

# Planning Justification Report

246 North Inc.  
246 North Street  
Thames Centre, ON



August 15, 2023



**Zelinka Priamo Ltd.**  
LAND USE PLANNERS

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## 1.0 INTRODUCTION

Zelinka Priamo Ltd., on behalf of 246 North Inc., is pleased to submit this report in support of an application to the County of Middlesex for a Draft Plan of Subdivision and a Draft Plan of Vacant Land Condominium, and an application to the Municipality of Thames Centre to amend its Zoning By-law to permit the redevelopment of the lands known municipally as 246 North Street (hereinafter referred to as the “subject lands”) for a subdivision development consisting of 7 single family freehold lots and a 25-unit residential condominium block. The condominium block is proposed to be developed concurrently with the remainder of the lands.

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

## 2.0 SUBJECT LANDS

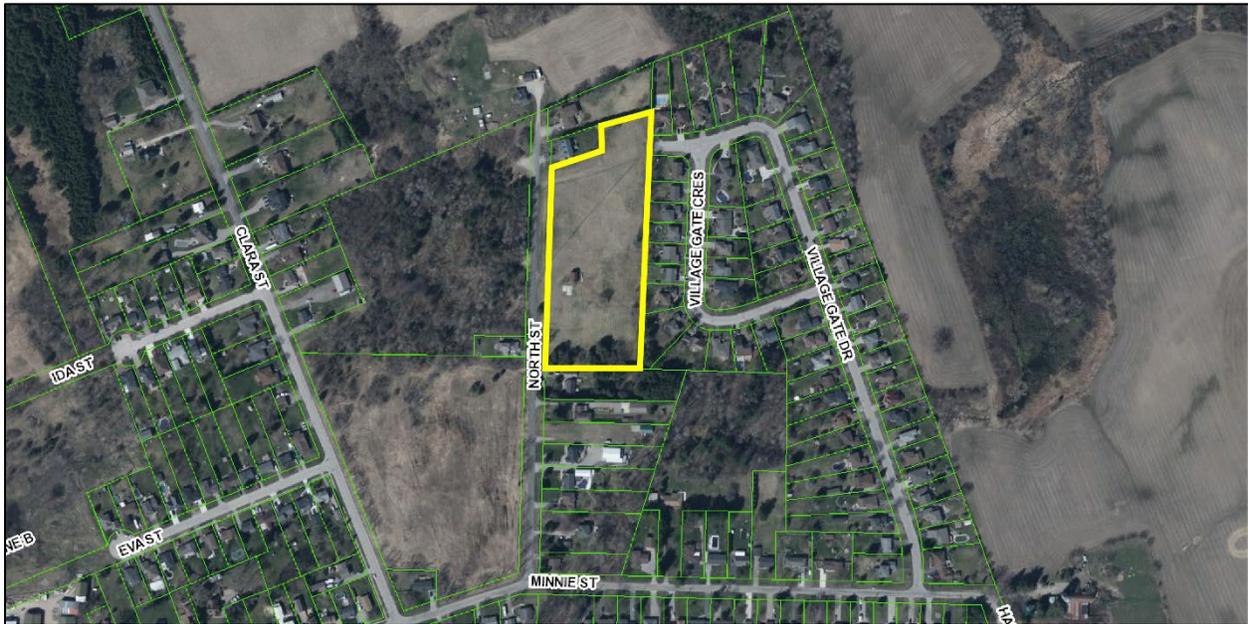
The subject lands are located on the east side of North Street, approximately 200m north of Minnie Street (Figure 1). The irregularly-shaped lands have an area of approximately 2.14ha and a frontage of approximately 197m along North Street. The subject lands abut low-density residential uses (primarily single detached dwellings) to the north, east, and south; and, North Street to the west. A single detached dwelling, and a natural heritage area (wooded area) are located opposite the subject lands on the west side of North Street.

The subject lands are currently vacant, save and except for an existing barn located mid-block along North Street (Figures 2-3). The lands are generally flat in topography and primarily consist of grassed areas. Several trees are sporadically located on the interior of the lands, as well as in clusters around the perimeter of the lands.

A gravel driveway adjacent to the existing barns provides vehicular access to the subject lands from North Street. There is no formal pedestrian access serving the subject lands; however, a number of informal trails crossing through the subject lands link North Street with Village Gate Drive.

The subject lands are designated “*Settlement Area*” in the County of Middlesex Official Plan; are designated “*Residential*” in the Municipality of Thames Centre Official Plan; and, are zoned “*Residential First Density (R1-h)*” in the Municipality of Thames Centre Zoning By-law, which permits single detached dwellings, with a holding provision to ensure the orderly development of lands and the adequate provision of municipal services.

**Figure 1 – Subject lands**



**Figure 2 – Subject lands (looking northeast from North Street)**



**Figure 3 – Subject lands (looking southeast from North Street)**



### 3.0 SURROUNDING LAND USE CONTEXT

The existing street character for local streets within the immediate vicinity of the subject lands consists of a range of 1- to 2-storey single detached dwellings on large lots. North Street, adjacent to the subject lands, has the characteristics of a rural road with houses spaced further apart and set back from the road (Figure 4). Village Gate Drive, to the east of the subject lands, is part of a residential subdivision with houses spaced closer together and set back approximately 6.0m from the right-of-way (Figure 5). Vehicular access is typically via driveways located in the front yard, and vehicular parking is provided by either an attached garage or surface parking. The exterior finishes of the dwellings are typically brick/masonry with vinyl siding and a mix of window styles and treatments. As there are no municipal sanitary sewers in this area of Dorchester, all lands proximate to the subject lands operate on private, individual sanitary services (i.e., septic).

