



Planning Justification Report

230 Second Street

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1. INTRODUCTION

Nethery Planning Inc. has been retained by 2752894 Ontario Inc. to provide professional planning advice regarding the proposed development of lands located at 230 Second Street (referred to as the "subject lands").

The proposed development is a mixed-use project that will accommodate a range of large-scale commercial uses consistent with the Highway Commercial zone. The site will feature three 11-storey mixed-use buildings with commercial uses on the ground floor and 787 residential units above it, along with 49 three-storey live/work townhomes. The proposal also includes dedicated restaurant space, a central parkland and amenity area, and three access points, one from Second Street and two from Adair Boulevard. This mixed-use proposal supports a range of community needs by providing diverse housing options, employment space, and local services, while optimizing the site's strategic location for integrated residential and commercial activity.

The subject lands are currently zoned Future Development (FD), requiring a Zoning By-law Amendment (ZBA) to permit the proposed uses. The site is designated Industrial in the Strathroy Official Plan, with an SPA 3 overlay permitting commercial uses. In the Middlesex County Official Plan, all lands are designated Agricultural Areas except for Settlement Areas identified in the local Official Plan. As the subject lands are within a Settlement Area as per the Strathroy Official Plan, the Agricultural designation in the County Official Plan does not apply, in accordance with Policy 2.3.5 of the County Official Plan.

At present, the site is vacant, as shown in **Figure 1**, providing an excellent opportunity for intensification and development in alignment with Provincial and Municipal planning policies. This Planning Justification Report evaluates the proposal in the context of relevant Provincial, County, and Municipal land use planning policy documents.



Figure 1: Street View of Subject Lands.

2. SITE & SURROUNDINGS

2.1 SITE DESCRIPTION

Site

The subject lands are municipally addressed as 230 Second Street, located at the corner of Adair Boulevard and Second Street. The property is currently vacant, with a total area of approximately 9.3 hectares (23 acres). The combined frontage is approximately 313 metres along Adair Boulevard and 300 metres along Second Street, with the site sloping to the southeast corner of the property. The context map shown in **Figure 2** illustrates the subject lands and surrounding land uses.

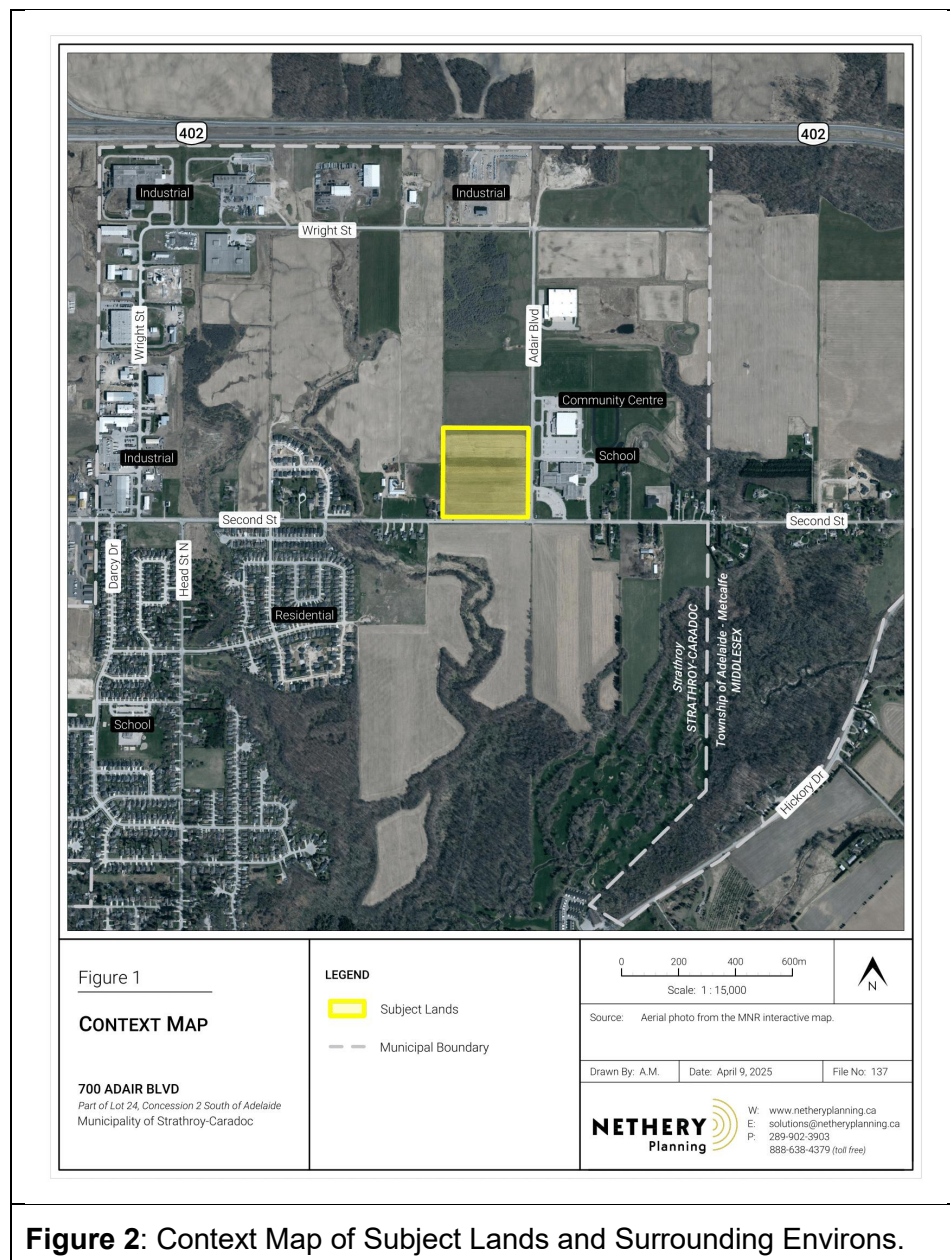


Figure 2: Context Map of Subject Lands and Surrounding Environs.

Surroundings

The surrounding area is generally characterized by its current agricultural and low-density residential uses. It is an area poised for growth within the Municipality of Strathroy-Caradoc, as evidenced by the prevalence of Future Development (FD) zones surrounding the subject lands.

North – Directly abutting the subject lands to the north is a parcel zoned Future Development (FD), which is designated as Industrial in the Strathroy-Caradoc Official Plan. Further north are properties zoned General Industrial (M2) and Light Industrial (M1).

East – Abutting the subject lands to the east are lands zoned Institutional (I), which accommodates the Strathroy District Collegiate Institute, Holy Cross Catholic Secondary School, and the Gemini Sports Complex. Beyond this, there are lands zoned Low-Density Residential (R1) and Open Space (OS).

South – Directly south of the subject lands are lands zoned Future Development (FD) and designated residential in the Strathroy-Caradoc Official Plan. Additionally, these lands are part of the North Meadows Secondary Plan. Further south are parcels zoned High-Density Residential (R3) and Medium-Density Residential (R2).

West – The lands immediately west of the subject lands are zoned Future Development (FD) and designated industrial in the Strathroy-Caradoc Official Plan. Further west, the area transitions into zones for Low-Density Residential (R1), General Industrial (M2), and Heavy Industrial (M3).

2.2 TRANSPORTATION NETWORK

Road Network

The subject lands are located at the northwest corner of Adair Boulevard and Second Street (County Road 33), within the Municipality of Strathroy-Caradoc. Second Street is identified as a County Arterial Road in the Middlesex County Official Plan, serving as a key east-west corridor in the regional and provincial road network.

The site is well connected to surrounding transportation infrastructure. Second Street intersects with Hickory Drive (County Road 39) and Centre Road (County Road 81), both of which are County four-lane arterial roads. These roads provide access to Highway 402, located just north of the property, offering connectivity to the broader Southwestern Ontario region. Additionally, these arterial roads serve as significant routes within the greater region, facilitating movement for commuters, goods, and services.

Several improvements to the road network surrounding the subject lands are proposed in the Strathroy-Caradoc Transportation Master Plan. Signalization is recommended for the intersection of Second Street and Head Street North, as these corridors are anticipated to experience increased traffic with future development. Similarly, signalization at the intersection of Second Street and Adair Boulevard is proposed to enhance pedestrian and cyclist safety, particularly given the proximity to Holy Cross Catholic Secondary School, Strathroy Collegiate Institute, and the Gemini Sportsplex. The extension of Thorn Drive to the east and Adair Boulevard to the south

is also planned to support future development and improve local connectivity. Furthermore, Second Street has been identified as a route in the Middlesex County Cycling Strategy and the Recreational Trails Master Plan.

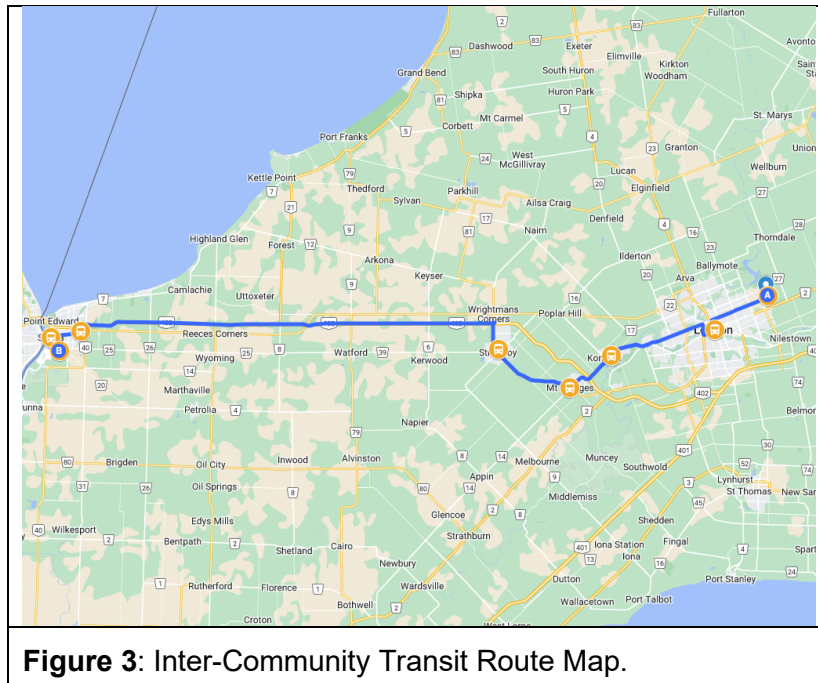
The road network serving the subject lands provides strong connections to both local and regional transportation systems, supporting the proposed development and ensuring accessibility for future residents and businesses.

Transit Network

The subject lands are serviced by a limited number of transit options within the Municipality of Strathroy-Caradoc. These include VIA Rail services and a recently launched inter-community transit pilot project, both of which provide regional connections to nearby urban centres. There is currently no municipal transit service operating within Strathroy-Caradoc, though future enhancements to regional transit are being explored.

The VIA Rail station is centrally located in Strathroy's downtown area off Metcalfe Street West. The station operates as a flag stop for Canada's national train service and provides two daily trips: one eastbound to Toronto and one westbound to Sarnia. These trips connect Strathroy to key communities, including Wyoming, London, Ingersoll, Woodstock, Brantford, Aldershot, and Oakville, in addition to the terminal destinations of Sarnia and Toronto. The Ministry of Transportation's (MTO) draft Transportation Plan for Southwestern Ontario identifies opportunities to enhance the frequency and reliability of passenger rail service along this corridor.

In addition to VIA Rail, the community benefits from the Inter-Community Transit Pilot, a service launched by the Province of Ontario on August 4, 2020. This fully accessible bus service operates three round trips on weekdays and two on weekends, connecting Strathroy-Caradoc to Sarnia, London, and other urban centres along the route (see **Figure 3**). The nearest stop to the subject lands is located on Front Street East.



3. PROPOSAL

3.1 DESCRIPTION OF PROPOSAL

The proposed development in Strathroy is envisioned as a dynamic, master-planned, mixed-use community that integrates a broad mix of residential, commercial, and open space uses. The plan includes three 11-storey mixed-use buildings, each with commercial space at grade and a total of 787 residential apartment units above. These buildings provide modern, higher-density housing options while supporting a wide range of ground-floor commercial uses suited to a Highway Commercial context. The residential component is proposed as a secondary use to the primary commercial function of the mixed-use buildings, consistent with the intent of the Commercial designation in the Strathroy-Caradoc Official Plan. The inclusion of residential uses directly above commercial space will support local businesses by increasing foot traffic, creating a built-in customer base, and contributing to a vibrant, street-oriented environment. The overall site layout, including building placement, the three access points, and open spaces, is shown in **Figure 4**.

The development also includes 49 live/work townhomes, each three storeys in height and approximately 360 m² in size, offering flexible space for home-based businesses or small-scale enterprises. In addition to the mixed-use components, several standalone commercial buildings are proposed across the site, including retail and restaurant spaces with a combined gross floor area of approximately 18,617.8 m² (200,400 ft²). Three restaurant buildings with two having drive through options totally approximately 1,560.8 m² (16,800 ft²) in size.

To support the community's quality of life and recreational needs, the concept includes a parkland and amenity area. Significant landscaping throughout the site will enhance the visual appeal and functionality of the public realm.

The development provides 876 at grade parking spaces with additional parking provided within private garages, and two levels of underground parking beneath the mixed-use buildings. Parking is distributed across the site to serve the various uses, with designated areas for residential, commercial, restaurant, and live/work townhouse functions. The site will accommodate the required number of parking spaces as per the Zoning Bylaw for the uses proposed.

