

Planning Justification Report

Litera Properties

**360 Carroll Street East
Strathroy, ON**



August 15, 2024



Zelinka Priamo Ltd.
LAND USE PLANNERS

TABLE OF CONTENTS

	Page No.
1.0 INTRODUCTION	2
2.0 SUBJECT LANDS	2
3.0 SURROUNDING LAND USE CONTEXT	4
4.0 PROPOSED DEVELOPMENT	6
5.0 PROPOSED PLANNING ACT APPLICATIONS	9
5.1 Draft Plan of Subdivision	9
5.2 Zoning By-law Amendment	9
6.0 PLANNING ANALYSIS	12
6.1 Planning Act, RSO 1990	12
6.2 Provincial Policy Statement (2020)	14
6.3 County of Middlesex Official Plan	16
6.4 Municipality of Strathroy-Caradoc Official Plan	19
6.5 Municipality of Strathroy-Caradoc Zoning By-law	24
7.0 ADDITIONAL CONSIDERATIONS	27
7.1 Preliminary Servicing Report	27
7.2 Noise Assessment Report	27
7.3 Geotechnical Investigation	28
8.0 CONCLUSIONS	28

1.0 INTRODUCTION

Zelinka Priamo Ltd., on behalf of Carroll Street East Developments Inc., has submitted a Draft Plan of Subdivision application to the County of Middlesex and a Zoning By-law Amendment application to the Municipality of Strathroy-Caradoc relating to the lands known municipally as 360 Carroll Street East (the “subject lands”) to permit a 111-block residential subdivision.

The purpose of this Planning Justification Report is to evaluate the proposed Draft Plan of Subdivision and Zoning By-law Amendment applications within the context of existing land use policies and regulations, including the 2020 Provincial Policy Statement, the County of Middlesex Official Plan, the Municipality of Strathroy-Caradoc Official Plan, and the Municipality of Strathroy-Caradoc Zoning By-law.

2.0 SUBJECT LANDS

The subject lands are located on the south side of Carroll Street East, approximately 390m east of the Carroll Street East and Queen Street / Saxton Road intersection (Figure 1). The subject lands are comprised of a single irregularly-shaped parcel with an area of approximately 7.7ha; a lot frontage of approximately 173.0m; and, a depth of approximately 330.2m. The subject lands abut Carroll Street East to the north; agricultural uses to the east and west; and, lands zoned for future low- to high-density residential uses to the south. Lands zoned for low-density residential uses are located opposite of the subject lands, on the north side of Carroll Street East. Existing single detached dwellings are located adjacent to the subject lands to the east and west, fronting Carroll Street East. The subject lands also abut the urban boundary of Strathroy to the east.

The subject lands generally consist of agricultural fields, with a plant nursery located towards the easterly portion of the lands. The perimeter of the subject lands is generally lined with trees, with an interior tree line approximately halfway through the lands.

There is no vehicular access nor formal pedestrian access serving the subject lands.

The subject lands are designated “*Settlement Area*” in the County of Middlesex Official Plan; are designated “*Residential*” in the Municipality of Strathroy-Caradoc Official Plan; and, are zoned “*General Agricultural (A1)*” in the Municipality of Strathroy-Caradoc Zoning By-law.



Project No.: LIT/STY/21-01

Date: AUGUST 2024

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FIGURE 1 - LOCATION

image retrieved from Middlesex County maps

360 CARROLL ST E DPOS/ZBA

LITERA PROPERTIES

360 CARROLL STREET EAST

PT. LOTS 13-14, CONCESSION 9

GEO. TOWNSHIP OF CARADOC

MUNICIPALITY OF STRATHROY-CARADOC

COUNTY OF MIDDLESEX

3.0 SURROUNDING LAND USE CONTEXT

Carroll Street East, adjacent to the subject lands, has the characteristics of a rural road with houses spaced further apart and set back from the road, often with tree lines lining the property frontage. The right-of-way generally consists of two lanes, one in each direction, with gravel shoulders. Vehicular access is typically via driveways located in the front yard, and vehicular parking is provided by either attached garages or surface parking. Dwellings are typically in the form of 1- to 2-storey single detached dwellings, with exterior finishes typically being brick/masonry with vinyl siding and a mix of window styles and treatments.

The subject lands are surrounded by a variety of land uses, including residential, agricultural, open space, and commercial uses. The land uses within a 400m and 800m radii of the subject lands, representing an approximate 5-minute and 10-minute walking distance respectively, are shown in Figure 2.

The existing land uses within a 400m, 5-minute walk radius of the subject lands are as follows:

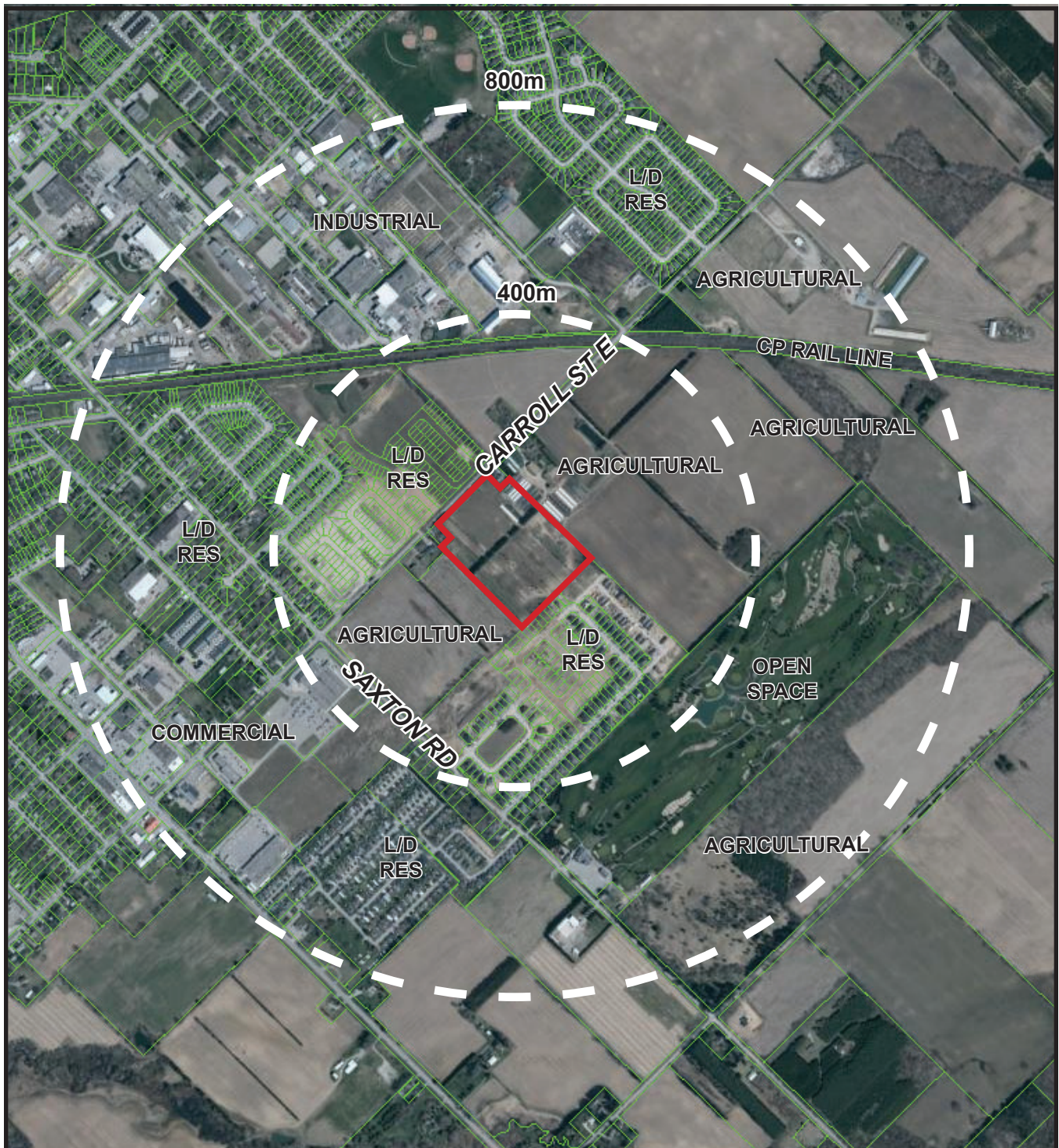
North: Lands zoned for low-density residential uses are located immediately north of the subject lands. Development has not begun on these lands, and there is an *H-5* holding provision which requires a subdivision agreement for the development to be connected to a public water supply system and a public sanitary sewer system to be entered into. Land located north of the subject lands also consist of future development and open space uses. A CP Rail Line is located approximately 400m north of the subject lands.