The subject lands are generally surrounded by low-density residential uses in the form of 1- to 2-storey single detached dwellings, as described above. Proximate to the subject lands, within an 800m, 10-minute walk radius, are residential, future development, and environmental protection uses to the north and west; residential and agricultural uses to the east; and, residential uses and the Thames River to the south. Opposite the subject lands on the south side of the Thames River are commercial, open space, and institutional uses including grocery stores, restaurants, schools, and parks (Figure 6).

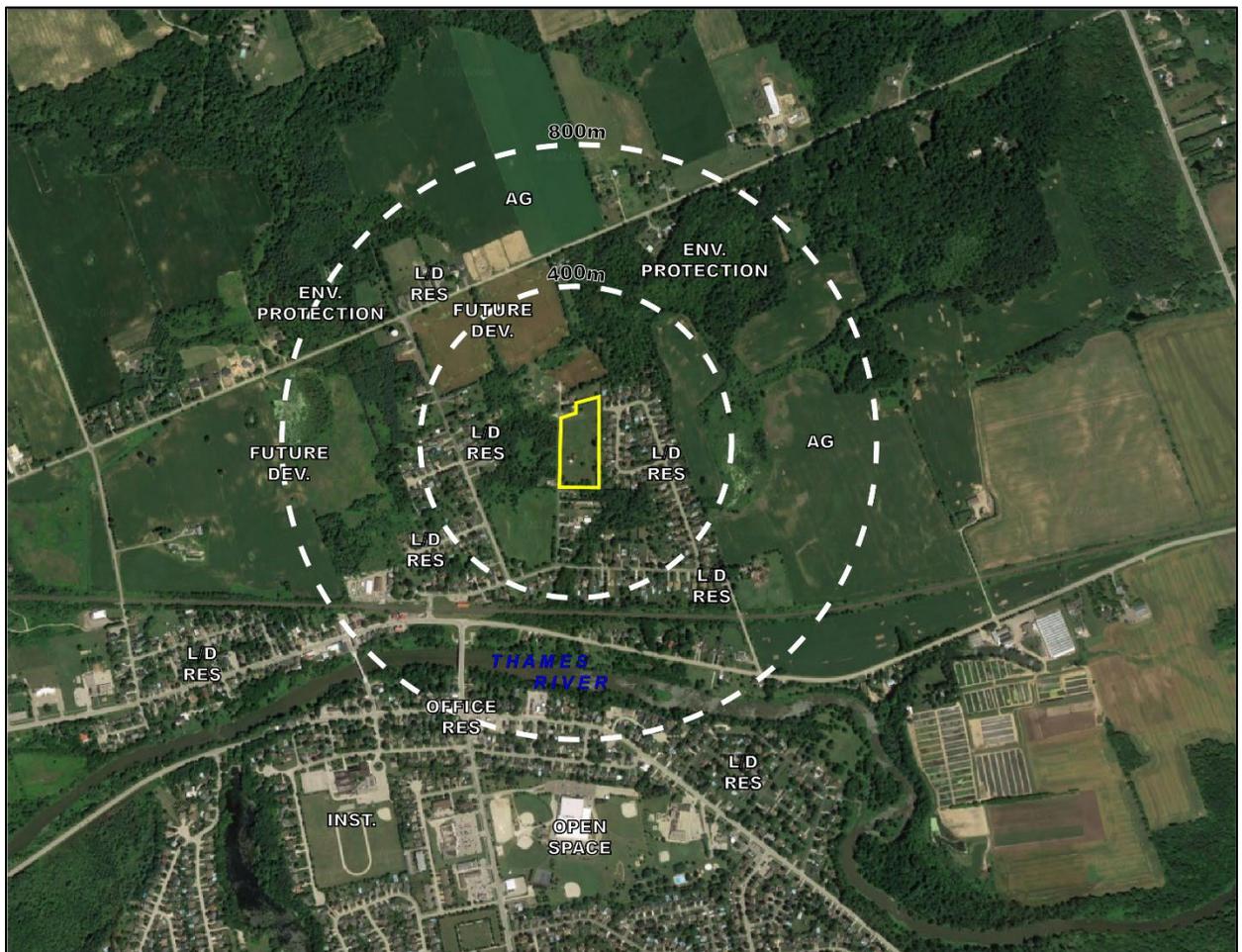
Figure 4 – Looking south along North Street