Accessible parking spaces and loading areas will be provided in accordance with municipal standards, with loading zones strategically located to serve major commercial buildings without interfering with internal traffic flow.

In support of active transportation, the site will include bicycle parking, with final bicycle parking counts to be confirmed at the Site Plan stage but will be designed to meet the minimum requirements of the Municipality's Zoning By-Law.

A detailed Transportation Impact Study (TIS) has been prepared in support of the development, analyzing access, circulation, traffic impacts, and loading movements. The TIS confirms that the proposed access locations and site design are appropriate to accommodate projected traffic volumes and ensure safe and efficient transportation operations for all users.

Public Realm and Placemaking

The proposed development places a strong emphasis on the creation of a vibrant and engaging public realm through the integration of parkland, landscaped open spaces, and animated street-level uses. A significant feature of the concept is the inclusion of a centrally located parkland and an amenity area (final configuration to be determined at site plan stage), which will provide space for passive recreation, social gathering, and community interaction. This space will serve as a focal point for the development and contribute to placemaking through high-quality design and accessibility.

The development also incorporates extensive landscaping throughout the site to enhance the visual character and pedestrian experience. Public realm elements such as sidewalks, tree-lined boulevards, and seating areas will frame the built form and contribute to a welcoming environment. Ground-floor retail and restaurant uses in the mixed-use buildings provide animation at grade, encouraging walkability, social interaction, and creating a strong sense of place. The live/work townhomes further reinforce this vision by blending residential and commercial presence at the street level in a cohesive and human-scaled manner.

Parks & Trails

The Concept Plan includes a central parkland and amenity area designed to serve as a key open space feature for the broader development. While the precise size of the park space is still to be finalized, its placement ensures strong visual and physical connections to the surrounding mixed-use and residential buildings. The open space is intended to support both passive and active recreational uses, with potential for trails, seating, and green gathering areas that complement the high-density, mixed-use context.

Additionally, the development is designed with an internal pedestrian network to enhance site-wide connectivity and promote active transportation. These elements will link residential areas with commercial uses and public spaces, supporting walkability and access to future municipal trail networks. The inclusion of well-integrated parkland and trails ensures that open space is not only functional but also contributes meaningfully to the overall quality of life for future residents and visitors, fostering the notion of a complete community.

3.2 REQUIRED APPROVALS

To permit the proposed development at 230 Second Street, several municipal approvals are required. A site-specific Zoning By-law Amendment (ZBA) is required to rezone the subject lands from the existing "Future Development (FD)" zoning category to a site-specific Highway Commercial (C2-#) Zone. The amendment will introduce additional permissions for clinics, office uses, financial institutions, commercial uses, townhouse dwellings, and residential units above commercial uses within mixed-use buildings, in addition to modified standards related to yard setbacks, parking coverage and building height.

In addition, an Official Plan Amendment (OPA) is proposed to clarify that residential uses are permitted as a secondary component within the Commercial designation under Special Policy Area 3 (SPA 3). While the SPA permits commercial uses in the Industrial designation, the OPA will provide greater policy certainty that the proposed mixed-use residential component aligns with the intent of the Commercial policies and is appropriate for the site.

4. POLICY & REGULATORY CONTEXT

4.1 THE PLANNING ACT, R.S.O, 1990, c. P.13

The Planning Act is provincial legislation that sets out the provisions for land use planning in Ontario and provides for a land use planning system led by provincial policy.

The Planning Act promotes sustainable economic development and integrates matters of Provincial Interest into provincial and municipal planning decisions by requiring that all decisions be consistent with the Provincial Policy Statement and conform with provincial plans.

The Planning Act is provincial legislation that sets out the provisions for land use planning in Ontario - a land use planning system led by provincial policy. Section 2 of the Planning Act requires approval authorities, such as the municipality of Strathroy-Caradoc and Middlesex County, to 'have regard to' matters of provincial interest. With respect to the proposed development, relevant matters of provincial interest are as follows:

- (e) the supply, efficient use and conservation of energy and water;

- (f) the adequate provision and efficient use of communication, transportation sewage and water services and waste management systems;

- (g) the minimization of waste;
- (h) the orderly development of safe and healthy communities;
- (j) the adequate provision of a full range of housing, including affordable housing
- (k) the adequate provision of employment opportunities;
- (l) the protection of the financial and economic well-being of the Province and its municipalities;
- (p) the appropriate location of growth and development;
- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;

The regulations and direction of Section 2 of the Planning Act inform the Provincial Planning Statement, 2024 and the matters of provincial interest. The Provincial Planning Statement, 2024 is detailed in the following section of this report. It is our opinion that the proposed development has regard for matters of provincial interest.

4.2 PROVINCIAL PLANNING STATEMENT (2024)

The Provincial Planning Statement, 2024 provides planning policy direction on matters of Provincial interest related to land use planning and development. As with the previous version (Provincial Policy Statement, 2020), the new document sets the policy foundation for regulating the development and use of land in Ontario. It promotes appropriate growth and long-term economic prosperity while safeguarding provincial resources and encouraging responsible forms of development.

The following is an analysis of relevant policies from the new Provincial Planning Statement, 2024:

2.1 Planning for People and Homes

4. *To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:*
 - a. *maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and*
 - b. *maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans.*

6. *Planning authorities should support the achievement of complete communities by:*
 - a. *accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;*
 - b. *improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and*
 - c. *improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.*

Response: The proposed development aligns with Section 2.1 of the Provincial Planning Statement, 2024, by contributing to an appropriate range and mix of housing options and densities required to meet the needs of current and future residents in the regional market area. The inclusion of residential units above commercial spaces in the mixed-use buildings ensures the site can accommodate growth and supports intensification objectives. This approach helps to maintain a sufficient supply of residential land, ensuring the Municipality can meet the requirement of accommodating residential growth for a minimum of 15 years, as outlined in Policy 2.1.4(a). Additionally, the proposal capitalizes on existing and planned servicing capacity, contributing to the availability of residential units as required under Policy 2.1.4(b). The development further supports the creation of a complete community by integrating a mix of land uses, including residential, commercial, and open space.

2.2 Housing

1. *Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:*
 - a. *establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;*
 - b. *permitting and facilitating:*
 1. *all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and*
 2. *all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;*

- c. *promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and*
- d. *requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.*

Response: The proposed development aligns with Section 2.2 of the PPS by delivering new housing options to meet the needs of current and future residents in the regional market area. By integrating residential units into mixed-use buildings, the proposal facilitates residential intensification and redevelopment of underutilized land, contributing to a net increase in residential units and aligning with Policy 2.21(b). The mixed-use nature of the development also promotes efficient land use, leveraging existing infrastructure and public service facilities, aligning with policy 2.2.1(c).

2.3.1 General Policies for Settlement Areas

1. *Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.*
2. *Land use patterns within settlement areas should be based on densities and a mix of land uses which:*
 - a. *efficiently use land and resources;*
 - b. *optimize existing and planned infrastructure and public service facilities;*
 - c. *support active transportation;*
 - d. *are transit-supportive, as appropriate; and*
 - e. *are freight-supportive.*
3. *Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.*

Response: The proposed development aligns with Section 2.3.1 of the PPS by focusing growth and development within the designated settlement area of Strathroy. The proposed development integrates a mix of residential, commercial, and recreational uses, ensuring that the land is used efficiently and contributes to a vibrant community. The proposed land use pattern aligns with Policy 2.3.1.2, which promotes densities and mixes of uses that optimize land, resources, and infrastructure. By prioritizing residential intensification and redevelopment on underutilized land, the project supports the creation of a complete community as outlined in Policy 2.3.1.3.

2.8.1 Supporting a Modern Economy

1. *Planning authorities shall promote economic development and competitiveness by:*
 - a. *providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;*
 - b. *providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;*
 - c. *identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;*
 - d. *encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities; and*
 - e. *addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses.*

Response: The proposed development aligns with Section 2.8.1 of the PPS by integrating commercial spaces with residential and recreational components. It ensures a range of uses to meet long-term economic and community needs, as outlined in Policy 2.8.1.1(a). The inclusion of large-scale commercial areas provides opportunities for diverse economic activities and supports a broader economic base, aligning with Policy 2.8.1.1(b). The inclusion of residential units above commercial spaces further supports intensification and compact, mixed-use development, contributing to the vision of complete communities as outlined in Policy 2.8.1.1(d).

2.8.2 Employment Areas

5. *Planning authorities may remove lands from employment areas only where it has been demonstrated that:*
 - a) *there is an identified need for the removal and the land is not required for employment area uses over the long term;*
 - b) *the proposed uses would not negatively impact the overall viability of the employment area by:*
 1. *avoiding, or where avoidance is not possible, minimizing and mitigating potential impacts to existing or planned employment area uses in accordance with policy 3.5;*
 2. *maintaining access to major goods movement facilities and corridors;*
 - c) *existing or planned infrastructure and public service facilities are available to accommodate the proposed uses; and*
 - d) *the municipality has sufficient employment lands to accommodate projected employment growth to the horizon of the approved official plan.*

Response: The proposed development aligns with Section 2.8.1 of the PPS by integrating commercial spaces with residential and recreational components. It ensures a range of uses to meet long-term economic and community needs, as outlined in Policy 2.8.1.1(a). The inclusion of large-scale commercial areas provides opportunities for diverse economic activities and supports

a broader economic base, aligning with Policy 2.8.1.1(b). The inclusion of residential units above commercial spaces further supports intensification and compact, mixed-use development, contributing to the vision of complete communities as outlined in Policy 2.8.1.1(d).

4.3 MIDDLESEX COUNTY OFFICIAL PLAN (2023)

The Middlesex County Official Plan (MCOP) was amended by Official Plan Amendment No.3 and modified by the Minister of Municipal Affairs and Housing on July 7, 2023. The Official Plan provides a policy context for land use planning which considers the economic, social, and environmental impacts of land use and development decisions. It is designed to assist in growth management in Middlesex County. The Middlesex County Official Plan seeks to achieve a balance between economic development, community building, and environmental conservation.

All lands within the County are designated Agricultural Areas except for Settlement Areas identified in the local Official Plan. As the subject lands are within a Settlement Area as per the Strathroy Official Plan, the Agricultural designation in the County Official Plan does not apply, in accordance with Policy 2.3.5 of the County Official Plan.

Policies of the Middlesex County Official Plan are supportive of the proposed development, as follows:

Policy 2.3.2 of the MCOP states “It is the goal of this Plan that future development within settlement areas proceed on the basis of full municipal services.” The proposed development aligns with this policy as it will be fully serviced by existing municipal infrastructure.

2.3.4 Economic Development

Through the policies of this Plan the County will;

- a) Monitor the supply of employment land to ensure that a sufficient supply is available throughout the County and particularly in those municipalities with access to provincial highways and major arterial roads;*
- b) Cooperate with local municipalities, the business community and other agencies to ensure that employment centres are served by modern infrastructure systems including road, rail, and telecommunications networks;*
- c) Encourage local municipalities to provide a balanced mix of housing to ensure a sufficient labour force and reduce the need for commuting;*
- d) Encourage local municipalities to promote a high standard of urban design by prioritizing principles such as pedestrianization, compact form, mixed-use, high quality functional public space that include natural and built features, accessibility and universal design, to create healthy vibrant communities which attract investment;*
- e) Support local municipalities to promote economic development opportunities adjacent to Provincial 400 series highways where justified through an amendment to the local official plan;*

- f) *Support the retention and creation of accessible educational, health, recreational, cultural and religious facilities to ensure that the County's communities are provided with those opportunities that facilitate growth and well-being. Such facilities provide a vital role in small communities and add economic vitality and a sense of place and community where quality of life is considered a major attraction for growth and development;*
- g) *Seek economic reconciliation and collaboration with Indigenous communities to see mutual benefits as Middlesex County's economy grows;*
- h) *Support opportunities to create a stronger and sustainable agricultural sector, including the local agri-food system, including access to healthy and affordable food;*
- i) *Support broadband infrastructure within the County as a means to support hybrid and remote workers and encourage future employment opportunities, including home-based businesses, self-employment, and the attraction of new businesses (particularly those within the creative and knowledge economies) while ensuring the commercial viability of existing businesses, particularly within towns, villages, and hamlets. The County supports the provision of reliable, consistent, high-quality, and affordable telecommunications throughout the County;*
- j) *Support home occupations within the agricultural areas that are secondary to the principal use of the property, subject to zoning, as a means of supplementing farm incomes and providing services in agricultural areas. Home occupations, in accordance with Section 3.3.6, include small home occupations conducted from the main residence with employment normally limited to the occupants of the property — examples include bed and breakfast, daycare, hairdresser, and professional services;*
- k) *Support farm businesses that are small-scale businesses providing value-retaining and value-adding products from the farm, subject to zoning — examples include cottage wineries; value-added processing or packing; sales outlets for agricultural products produced primarily on the farm; seed cleaning, pick-your-own, and catch-your-own operations;*
- l) *Require municipalities to designate up to a 25-year supply of employment lands, providing for a mix of employment opportunities;*
- m) *Regularly update a municipal inventory of employment lands (industrial and commercial) to facilitate time-sensitive responses to potential investors on the availability of suitable sites.*
- n) *Encourage, where possible, multi-modal access to employment lands, including public transit, walking, and cycling trails;*
- o) *Encourage municipalities to designate Rural Employment Lands to accommodate industrial, manufacturing, and creative rural economy uses that typically require a larger building, larger lot, or outdoor storage area than is appropriate within the County's rural context. Rural Employment Lands are intended to provide locations for business activities that may be better served by sites outside urban areas. These uses often require separation from sensitive land uses to ensure compatibility and minimize off-site adverse impacts. Examples include: truck stops, warehousing, transport terminals, visitor information centres, and vehicle refueling centres.*
- p) *Rural Employment Lands shall be for industrial and limited commercial uses which do not use significant amounts of water in their operations and which do not produce significant*

amounts of effluent, consistent with rural servicing levels which rely on private water and sanitary sewage systems.