East: The subject lands abut general agricultural uses to the east.

South: Immediately south of the subject lands is an under-construction subdivision consisting of low-density residential uses in the form of single detached dwellings and open space. A portion of the lands are zoned for high-density residential uses; however, a special zoning provision permits the construction of single detached dwellings within the high-density residential zone.

West: The subject lands abut general agricultural uses to the west. Further west are low-density residential uses in the form of single detached dwellings, and highway commercial uses (Walmart, LCBO).

Lands within an 800, 10-minute walk radius are generally comprised of general industrial uses to the north of the CP Rail Line; agricultural uses to the east; open space and agricultural uses to the south; and, commercial and low-density residential uses to the west.



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FIGURE 2 - SURROUNDING CONTEXT
image retrieved from Middlesex County maps

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LITERA PROPERTIES

360 CARROLL STREET EAST
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4.0 PROPOSED DEVELOPMENT

The subject lands are proposed to be redeveloped for a 111-block residential Plan of Subdivision consisting of 65 single detached lots, 40 street townhouse lots, a high-density block, a parkland block, a stormwater management block, a future development block, two 1ft. future reserve blocks, and four new public roads (Figure 3). The proposed land uses and areas are described in the table below.

Table 1 - Proposed Land Uses and Areas

LOT/BLOCK	LAND USE	AREA (ha)
LOTS 1-65	RESIDENTIAL, SINGLE DETACHED	2.802
LOTS 66-105	RESIDENTIAL, STREET	1.171
BLOCK 106	HIGH-DENSITY	1.004
BLOCK 107	PARKLAND	0.387
BLOCK 108	STORMWATER MANAGEMENT	0.357
BLOCK 109	FUTURE DEVELOPMENT	0.041
BLOCKS 110-111	1ft. RESERVE	0.001
STREETS	STREETS 'A' – 'D'	1.912
TOTAL		7.675ha

The parkland block will facilitate the future construction of a neighbourhood park. It is anticipated that when the adjacent lands to the west are developed, the parkland dedication for that property will be adjacent the proposed block in this development to create a comprehensive community park for both developments.

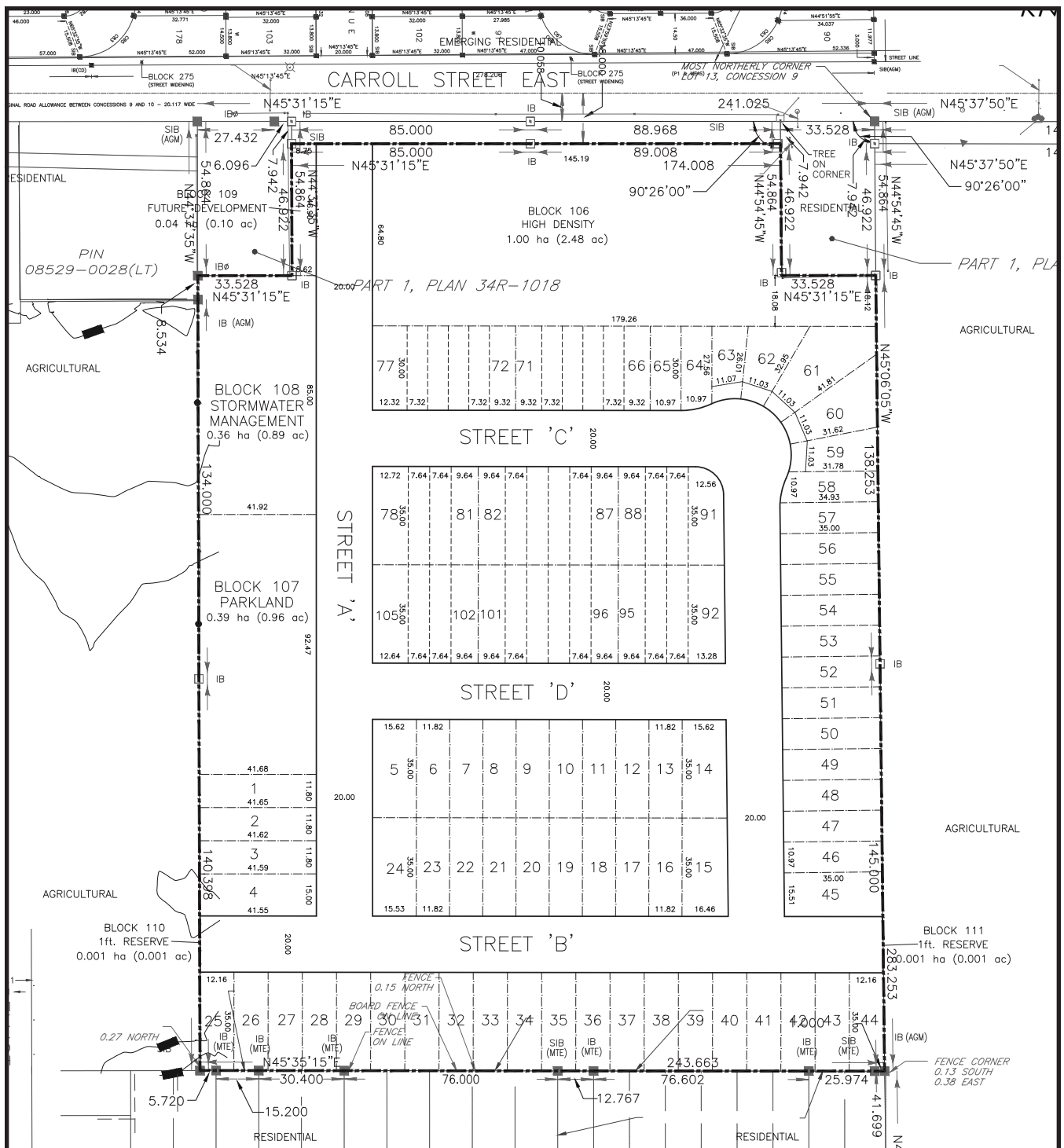
The proposed development provides 105 residential units, including the single detached lots and street townhouse lots, equating to a residential density of approximately 15uph (units per hectare). The proposed single detached lots, street townhouse lots, and parkland will have frontage along the proposed new public roads, and the high-density block will have frontage along Carroll Street East. The proposed high-density block is anticipated to provide 6-storey apartment buildings.