Figure 5 – Looking south along Village Gate Drive



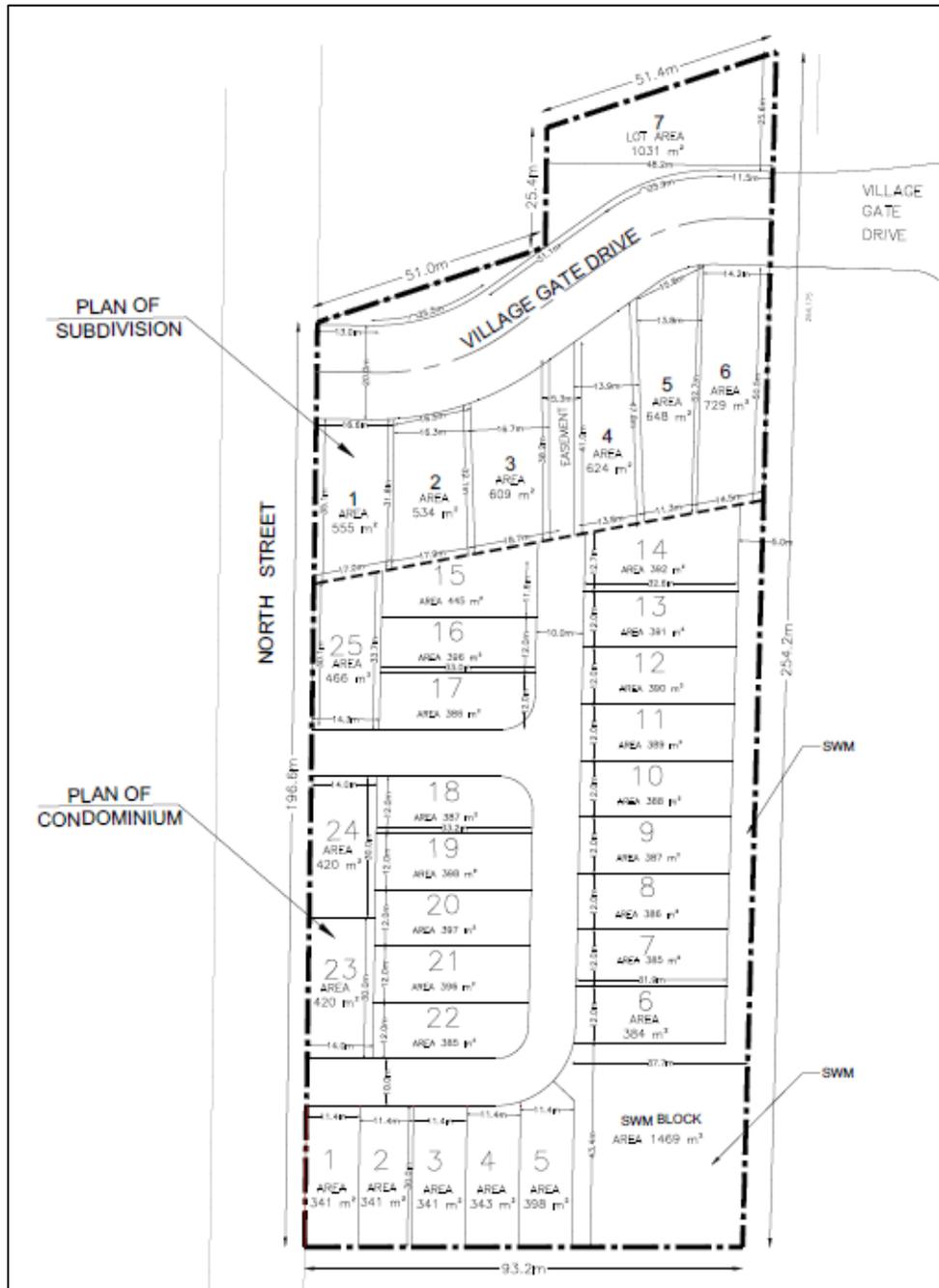
Figure 6 – Surrounding context



## 4.0 PROPOSED DEVELOPMENT

The subject lands are proposed to be redeveloped for a seven-lot residential Plan of Subdivision with lots fronting onto an extension of Village Gate Drive; and, a twenty-five-unit residential Plan of Condominium, accessed by a crescent-shaped private road with two access points from North Street (Figure 7).

Figure 7 – Conceptual Site Plan (excerpt)



Two different types of lot creation, being a Plan of Subdivision and a Plan of Condominium, are proposed in order to achieve both the extension of Village Gate Drive, a public road, and efficient use of the southerly portion of the subject lands where a new public road is not required. It is intended that the development of each portion of the subject lands will proceed generally concurrently. Only single detached dwellings are proposed for both the freehold and condominium lands.

The proposed development is to make use of full municipal services when they become available. Notably, lot sizes are somewhat smaller than lots in the area due to the proposed servicing solution which can accommodate smaller, and therefore more efficient, lots. The proposed lots are described in the below table.

**Table 1 – Proposed Lots**

<b>Lot</b>	<b>Frontage (m)</b>	<b>Area (m<sup>2</sup>)</b>
<b><i>Plan of Subdivision Lots</i></b>		
<b>Lot 1</b>	16.6	555.0
<b>Lot 2</b>	16.5	534.0
<b>Lot 3</b>	16.7	609.0
<b>Lot 4</b>	13.9	624.0
<b>Lot 5</b>	15.8	648.0
<b>Lot 6</b>	14.2	729.0
<b>Lot 7</b>	48.2	1,031.0
<b><i>Condominium Units</i></b>		
<b>Unit 1</b>	11.4	341.0
<b>Unit 2</b>	11.4	341.0
<b>Unit 3</b>	11.4	341.0
<b>Unit 4</b>	11.4	343.0
<b>Unit 5</b>	11.4	398.0
<b>Unit 6</b>	12.0	384.0
<b>Unit 7</b>	12.0	385.0
<b>Unit 8</b>	12.0	386.0
<b>Unit 9</b>	12.0	387.0
<b>Unit 10</b>	12.0	388.0
<b>Unit 11</b>	12.0	389.0
<b>Unit 12</b>	12.0	390.0
<b>Unit 13</b>	12.0	391.0
<b>Unit 14</b>	12.7	392.0
<b>Unit 15</b>	11.6	445.0
<b>Unit 16</b>	12.0	396.0
<b>Unit 17</b>	12.0	386.0
<b>Unit 18</b>	12.0	387.0
<b>Unit 19</b>	12.0	398.0
<b>Unit 20</b>	12.0	397.0
<b>Unit 21</b>	12.0	396.0
<b>Unit 22</b>	12.0	385.0
<b>Unit 23</b>	14.0	420.0
<b>Unit 24</b>	14.0	420.0
<b>Unit 25</b>	14.3	466.0