- q) Encourage municipalities to promote the development of small and medium-format multi-tenanted commercial and industrial facilities, and flexible use space options to meet the needs of small-sized businesses (particularly those with 10 or fewer employees);*
- r) Encourage, if municipal properties are deemed surplus or if they are underutilized, municipalities to designate and zone the land for their potential to be re-purposed. An example could be the repurposing of institutional properties by permitting a multi-tenanted facility with shared workspaces, which could serve as incubators for new businesses. It is acknowledged that municipal properties may also be candidates for other re-purposes, including for affordable housing projects;*
- s) Encourage a vibrant, dynamic arts and culture community that contributes to the growth, prosperity, and vibrancy of the County. Arts, Culture, and Tourism add to the uniqueness of the County and provide significant and vital contributions, both directly and indirectly, to economic development, quality of place, community sustainability, and tourism;*
- t) Promote the development of agri-tourism and work with local municipalities and agricultural representatives to explore options for the development of local agri-tourism, including identifying strengths, unique local attributes, opportunities, and potential links with value-added agriculture, local foods, potential new product markets, local heritage, recreation opportunities, farm vacation enterprises, and natural heritage, and identifying the facilities, infrastructure, and resources necessary to support an agri-tourism industry. The development of agri-tourism must not interfere with agricultural operations;*
- u) Acknowledge quality of place and cultural heritage as necessary for retaining existing and attracting new residents, entrepreneurs, skilled labour, and businesses; and*
- v) Require that local municipalities support strong urban design and revitalization that considers affordable housing where needed in downtown cores as a means of enhancing the quality of place.*

Response: The proposed development aligns with Policy 2.3.4 of the MCOP by contributing to a diversified and competitive economy while fostering vibrant, sustainable communities. The development's inclusion of significant commercial spaces supports the provision of a mix and range of employment opportunities, consistent with Policy 2.3.4(a), by optimizing the subject lands location near major arterial roads and Highway 402. These attributes enhance its accessibility and attractiveness for businesses, aligning with Policy 2.3.4(c). The project further integrates principles of compact, mixed-use development and pedestrianization, consistent with Policy 2.3.4(d). Further, the proposed mixed-use design contributes to creating complete communities with accessible recreational spaces and links to existing cultural and institutional facilities, further enhancing the County's economic vitality and social cohesion in line with Policies 2.3.4(f) and (s).

The Employment Area Removal Study prepared in support of this application identifies that the updated Middlesex County growth forecasts identify a shortfall of roughly 9.6 hectares of high-density residential land to 2046. Developing the proposed 787 apartments on this site would satisfy that shortfall within the existing settlement boundary and remove the need for a boundary expansion. The study also found that there is a surplus of employment lands: once the 58-hectare

expansion identified through the municipal comprehensive review is included, Strathroy-Caradoc will have a 54-hectare surplus of employment area land by 2046 (and 22.8 hectares by 2056), even after removing the subject lands from the calculation.

2.3.5 General Policies

Growth shall be directed to the Settlement Areas noted in Section 2.3.2 Growth Management Hierarchy and conceptually identified on Schedule A, Local municipalities shall define the limits of Settlement Areas in their official plans.

Response: The proposed development aligns with Policy 2.3.5 of the MCOP by directing growth to a designated Urban Area. The subject lands are located within Strathroy, an identified Urban Area. This approach supports the County's growth management hierarchy by concentrating new development in areas best equipped to accommodate it, thereby ensuring efficient use of municipal infrastructure and services.

2.3.7 Housing Policies

It is the policy of the County to encourage a wide variety of housing by type, size, and tenure to meet projected demographic and market requirements of current and future residents of the County. These policies may be elaborated upon within local municipal official plans.

The County supports:

- a) Intensification and redevelopment, primarily within Settlement Areas, and in other areas where an appropriate level of physical services is or will be available in the immediately foreseeable future and subject to the policies of Section 2.3.6. In this regard, the County will require that 15 percent of all development occur by way of intensification and redevelopment;*
- b) The provision of alternative forms of housing for special needs groups, where possible;*
- c) The maintenance and improvement of the existing housing stock. This shall be encouraged through local maintenance and occupancy standards by-laws;*
- d) The utilization of available programs and/or funding, if any, from applicable levels of government for assisted housing for households, including those with special needs, as well as programs to rehabilitate older residential areas; and*
- e) Housing accessible to lower and moderate-income households in accordance with the Middlesex County Homeless Prevention and Housing Plan. In this regard, the County will require that 20 percent of all housing be affordable.*

Response: The proposed development aligns with the housing policies outlined in Section 2.3.7 of the MCOP by offering new housing types and contributing to intensification within a designated Urban Area. The development utilizes underutilized land within the urban area, ensuring that an appropriate level of services is available to support the proposed housing. Additionally, the development indirectly supports the County's objectives for affordable housing by increasing the overall housing supply, which can help ease market pressures.

2.3.7.3 Intensification and Redevelopment

The County and local municipalities shall support opportunities to increase the supply of housing through intensification and redevelopment in appropriate locations, taking into account municipal services, transportation, and environmental considerations. Housing intensification and redevelopment shall include, but not be limited to:

- a) The conversion of single detached dwellings, in appropriate locations, into multiple residential units;*
- b) The creation of new residential units on vacant or underdeveloped lands through infilling in Settlement Areas;*
- c) The creation of residential units above compatible commercial uses;*
- d) Accessory apartments/additional residential units; and*
- e) Boarding and lodging houses.*

Response: The proposed development aligns with Section 2.3.7.3 of the MCOP by contributing to housing intensification within a designated Urban Area. The proposal exemplifies the principles of intensification by introducing new residential units on currently vacant and underutilized lands, consistent with Policy 2.3.7.3(b). The mixed-use design of the development incorporates residential units above compatible commercial uses, directly addressing Policy 2.3.7.3(c). This approach ensures efficient land use and promotes vibrant, walkable communities by integrating housing and commercial activities into a single location.

2.3.8 Settlement Areas

Urban Areas and Community Areas shall be the focus for future growth including residential, commercial, and industrial development. These areas are characterized by a range of land uses and have full services or, where warranted, partial services, as described in Section 2.3.2. Designated Hamlets in Agricultural Areas may accommodate a limited amount of the anticipated County growth and development.

Response: The proposed development aligns with the policies outlined in Section 2.3.8 of the MCOP by focusing growth within a designated Urban area. As an urban area with access to full municipal services, the site is well-suited for the proposed mixed-use development, which integrates residential and commercial uses.

3.2 Settlement Areas

3.2.1 Introduction

The Growth Management policies of this Plan, presented in Section 2.3, direct a significant portion of the County's future growth to Settlement Areas in order to:

- Protect Agricultural Areas;*
- Protect the Natural Environment; and*
- Promote efficient use of water and sewage services.*

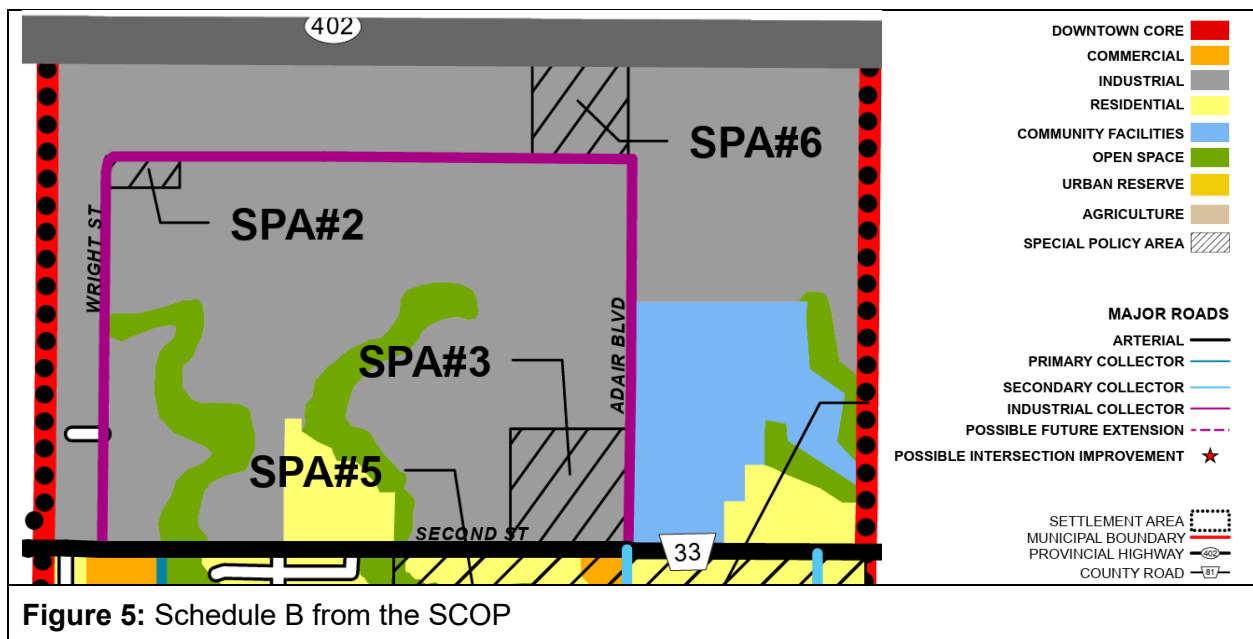
The Settlement Area designation is comprised of two policy sections: Urban Areas and Community Areas. The criteria for the establishment of Urban and Community Areas and the policy framework for these Areas are set out in Section 2.3. Detailed land use policies related to Hamlets can be found in Section 3.3, Agricultural Areas.

The County shall direct the majority of growth to Urban and Community Settlement Areas.

Response: The proposed development aligns with the growth management objectives of Section 3.2.1 of the MCOP by directing growth to an Urban Area, which is identified as a priority location for future development. This approach supports the County's goals of protecting agricultural areas and the natural environment by focusing growth within designated areas rather than expanding into undeveloped rural or agricultural lands.

4.4 STRATHROY-CARADOC OFFICIAL PLAN OFFICIAL PLAN (2014-2034)

The Official Plan of The Corporation of the Municipality of Strathroy-Caradoc (SCOP) was adopted by the Council of the Municipality of Strathroy-Caradoc on April 18, 2006 pursuant to Section 17(22) of the Planning Act, R.S.O. 1990, as amended. As of September, 2024, 17 amendments to the Official Plan have occurred, as outlined below, which have been adopted by the Municipality of Strathroy-Caradoc and approved by the County of Middlesex. The subject lands are located within the Urban Area of Strathroy, as shown on Schedule A of the Strathroy-Caradoc Official Plan, and are designated Industrial, with a Special Policy Area 3 (SPA 3) overlay (see **Figure 5**). Policies of the Middlesex County Official Plan are supportive of the proposed development, as follows:



1.3 Goals and Objectives

The Official Plan of the Municipality of Strathroy-Caradoc is based on the following goals and objectives:

- a) To achieve a steady increase in the population of the Municipality commensurate with commercial and industrial growth;*
- b) To proactively promote local economic development;*
- c) To generate increased employment opportunities for both existing and future residents and to increase commercial and industrial assessment;*
- d) To recognize, protect and strengthen the defining and distinct characteristics of both the urban and rural areas of the Municipality;*
- e) To direct the majority of future growth and development to the designated settlement area of Strathroy;*
- f) To protect the predominantly agricultural character of the rural area through the preservation of agricultural land and strict controls on the random urbanization of the rural area by non-farm related uses;*
- g) To protect and enhance significant natural heritage features and cultural heritage features;*
- h) To increase the amount of forest cover beyond the current 12% of the land base of the Municipality;*
- i) To protect groundwater and surface water resources for human consumption and recreational activities;*
- j) To undertake community improvements for the purposes of enhancing the quality of life for existing and future residents of the Municipality;*
- k) To provide a diverse and affordable range of housing opportunities.*

Response: The proposed development aligns with the goals and objectives of the SCOP by contributing to sustainable growth, economic development, and the enhancement of the urban area. The development supports Objective 1.3(a) by increasing the residential population through the provision of mixed-use buildings that combine residential units with commercial spaces. This integration also promotes local economic development, consistent with Objective 1.3(b), by creating opportunities for new businesses and services to thrive within the Urban Area. The inclusion of commercial spaces generates employment opportunities for both current and future residents, contributing to increased commercial assessment in line with Objective 1.3(c). By concentrating growth within a designated Urban Area and leveraging existing municipal services, the proposal adheres to Objective 1.3(e).

1.5 Growth Management Strategy

The growth management strategy for the Municipality of Strathroy-Caradoc, as shown on Schedule 'A', covers the period 2014-2034. It is designed to direct the majority of future growth to Strathroy, to minimize the loss of prime agricultural land, to protect the natural heritage, to enable farm operations the ability to expand and adapt to changing markets and technology, and to minimize the potential for conflicts between farm operations and rural residents. It is designed to make efficient use of land and the capital investment in infrastructure by the Municipality and

senior levels of government, to strengthen the established settlements in the Municipality, and to limit the costs to the Municipality associated with 'sprawl' or the random urbanization of the countryside.

