/24 will be required for the proposed stormwater management outlets.

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 providing recommendations for Council's consideration. The Zoning By-law amendment application will receive final consideration by Strathroy-Caradoc Council at a future council meeting. The Draft Plan of Subdivision will receive a decision by Strathroy-Caradoc Council which will be forwarded to County Council for a final decision.

ALTERNATIVE(S) TO THE RECOMMENDATION:

Planning Staff have provided their recommendations, however there are alternative options to this recommendation:

1. THAT: the subject report BBP-2025-19 for planning applications 39T-SC2101 and ZBA15-2021 be received for information and the application for Zoning By-law Amendment be deferred sine die.;
2. THAT: the subject report BBP-2025-19 for 39T-SC2101 and ZBA15-2021 be received for information and the application for Zoning By-law Amendment be approved.; OR
3. THAT: the subject report BBP-2025-19 for 39T-SC2101 and ZBA15-2021 be received for information and the application for Zoning By-law Amendment be denied.; OR
4. THAT: the subject report BBP-2025-19 for 39T-SC2101 and ZBA15-2021 be received for information.

AND THAT: Council to provide alternate direction.

STRATEGIC PLAN ALIGNMENT:

This matter is in accord with the following strategic priorities:

- 1) *Managing the Challenges of Growth for the Municipal Organization*: Strathroy-Caradoc will be an inclusive community where growth is managed to accommodate a range of needs and optimize municipal resources. We are committed to maintaining operational efficiency and economies of scale through these times of change.

FINANCIAL IMPLICATIONS

This application would have a positive impact on assessment growth and tax revenues. The amount of growth is dependent on the assessment of the properties by the Municipal Property Assessment Corporation (MPAC). Financial services will work with Planning Staff to collect any required security deposits / bonds related to the potential development.

The Municipality will also receive Development Charges as per the most recent Development Charge By-law and subsequent indexing / phasing. This would offset increased capital costs the Municipality will be responsible for providing such as municipal service infrastructure, emergency services among

other items. Upon building permit issuance, Finance will help calculate the development charges, subject to any credits or exemptions, if they arise at that time.

The Municipality will receive building permit fees as per the most recent Building Fees and Charges By-law. The amount of building permit fees collected will be determined upon the refinement of the building plans during preparation of the permit application.

Ultimately, upon the substantial completion of the development, the municipality will assume all the streets and infrastructure, including sanitary, storm, water, lighting, street and sidewalk, curb /gutter, trees, storm ponds and parks as new assets that will require a commitment for future maintenance. It is noted that the extension of services along Adelaide Road is a DC project, has received capital budget approval and is in process. This project will facilitate the servicing of the subject lands, as well as others on the east and west side of Adelaide Road.

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.

ATTACHMENTS

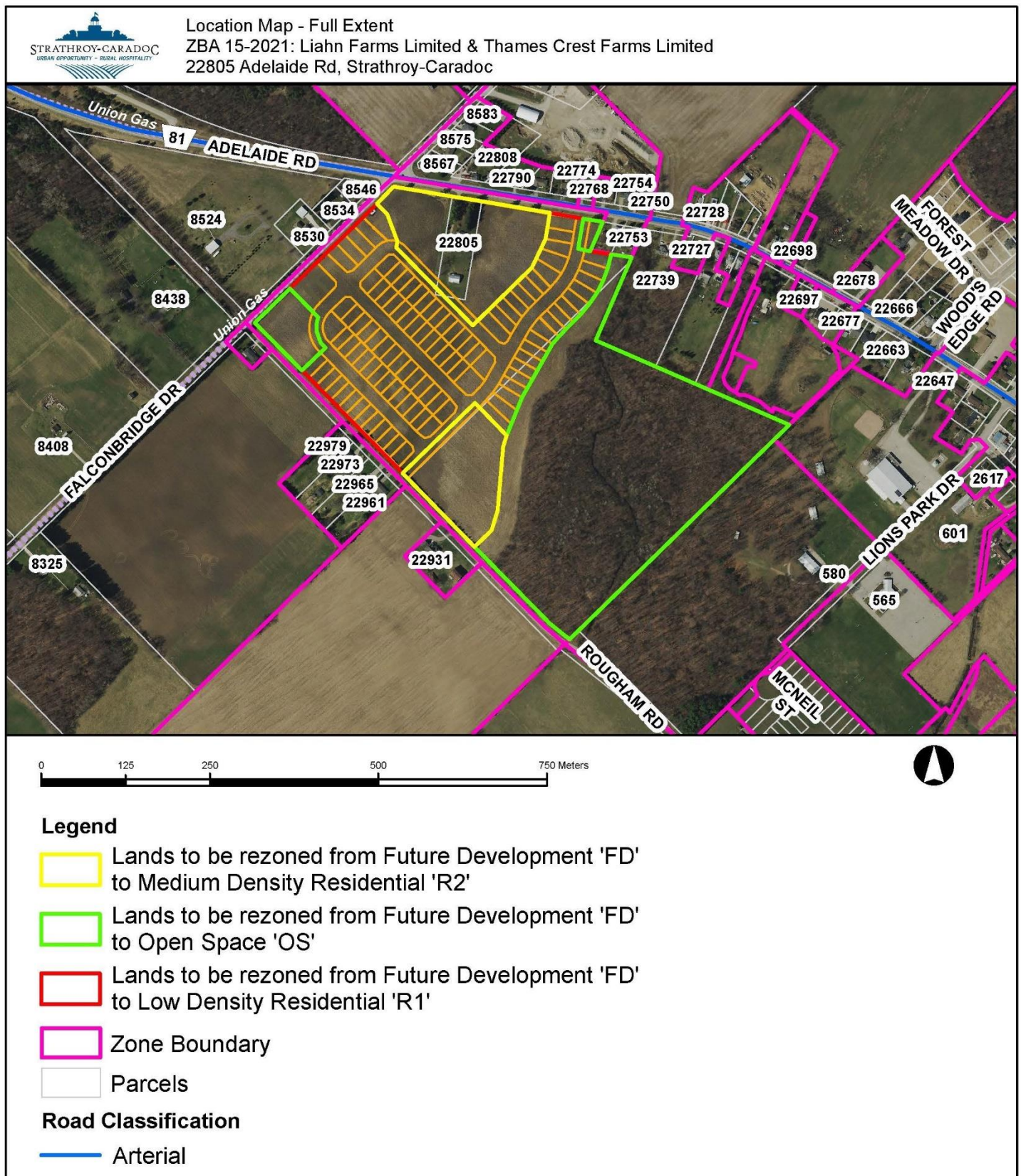
Location Map

Proposed Draft Plan of Subdivision

Proposed Grading Plan

(On the agenda, Application form, supporting plans including the Draft Plan of Subdivision)

Location Map



Proposed Draft Plan of Subdivision