The general lot frontages and depths are described in Table 2 below, with few smaller / larger lot frontages or shorter / longer lot depths proposed due to road configurations.

Table 2 - Lot Frontages and Depths

LOT TYPE	FRONTAGES	DEPTHS
SINGLE DETACHED	10.97m (36ft) to 16.46m (54ft)	26.01m (85ft) to 41.80m (137ft)
STREET TOWNHOUSE	7.32m (24ft) to 12.72m (42ft)	30.00m (98ft) to 35.0m (115ft)

Notably, the proposed lot frontages, depths, and areas are smaller than the typical lots in the surrounding residential areas. The proposed development is reflective of contemporary subdivision design and provide for efficient use of land and services as the proposed development will utilize full municipal services.



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FIGURE 3 - DRAFT PLAN OF SUBDIVISION

prepared by Zelinka Priamo Ltd.

360 CARROLL ST E DPOS/ZBA

LITERA PROPERTIES

360 CARROLL STREET EAST

PT. LOTS 13-14, CONCESSION 9

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COUNTY OF MIDDLESEX

5.0 PROPOSED PLANNING ACT APPLICATIONS

5.1 Draft Plan of Subdivision

A Draft Plan of Subdivision application has been submitted to the County of Middlesex to facilitate the proposed development. A variety of lot sizes are proposed, allowing for a range of construction options and cost.

The proposed subdivision provides a new public road extending from Carroll Street East, and four additional public roads internal to the development. Each of the five proposed public roads provides a 20.0m right-of-way to facilitate appropriate infrastructure design and standards. Detailed cross-sections, depicting details such as sidewalks, curb, and boulevard widths, will be finalized through the detailed design process as part of final approval.

5.2 Zoning By-law Amendment

The subject lands are currently zoned “*General Agricultural (A1)*” in the Municipality of Strathroy-Caradoc Zoning By-law. To permit the proposed development, the zoning on the subject lands is proposed to be amended through a Zoning By-law Amendment, as shown in the Zoning Schedule (Figure 4).

The specific zoning amendments are as follows:

- From “*General Agricultural (A1)*” to “*Future Development (FD)*”. The limit of the *FD* zone is shown on the Zoning Sketch provided as part of this application;
- From “*General Agricultural (A1)*” to “*Open Space (OS)*” to permit the proposed neighbourhood park and stormwater management facility;
- From “*General Agricultural (A1)*” to a site-specific, special provision “*Low Density Residential (R1-())*” to permit residential uses in the form of single detached dwellings, with special provisions as follows:
 - Minimum lot area of 300.0m²;
 - Minimum lot frontage of 10.97m;
- From “*General Agricultural (A1)*” to a site-specific, special provision “*Medium Density Residential (R2-())*” to permit residential uses in the form of street townhouse dwellings, with special provisions as follows:
 - Minimum lot area of 219.60m²;
 - Minimum lot frontage of 7.32m; and,
- From “*General Agricultural (A1)*” to “*High Density Residential (R3)*” to facilitate the future construction of apartment dwellings, multiple-unit dwellings, or townhouse dwellings, as is permitted in the *R3* zone, with special provisions as follows:

- Maximum height of 6-storeys to a maximum of 25m;
- Minimum parking of 1 space per unit;
- Maximum parking area coverage of 35%; and,
- Minimum common amenity area of 12m² per unit.

The intent of the provisions is to provide a modest level of flexibility from the standard *R1*, *R2*, and *R3* zones to permit the specific lot layouts of the proposed development. At this time, no other special regulations have been identified as necessary; however, additional special regulations or variances may be identified through the planning process.

MUNICIPALITY OF STRATHROY-CARADOC
COUNTY OF MIDDLESEX

6.0 PLANNING ANALYSIS

6.1 Planning Act, RSO 1990

In considering a Draft Plan of Subdivision, the Planning Act states that regard shall be had for the items in **Section 51 (24)** which addresses the health, safety, convenience, and welfare of the present and future inhabitants of the municipality. The proposed Draft Plan of Subdivision and Zoning By-law Amendment address the items as follows:

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

- The proposed development is consistent with the policies of the Provincial Policy Statement, as discussed in Section 6.2 of the report, and therefore is consistent with matters of provincial interest.

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

- The County of Middlesex and the Municipality of Strathroy-Caradoc are experiencing residential growth and demand for low- to medium-density dwelling types. The proposed development adds to the supply of single detached residential dwellings and street townhouse residential dwellings and is not considered pre-mature. The Municipality of Strathroy-Caradoc intends for these lands to be developed for residential uses through the policies of the Municipality of Strathroy-Caradoc Official Plan. The proposed development is in the public interest considering the existing demand for this type of housing, combined with a significant housing shortage being experienced across the province.

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

- The proposed Draft Plan of Subdivision is consistent with the County of Middlesex Official Plan and the Municipality of Strathroy-Caradoc, as discussed in Section 6.3 and Section 6.4, respectively, of this report. The proposed subdivision provides a lot and street layout consistent with contemporary subdivision design. No land use conflicts with adjacent residential uses are anticipated.

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

- The subject lands are an appropriate location for the proposed development as they are of sufficient size to provide adequate setbacks, landscaped space, parking, and roads. The subject lands are designated for residential development, meaning the Municipality has already considered these lands for the development as proposed.

(e) the number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with the established highway system in the vicinity and the adequacy of them;

- The proposed new public roads have been designed in accordance with municipal design standards. Detailed roadway design will occur as a condition of final subdivision approval.

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

- The proposed lot layout is generally consistent with contemporary lot shapes and layouts and is appropriate for the development of the lands.

(g) the restriction or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land;

- There are no existing or proposed restrictions on the subject lands which would prevent or discourage redevelopment.

(h) conservation of natural resources and flood control;

- There are no identified natural heritage resources on the subject lands and, the lands are located outside of the St. Clair Region Conservation Authority regulated area.

(i) the adequacy of utilities and municipal services;

- Full municipal services will be extended to the subject lands in association with proposed Fieldcrest Subdivision to the north. A Preliminary Servicing Report was prepared by Stantec and is discussed in more detail in Section 7 of this report.

(j) the adequacy of school sites;

- The applicable school boards will be circulated to provide comments on the proposed development. At this time, it is not anticipated that the proposed development will put an undue strain on existing schools.