## 5.0 PROPOSED PLANNING ACT APPLICATIONS

### 5.1 Draft Plan of Subdivision

A Draft Plan of Subdivision application has been submitted to the County of Middlesex to facilitate the development of 7 single-family, freehold lots ranging from 534.0m<sup>2</sup> to 1,031.0m<sup>2</sup> in size with frontages ranging from 113.8m to 48.2m. A variety of lot sizes are proposed, allowing for a range of single detached dwelling construction options and costs.

The proposed subdivision provides a new public road via the extension of Village Gate Drive to the west, intersecting with North Street. Detailed cross-sections, depicting details such as sidewalks, curb, and boulevard widths, will be finalized through the detailed design process as part of final approval.

The proposed subdivision pertains to the northerly portion of the subject lands, as noted in Figure 7.

### 5.2 Draft Plan of Condominium

A Draft Plan of Condominium application has been submitted to the County of Middlesex to facilitate the development of a 25-unit residential condominium on the southerly portion of the subject lands, as noted in Figure 7. This portion of the property is too small to allow for a meaningful subdivision development as there is insufficient space for a new municipal road. As such, a vacant land condominium is proposed.

The proposed condominium will consist of 25 residential units, a crescent-shaped private road, and a stormwater management block. Storm flows will be conveyed south from Village Gate Drive to the stormwater management area within the condominium, where they will be redirected to the east through an existing easement.

### 5.3 Zoning By-law Amendment

The subject lands are currently zoned “*Residential First Density (R1-h)*” in the Municipality of Thames Centre Zoning By-law which permits single detached dwellings. The proposed Zoning By-law Amendment application seeks to rezone the subject lands to a site-specific, special regulation “*Residential First Density (R1(□))*” zone, with special provisions as follows:

- Minimum lot area of 341.0m<sup>2</sup>;
- Minimum lot frontage of 11.4m;
- Minimum front yard depth of 6.0m;
- Minimum exterior side yard depth of 3.0m;
- Minimum interior side yard depth of 1.2m; and,
- Minimum rear yard depth of 7.0m.

The intent of the provisions is to provide a modest level of flexibility from the standard *R1* zone to permit the specific lot layouts of the proposed development.

At this time, no other special regulations have been identified as necessary; however, additional special regulations may be identified through the planning process.

The *h* holding provision denotes a holding zone to ensure the orderly development of lands and the adequate provision of municipal services. As full municipal services are not yet available, the holding provision will not be removed until an adequate servicing solution, including the provision of municipal services or otherwise, is approved by the Municipality and is included within a Subdivision Agreement that is registered on title.

## 6.0 POLICY ANALYSIS

### 6.1 Planning Act, RSO 1990

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

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

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

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

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

Of note, servicing for the subject lands is anticipated to be facilitated, in part, by the development of other vacant lands to the west, north of Catherine Street. As the servicing solution for the area has already largely been determined, the execution of those larger lands will make servicing for all lands north of the Thames River, including the subject lands, economically viable.

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

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

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

- The subject lands are an appropriate location for the proposed development as they are of sufficient size to provide adequate setbacks, landscaped space, parking, and roads.

The subject lands are designated and zoned for low-density development, meaning the Municipality has already considered these lands for residential development.

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

- The Transportation Impact Study (TIS) prepared by Dillon Consulting concludes that the development of the subject lands will not warrant any geometric roadway and/or traffic control modifications of any of the study area intersections.

The proposed extension of Village Gate Drive has been designed in accordance with municipal design standards and will provide a new link for existing dwellings fronting onto Village Gate Drive. Detailed roadway design will occur as a condition of final subdivision approval.

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

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

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

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

*(h) conservation of natural resources and flood control;*

- There is a natural heritage feature in the form of an unevaluated wetland adjacent to the subject lands to the west, as confirmed with the Upper Thames River Conservation Authority (UTRCA). MTE Consultants prepared a Preliminary Hydrogeological Assessment which was included as part of this application.
- A stormwater management block is proposed within the Plan of Condominium. Storm flows will be conveyed south towards the block from Village Gate Drive, then be redirected to the east through an existing easement.

*(i) the adequacy of utilities and municipal services;*

- Municipal sanitary sewers are not available to the subject lands at this time. However, given that a large area to the west of the lands is planned to be developed on municipal services, it is anticipated that services will be available in the near future.

*(j) the adequacy of school sites;*

- The Thames Valley District School Board (TVDSB) will be circulated to provide comments on the proposed development. At this time, it is not anticipated that the proposed development will put an undue strain on existing schools.