Strathroy, being by far the largest settlement area in the Municipality, is the logical and practical focus of growth and development in the Municipality given its supply of undeveloped land designated on full municipal services or capable of being serviced. Under the County of Middlesex Official Plan, in the hierarchy of 'settlement areas' Strathroy qualifies as an 'urban settlement area' having the demonstrated potential to accommodate the majority of the Municipality's future growth.

...

Under the County of Middlesex Official Plan, Strathroy, Mount Brydges and Melbourne are the only areas in the Municipality of Strathroy-Caradoc designated as 'settlement areas'. Settlement Areas are defined in the County Plan as being areas where development is concentrated and contiguous and which have the potential to accommodate additional development. Under the Provincial Policy Statement, settlement areas are intended to be the focus of growth and their vitality and regeneration promoted. Prime agricultural land is to be preserved and prime agricultural areas are to be maintained for agricultural purposes for the long term. Natural features and areas are also to be protected for the long term. The growth management strategy of the Official Plan for the Municipality of Strathroy-Caradoc is consistent with the Provincial Policy Statement and in conformity with the County of Middlesex Official Plan.

Response: The proposed development aligns with the Municipality of Strathroy-Caradoc's Growth Management Strategy by directing growth to Strathroy. This approach ensures efficient land use, leverages existing and planned municipal services consistent with the objectives outlined in the growth management strategy. The mixed-use nature of the development strengthens Strathroy as a key urban area by accommodating residential and commercial growth in a compact form. This contributes to the vitality and regeneration of the urban area, consistent with the Provincial Planning Statement and the County of Middlesex Official Plan.

2.3 Commerce

2.3.1 Goals and Objectives

- a) To improve the range, quality, price and accessibility of goods and services available within the Municipality to meet the needs of the community;
- b) To strengthen the economic viability of existing commercial areas, particularly the historic downtown cores and 'main streets' of settlements and hamlets;
- c) To accommodate new trends and formats in retailing;
- d) To increase the assessment base by attracting new commercial development and facilitating the expansion of existing commercial development.

2.3.2 Commercial Development

The Municipality shall actively support and facilitate the establishment of new and expanded commercial development within its boundaries to meet the needs of the community and without adversely affecting the viability of existing commercial areas.

Response: The proposed development aligns with the goals and objectives for commerce outlined in Section 2.3.1 of the SCOP by contributing to the growth and diversification of the local commercial sector. The inclusion of commercial spaces within the mixed-use development improves the range, quality, and accessibility of goods and services available to the community, supporting Goal 2.3.1(a). These spaces are designed to accommodate new trends and formats in retailing, such as integrated commercial-residential configurations, aligning with Goal 2.3.1(c). By introducing new commercial development, the proposal strengthens the Municipality's economic base and increases its commercial assessment, supporting Goal 2.3.1(d).

As per the Employment Area Removal Study prepared by Parcel Economics, the proposed development is estimated to support over 500 retail and service commercial jobs upon full build out.

2.4 Housing

2.4.1 Goals and Objectives

- a) To encourage the provision of a wide variety of housing types to meet community needs;*
- b) To achieve a greater density of residential development in designated settlements;*
- c) To encourage residential intensification and redevelopment where compatible with existing development and infrastructure is appropriate;*
- d) To improve substandard housing conditions.*

2.4.2 Housing Stock

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.

2.4.6 Intensification

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.

Response: The proposed development aligns with the housing goals and objectives outlined in Section 2.4.1 of the SCOP by contributing to the availability of diverse housing options and supporting residential intensification within a designated urban area. The proposed development provides a range of housing types, meeting Objective 2.4.1(a), by incorporating residential units above commercial spaces in a mixed-use configuration. The development's density supports the goal of achieving greater residential density in urban areas, consistent with Objective 2.4.1(b). Situated on vacant land within a serviced urban area, the proposed development capitalizes on existing infrastructure while maintaining compatibility with surrounding land uses, meeting the criteria of Objective 2.4.1(c). Furthermore, by contributing to the housing supply through modern and high-quality residential units, the project indirectly supports Objective 2.4.1(d) by improving the overall housing stock within the community.

2.5 Parks and Recreation

2.5.1 Goals and Objectives

- a) To provide a variety of recreational facilities to meet the diverse and changing needs of the community;*
- b) To maintain public parks and recreation facilities to a safe and high standard;*
- c) To increase opportunities for physical fitness;*
- d) To achieve long term sustainability and active community participation in the provision and maintenance of public parks and recreation facilities.*

Response: The proposed development aligns with the goals and objectives for parks and recreation outlined in Section 2.5.1 of the SCOP by incorporating a significant open space/park area. The park feature proposed provides opportunities for recreation and community gathering, meeting Goal 2.5.1(a) by addressing the diverse and changing needs of the local population. By prioritizing high-quality design and accessibility, the proposal contributes to the long-term sustainability of recreational spaces and fosters active community participation, supporting Goal 2.5.1(d). The development's emphasis on creating functional and attractive public spaces ensures they will be well-utilized and maintained to a safe and high standard, consistent with Goal 2.5.1(b).

2.6 Urban and Rural Character

2.6.1 Goals and Objectives

- a) To maintain and strengthen the distinct identity and character of settlement areas;*
- b) To maintain clear and distinguishable boundaries around settlement areas;*
- c) To maintain and strengthen the distinct identity and character of the rural area;*
- d) To encourage well planned, compact development and the full utilization of urban lands;*
- e) To discourage the random urbanization of the rural area and the intrusion of urban elements.*

2.6.3 Urban Design Principles

The following principles shall be applied to strengthen and maintain the role, character and function of settlements:

- 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;*
- b) a high standard of design, quality and maintenance shall be encouraged along corridors/gateways leading into settlements and into downtown;*
- c) commercial streetscapes shall be enhanced to improve their identity, function, appearance, accessibility, parking and amenities;*
- 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;*
- f) adequate buffering shall be provided between potentially conflicting uses;*
- g) off-street parking areas shall be properly surfaced, graded, accessed and landscaped.*

2.6.5 Design Guidelines

Guidelines may be prepared and adopted by the Municipality to assist property owners and developers in applying the principles of good urban and rural design in the Municipality.

Response: The proposed development aligns with the goals and objectives for urban and rural character outlined in Section 2.6.1 of the SCOP by fostering well-planned, compact growth that strengthens the distinct identity of the Urban Area. The proposed development supports Objective 2.6.1(a) by contributing to Strathroy's urban identity through mixed-use buildings that enhance the area's vibrancy and character. Additionally, the project respects Objective 2.6.1(b) by situating growth within the defined boundaries of the Urban Area, maintaining a clear distinction between urban and rural landscapes. By fully utilizing vacant urban land, the proposed development aligns with Objective 2.6.1(d) while discouraging the random urbanization of rural areas, as required under Objective 2.6.1(e). The design of the proposed development will adhere to the urban design principles in Section 2.6.3.

3.0 Strathroy

3.1 Goals and Objectives

The following goals and objectives shall guide the planning, development, redevelopment and improvement of the 'Settlement Area of Strathroy':

- a) To accommodate the majority of population growth and the majority of residential and industrial development in the Municipality;
- b) To ensure development and redevelopment in Strathroy does not have a detrimental effect on the ability of the Municipality to provide the necessary infrastructure to accommodate it;
- c) To maintain at all times an adequate supply of housing in terms of dwelling types, tenure and affordability;
- d) To create a vibrant and diverse downtown core based on its own unique sense of identity, character and attraction;

- e) To recognize and support the role of peripheral commercial areas in accommodating large scale, vehicular-oriented commercial establishments not suited to the downtown core;
- f) To encourage industrial development in areas suitable for such purposes and in a manner that does not detract from existing or planned residential and/or commercial areas;
- g) To support intensification and the rehabilitation of brownfield sites for other purposes, to make more efficient use of existing infrastructure, to ensure a higher utilization of urban land, and to limit the need for urban expansion onto rural land;
- h) To sustain and enhance the native aquatic communities of the Sydenham River through an ecosystem approach that focuses on species at risk;
- i) To develop an interconnected system of parks and open space using the Sydenham River as the system's defining component and amenity;
- j) To maintain the essential qualities of privacy, quiet enjoyment, public health and safety, and land use compatibility in residential areas.

Response: The proposed development aligns with the goals and objectives outlined in Section 3.1 of the SCOP by contributing to sustainable growth, economic vitality, and efficient land use within the Urban Area of Strathroy. By accommodating residential and commercial uses within a mixed-use framework, the proposal supports Objective 3.1(a), ensuring Strathroy remains the primary focus for population growth and development in the Municipality. The proposed development effectively utilizes existing municipal infrastructure, ensuring that growth does not place undue pressure on infrastructure systems, consistent with Objective 3.1(b). By introducing new housing options, the proposed development contributes to maintaining an adequate supply of housing in terms of types, tenure, and affordability, meeting Objective 3.1(c). Through intensification and redevelopment of underutilized urban land, it aligns with Objective 3.1(g), optimizing land use and infrastructure efficiency while limiting the need for urban expansion into rural areas.

3.3 Land Use

3.3.2 Commercial

The major concentration of commercial development outside the Downtown Core in Strathroy lies along Caradoc Street in the south end of the town. Elsewhere, commercial development has been more limited, occurring at various locations along Albert Street, Metcalfe Street and at the corner of Victoria Street and Pannell Lane in the north end of the town. A significant corridor of commercial development has and continues to develop along Centre Road between Pannell Lane and Highway No. 402 north of the municipal boundary in the neighbouring Township of Adelaide–Metcalfe. Development of this area owes its existence to the proximity of Strathroy. Areas designated for new, large scale commercial development lie south of Carroll Street and along Adelaide Road. This area includes a recently approved ‘big box’ commercial development known ‘Strathroy Crossing’, now under construction. Other areas designated for commercial development not previously designated (in its entirety) include Metcalfe Street between the Downtown Core to just east of McNab Street and the east side of Frances Street, previously designated ‘Industrial’.

3.3.2.1 Primary Uses

The primary purpose of areas designated 'Commercial' on Schedule 'B' shall be for commercial uses which depend on, or cater to, patrons arriving by motor vehicle for their existence. Commercial uses are often large in scale with generous on-site parking. Automotive-related uses are commonplace as well as commercial uses offering drive-through service. In existing developed commercial areas and in areas along corridors undergoing a conversion to commercial uses; smaller scale commercial uses may be appropriate. The actual uses permitted will be set out in various zones in the Zoning By-law.

3.3.2.2 Secondary Uses

Although commercial uses are expected to dominate areas designated 'Commercial', multi-use shopping centres/malls, residential uses, institutional uses and small scale industrial uses may also be permitted.

3.3.2.3 Form and Character of Development

Areas designated 'Commercial' have traditionally developed in a linear fashion along certain stretches of arterial roads. New development may occur as individual outlets, as multi-unit developments or complexes under single or multiple ownership with common parking, entrances and other features. More recently, development in depth characterized by so-called, new format (or big box) retailers in free-standing buildings with a shared internal circulation system and on-site parking is increasingly evident. In some instances, the areas constitute 'greenfield' sites whereas in others they constitute a conversion of previously developed sites. A minimum size for free-standing retail outlets in areas designated 'Commercial' south of Carroll Street may be established in the Zoning By-law to discourage small retail, specialty outlets -- directing them instead to the 'Downtown Core'.

3.3.2.4 Criteria for Development

- a) attractive building and creative site design;*
- b) limited and where appropriate, signalized or otherwise controlled entrances to minimize turning movements off major roads and to minimize interference with traffic flow;*
- c) provision of adequate, well designed and convenient off-street parking and loading dock facilities;*
- d) landscaping to enhance the appearance of the development or redevelopment and the streetscape;*
- e) provision of adequate buffering and other mitigating measures to ensure compatibility between the development or redevelopment and adjacent residential areas;*
- f) controls on the number, size and character of signs to reduce adverse visual impacts;*
- g) stormwater management measures to accommodate increased runoff.*

Response: The proposed development aligns with the commercial policies outlined in Section 3.3.2 of the SCOP by contributing to the Municipality's vision for dynamic, well-planned commercial areas. The mixed-use nature of the development complements the primary intent of Commercial designations by accommodating large-scale commercial uses that cater to vehicular traffic, with provisions for on-site parking and potential drive-through facilities, consistent with Policy 3.3.2.1. Additionally, the inclusion of residential units above commercial spaces reflects the permitted secondary uses under Policy 3.3.2.2, ensuring a diverse and complementary mix of land uses. The site design ensures compatibility with surrounding areas through creative layouts, adequate buffering, and landscaped areas, addressing Criteria 3.3.2.4(d) and 3.3.2.4(e). Parking and loading areas are thoughtfully designed for convenience and safety, consistent with Criteria 3.3.2.4(c). The development also incorporates stormwater management measures to address increased runoff, aligning with Criteria 3.3.2.4(g). Entrances are strategically planned to minimize interference with traffic flow, ensuring safe and efficient access, in line with Criteria 3.3.2.4(b).

3.3.4 Residential

Areas designated for continued and future residential purposes represent, in size, the largest designation in the 'Settlement Area of Strathroy'. They virtually surround the Downtown Core and include existing residential development as well as lands to accommodate future expansion. Large, undeveloped areas lie west of Dominion Street and north of Saulsbury Street, north of the Sydenham River, east of Queen Street adjacent to the CN railway and south of Carroll Street. Opportunities for residential intensification occur primarily in and adjacent to the Downtown Core.