(k) the area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes;

- In addition to the new public roads, it is anticipated that the following lands will be conveyed to the Municipality of Strathroy-Caradoc:
 - Block 107 – Parkland (0.39ha);
 - Block 108 – Stormwater Management (0.36ha); and,
 - Blocks 110-111 – 1ft Reserve (0.001ha).

(l) the extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy;

- Energy saving construction materials will be utilized where possible throughout the construction process.

(m) the interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41 (2) of the Act or subsection 114 (2) of the City of Toronto Act, 2006. 1994, c. 23, s. 30; 2001, c. 32, s. 31 (2); 2006, c. 23, s. 22 (3, 4);

- As per the Municipality of Strathroy-Caradoc Site Plan Control By-law, site plan control is generally not applied to low density residential uses, but specific instances may warrant it. It is anticipated that Site Plan Approval will be required due to the proposed medium- and high-density residential uses.

Given the above, the proposed Draft Plan of Subdivision and Zoning By-law Amendment demonstrate regard for the health, safety, convenience, and welfare of the present and future inhabitants of the municipality as set forth in the Planning Act.

6.2 Provincial Policy Statement (2020)

The Provincial Policy Statement (PPS), issued under the authority of the Planning Act, “*provides policy direction on matters of provincial interest related to land use planning*” in order to ensure efficient development and protection of natural resources. All planning applications, including Draft Plan of Subdivision / Condominium, and Zoning By-law Amendment applications, are required to be consistent with these policies.

The policy analysis below describes how the proposed application is consistent with the stated policies within the PPS.

2020 Provincial Policy Statement Policy Analysis Table	
Policy	Response
<p><u>1.1.1 Managing and Directing Land Use [...]</u> Healthy, liveable and safe communities are sustained by:</p> <ul style="list-style-type: none"> a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term; b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs; e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs. 	<p>The proposed subdivision is an efficient and appropriate form of development for the subject lands as it facilitates the future development of single detached dwellings and street townhouse dwellings, further broadening the availability of low- to high-density residential development in the Municipality of Strathroy-Caradoc.</p> <p>The proposed development is a cost-effective form that utilizes existing municipal services. Thus, the consumption of land and servicing costs are minimized.</p>
<p><u>1.1.3.1 Settlement Areas</u> Settlement areas shall be the focus of growth and development.</p>	<p>The subject lands are located within the urban settlement area boundary of Strathroy.</p>

<p><u>1.1.3.2 Settlement Areas</u></p> <p>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 efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion. 	<p>The subject lands are located within an existing settlement area which is the preferred location for development, avoiding unjustified expansion of developable lands outside of the settlement area boundary. While the proposed form of housing is not new to the area, it is appropriate within the context of the subject lands.</p> <p>The proposed development makes efficient use of land, resources, infrastructure, and existing transportation networks by increasing the density (uph) on the subject lands.</p>
<p><u>1.1.3.3 Settlement Areas</u></p> <p>Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.</p>	<p>The proposed development is considered to be intensification as it proposes a greater number of residential dwelling units than what currently exists, in an area generally surrounded by development. The Municipality of Strathroy-Caradoc has identified the subject lands as appropriate for development by virtue of the existing land use policy which permits residential uses.</p> <p>The subject lands are considered an appropriate location for the proposed development as they are proximate to amenities and are sufficiently sized to accommodate the proposed number of dwelling units, amenity space, and roads.</p>
<p><u>1.1.3.4 Settlement Areas</u></p> <p>Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.</p>	<p>The proposed development will utilize zoning regulations that are generally applied to this type of low- to high-density development, including appropriate building setbacks, landscaped space, and parking. There are no risks to public health and safety from the proposed development.</p>
<p><u>1.4.3 Housing</u></p> <p>Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by:</p> <ul style="list-style-type: none"> b) permitting and facilitating: <ul style="list-style-type: none"> 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3; c) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety. 	<p>It is beneficial to the County and the Municipality to add to the range of market-based, low- to high-density residential uses to meet long-term housing demands and to accommodate future growth in the Municipality of Strathroy-Caradoc. The proposed development is consistent with the policy intent to encourage appropriate intensification as it generally minimizes the cost of housing by increasing supply and, efficiently uses land.</p> <p>The subject lands are generally located within the existing built-up area of Strathroy and, are within the urban settlement boundary. As such, the lands are an appropriate location to accommodate the proposed subdivision development.</p>
<p><u>Section 2.1.1 Natural Heritage</u></p> <p>Natural features and areas shall be protected for the long term.</p>	<p>There are no natural heritage features on the subject lands. Thus, no undue impacts are anticipated on natural heritage features.</p>

<p><u>1.6.6.3 Infrastructure and Public Service Facilities</u></p> <p>Where municipal sewage services and municipal water services are not available, planned or feasible, private communal sewage services and private communal water services are the preferred form of servicing for multi-unit/lot development to support protection of the environment and minimize potential risks to human health and safety.</p>	<p>The proposed development will make use of full municipal services as discussed in more detail later in this report.</p>
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Given the above justification, the proposed applications are generally consistent with the policies of the 2020 Provincial Policy Statement.

6.3 County of Middlesex Official Plan

The County of Middlesex Official Plan is a comprehensive planning document that outlines the long-term vision for the County. The plan directs and guides the County in land use policy and physical planning; establishes an upper-tier policy framework to provide guidance to local municipalities; and, sets a framework for coordination and cooperation amongst local municipalities and the County on planning and development issues that transcend municipal boundaries.

It is noted that the County of Middlesex recently undertook an extensive review of the Official Plan to incorporate new Provincial legislation and policies. On July 19th, 2022 County Council adopted Amendment No. 3 to the County of Middlesex Official Plan. Amendment No. 3 must also be approved by the Ministry of Municipal Affairs and Housing which is ongoing. The policies referenced in this report reflect the currently in force and effect Official Plan. However, upon adoption of Amendment No. 3, the policies referenced in this report will remain generally unchanged.

The subject lands are designated “*Settlement Area - Strathroy*” according the “Schedule ‘A’ – Land Use” in the County of Middlesex Official Plan (Figure 5). The plan includes several policies specific to the “*Settlement Area*” land use designation.