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

- In addition to the new public road, it is anticipated that the following lands will be conveyed to the Municipality of Thames Centre:
  - SWM Block (0.15ha)

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

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

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

- As per the Municipality of Thames Centre Site Plan Control By-law, single detached dwellings and structures accessory thereto are exempt from the application of site plan control.

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

## 6.2 Provincial Policy Statement (2020)

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

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

<b>Provincial Policy Statement (2020) Policy Analysis Table</b>	
<b>Policy</b>	<b>Response</b>
<p><b><u>Section 1.1.1 Managing and Directing Land Use [...]</u></b></p> <p>Healthy, liveable and safe communities are sustained by:</p> <ul style="list-style-type: none"> <li>a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;</li> <li>b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;</li> <li>g) Ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs.</li> </ul>	<p>The proposed subdivision and condominium are efficient and appropriate forms of development for the subject lands as they facilitate future development of single detached dwellings, further broadening the availability of low-density residential development in the community of Dorchester, satisfying long-term needs for this type of housing.</p> <p>The proposed development is a cost-effective form that is anticipated to utilize future municipal services. The “h” holding provision will remain on the lands until adequate provision of services can be demonstrated to, and approved by, the Municipality. Thus, the consumption of land and servicing costs are minimized.</p>
<p><b><u>Section 1.1.3.1 Settlement Areas</u></b></p> <p>Settlement areas shall be the focus of growth and development.</p>	<p>The subject lands are located within a settlement area, as identified in the two applicable Official Plans.</p>
<p><b><u>Section 1.1.3.2 Settlement Areas</u></b></p> <p>Land use patterns within settlement areas shall be based on densities and a mix of land uses which:</p> <ul style="list-style-type: none"> <li>a) efficiently use land and resources;</li> <li>b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion.</li> </ul>	<p>The proposed Draft Plan of Subdivision application adds to the density and mix of land uses in the community of Dorchester, which will utilize municipal services as they become available. It is noted that services are planned for this area, but a specific timeline for implementation is not yet available.</p>

	<p>The subject lands are located within an existing settlement area that is the planned location for development, avoiding unjustified expansion of developable lands outside of the settlement area boundary.</p> <p>The proposed development makes efficient use of underutilized land, resources, infrastructure, and transportation networks by increasing the residential density on the subject lands to an appropriate level.</p>
<p><b><u>1.1.3.3 Settlement Areas</u></b> Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.</p>	<p>The proposed development is considered to be intensification as it proposes a greater number of residential dwelling units than what currently exists, in an area generally surrounded by development. The Municipality of Thames Centre has identified the subject lands as appropriate for development by virtue of the existing land use policy and zoning which permits low-density residential uses, subject to certain criteria.</p> <p>The subject lands are considered an appropriate location for the proposed development as they are proximate to amenities and are sufficiently sized to accommodate the proposed number of dwelling units, amenity space, and parking.</p>
<p><b><u>Section 1.4.3 Housing</u></b> Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by:</p> <p>b) permitting and facilitating:</p> <ol style="list-style-type: none"> <li>1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising; and</li> <li>2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;</li> </ol> <p>c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service</p>	<p>It is beneficial for the County and the Municipality to add to the range of market-based, low-density residential uses to meet long-term housing demands and to accommodate future growth in the Municipality of Thames Centre. The proposed development is consistent with the policy intent to encourage appropriate intensification as it generally minimizes the cost of housing by increasing supply and efficient uses land.</p> <p>The subject lands abut the existing built-up area in Dorchester and, are within the urban settlement boundary. As such, when full municipal services do become available, the subject lands are an appropriate location to execute low-density residential development.</p>

<p>facilities are or will be available to support current and projected needs.</p>	
<p><b><u>Section 1.6.6.2 Sewage, Water and Stormwater</u></b> Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services</p>	<p>While municipal services are not currently available to the subject lands, the proposed development will utilize existing municipal services as they become available.</p>
<p><b><u>Section 2.1.1 Natural Heritage</u></b> Natural features and areas shall be protected for the long term.</p>	<p>There are no natural heritage features on the subject lands and, the subject lands are physically separated from the identified natural heritage feature to the west by North Street. Thus, no undue impacts are anticipated on natural heritage features.</p>
<p><b><u>Section 3.1.1 Natural Hazards</u></b> Development shall generally be directed, in accordance with guidance developed by the Province (as amended from time to time), to areas outside of:</p> <ul style="list-style-type: none"> <li>a) hazardous lands adjacent to the shorelines of the Great Lakes - St. Lawrence River System and large inland lakes which are impacted by flooding hazards, erosion hazards and/or dynamic beach hazards;</li> <li>b) hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards; and</li> <li>c) hazardous sites.</li> </ul>	<p>There are no natural hazards identified on or adjacent to the subject lands.</p>

Given the above justification, the proposed applications are generally consistent with the policies of the 2020 Provincial Policy Statement.