3.3.4.1 Primary Uses

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.

3.3.4.2 Secondary Uses

Secondary uses may also be permitted in areas designated 'Residential' provided they complement and are compatible with these areas, primarily serve neighbourhood needs and do not detract from their predominantly residential character. These uses may include churches, schools, neighbourhood parks, nursing and rest homes, day care centres and home occupations.

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:

- 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 exposure for solar gain;*
- g) *energy-efficiency through innovative site orientation and landscaping.*

3.3.4.7.1 Residential Intensification

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.

Response: The proposed development aligns with the residential policies outlined in Section 3.3.4 of the SCOP by providing high-density residential development integrated within a mixed-use framework. By contributing to residential intensification on underutilized land, the proposal adheres to the goal of optimizing land use and infrastructure efficiency, as encouraged in Policy 3.3.4.7.1. The proposed high-density residential component complies with the criteria outlined in Policy 3.3.4.6. The site design incorporates adequate buffering and separation from lower-density areas, ensuring compatibility with surrounding uses (Criterion 3.3.4.6(a)). The development is strategically located near arterial roads and existing community facilities, promoting accessibility while minimizing conflicts with neighboring residential areas (Criteria 3.3.4.6(b) and 3.3.4.6(c)). Municipal infrastructure is sufficient to accommodate the proposed density, and any necessary upgrades will be addressed through appropriate agreements, aligning with Criterion 3.3.4.6(d).

3.3.6 Open Space

The 'Settlement Area of Strathroy' has a number of parks (both large and small) and areas of open space. While some are designed and used for active recreation purposes others are intended to remain relatively undisturbed due to the potential for degradation to their natural heritage features and their plant and animal life. The most significant area of continuous open space within Strathroy are the lands associated with the Sydenham River Valley and its tributaries. This area includes public parkland and recreation facilities (e.g. Alexandra Park), private recreation facilities (Bear Creek Golf and Country Club), a cemetery and wetlands.

3.3.6.1 Primary Uses

Areas designated ‘Open Space’ on Schedule ‘B’ include large areas developed or used for outdoor recreation purposes, compatible with wetlands and fish habitat, lands preserved in their natural state and other lands intended to be maintained essentially free and clear of buildings and structures. Such uses include major parks, golf courses, conservation lands, wetlands, woodlands and cemeteries.

3.3.6.2 Parks and Open Space Standards

A standard of 8 hectares of open space per 1,000 population shall be used as a guide governing land acquisitions in accordance with Table 1.

3.3.6.3 Acquisition of Parkland

Lands for park purposes shall primarily be acquired through dedications as a condition of lands being subdivided or otherwise developed, or through purchase using monies received from cash-in-lieu of providing parkland in areas where parkland is not considered necessary or appropriate. Lands proposed to be dedicated to the Municipality shall be evaluated on the basis of the following criteria:

- a) proximity and access to existing recreation facilities and parks;*
- b) proximity and access to users;*
- c) size, shape, topography and drainage;*
- d) development and maintenance costs;*
- e) potential for expansion.*

Response: The proposed development aligns with the Open Space policies outlined in Section 3.3.6 of the SCOP by integrating a dedicated open space/park area on the site. This park contributes to the Municipality’s objective of providing accessible recreational spaces while preserving natural features where appropriate. The open space component reflects the primary uses designated for Open Space areas by offering a space primarily free of buildings, enhancing the recreational and community-oriented character of the Urban Area, consistent with Policy 3.3.6.1. The strategic location of the park ensures proximity to residential and commercial areas, providing accessibility to users and supporting Criteria 3.3.6.3(a) and 3.3.6.3(b). The park’s size and shape are designed to accommodate active and passive recreational uses while ensuring efficient maintenance and development, meeting Criteria 3.3.6.3(c) and 3.3.6.3(d).

4.4.1 STRATHROY-CARADOC OFFICIAL PLAN (OPA 14)

On November 7, 2022, the Council of the Municipality of Strathroy-Caradoc adopted Official Plan Amendment No. 14 (OPA 14) via By-law No. 69-22, as part of a comprehensive update to the Strathroy-Caradoc Official Plan. The amendment updates the Municipality’s planning framework to reflect current Provincial legislation and policy, ensure conformity with the Middlesex County Official Plan, and address changing local needs over a 25-year horizon. While OPA 14 has been

adopted and approved by the County of Middlesex, it remains under appeal at the Ontario Land Tribunal and is not yet in full force and effect. Though SCOP, 2014 remains in effect, it is important to have regard to OPA 14 as it relates to the development proposal should it take effect. That said, the following policies from OPA 14 are relevant to the proposed development and have been reviewed accordingly.

1.5 Growth Management Strategy

1.5.1 General Settlement Area Policies

- a) Growth shall generally be directed to Strathroy and Mount Brydges as urban settlement areas.*
- b) Settlement area boundary expansions shall not be permitted, except through a comprehensive review.*
- c) Adjustments to settlement area boundaries may be considered outside of a comprehensive review provided there is no net increase to the settlement area, subject to the requirements of Section 1.5.2.*

Response: The proposed development is located within the urban settlement area of Strathroy, which is identified as a primary location for growth in the Municipality. The application does not propose a settlement area boundary expansion or adjustment, and therefore conforms to Policy 1.5.1 by directing growth to a designated urban settlement area. This development supports the Municipality's growth management strategy by intensifying an underutilized, fully serviced site within the existing boundary, thereby helping to accommodate population and employment growth without contributing to urban sprawl.

2.2 Servicing and Infrastructure Policies

2.1 Servicing Hierarchy

2.2.1.1 Urban Servicing

- a) Municipal water and wastewater services are the preferred form of servicing for Urban Areas and full municipal services shall be provided for the Urban Areas of Strathroy and Mount Brydges. Intensification and redevelopment shall be promoted wherever feasible and available to optimize the use of the services.*
- b) Development within Strathroy and Mount Brydges may only proceed provided that adequate municipal infrastructure (water supply, wastewater, stormwater, roads, and active transportation infrastructure) are available. 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.*

Response: The proposed development will be fully serviced by municipal water, wastewater, and stormwater infrastructure, consistent with Policy 2.2.1.1(a). Located within the urban boundary of Strathroy, the site represents an ideal opportunity for intensification that optimizes the use of existing municipal infrastructure. A Functional Servicing Report has been prepared in support of the application, confirming the feasibility of servicing the site.

2.2.2.1 Storm Sewers

Storm sewer systems shall include stormwater management facilities and/or measures for both water quality and quantity in accordance with accepted practices.

2.2.2.2 Stormwater Management Plans

- a) Development shall provide appropriate stormwater management facilities as approved by the Municipality and Conservation Authority, and where applicable, the Province.*
- b) Stormwater Management Plans shall be prepared for undeveloped areas prior to development to effectively control stormwater runoff and address best management practices and the impacts of climate change. Stormwater Management Plans shall include but are not limited to the following:*
 - i. Provisions to prevent loss of life and reduce property damage and consideration of the risks associated with climate change and increasing severity of weather events;*
 - ii. Provisions to mitigate the impact of proposed development on the environment and on existing overland stormwater flows;*
 - iii. Provisions to control erosion, sedimentation, and pollution likely to result from development projects;*
 - iv. Provisions to reduce on-site and downstream surface ponding and flooding;*
 - v. Provisions to protect and enhance water quality and baseflow in receiving watercourses;*
 - vi. Provisions to protect groundwater recharge/discharge areas;*
 - vii. Provisions for the treatment approach to minimize stormwater flows and reliance on stormwater ponds, including the incorporation of appropriate low impact development and green infrastructure;*
 - viii. Provisions to reduce the total cost of a stormwater drainage system and its related works by minimizing the number of stormwater management facilities. The Municipality shall encourage the use of regional stormwater management facilities;*
 - ix. Provisions to consider the integration of stormwater retention, detention or other management facilities into public park and open space areas, provided the overall function of the park or open space area is protected; and*
 - x. Any other criteria or guidelines which, in the opinion of Council, may be required to regulate development in order to achieve effective stormwater management in the sub-catchment or tributary.*
- c) Stormwater Management Plans shall be prepared as part of all new or updated Secondary Plans.*
- d) Areas required for stormwater management will not be considered toward the parkland dedication.*

2.2.2.4 Approvals Required

All design parameters for stormwater management shall be approved by the Municipality, the Conservation Authority and the Province. An Environmental Compliance Approval shall only be issued after all Environmental Assessment Act requirements have been met.

Response: The proposed development includes a stormwater management facility that has been designed to address both water quantity and quality in accordance with accepted practices, consistent with Policy 2.2.2.1. A comprehensive Stormwater Management Report has been prepared in support of the application, outlining best management practices and incorporating climate resilience measures in accordance with Policy 2.2.2.2(b). The report addresses erosion control, flood mitigation, water quality protection, and low-impact development techniques. The SWM facility has been reviewed and will be subject to approval by the Municipality and the appropriate Conservation Authority, in accordance with Policy 2.2.2.2(a) and 2.2.2.4. Should an Environmental Compliance Approval be required, the proponent is committed to fulfilling all applicable requirements under the Environmental Assessment Act. The lands dedicated to stormwater management have not been included in the calculation for parkland dedication, as per Policy 2.2.2.2(d).

2.3 Complete & Healthy Communities Policies

2.3.1 Commerce

2.3.1.1 Goals and Objectives

The Municipality shall actively support and facilitate the establishment of new and expanded commercial development within its boundaries to meet the needs of the community, without adversely affecting the viability of existing commercial areas, and:

- a) To improve the range, quality, price and accessibility of goods and services available within the Municipality to meet the needs of the community;*
- b) To strengthen the economic viability of existing commercial areas, particularly the historic downtown cores and 'main streets' of settlements and hamlets;*
- c) To accommodate new trends and formats in retailing and services;*
- d) To increase the assessment base by attracting new commercial development and facilitating the expansion of existing commercial development;*
- e) To allow commercial areas to evolve into mixed-use sites while protecting commercial space for the long-term;*
- f) To protect designated existing and vacant commercial lands in Mount Brydges and Strathroy;*
- g) To protect and enhance the function of the downtown core of Strathroy and village centre of Mount Brydges; and,*
- h) To protect and direct commercial development in the established commercial nodes and corridors.*

2.3.9 Urban and Rural Character

2.3.9.7 High-Rise Development

Where permitted by this Plan, High-rise development shall be considered based on the following criteria:

- a) *The density, height, and character of the development will be compatible with adjacent uses, by:*
 - i. Having regard for the height and massing of the adjacent buildings;
 - ii. Locating high-rise development in proximity to areas designated 'Downtown Core', 'Community Facilities' and/or 'Open Space';
 - iii. Utilizing site design to minimize the shadow effect on surrounding buildings and open spaces and the adverse effects of winter winds while maximizing exposure for solar gain, where appropriate;
 - iv. Providing sufficient setbacks and adequate space for tree planting and other landscaping; and
 - v. Being oriented to maximize privacy and daylight conditions for occupants;
- b) Maximum heights and storeys shall be regulated by the Zoning By-law in a manner that reflects compatibility and transition between and to adjacent land uses;
- c) High-rise development shall be directed on lands that have access onto an arterial or collector road;
- d) High-rise development will have regard for the provision of a high-quality public realm at street level and the screening of rooftop utility equipment;
- e) High-rise development will be located and organized to fit its existing and planned context. It will support and frame the public realm to enhance livability through improved visual interest, safety, comfort and user experience;
- f) Sufficient parking shall be required for residents and visitors, and will be required to be integrated underground where possible or located behind or at the side of the new building to reduce the visual impact of parking areas from the public realm;
- g) On-site recreational facilities or amenities such as private open space or playground equipment shall be required;
- h) High-rise development shall have direct access to active transportation facilities, including sidewalks and trails, and will provide secure bicycle parking spaces for residents; and
- i) High-rise development shall be subject to site plan control.

Response: The proposed development supports the Municipality's goals to facilitate new commercial development and mixed-use intensification without compromising the viability of existing commercial areas, as outlined in Policy 2.3.1.1. The project introduces a combination of large-scale commercial spaces and mixed-use buildings with ground-floor retail and upper-storey residential units. This arrangement enhances the range and accessibility of goods and services within Strathroy, accommodates modern retail formats, and expands the local assessment base, all while protecting designated commercial lands and supporting an evolving mixed-use environment. The proposed development includes high-rise mixed-use buildings up to 11-storeys in height, consistent with the intent of Policy 2.3.9.7. The development has been designed to ensure compatibility with adjacent land uses through thoughtful site layout, appropriate building orientation, and strategic placement of taller built form. Buildings are located along arterial and collector roads, consistent with the locational criteria for high-rise development. The proposal

supports a high-quality public realm through the integration of landscaping, pedestrian connections, and active frontage. The development incorporates adequate parking, including underground facilities for the mixed-use buildings, and direct access to existing and planned active transportation infrastructure. Private amenity areas and tree planting have been accounted for in the concept plan (see **Figure 4**), and the proposal will be subject to site plan control to further refine building design and mitigate impacts such as shadowing and wind.