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**FIGURE 5 - COUNTY OF MIDDLESEX OFFICIAL PLAN
SCHEDULE A - LAND USE**

**360 CARROLL ST E DPOS/ZBA
LITERA PROPERTIES**

360 CARROLL STREET EAST
PT. LOTS 13-14, CONCESSION 9
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The following table contains a policy analysis detailing how the proposed development conforms with the plan:

County of Middlesex Official Plan Policy Analysis Table	
<i>Policy</i>	<i>Response</i>
<p><u>Section 2.3.8.1 Urban Areas</u></p> <p>Urban Areas either provide or demonstrate a strong potential to provide full municipal services. Urban Areas have the highest concentration and intensity of land uses in the County. Urban Areas are the focus for future growth and are expected to accommodate a significant portion of the projected growth over the planning period.</p> <p>New development, other than infilling, shall be fully serviced by municipal or communal water and sewage disposal systems.</p>	<p>The subject lands are within the urban settlement boundary of the community of Strathroy, and are within an area that is experiencing an influx of new development, as evidenced by the currently under-construction subdivision to the south. Thus, the lands are an appropriate location for the proposed low- to high-density subdivision.</p> <p>The proposed development will utilize full municipal services.</p>
<p><u>Section 2.4.5 Sanitary Sewers and Water</u></p> <p>The County encourages new development to proceed on the basis of full municipal services. Where partial municipal services are considered, the supporting studies shall address all servicing concerns.</p>	<p>The development will proceed on full municipal services. Partial services are not contemplated.</p>
<p><u>Section 3.2.2 Development Policies</u></p> <p>New development in Settlement Areas is encouraged to proceed by Plan of Subdivision.</p>	<p>The proposed applications seek to permit residential development lots through a Draft Plan of Subdivision.</p>
<p><u>Section 3.2.4.1 Permitted Uses in Urban Areas</u></p> <p>The local official plans shall provide detailed land use policies for the uses permitted in Urban Areas. These uses shall include:</p> <p>a) A variety of housing types.</p>	<p>The proposed Draft Plan of Subdivision and associated Zoning By-law Amendment seek to permit the future construction of single detached dwellings and street townhouse dwellings, which add to the range of housing types within the community of Strathroy. The proposed street townhouse dwellings provide a form of housing that is not new, but lacking in the surrounding area.</p>
<p><u>Section 4.5.1 Development Applications: Plan of Subdivision</u></p> <p>County Council shall approve only those plans of subdivision or condominium which comply with the provisions of this Plan and the applicable local official plan.</p> <p>Under conditions of approval attached to plans of subdivision or condominium pursuant to the Planning Act:</p> <p>a) County Council shall require that the applicant(s) enter into appropriate agreements with the County or local municipality which may be registered against the title of the subject lands and which shall include such matters as services, financial requirements, County road facilities, dedication of land for public uses, exclusive of parks and other</p>	<p>As discussed later in this report, the proposed development complies with the provisions of both the County and Municipal Official Plans.</p> <p>The land owner may enter into appropriate agreements, registered on title, as necessary and agreed upon between the land owner, the Municipality, the County, and any applicable third-party agency.</p>

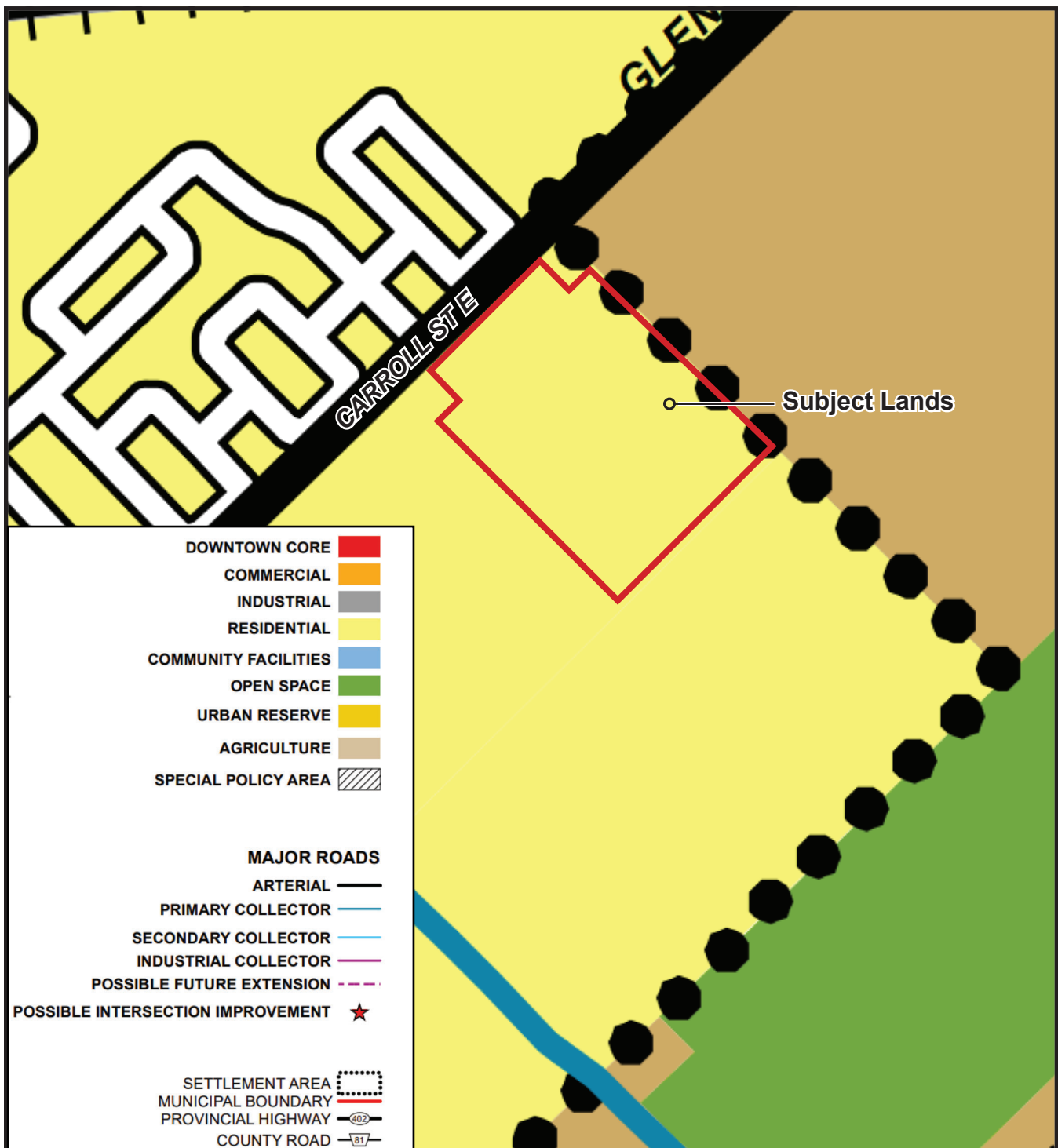
<p>requirements to implement the provisions of this Plan; and</p> <p>b) the Council of the local municipality may require that the applicant(s) enter into appropriate agreements which shall be registered against the title of the subject lands, and may include such matters as, but not limited to, financial requirements, local roads, drainage, grading and landscaping, sidewalks and dedication of land for public uses and other requirements to implement the provision of this Plan and the local official plan.</p>	
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Given the above, the proposed development, and associated applications, conforms to the policies of the County of Middlesex Official Plan and is appropriate for the subject lands.

6.4 Municipality of Strathroy-Caradoc Official Plan

The Municipality of Strathroy-Caradoc Official Plan sets out, in more specific detail than the County of Middlesex Official Plan, the land use planning policies and framework for the future pattern of development for the Municipality.

The subject lands are within the *Strathroy Urban Settlement Area* and are designated “*Residential*” according to “Schedule ‘B’ – Land Use & Transportation Plan” in the Municipality of Strathroy-Caradoc Official Plan (Figure 6). As per **Section 3.3.4.1** of the Official Plan, lands designated *Residential* shall be predominantly used for residential purposes including a range of housing types and densities from single unit dwellings to high-rise apartment buildings. As such, the proposed development consisting of single detached dwellings and street townhouse dwellings is contemplated within the *Residential* land use designation.