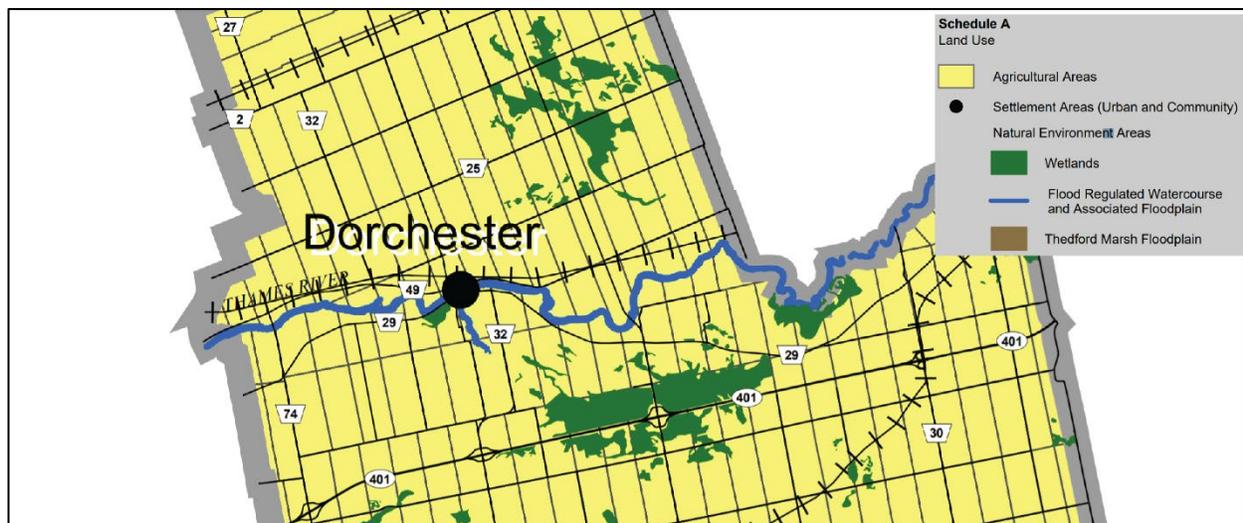
### 6.3 County of Middlesex Official Plan

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

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

The subject lands are designated “*Settlement Area*” according the ‘Schedule A – Land Use’ in the County of Middlesex Official Plan (Figure 8). The plan includes several policies specific to the “*Settlement Area*” land use designation.

Figure 8 – County of Middlesex Official Plan: Schedule ‘A’ – Land Use (excerpt)



The following table contains a policy analysis detailing how the proposed development conforms with the plan:

<b>County of Middlesex Official Plan Policy Analysis Table</b>	
<b><i>Policy</i></b>	<b><i>Response</i></b>
<p style="text-align: center;"><b><u>Section 2.3.8.1 Urban Areas</u></b></p> <p>Urban Areas either provide or demonstrate a strong potential to provide full municipal services. Urban Areas have the highest concentration and intensity of land uses in the County. Urban Areas are the focus for future growth and are expected to accommodate a significant portion of the projected growth over the planning period.</p> <p>New development, other than infilling, shall be fully serviced by municipal or communal water and sewage disposal systems.</p>	<p>The subject lands are within the urban settlement boundary of the community of Dorchester, and abut the built-area boundary. Thus, the lands are an appropriate location for the proposed low-density subdivision / condominium.</p> <p>Full municipal services exist in Dorchester on the southerly side of the Thames River. An application has been made to the Municipality of Thames Centre to develop the vacant lands to the west of the subject lands, north of Catherine Street, which includes the extension of municipal services. As such, it is expected that full municipal services will be available to serve the subject lands in the near future. However, the “h” holding provision will remain until the adequate provision of services is demonstrated and approved by the Municipality.</p>
<p style="text-align: center;"><b><u>Section 2.4.5 Sanitary Sewers and Water</u></b></p> <p>The County encourages new development to proceed on the basis of full municipal services. Where partial municipal services are considered, the supporting studies shall address all servicing concerns.</p>	<p>The development will proceed on full municipal services when they become available. Partial services are not contemplated.</p>
<p style="text-align: center;"><b><u>Section 3.2.2 Development Policies</u></b></p> <p>New development in Settlement Areas is encouraged to proceed by Plan of Subdivision.</p>	<p>The proposed applications seek to permit residential development lots through a Draft Plan of Subdivision and Draft Plan of Condominium.</p>
<p style="text-align: center;"><b><u>Section 3.2.4.1 Permitted Uses in Urban Areas</u></b></p> <p>The local official plans shall provide detailed land use policies for the uses permitted in Urban Areas. These uses shall include:</p> <p style="padding-left: 40px;">a) A variety of housing types.</p>	<p>The proposed Draft Plan of Subdivision / Condominium and associated Zoning By-law Amendment seek to permit the future construction of single detached dwellings, which add to the range of low-density residential uses within the community of Dorchester. The proposed form of housing is not new to the area and it is appropriate within the context of the subject lands.</p>
<p style="text-align: center;"><b><u>Section 4.5.1 Development Applications: Plan of Subdivision</u></b></p> <p>County Council shall approve only those plans of subdivision or condominium which comply with the provisions of this Plan and the applicable local official plan.</p>	<p>As discussed later in this report, the proposed development complies with the provisions of both the County and Municipal Official Plans.</p> <p>The land owner may enter into appropriate agreements, registered on title, as necessary and agreed upon between the land owner, the</p>