2.4 Parks and Recreation Policies

2.4.4.1 Parkland Dedication

In accordance with Section 42 of the Planning Act, the Municipality shall require the conveyance of land for park or other public recreational purposes, as a condition of development, as follows:

- a) For industrial and commercial development, require a maximum of 2 percent of the land proposed for development or redevelopment be conveyed to the Municipality for public parkland purposes;*
- b) For development related to all other land uses, require 5 percent of all the land proposed for development or redevelopment;*
- c) For residential development, the Municipality may require parkland dedication at a rate of up to 1 hectare per 300 dwelling units, or, where cash-in-lieu is accepted, it shall be calculated at a rate of 1 hectare per 500 dwelling units;*

2.4.4.2 Evaluation of Parkland Dedication

Lands proposed to be dedicated to the Municipality shall be evaluated on the basis of the following criteria:

- a) Proximity and access to existing recreation facilities and parks;*
- b) Proximity and access to users;*
- c) Size, shape, topography and drainage;*
- d) Development and maintenance costs;*
- e) Potential for expansion.*

Where the Planning Act authority is used to require the dedication of land, that land will be intended for park or trail purposes and be free from any encumbrances such as steep slopes, natural heritage features, cultural heritage features and infrastructure and shall be fully accessible to the public.

2.4.4.1 Cash-in-lieu of Parkland

The Municipality may accept cash-in-lieu of all or part of the required parkland dedication in accordance with the provisions of the Planning Act. The amount paid shall be equal to the value of the land to be conveyed as determined through an appraisal and shall be determined in accordance with the provisions of the Planning Act or as otherwise contemplated in the

Municipality's Parkland Dedication By-law. However, the conveyance of land for park purposes is the Municipality's preferred option.

Response: The proposed development includes a centrally located public park space which meets the Municipality's intent to secure parkland through land conveyance rather than cash-in-lieu, consistent with Policy 2.4.4.1. This space is intended to serve both residents and visitors to the mixed-use community, offering a high level of accessibility and integration with adjacent land uses. The location, size, and configuration of the park meet the criteria set out in Section 2.4.4.2, as it is well-connected to the street network, designed to be accessible to the public, and free of encumbrances. It enhances the usability and livability of the site and contributes to placemaking objectives. The provision of this on-site parkland dedication supports the development's alignment with the Municipality's preferred approach under the Parks and Recreation Policies of OPA 14.

2.5 Housing Policies

2.5.1 Goals and Objectives

Strathroy-Caradoc will be an inclusive, safe and attractive community with a diverse range of housing options, including affordable housing, which meets the growing needs of its current and future residents. To achieve this vision for housing, the Municipality will

- a) Encourage the provision of the full range and mix of housing types and tenures, including attainable and affordable housing, to meet community needs throughout the Municipality;*
- b) Achieve a greater density of residential development in designated settlements than in the past;*
- c) Encourage residential intensification and redevelopment in areas where amenities and infrastructure are available; and*
- d) Improve substandard housing conditions.*

2.5.2 Housing Stock

The Municipality shall provide for a range of housing types, tenures, and densities to meet projected requirements of current and future residents by:

- a) Permitting and facilitating all forms of housing required to meet the social, health and well-being needs of current and future residents, including affordable, accessible and special needs housing;*
- b) Supporting all forms of residential intensification, including additional residential units, and redevelopment, with an emphasis on under-utilized sites, Mixed-Use Corridors and Downtown Strathroy;*
- c) Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*

- d) *Promoting new housing at densities which efficiently use land, resources, infrastructure and public service facilities, and which support the use of active transportation in areas where it exists or is to be developed and future transit services;*
- e) *Establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate a compact built form, while maintaining appropriate levels of public health and safety;*
- f) *Considering affordable housing as a priority use for surplus Municipally owned land and working with other levels of government to make surplus land available to providers of affordable or accessible housing development at little or no cost;*
- g) *Partnering with the private sector and other levels of government to implement housing programs that assist in the creation of affordable housing;*
- h) *Striving to ensure that 25% of all new residential units Municipality-wide be purpose-built rental tenure through the review of development applications; and*
- i) *Supporting other forms of shared housing and living arrangements, such as cohousing.*

2.5.4 Residential Land Inventory

- a) *The Municipality acknowledges the need to ensure the provision of an adequate supply and variety of housing, including affordable housing, with different forms, tenures and cost. In an effort to provide housing opportunities, the Municipality will strive to maintain a supply of land through residential intensification, redevelopment, and, as necessary, lands designated and available for residential development.*
- b) *A minimum 15-year supply of undeveloped and underutilized lands designated and zoned for residential purposes shall be maintained at all times to accommodate anticipated housing needs through residential intensification, redevelopment and development. A minimum 5-year supply of undeveloped or underutilized land with servicing capacity shall be maintained at all times for residential purposes to facilitate intensification, redevelopment and new development.*

2.5.5 Minimum Density

To reduce the cost of infrastructure, to increase land utilization and to minimize the need for the urbanization of agricultural land, a minimum density of dwelling units may be established for undeveloped or underutilized land designated for residential purposes.

2.5.6 Intensification

Residential intensification shall be encouraged in settlement areas where it is complementary to the nature, scale, design and general character of neighbouring development, and where municipal services and facilities are capable of accommodating the development. The Municipality shall have regard to intensification targets established in the County of Middlesex Official Plan.

2.5.8 Housing Strategy

The Municipality has undertaken an Attainable Housing Study (2021) to support housing affordability and diversity in Strathroy-Caradoc. The Municipality will strive to achieve the targets for the provision of affordable housing in the Study, specifically affordable housing for low- and moderate-income households and for those requiring supports.

- a) 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.*
- b) Affordable housing shall be supplied in a variety of housing types, provided for a range of household sizes and encouraged in all neighbourhoods.*
- c) Accessibility for persons with disabilities and designs which support aging-in-place will be encouraged in all new residential developments.*
- d) Alternative residential development standards may be introduced in the Zoning By-law to facilitate affordable and accessible housing and a more compact development form.*

Response: The proposed development aligns with the goals and objectives of the Municipality's housing policies by introducing a range of housing options, including apartment units, stacked townhouses, and mixed-use buildings. The proposal contributes to a compact built form that efficiently utilizes land and infrastructure and is located within the Strathroy settlement area where full municipal services and community amenities are available. By proposing higher-density residential, the development supports residential intensification on an underutilized parcel, consistent with Policy 2.5.2(b). It also aligns with the Municipality's aim to accommodate a growing and diverse population, improve housing accessibility, and contribute toward the target of 25% new rental housing as noted in Policy 2.5.2(h). The mix of building forms and unit types addresses varied household sizes and needs, and the design approach incorporates principles of accessibility and livability. The development helps maintain the required residential land supply through intensification and responds to the Municipality's Attainable Housing Study (2021) by contributing to an inclusive and diverse housing stock in a strategically located urban area.

3.0 Strathroy

3.1 Goals and Objectives

The following goals and objectives shall guide the planning, development, redevelopment and improvement of the 'Settlement Area of Strathroy':

- a) To accommodate the majority of population growth and the majority of residential and employment development in the Municipality;*
- b) To ensure development and redevelopment in Strathroy does not have a detrimental effect on the ability of the Municipality to provide the necessary infrastructure to accommodate it;*
- c) To maintain at all times an adequate supply of housing in terms of dwelling types, tenure and affordability;*

- d) *To create a vibrant and diverse downtown core based on its own unique sense of identity, character and attraction;*
- e) *To recognize and support the role of peripheral commercial areas in accommodating large scale, vehicular-oriented commercial establishments not suited to the downtown core;*
- f) *To encourage industrial development in areas suitable for such purposes and in a manner that does not detract from existing or planned residential and/or commercial areas;*
- g) *To support intensification and the rehabilitation of brownfield sites for other purposes, to make more efficient use of existing infrastructure, to ensure a higher utilization of urban land, and to limit the need for urban expansion onto rural land;*
- h) *To sustain and enhance the native aquatic communities of the Sydenham River through an ecosystem approach that focuses on species at risk;*
- i) *To develop an interconnected system of parks and open space using the Sydenham River as the system's defining component and amenity; and*
- j) *To maintain the enjoyment, public health and safety, and land use compatibility in neighbourhoods.*

Response: The proposed development supports the goals and objectives for the Settlement Area of Strathroy by accommodating residential and mixed-use growth in a manner that efficiently utilizes existing urban land and infrastructure. The development contributes to population and employment growth within the settlement boundary (Policy 3.1a), while promoting compact, higher-density forms that support intensification (Policy 3.1g). The proposed mix of housing types helps to maintain housing diversity and affordability (Policy 3.1c), and the inclusion of commercial space responds to the objective of supporting peripheral commercial areas (Policy 3.1e). The site's integration with municipal services ensures that infrastructure capacity is appropriately planned for (Policy 3.1b), and future design and landscaping will enhance compatibility with the surrounding area, consistent with Policy 3.1j.

3.3 Land Use Policies for Strathroy and Mount Brydges

3.3.2 Commercial

3.3.2.1 Permitted Uses

- a) *The primary purpose of areas designated 'Commercial' on Schedule 'B-1' and 'B-2' shall be for a full range of commercial uses including major retail, multi-use shopping centres/malls, auto-related uses, restaurants, financial establishments, offices, cultural, entertainment, and recreation uses, daycare centres, agriculture-related establishments.*
- b) *Although commercial uses are expected to dominate areas designated 'Commercial', institutional uses, and small-scale and low-impact employment uses may also be permitted.*

3.3.2.2 Form of Development

- a) All development within the 'Commercial' designation shall be in accordance with the policies of Section 2.3.9.

- b) New development and redevelopment in designated 'Commercial' areas shall be guided by the following principles:
- i. Attractive building and creative site design;
 - ii. Limited and where appropriate, signalized or otherwise controlled entrances to minimize turning movements off major roads and to minimize interference with traffic flow;
 - iii. Provision of adequate, well designed and convenient off-street parking and loading facilities;
 - iv. Comprehensive planning and coordination of development phases where multiple development blocks are proposed;
 - v. Landscaping to enhance the appearance of the development or redevelopment and the streetscape;
 - vi. Linking adjacent development to minimize vehicle entrances and facilitate multi-purpose trips
 - vii. Provision of adequate buffering and other mitigating measures to ensure compatibility between the development or redevelopment and adjacent residential areas;
 - viii. Controls on the number, size and character of signs to reduce adverse visual impacts; and
 - ix. Stormwater management measures to accommodate increased runoff.

3.3.2.4 Zoning By-law

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 until such time as conditions are appropriate to permit development.

Response: The subject lands are proposed to be zoned for commercial uses and are intended to accommodate a broad range of commercial and compatible uses. The proposed mixed-use development conforms to the land use intent by incorporating commercial space alongside residential units, aligning with Policy 3.3.2.1, which allows for a mix of uses where commercial remains dominant. To ensure appropriate form, the proposal has been designed with creative site and building design (Policy 3.3.2.2.b.i), integrated access points, and on-site parking. The development will incorporate landscaping, coordinated site access, and buffering features to ensure compatibility with surrounding uses (Policies 3.3.2.2.b.iii–vii). Further, detailed design matters, including height, setbacks, parking, and site access, will be addressed through a Zoning By-law Amendment and Site Plan Approval process, in accordance with Section 3.3.2.4.

3.3.4 Urban Employment

3.3.4.1 Permitted Uses

- a) *The predominant use of land within areas designated 'Urban Employment' on Schedule 'B-1' and 'B-2' shall be for industrial uses including manufacturing, assembling and processing of goods or materials; repairing and recycling; research and development; storage uses; warehousing and distribution of goods; agriculture-related industrial uses; truck terminals and contractor's yards. Cannabis processing facilities may only be permitted through a site specific zoning by-law amendment and where facilities are entirely indoors. Major retail uses shall be prohibited.*
- b) *Complementary or accessory uses, which may include restaurants, fitness clubs, automobile-oriented uses, open space and recreation facilities, and daycare facilities, along the periphery of Urban Employment Areas, which do not detract from and are compatible with the development and operation of industrial uses may be permitted.*
- c) *Commercial and office uses associated with and clearly ancillary to the main employment use are permitted.*
- d) *Cannabis production facilities accessory to a cannabis processing facility may be permitted.*
- e) *Uses accessory to any of the permitted uses in the 'Urban Employment' designation will be permitted. Specific accessory uses and appropriate lot and building requirements shall be set out in the Zoning By-law.*
- f) *The specific uses permitted shall be set out in the Zoning By-law.*

3.3.4.2 Form of Development

- a) *All development within the 'Urban Employment' designation shall be in accordance with the policies of Section 2.3.9.*
- b) *Development in areas designated 'Urban Employment' shall be guided by the following principles:*
 - i. *Connection to the municipal water supply and sanitary sewage systems;*
 - ii. *Provision of adequate off-street parking and bicycle parking for employees and visitors;*
 - iii. *Provision of adequate loading and unloading facilities;*
 - iv. *Provision of suitably located, designed and constructed entrances which minimize any adverse traffic or safety issues;*
 - v. *Provision of buffering and other measures to mitigate any adverse effects on neighbouring land uses resulting from the emission of noise, odour, smoke or similar nuisances;*
 - vi. *Landscaping, lighting and tree planting to enhance the appearance of the development, particularly from main roads and thoroughfares;*
 - vii. *Green development practices incorporated into the design of buildings and sites including:*
 - *Rainwater harvesting and greywater usage for irrigation and other nonconsumable purposes;*
 - *Electric vehicle charging stations, secure and covered bicycle lock-up facilities, showers, and lockers;*

- Pervious paving treatments, where appropriate;
 - Re-use of heat within the same building that produces this heat; and
 - White roofs and green roofs.
- viii. Adequate grading and drainage measures, including stormwater management; and
- ix. Intensification of 'Urban Employment' areas, through infill or redevelopment of vacant or underused brownfield sites is encouraged.