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FIGURE 6 - MUNICIPALITY OF STRATHROY-CARADOC OFFICIAL PLAN
SCHEDULE B - LAND USE & TRANSPORTATION PLAN

360 CARROLL ST E DPOS/ZBA

LITERA PROPERTIES

360 CARROLL STREET EAST

PT. LOTS 13-14, CONCESSION 9

GEO. TOWNSHIP OF CARADOC

MUNICIPALITY OF STRATHROY-CARADOC

COUNTY OF MIDDLESEX

The table below contains a policy analysis detailing how the proposed development conforms to the Municipality of Strathroy-Caradoc Official Plan.

Municipality of Strathroy-Caradoc Official Plan Policy Analysis Table	
Policy	Response
<p><u>Section 2.4.2 Housing Stock</u></p> <p>A wide variety of housing types and tenure shall be encouraged to meet the needs, affordability and preferences of existing and future residents. To monitor the housing supply, the Municipality shall maintain an inventory of building lots as well as potential dwelling units and vacancy rates. Housing targets may be established.</p>	<p>The proposed development provides a mix of low-, medium- and high-density development, and a variety of housing types, which appropriately responds to the needs of existing and future residents. Smaller lot sizes (comparatively to the existing residential development in the surrounding area) are proposed, which is anticipated to inherently expand the range of affordability in the area. The proposed residential development contributes to a mix of housing stock to accommodate people at all stages of life, household sizes, and levels of affordability.</p>
<p><u>Section 2.4.6 Intensification</u></p> <p>Residential intensification shall be encouraged in settlement areas where it is complementary 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 serve to be in keeping with the character with the area and not adversely affect neighbourhood stability. The Municipality shall have regard to intensification targets established in the County of Middlesex Official Plan.</p>	<p>The proposed development, on lands not previously used for development, will assist in achieving the intensification target delineated by the County by increasing the residential housing supply in the area.</p> <p>The proposed development will generally maintain the existing low-density residential character of the surrounding area. The proposed street townhouses have frontage along internal roads, thus mitigating any potential compatibility issues between the proposed development and existing land uses. The proposed single detached homes will interface with single detached homes to the south, and agricultural lands to the east and west.</p>
<p><u>Section 2.6.3 Urban Design Principles</u></p> <p>The following principles shall be applied to strengthen and maintain the role, character and function of settlements:</p> <ul style="list-style-type: none"> a) urban development shall occur, wherever possible, in a contiguous fashion maintaining at all times a clear and distinct edge as opposed to taking place in an ad hoc, incremental fashion characterized by intervening un-developed lands; d) the health, safety and quiet enjoyment of residential neighbourhoods shall be respected; e) adequate outdoor amenity areas for multi-unit residential developments shall be provided; 	<p>The proposed development conforms to the urban design principles as outlined in the Official Plan in the following ways:</p> <ul style="list-style-type: none"> • The proposed subdivision fills in a gap of the north-south development pattern adjacent to the subject lands, establishing a contiguous development pattern in the area; • Noise levels will be typical of that expected from a development of this nature. There are no anticipated risks to public health and safety from the proposed development; • The proposed development provides a parkland block to be used as a neighbourhood park for future residents;

<p>f) adequate buffering shall be provided between potentially conflicting uses;</p> <p>g) off-street parking areas shall be properly surfaced, graded, accessed and landscaped.</p>	<ul style="list-style-type: none"> • The proposed built-form is comparable to that of surrounding dwellings. Privacy will be maintained through the use of landscaping, fencing, and appropriate building setbacks. While the proposed development will be visible from abutting and adjacent lands, adverse impacts and compatibility issues are appropriately accounted for and mitigated; and, • Appropriate off-street parking will be provided in the form of surface parking and/or garages for each dwelling unit.
<p><u>Section 3.3.4.1 Residential Primary Uses</u></p> <p>Lands designated 'Residential' on Schedule 'B' shall be pre-dominantly used for residential purposes including a range of housing types and densities from single unit dwellings to high-rise apartment buildings. The Zoning By-law shall establish a number of zones and regulations for the various housing types.</p>	<p>The proposed development provides a range of residential housing types and densities, being low-density single detached dwellings, medium-density street townhouses, and high-density apartments. The proposed high-density block is anticipated to facilitate high-density uses, as is permitted in the requested R3 zone. The Zoning By-law Amendment seeks to establish zoning regulations appropriate for the proposed development.</p>
<p><u>Section 3.3.4.3 Low Density Development</u></p> <p>Low density development (e.g. single unit dwellings, two unit dwellings) shall continue to be the dominant form of residential development. Development proposals shall be encouraged which:</p> <ol style="list-style-type: none"> a) create a sense of neighbourhood identity; b) result in attractive and distinctive streetscapes; c) incorporate public amenities and safety measures; d) utilize traffic calming measures; e) preserve and enhance natural features; f) provide a mix of housing types; g) ensure appropriate and effective buffering from neighbouring nonresidential uses; h) minimize total road length and road surface within practical considerations for snowplowing, surface drainage and on-street parking; 	<p>The proposed neighbourhood park provides an outdoor amenity space for the common enjoyment of residents, which may establish a sense of neighbourhood identity.</p> <p>The proposed new public roads will be designed according to municipal standards and are anticipated to provide an attractive and efficient design. This will be further refined through a future detailed design process.</p> <p>A variety of screening and buffering mechanisms are proposed, such as fencing, landscaping, and generous lot depths to maintain, or enhance where possible, privacy between the proposed development and adjacent lands.</p>
<p><u>Section 3.3.4.5 Medium Density Development</u></p> <p>Medium density development (e.g. walk-up apartments and townhouses) shall be encouraged on lands that have access onto an arterial or collector road. Development on local streets shall be permitted within close proximity to intersections with arterial or collector roads and providing</p>	<p>The subject lands front Carroll Street East, which is classified as an <i>Arterial</i> Road as per "Schedule 'B' – Land Use & Transportation Plan" in the Official Plan. The proposed development and associated amendments would increase the density on a property with full access to municipal services at a location proximate to amenities and transportation</p>