<p>Under conditions of approval attached to plans of subdivision or condominium pursuant to the Planning Act:</p> <ul style="list-style-type: none"><li>a) County Council shall require that the applicant(s) enter into appropriate agreements with the County or local municipality which may be registered against the title of the subject lands and which shall include such matters as services, financial requirements, County road facilities, dedication of land for public uses, exclusive of parks and other requirements to implement the provisions of this Plan; and</li><li>b) the Council of the local municipality may require that the applicant(s) enter into appropriate agreements which shall be registered against the title of the subject lands, and may include such matters as, but not limited to, financial requirements, local roads, drainage, grading and landscaping, sidewalks and dedication of land for public uses and other requirements to implement the provision of this Plan and the local official plan.</li></ul>	<p>Municipality, the County, and any applicable third-party agency.</p>
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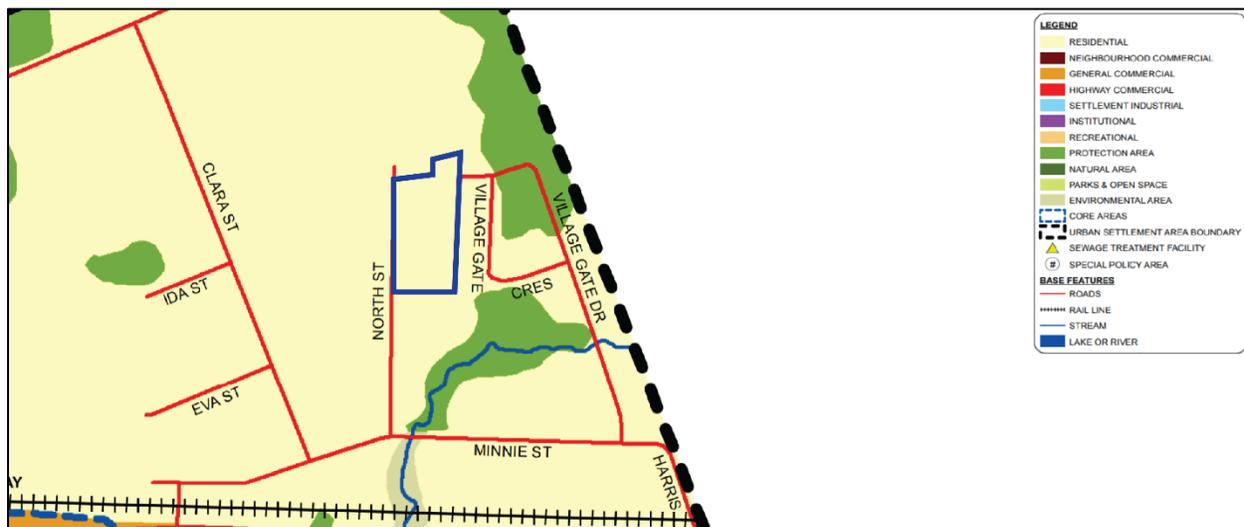
Given the above, the proposed development, and associated applications, conforms to the policies of the County of Middlesex Official Plan and is appropriate for the subject lands.

## 6.4 Municipality of Thames Centre Official Plan

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

The subject lands are within the “*Dorchester Urban Settlement Area*” and are designated “*Residential*” according to “Schedule B-1 – Land Use Plan – Dorchester Settlement Area” in the Municipality of Thames Centre Official Plan (Figure 9). According to **Section 4.3.3** of the Official Plan, lands designated “*Residential*” on Schedule “B-1” of the plan permit low-density residential uses, including single detached dwellings. As such, the proposed development consisting of 32 lots/units for single detached dwellings is contemplated within the *Residential* land use designation.

**Figure 9 – Municipality of Thames Centre Official Plan: Schedule ‘B-1’ (excerpt)**



The table below contains a policy analysis detailing how the proposed development conforms to the Municipality of Thames Centre Official Plan.

Municipality of Thames Centre Official Plan Policy Analysis Table	
Policy	Response
<p><b>Section 2.1 General Development Policies</b></p> <p>In order to effectively accommodate the current and future residents of the Municipality, Council will endeavour to ensure that:</p> <ol style="list-style-type: none"> <li>1. the various School Boards make both adequate and appropriate provision for the accommodation of existing and future schooled children;</li> <li>2. sufficient community facilities, such as parks and recreational facilities, are provided;</li> </ol>	<p>The subject lands are proximate to existing public service facilities, including: schools, hospitals, and community recreational facilities which are anticipated to accommodate the proposed 32 single detached dwellings. External agencies, such as school boards, will be circulated to provide comments on the proposed development.</p> <p>A <i>Transportation Impact Study</i>, prepared by Dillon Consulting, has been submitted in support of the proposed development, which is summarized later</p>