3.3.4.4 Zoning By-law

The Zoning By-law shall establish the permitted uses and development standards with respect to such matters as lot frontage, lot area, setbacks, coverage, and off-street parking requirements, which apply to areas designated 'Urban Employment'. At least two industrial zones are contemplated. A prestige-type industrial zone would apply to those parcels which, due to the nature of uses permitted and/or the location of the lands affected, a restriction on the range of uses permitted and the adoption of higher standards applying to them is considered warranted. A less restrictive, general-type industrial zone would have a greater range of permitted uses and less restrictive standards. Undeveloped sites may be placed in a 'holding' type zone or zoned for a specific industrial purpose in accordance with the holding provisions of the Planning Act and this Plan until such time as conditions are appropriate to permit development.

Response: The subject lands are designated Urban Employment in the updated Official Plan (OPA 14) and are subject to a Site-Specific Policy Area (SPA) that permits commercial uses. The proposed development aligns with the general intent of Section 3.3.4.1 by incorporating employment-supportive uses such as ground-floor commercial within a mixed-use format. While high-density residential uses are not typically permitted in Urban Employment areas, the SPA provides the necessary policy framework to allow this broader range of uses in a compatible manner. The proposed built form is designed to mitigate land use conflicts and will incorporate adequate buffering, landscaping, and site design measures consistent with the development principles of Section 3.3.4.2. The concept plan ensures sufficient on-site parking, efficient access, and servicing. The proposal conforms with the intent of encouraging intensification, and infill development within Urban Employment areas and supports the Municipality's broader objective of maximizing land use efficiency and creating complete communities.

3.3.8 Open Space

3.3.8.1 Permitted Uses

Areas designated 'Open Space' on Schedules 'B-1' and 'B-2' include large areas developed or used for outdoor recreation purposes, compatible with wetlands and fish habitat, lands preserved in their natural state and other lands intended to be maintained essentially free and clear of buildings and structures. Such uses include major parks, golf courses, conservation lands, wetlands, woodlands and cemeteries. Within areas designated 'Open Space', the primary use of land shall be for major public parks, similar outdoor recreation areas and recreation facilities. The

Zoning By-law shall specify the range of uses permitted in these designated areas, as well as the standards that shall apply to related buildings and structures.

3.3.8.2 Neighbourhood Parks and Playgrounds

Neighbourhood parks and playgrounds may be established in any land use designation. They may, however, be zoned as 'Open Space' in the Zoning By-law

Response: The proposed development will contribute positively to the Municipality's open space system through the inclusion of landscaped areas and the provision of pedestrian connections. The concept plan incorporates features such as on-site amenity space, tree planting, and buffering that align with the intent of the Open Space policies, particularly by creating an attractive and functional environment that integrates green space into the urban fabric. Furthermore, the proposal will be subject to parkland dedication in accordance with Section 2.4.4. Where feasible, neighbourhood-scale green spaces may be accommodated on site or through cash-in-lieu contributions, consistent with the policies of Section 3.3.8.2. These elements support a complete and livable community.

3.3.9 Special Study Areas

3.3.9.3 Molnar Industrial Park

- a) Development applications within the undeveloped lands in the Molnar Industrial Park as shown on Schedule 'C' shall be subject to the following additional policies to ensure orderly, coordinated, and environmentally sound development, and to identify servicing requirements and road extensions. Among the matters to be addressed through the development application process shall be:*
- i. Extension of municipal services (i.e., water, wastewater, roads);*
 - ii. Urban design principles;*
 - iii. Opportunities for consolidated stormwater management facilities;*
 - iv. Protection/enhancement of natural habitat, natural vegetation and water quality;*
 - v. Delineation of lands for service commercial purposes along Second Street;*
 - vi. Creation of an attractive and distinctive visual character along Highway No. 402;*
 - vii. Existing non-industrial uses;*
 - viii. Site plan guidelines for new development; and*
 - ix. Design guidelines/standards for road corridors.*

Response: The subject lands are located within the Molnar Industrial Park Special Study Area and are subject to the site-specific policies of Section 3.3.9.3 of OPA 14. The proposal aligns with the intent of these policies by supporting a coordinated approach to development through the submission of a comprehensive concept plan and supporting technical materials. The concept plan reflects urban design principles and includes provisions for internal circulation. Stormwater will be managed through a consolidated facility serving the broader development area, and further

reviewed as part of future site plan approvals. The proposed mixed-use development includes delineated commercial uses along Second Street, consistent with clause (v), and integrates landscaping and design features to contribute to the visual character along the Highway 402 corridor. Natural habitat areas and vegetation buffers are preserved where feasible, and the site design will incorporate further mitigation measures through the Site Plan Control process. The overall development approach is consistent with the broader vision for the Molnar Industrial Park and conforms to the additional policy direction provided for this Special Study Area.

3.3.10 Strathroy and Mount Brydges Special Policy Areas

'Special Policy Areas' refer to specific locations or developments that, as a result of their history, previous commitments or their unique or otherwise special characteristics, are instances where specific policies are deemed necessary.

3.3.10.2 Special Policy Area no. 3 – Second Street at Adair Boulevard

The lands identified as 'Special Policy Area No. 3' as shown on Schedule 'B-1' notwithstanding the 'Urban Employment' designation may also be used for purposes permitted within the 'Commercial' designation of this Plan.

Response: The subject lands are located within Special Policy Area No. 3 as identified on Schedule 'B-1' of the Strathroy-Caradoc Official Plan (OPA 14). In accordance with Section 3.3.10.2, these lands, while designated 'Urban Employment', are also permitted to be used for purposes consistent with the 'Commercial' designation of the Plan. The proposed development, which includes a range of commercial and mixed-use functions, is therefore supported by this policy. The use of these lands for commercial purposes reflects the intent of the Special Policy Area. This alignment provides policy justification for the proposed commercial and mixed-use development and confirms conformity with the adopted planning framework under OPA 14.

6.0 Land Use and Development Sensitivity Areas

6.1 General

Noise, vibration, odour and other contaminants resulting from industrial activity can impact adjacent land uses, and the residents, businesses and visitors of the Municipality. Managing noise, vibration and odour levels in the Municipality is important to ensuring the health and wellbeing of the Municipality, and in managing appropriate relationships between sensitive land uses, land uses that emit noise, vibration and/or odour, and certain elements of the transportation network

- a) For any proposed development of a sensitive land use in proximity to a Provincial, County Road and/or Municipal road, a noise and vibration study may be required to be prepared by a proponent through a qualified acoustical consultant in accordance with the appropriate Provincial guideline to the satisfaction of the Municipality, and/or other*

jurisdiction prior to development approval. The requirement for a noise and vibration study will be identified at the pre-consultation meeting.

- b) The recommendations of the approved noise and vibration report will be incorporated in the development agreement for implementation, as approved. The cost of noise and vibration studies and any other required supporting documentation will be borne by the proponent. Costs incurred by the Municipality in engaging peer review consultants to evaluate the proposal and supporting submissions will be reimbursed by the proponent.*

Response: The proposed development includes the introduction of sensitive land uses (i.e., residential) in proximity to existing municipal and county roads and potential industrial uses. In accordance with Section 6.1 of the Strathroy-Caradoc Official Plan, a noise and vibration study has been completed by a qualified consultant to assess and mitigate potential impacts on future residents. The recommendations of the study will be implemented through the development process to ensure compatibility with surrounding uses and to support the health and well-being of future occupants.

6.3 Lands Adjacent to Expressways

The Municipality of Strathroy-Caradoc is traversed by Highway No. 402, a four lane, divided expressway. As a result of the potential for adverse noise impacts, the Ministry of Environment has established guidelines with respect to new residential development adjacent to expressways. Where required by the Guidelines, a noise impact study shall be carried out to the satisfaction of the Municipality and relevant agencies.

6.3.1.1 New Development

Prior to approving any new residential development within one kilometre of Highway No. 402 as shown on Schedule 'F', the Municipality may require that the proponent engage the services of an engineer knowledgeable in acoustics to undertake a noise study in accordance with Section 7.4.3.7 of this Plan.

6.3.1.2 Noise Abatement Measures

Where a need for noise abatement measures is determined, the recommended noise reduction measures shall be designed and implemented to the satisfaction of the Municipality. Abatement measures may include noise barriers, increased setbacks and building design features.

Response: The subject lands are located approximately 1 kilometre from Highway 402, placing the site within the area identified under Section 6.3 of the Strathroy-Caradoc Official Plan as potentially subject to expressway-related noise impacts. In accordance with the Ministry of the Environment's guidelines and Section 6.3.1.1 of the Plan, a noise impact study has been undertaken by a qualified acoustical consultant.

4.4.2 SPECIAL POLICY AREA No.3 – SECOND STREET AT ADAIR BOULEVARD

The lands identified as 'Special Policy Area No. 3' as shown on Schedule 'B' notwithstanding the Industrial designation may also be used for purposes permitted within the Commercial designation of this Plan.

Response: The proposed development aligns with the policies for Special Policy Area No. 3 – Second Street at Adair Boulevard by introducing uses permitted within the Commercial designation of the Strathroy-Caradoc Official Plan. While the lands are designated as Industrial, the Special Policy Area designation permits the introduction of commercial uses consistent with the Commercial policies of the Plan. The development achieves this by incorporating large-scale commercial spaces that cater to vehicular-oriented patrons, aligning with the intent of the Commercial designation.

Additionally, the Commercial policies of the current Official Plan allow for residential uses as a secondary use within areas designated for commercial purposes. While this proposal fulfills that intent by integrating residential units above the commercial spaces in a mixed-use design, an Official Plan Amendment is being sought to reinforce and clarify that interpretation within the context of Special Policy Area No. 3. This OPA does not seek to change the secondary nature of the residential use, but rather to ensure consistency and clarity within the applicable land use policies. The approach supports the goals of intensification, land use efficiency, and community vibrancy, aligning with the vision for Special Policy Area No. 3 while ensuring compatibility with surrounding uses and infrastructure.

By incorporating both primary commercial and secondary residential uses, the proposed development optimizes the site's potential, leveraging its strategic location to contribute to Strathroy's economic vitality and housing diversity in a manner consistent with the Official Plan's policies.

4.4.3 MOLNAR INDUSTRIAL PARK SECONDARY PLAN

Preparation of a secondary plan for undeveloped lands in the Molnar Industrial Park as shown on Schedule 'C' may be undertaken, in consultation with land owners, to ensure orderly and environmentally sound development and to identify servicing requirements and road extensions. The Environmental Surface Water Management Plan for the Strathroy Annexed Area (CH2M Gore & Storrie Ltd., 2000) shall be considered. Among the matters to be addressed by the secondary plan shall be:

- a) extension of municipal services i.e. water, sanitary sewers, roads;*
- b) stormwater management;*
- c) delineation of flood-prone and other lands subject to natural hazards;*
- d) protection/enhancement of natural habitat, natural vegetation and water quality;*
- e) delineation of lands for service commercial purposes along Second Street;*
- f) creation of an attractive and distinctive visual character along Highway No. 402;*
- g) existing non-industrial uses;*
- h) site plan guidelines for new development;*

i) design guidelines/standards for road corridors.

Response: Although the Molnar Industrial Park Secondary Plan has not yet been formally incorporated into the Strathroy-Caradoc Official Plan, it has been endorsed by Council through Official Plan Amendment No. 14 (OPA 14) and is currently under appeal at the Ontario Land Tribunal (OLT). While not yet in effect, the policies contained in the Secondary Plan remain relevant and are being considered in the review of this application to demonstrate alignment with emerging municipal direction. This approach reflects a proactive effort to ensure the proposal is compatible with both current and forthcoming planning frameworks.

The proposed development aligns with the policies of the Molnar Industrial Park Secondary Plan by adhering to the objectives of orderly and environmentally sound development while incorporating uses permitted within the commercial designation. The proposal contributes to the realization of the secondary plan's vision through thoughtful site design, servicing provisions, and compatibility with the identified matters for consideration.

The development addresses Policy 4.4.1(e) by incorporating commercial uses along Second Street, consistent with the delineation of lands for service commercial purposes. These uses create opportunities for economic growth and contribute to the development of a vibrant, mixed-use urban area. The inclusion of residential units as a secondary use supports intensification while aligning with the overall goals of the secondary plan.

Additionally, the proposal integrates municipal servicing, including water, sanitary sewers, roads, and stormwater management, in accordance with Policies 4.4.1(a) and 4.4.1(b). The design of the site incorporates a stormwater management pond to address runoff and protect water quality, fulfilling the requirements for environmentally sound development.

4.5 ZONING BY-LAW OF THE MUNICIPALITY OF STRATHROY-CARADOC (BY-LAW NO. 43-08)

The subject lands are currently zoned Future Development (FD) in Zoning By-law 43-08. A site-specific Zoning By-law Amendment is proposed to rezone the lands from Future Development (FD) to a site-specific Highway Commercial (C2-#) Zone to facilitate the proposed mixed-use development. The amendment introduces additional permissions for clinics, office uses, financial institutions, commercial uses, townhouse dwellings (up to 49 units), and residential units above commercial uses within mixed-use buildings. It also establishes modified performance standards related to minimum yard setbacks, parking coverage and maximum building height to accommodate the proposed built form. A draft Zoning By-law Amendment is attached to this Planning Justification Report, detailing the requested changes in support of the Municipality's planning objectives and the vision for this key gateway site.