<p>vehicular conflicts are minimized. The height, density, arrangement and design of buildings and structures shall complement and not adversely impact neighbouring lower density residential development.</p>	<p>networks. The proposed street townhouse dwellings are generally directed internally to the development and, as such, are not anticipated to adversely impact the neighbouring lower density residential development.</p>
<p>Section 3.3.4.6 High Density Development High density development (i.e. >3 storeys) in keeping with the general scale and character of the town shall be considered based on the following criteria:</p> <ul style="list-style-type: none"> a) adequate buffering and separation from low density development by an intervening area of medium density development or other suitable or comparable design features and site improvements; b) proximity to areas designated 'Downtown Core', 'Community Facilities', and/or 'Open Space'; c) vehicular access to an arterial or collector road or from a local street designed to minimize the conflict between apartment generated traffic and any neighbouring low or medium density residential development; d) adequacy of municipal infrastructure (water supply, sanitary sewage, drainage, roads, and sidewalks). If inadequate, an agreement shall be entered into with the proponent as to the design and cost of any improvements required to bring such services up to the required standards; e) maximum height and density as specified in the Zoning By-law; f) site design to minimize the shadow effect on surrounding buildings and the adverse effects of winter winds while maximizing the exposure for solar grain; g) energy-efficiency through innovative site orientation and landscaping. 	<p>The proposed high-density residential block is appropriate for the following reasons:</p> <ul style="list-style-type: none"> • The proposed high-density block has frontage along Carroll Street East, with the rear yard intersecting with the rear yards of medium-density uses, being the proposed townhouses. As such, adequate spatial separation from the proposed low-density uses is provided. • The proposed development includes a parkland block, and is proximate to the lands designated as 'Open Space' to the south of the subject lands. • Vehicular access to the proposed high-density block is anticipated to be from Street 'A' as shown on the conceptual site plan included as part of this application. As such, vehicular access to and from the proposed apartment buildings will generally be contained to Carroll Street East, and not throughout the proposed subdivision. • The proposed development will utilize full municipal services. The proposed streets will be designed according to municipal standards. • The proposed Zoning By-law Amendment seeks to implement a site-specific <i>High Density Residential R3-()</i> zone to permit a maximum building height of 6-storeys to a maximum of 25m. The Municipality of Strathroy-Caradoc has previously implemented site-specific zones to permit building heights of up to 6-storeys, acknowledging that this proposed height can be appropriate within the Municipality. • The proposed high-density block will be sensitively designed with consideration for shadow and wind effects. These details will be refined through a future Site Plan Approval application process.

	<ul style="list-style-type: none"> The proposed development will utilize energy-efficiency techniques and design where it is applicable and cost-effective.
<p><u>Section 3.3.4.7 Residential Intensification</u></p> <p>Residential intensification including infilling in existing developed areas is considered desirable to make more efficient use of underutilized lands and infrastructure. Proposals shall be evaluated and conditions imposed as necessary to ensure that any proposed development is in keeping with the established residential character and constitutes an appropriate 'fit' in terms of such elements as height, density, lot fabric, building design, dwelling types and parking. Appropriate services shall be capable of being provided.</p>	<p>The proposed Draft Plan of Subdivision and Zoning By-law Amendment applications provide for development that is serviced by municipal drinking-water and wastewater system, increasing the efficacy of land and services; respects the scale, physical character, and context of the surrounding neighbourhood by providing a built-form that is compatible with adjacent development; and, is located on lands that are of a suitable size and configuration to provide appropriate integration of on-site vehicular and pedestrian traffic, adequate parking, and outdoor amenity spaces.</p>
<p><u>Section 3.4.3.1 Connection to the System</u></p> <p>All development within the 'Settlement Area of Strathroy' shall be connected to and serviced by the municipal sanitary sewage system. As the need arises and resources permit, the system will be extended to existing developed areas not presently serviced.</p>	<p>The proposed development will be connected to and serviced by municipal services.</p>

The proposed development represents an appropriate and compatible form of residential intensification at an appropriate location and is generally in conformity with the policies and intent of the Municipality of Strathroy-Caradoc Official Plan. The proposed development is consistent with the planned function of the "*Residential*" land use designation to permit appropriate intensification with a range and mix of densities and housing unit types.

6.5 Municipality of Strathroy-Caradoc Zoning By-law

The subject lands are zoned "*General Agricultural (A1)*" in the Municipality of Strathroy-Caradoc Zoning By-law (Figure 7), which permits a variety of agricultural uses. The proposed development is not permitted within the regulations of the *A1* zone.

The Zoning By-law Amendment seeks to rezone the subject lands to establish site-specific, special regulation "*Low-Density Residential (R1)*" and "*Medium-Density Residential (R2)*" zones, as well as "*Open Space (OS)*", "*Future Development (FD)*", and "*High-Density Residential (R3)*" zones.

The *OS* zone permits public and private parks, and will permit the proposed neighbourhood park on the subject lands. The *FD* zone permits agricultural uses and existing uses.

The *R1* zone regulates low-density residential development, specifically in the form of single detached dwellings. The *R2* zone provides for and regulates medium-density residential development, with permitted uses including single detached dwellings and townhouse dwellings. The *R3* zone regulates high-density residential development which permits apartment dwellings,

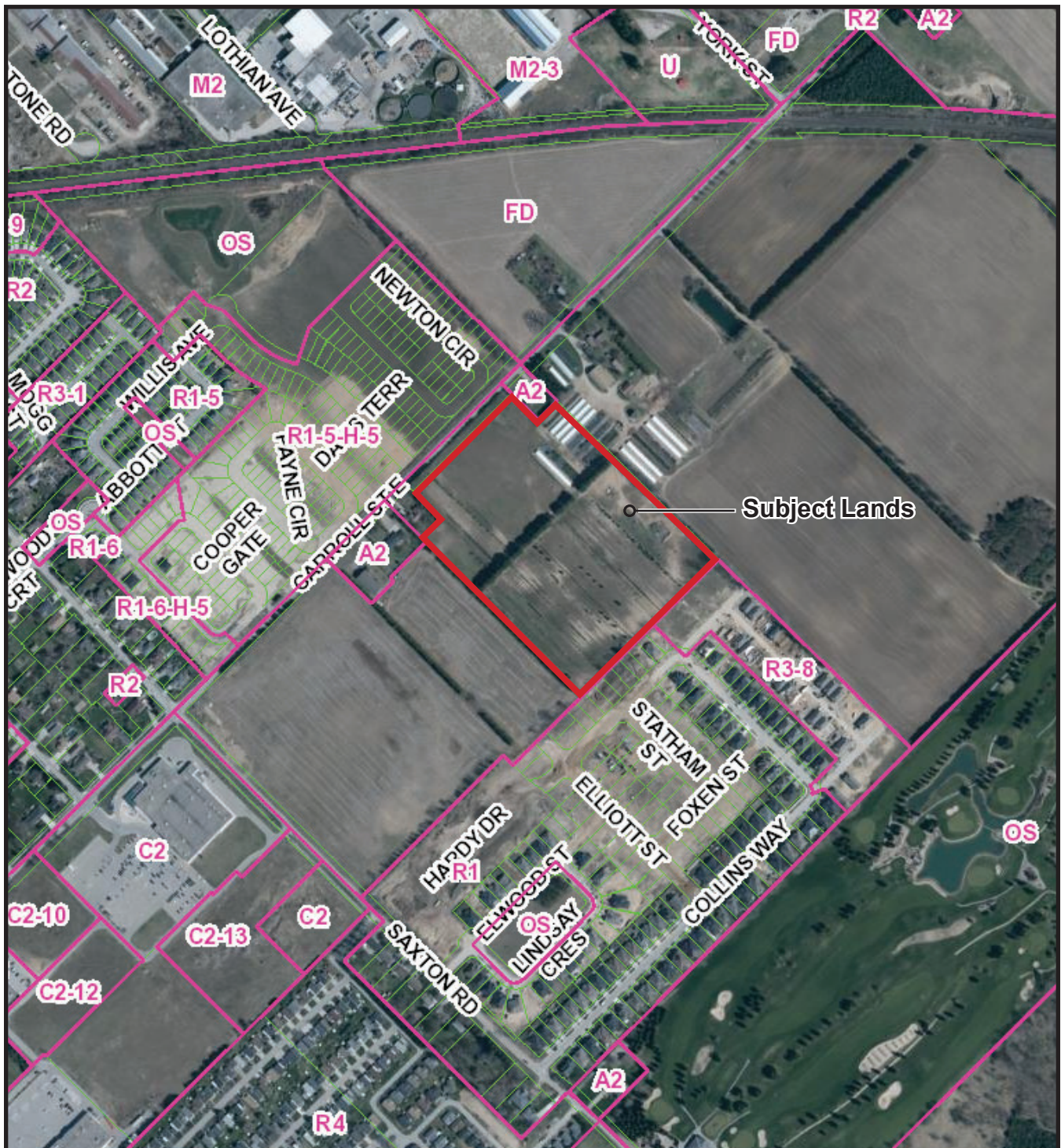
multiple-unit dwellings, and townhouse dwellings. The requested residential zones will facilitate appropriate residential development on the subject lands.

Table 3 below provides a breakdown of the regulations for the *R1*, *R2* and *R3* zones and the requested, site-specific *R1*-(), *R2*-() and *R3*-() zones. Site-specific development standards are to be confirmed and refined subject to a review of the application by Staff through the approvals process.

Table 3 – Zoning

	Existing Regulations			Proposed Regulations		
	R1	R2	R3	R1-()	R2-()	R3-()
Lot Area (min.)	460m ²	250m ²	N/A	300m² *	219.60m² *	N/A
Lot Frontage (min.)	15.0m	8.0m per unit	N/A	10.97m *	7.32m per unit *	N/A
Building Height (max.)	N/A	N/A	3-storeys to a maximum of 15m	N/A	N/A	6-storeys to a maximum of 25m*
Parking (min.)	N/A	N/A	1.25 - 1.5 spaces per unit	N/A	N/A	1.0 spaces per unit*
Parking Area Coverage (max.)	N/A	N/A	25%	N/A	N/A	35%*
Common Amenity Area (min.)	N/A	N/A	20m ² per unit	N/A	N/A	12m² per unit*

***Denotes required special provision.**



Project No.: LIT/STY/21-01

Date: AUGUST 2024

Scale: NTS



Zelinka Priamo Ltd.
LAND USE PLANNERS

318 Wellington Road, London, ON, N6C 4P4
TEL (519) 474-7137 Email: zp@zpplan.com

FIGURE 7 - STRATHROY-CARADOC ZONING BY-LAW
image retrieved from Middlesex County maps

360 CARROLL ST E DPOS/ZBA

LITERA PROPERTIES

360 CARROLL STREET EAST

PT. LOTS 13-14, CONCESSION 9

GEO. TOWNSHIP OF CARADOC

MUNICIPALITY OF STRATHROY-CARADOC

COUNTY OF MIDDLESEX

7.0 ADDITIONAL CONSIDERATIONS

7.1 Preliminary Servicing Report

Stantec was retained to prepare a preliminary servicing analysis in support of the proposed development. Specifically, the report considers storm servicing and the provision of stormwater management, sanitary servicing, and capacity of the downstream sewer system and sewage treatment plant, and connection to Strathroy-Caradoc's municipal water supply system. The purpose of the report was to provide inventory of the existing storm, water, and sanitary servicing infrastructure for the feasibility of developing the subject lands as proposed in support of Draft Plan Approval. The report is summarized as follows:

- Sanitary flow from the proposed development is proposed to be directed north towards Willis Avenue, which is part of the proposed Fieldcrest Subdivision. Coordination with Fieldcrest Subdivision Phase 2 is underway which will allow for alteration to pipe size and grade to facilitate Carroll Street crossing and servicing of the subject lands. It is understood that the site has been allocated for in WSP's report and poses no issues to the downstream sanitary infrastructure.
- Stormwater flow from the proposed development should also be directed north towards Willis Avenue. 170.0L/s flow rate has been imposed on this outlet for major storms, therefore any additional flow volume must be retained and mitigated on-site via SWM controls. stormwater will ultimately discharge to the downstream Fieldcrest Subdivision SWMF; however, quantity control adhering to MECP's Enhanced Quality Target will be required before outletting off-site. The storm outlet at Fieldcrest Subdivision is being coordinated with MTE, Municipality, and County to facilitate Carroll Street crossing.
- Municipal water service is available to this site via a 400mm diameter watermain on the north side of Carroll Street. It is anticipated that pressure is sufficient to provide adequate servicing. Looping is anticipated with neighboring future subdivision to allow for design redundancy, ensuring adequate pressure, and reducing retention times.

7.2 Noise Assessment Report

Stantec was retained to prepare an environmental noise assessment to address municipal policies regarding residential development adjacent to County roads. The conclusions and recommendations of the study are as follows:

- Predicted noise levels are below MECP criteria at the daytime and nighttime indoor living areas as well as the outdoor living areas for the single family lots of the proposed development.
- Predicted noise levels are above MECP criteria at the daytime and nighttime indoor living areas for the potential stacked townhouse units within Block 118 with exposure to Carroll Street East.
- Block 118 will require a subsequent noise study to be completed once the site plan for this block has been finalized.

- No additional measures are required for Lots 1 through 117.

7.3 Geotechnical Investigation

EXP Services Inc. was retained to carry out a geotechnical investigation and prepare a geotechnical report relating to the proposed development. The report provides geotechnical comments and recommendations regarding site preparation, excavations and dewatering, foundations, slab-on-grade and basement design, bedding and backfill, earthquake design considerations, pavement design, and curbs and sidewalks.

8.0 CONCLUSIONS

The proposed Draft Plan of Subdivision proposes 111 blocks, including 106 residential lots, to facilitate the future construction of single detached dwellings, street townhouse dwellings, and apartment dwellings. Pending approval, this application would add to the supply of draft-approved, developable land.

The subject lands are an appropriate location for the proposed development, located within the existing settlement area boundary, and being adjacent to lands designated and zoned for similar residential subdivision development. The subject lands are proximate to public services and amenities, as well as recreation opportunities and open space areas.

The proposal to redevelop the subject lands provides efficient and cost-effective residential development, by achieving a built-form and residential intensity that is compatible with abutting uses and achieves the goal of appropriate residential growth.

The Municipality of Strathroy-Caradoc specifically contemplates residential development, in a range of housing types and densities, on the subject lands for the expressed purpose of providing desirable housing. The proposed development will contribute to a range of housing choices in the area, increasing housing supply to potentially provide housing at a lower cost.

The proposed development is consistent with the County of Middlesex Official Plan in terms of providing development at appropriate locations utilizing full municipal services. As noted throughout this report, the subject lands will make full use of municipal services.

Based on the above, and as detailed throughout this Planning Justification Report, the proposed Draft Plan of Subdivision and Zoning By-law Amendment are consistent with the intent and policies as set forth in Provincial and Municipal planning documents. As such, the proposed applications are appropriate for the subject lands and represent good land use planning principles.