5. PLANNING & DESIGN ANALYSIS

5.1 INTENSIFICATION

The proposed development supports intensification by transforming a vacant, underutilized site into a vibrant mixed-use community that combines residential and commercial uses. The development efficiently utilizes land and infrastructure within the Urban Area of Strathroy. The introduction of high-density residential units above commercial spaces contributes to achieving the Municipality's intensification targets, ensuring a balanced and sustainable growth strategy. This compact development pattern aligns with the Municipality's goals of optimizing land use, enhancing housing supply, and promoting walkability within the community.

5.2 LAND USE

The proposed land use complements the surrounding area by integrating uses permitted under the Special Policy Area No. 3 designation. The inclusion of commercial spaces enhances the area's economic vitality. Furthermore, the addition of residential units introduces a complementary use that supports local businesses and contributes to creating a complete community.

The mixed-use nature of the development reflects contemporary planning principles and responds to the growing demand for housing and commercial opportunities in Strathroy. By integrating residential and commercial uses, the proposal enhances the character of the area while maintaining compatibility with existing developments. The site's strategic location within an urban area ensures accessibility to services, infrastructure, and transit, further supporting the suitability of the proposed land use.

5.3 HEIGHT, MASSING AND DENSITY

The proposed development introduces three 11-storey mixed-use buildings and a series of three-storey live/work townhomes. While the proposed building heights exceed the typical low- to mid-rise forms found in surrounding areas, this modest increase in height is appropriate given the site's context, location within an urban area, and alignment with planning policy objectives encouraging intensification. The development sits at the edge of the Molnar Industrial Park and near commercial and institutional uses, providing a transition zone well suited for larger scale built form.

The massing of the buildings has been carefully considered to ensure compatibility with adjacent lands. The tallest buildings are concentrated internally on the site, set back from the street edges and adjacent low-rise uses, helping to reduce potential visual impacts and create a more human-scaled edge condition. Ground-floor commercial uses, live/work townhomes, landscaped buffers, and wide sidewalks contribute to an active and pedestrian-friendly streetscape that is appropriate for the evolving context of Second Street and Adair Boulevard.

The proposed residential density represents a responsible and efficient use of serviced urban land. This level of density supports the Municipality's and County's intensification targets and contributes to the broader goal of providing a range and mix of housing types in the community. With 784 residential units proposed—comprised of 787 apartment units and 49 live/work townhomes—the development offers a significant supply of new housing to support local and

regional demand. The density also ensures sufficient population thresholds to support transit, commercial uses, and community facilities within the immediate area.

The proposed height, massing, and density are appropriate for this strategic location and align with provincial and municipal planning objectives that promote intensification, mixed-use development, and the efficient use of land and infrastructure.

5.4 BUILT FORM

The proposed development introduces a modern and contextually appropriate built form that integrates mid- and high-rise elements with active street-level uses. The three 11-storey mixed-use buildings are designed with podiums that include ground-floor commercial spaces, contributing to a strong street presence and providing opportunities for retail, services, and community amenities. Above the podiums, residential units are stepped back, helping to reduce perceived massing and improve the pedestrian scale of the development.

The inclusion of 49 three-storey live/work townhomes adds a transitional built form that complements both the mixed-use buildings and adjacent uses. These townhomes contribute to an animated streetscape and support diverse occupancy types, allowing for a range of commercial and residential configurations. The overall site layout emphasizes walkability, visual permeability, and a well-connected internal circulation network. Built form elements have been strategically arranged to minimize shadow impacts, provide solar access to public and private amenity areas, and frame streets and open spaces in a cohesive and functional way.

6. SUPPORTING MATERIALS

Several reports were produced by various professionals in support of the proposed development. Reports included a Functional Servicing Report, Traffic Impact Study, Environmental Memo, Noise and Impact Study, Geotechnical Report, Grading and Servicing Plans, Hydrogeological Study and an Employment Study. Their findings are highlighted below.

6.1 TRAFFIC IMPACT STUDY

A Traffic Impact Study (TIS) was prepared by EXP Services Inc. to evaluate the transportation implications of the proposed mixed-use development. The TIS supports the proposed development, concluding it can be accommodated by the existing and planned transportation network with minor improvements. The development proposes three access points: one on Second Street with separate left and right turn lanes, and two aligned accesses on Adair Boulevard that correspond with existing school driveways.

The TIS assessed existing conditions (2025), anticipated build-out (2030), and five years post-build-out (2035). Key intersections analyzed include Second Street at Mullifarry Road/Centre Road, Adair Boulevard, and Hickory Drive. Traffic volumes were generated based on the concept plan, which includes 876 parking spaces (including 30 accessible spaces) and a two-storey underground garage.

The development is projected to generate 540 AM and 533 PM peak hour trips, with a substantial number of trips expected to be pass-by or internal given the mixed-use nature. While most intersections will continue to function acceptably, a few critical movements were identified, particularly at Second Street/Hickory Drive and Adair Boulevard/SDCI South Access.

Recommended improvements include increasing signal cycle lengths at key intersections, extending turn lane storage, and implementing a pedestrian crossover (PXO) on Adair Boulevard to improve pedestrian safety between the schools and new commercial uses.

6.2 FUNCTIONAL SERVICING REPORT

The Functional Servicing Report was prepared by EXP Services Inc. This report found that the proposed development can be supported by existing and planned infrastructure. Sufficient storm, sanitary and water service will be provided underground. Sanitary demands will be serviced through the proposed service connection to the existing sanitary sewer system. Further, the proposed water demand can be serviced using connections to the Second Street watermain. The adequacy of the existing system may require validation through further study. Stormwater quantity and quality control will be accommodated by underground infrastructure, and pre and post development flows will be maintained.

6.3 ENVIRONMENTAL SUMMARY MEMORANDUM

The Environmental Summary Memorandum prepared by LEA Consulting Ltd. (June 2025) concludes that the southern parcel of 230 Second Street in Strathroy-Caradoc consists entirely of active agricultural land with no identified natural heritage features, significant wildlife habitat, or species at risk. The parcel exhibits low ecological sensitivity, with only limited fencerow vegetation and minimal transient wildlife use. No Provincially Significant Wetlands, woodlands, or Areas of Natural or Scientific Interest occur on or adjacent to the site. With appropriate environmental mitigation measures, including adherence to seasonal timing windows to protect migratory birds (April 1–August 31), the parcel can be developed in compliance with applicable environmental legislation and with minimal ecological risk.

6.4 NOISE IMPACT STUDY

A Noise and Impact Study was completed by EXP Services Inc. to determine the impact of road traffic noise to the proposed development. This report recommends proposed development approval from a noise perspective, outlining recommendations. A 2.4m high noise barrier along the south perimeter of the outdoor area is recommended as a noise control measure, as predicted sound levels at OLA1 exceeds 60 dBA. One end should abut the exterior wall of building L and the other end should return along the west property line for 7 m long. The second recommendation is the requirement of central air conditioning in Building L due to predicted night-time sound levels exceeding 60 dBA. It is recommended that building components are designed in Building L to keep the indoor sound levels in compliance with limits, such as exterior wall, fixed glazing, and operable glazing that meet STC requirements. As Building L will require central air conditioning, a Type D warning clause has been recommended to insert into development agreements of all Building L dwelling units. The study was completed in accordance with the Ministry of

Environment, Conservation of Park Publication NPC-300. With regard to the recommendations provided in this report, the noise impact of transportation noise sources meet the criteria set out by MECP.

6.5 GEOTECHNICAL REPORT

A Geotechnical Report was prepared by EXP Services Inc. in support of the proposed development through the inclusion geotechnical engineering guidelines. Recommendations were made on site preparation, excavation and groundwater control, foundations, slab on grade construction, foundational backfill, site servicing, seismic considerations, site pavement design, curbs and sidewalks, methane gas testing, and inspection and testing. EXP further recommends being retained for a general review of the final design and specifications to verify report recommendations have been fulfilled.

6.6 GRADING PLAN

A Grading Plan was prepared by EXP Services Inc. to showcase the drainage requirements during major and minor storm events. Should runoff from rainstorms exceed the capacity of the on-site sewer system or the capacity of the City's storm service connection, as per the Functional Servicing Report and Grading Plan, surface runoff will spill out southward to Second Street right-of-way, ultimately draining to the Sydenham River. No damage to the proposed development or adjacent private properties will be caused by this.

6.7 SERVICING PLAN

A Servicing Plan was prepared by EXP Services Inc. to showcase sanitary sewer, water servicing, and stormwater management for the proposed development. The proposed water serviced on the subject lands will consist of 300mm diameter watermain, which will connect to the Second Street watermain by two 300mm water connections. Fire hydrants are provided for fire protection throughout the site. To store the stormwater quantity volume required, storage will be provided within 4141 m² of underground storage chambers, shown on the servicing plan.

6.8 HYDROGEOLOGICAL REPORT

A Hydrogeological Report was prepared by EXP Services Inc. to assess the hydrogeological characteristics of the Site by reviewing the Ministry of the Environment, Conservation and Parks (MECP) Water Well Information System (WWIS), reviewing the soil and groundwater information provided from a series of sampled boreholes and monitoring wells at the Site, compiling a Site wide water balance, completing in-situ infiltration testing, and collecting groundwater elevations over the course of multiple months. The assessment provides comments pertaining to potential impacts on hydrogeological conditions at the Site resulting from the proposed development and provides recommendations and design/construction measures, where applicable, to mitigate potential impacts. Based on the study findings, the proposed development maintains 18% of the pre-development infiltration volumes. Therefore, consideration will need to be given during site design to achieve higher post-development infiltration volumes. Final servicing and finished floor

depths/elevations were not provided as part of the study. If required, a more detailed assessment of dewatering requirements can be completed at the detailed design stage.

6.9 EMPLOYMENT AREA REMOVAL STUDY

Parcel Economics Inc. prepared an Employment Area Removal Study for the subject lands. The study found that updated Middlesex County growth forecasts identify a shortfall of roughly 9.6 hectares of high-density residential land to 2046. Developing the proposed apartments on this site would satisfy that shortfall within the existing settlement boundary and remove the need for a boundary expansion. Conversely, there is a surplus of employment lands: once the 58-hectare expansion identified through the municipal comprehensive review is included, Strathroy-Caradoc will have a 54-hectare surplus of employment area land by 2046 (and 22.8 hectares by 2056), even after removing this property.

From a locational standpoint, the site sits on the fringe of the employment area and is surrounded by schools, a recreation complex, and residential lands—conditions that limit its industrial market appeal but make it well suited for mixed commercial and residential uses. The proposed development would support more than 500 retail and service jobs, compared with about 120 industrial jobs if retained for employment use. It would also yield roughly \$16.1 million in development charges (versus \$3.2 million industrial) and generate about \$1.47 million annually in property taxes, nearly triple an industrial scenario.

The analysis concludes that the subject lands are not required for long-term employment needs and that the proposed conversion meets the policy tests in both the Provincial Planning Statement (2024) and Middlesex County Official Plan (2023). The site's location, market context, and fiscal performance all support its redevelopment as a compact, mixed-use community that delivers needed housing, commercial amenities, and sustained municipal revenue within the existing settlement boundary.

7. COMMUNITY ENGAGEMENT

It is important to involve the public in the planning process. During the pre-consultation meeting with Municipality and County staff, it was recommended to hold an open house prior to the submission of the development applications. This allows for public and Council feedback to inform the proposed development ahead of the applications. The Open House was marketed by sending an invitation via mail to all residents within a 120-meter radius. This information was given by municipal planning staff. The invitation was also included in the May 20, 2025 Council meeting agenda. Facilitated by Nethery Planning, on May 29, 2025 a virtual Public Open House was held to introduce the proposed development, review work done to date and next steps, receive feedback and answer any questions.

One member of the public attended the virtual Open House and inquired whether the townhouses would be rented or owner occupied. The owner indicated that it would depend on market demand and that conversations have been held with developers interested in building the units within the mixed use buildings.

8. CONCLUSION

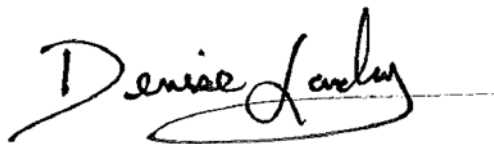
The proposed development at 230 Second Street represents a well-integrated, mixed-use community that aligns with the strategic growth objectives of the Municipality of Strathroy-Caradoc, the Middlesex County Official Plan, and the Provincial Planning Statement (2024). Through a combination of high-density residential apartment units, live/work townhomes, and large-scale commercial spaces, the development will contribute to a complete, vibrant, and transit-supportive urban area.

This project advances key planning goals, including intensification within a designated Urban Area, providing a diverse range of housing options, promoting economic development, and fostering a high-quality public realm. The proposed built form, massing, and height are appropriate for the location and have been designed to ensure compatibility with adjacent uses and enhance the character of the area. Public and private amenities, including open spaces and pedestrian pathways, further reinforce the project's contribution to placemaking and active transportation.

All necessary municipal approvals are being sought through a Zoning By-law Amendment and an Official Plan Amendment. The development can be fully serviced by existing municipal infrastructure and is supported by technical studies.

Overall, this proposal represents good planning. It makes efficient use of underutilized lands, supports the municipality's vision for growth and intensification, and offers lasting benefits to the broader community in terms of housing, economic activity, and livability.

Sincerely,

A handwritten signature in black ink that reads "Denise Landry". The signature is fluid and cursive, with a long horizontal line extending from the end of the name.

Denise Landry, MCIP, RPP
Principal Planner

A handwritten signature in black ink that reads "Marcus Ruggiero". The signature is cursive and elegant, with a large, stylized 'M' and 'R'.

Marcus Ruggiero, BA
Planner