<ol style="list-style-type: none"> <li>3. any increases in traffic can be accommodated by the road network without causing unacceptable congestion, accident hazard, or nuisance to adjacent residential areas;</li> <li>4. residential amenities are maintained;</li> <li>5. development has regard for the natural environment and the community has been assured that any adverse effects are minimized or avoided;</li> <li>6. adequate municipal services such as sewage disposal, water supply, storm drainage, police and fire protection, and garbage disposal can be made available where appropriate and without undue additional cost.</li> </ol>	<p>in this report and concludes that there are no concerns as area roads can accommodate additional traffic with no significant upgrades required.</p> <p>There are no natural heritage features of concern on the lands, as confirmed by the Municipality, the County, and the UTRCA through the pre-application consultation process.</p> <p>A servicing report has been submitted in support of the Draft Plan of Subdivision / Condominium application, providing details on how the future adequate provision of municipal services will function, be extended, and be operated.</p>
<p style="text-align: center;"><b><u>Section 2.2 Site Suitability</u></b></p> <p>Prior to the approval of any development or amendment to this Plan or the Zoning Bylaw, it shall be established to the satisfaction of Council and all other bodies having jurisdiction that:</p> <ol style="list-style-type: none"> <li>1. soil and drainage conditions are suitable to permit the proper siting of buildings;</li> <li>2. the services and utilities, whether they are municipal or private, can adequately accommodate the proposed development. Full municipal or communal sanitary and water services will be the preferred method of servicing development;</li> <li>3. the road system is adequate to accommodate projected increases in traffic;</li> <li>4. the land fronts on a public road (unless specifically noted as an approved private road) which is of a reasonable standard of construction and maintenance;</li> <li>5. lot frontage and area is suitable for the proposed use and conforms to the standards required by the implementing Zoning By-law; and,</li> <li>6. adequate measures will be taken to alleviate or prevent any adverse effects that the proposed use may possibly have upon any proposed or existing adjacent use or on the natural heritage features and functions.</li> </ol>	<p>A <i>Hydrogeological Assessment</i>, <i>Functional Servicing Report</i>, and <i>Transportation Impact Study</i> have been prepared in support of the application which provide further details as well as recommended mitigation measures (where necessary). Details and conclusions of each report are summarized in Section 7.0 of this report.</p> <p>The lands will have adequate frontage along a public road via the extension of Village Gate Drive to facilitate the construction of single detached dwellings which provide lot areas and frontages that are consistent with contemporary subdivision design.</p> <p>It is noted that the lot frontages and areas are somewhat smaller than the existing lots in the area. The existing lots were developed at a time when large, semi-rural residential lots were common and serviced by private septic systems and individual wells. As subdivision design, market demands, and land use policies have changed over time, the existing lots are not representative of contemporary residential development on full municipal services. Smaller lots are proposed to make efficient use of land and services.</p> <p>There are no undue adverse impacts anticipated from the proposed development on adjacent uses; thus, notable mitigation measures should not be required. New residents may choose to implement landscaping to assist in visual screening.</p>

<p><b><u>Section 2.3.1 Location of Development</u></b></p> <p>In order to minimize the cost of services provided by all public agencies, no new development in the Municipality will be permitted in any location where it would contribute to a demand for public services that are not economically feasible to provide, improve, or maintain. Instead, development will be permitted only in locations where demands on public services will be minimized, or where it can most effectively utilize existing services, or where new services can be economically provided and maintained either by the Municipality or by the developer. [...]</p>	<p>Several blocks of land on the north side of the river are now proposed for development, all of which must proceed on full municipal services. While detailed servicing plans are not yet available, it is anticipated that, as part of the development of other lands, services will be made available to the subject lands. Extension of services up North Street by private contribution and/or cost sharing is expected.</p>
<p><b><u>Section 2.4.2 Public Piped Systems</u></b></p> <p>Where possible, urban development or redevelopment in the Municipality shall be based on public piped water and sanitary sewer systems. In certain cases, this will entail extensions and/or improvements to the existing public piped systems in order to service areas of new urban development.</p> <p>Where the servicing of new urban development requires extensions and/or improvements to the existing public piped systems, such servicing will generally be financed, constructed, and maintained by the developer before being turned over to the Municipality.</p> <p>When the capacity of the water and sewage facilities have been fully allocated and prior to the facilities reaching their capacity, the Municipality shall demonstrate a commitment to the expansion of the facilities in accordance with the municipal servicing strategy/plan, before additional approvals are given to further development proposals. Limitations in the capacity and operating performance of the water and sewage facilities will be recognized as a constraint to the approval and timing of new development proposals. Alternative servicing proposals will be considered based on sound engineering and environmental assessments and the approval of the Municipality. [...]</p>	<p>Extension of services, pending funding and timing, would be financed, constructed, and maintained by the landowner. All extensions of services would be constructed according to municipal standards, the details of which would be reviewed and confirmed by the Municipality prior to development.</p> <p>It is our understanding that while there is wastewater treatment capacity remaining for the community of Dorchester, piping to the treatment facility, including conveyance over the river, is not currently available. This proposal adds to the supply of draft approved, developable land for low-density residential uses that Council may use in their justification to approve the expansion of an existing wastewater treatment facility, or the construction of a new facility north of the Thames River.</p>
<p><b><u>Section 2.26 Plans of Subdivision &amp; Condominium</u></b></p> <p>With the exception of land severances granted by the consent-granting authority, all land divisions in</p>	<p>The proposed applications seek to permit residential development lots through a Plan of Subdivision and Plan of Condominium.</p>

<p>the Municipality shall take place by registered plan of subdivision. It is a policy of this Plan that all new development within Settlement Areas, with the exception of infilling or redevelopment, shall occur through plan of subdivision. [...]</p> <p>When considering applications for plans of subdivision, the Municipality and/or County will ensure that the area to be subdivided can be provided with necessary services, roads and amenities and that the proposed development would not adversely affect the economy of the Municipality. All lots within a proposed plan of subdivision must have frontage on a public road that is of adequate construction and that is, or will be, opened and maintained year-round. [...]</p>	<p>All lots within the Plan of Subdivision will have frontage onto a public road that will be maintained year-round.</p> <p>Full build-out of single detached dwellings on each of the proposed lots will occur with full municipal servicing, as well as the removal of the holding provision.</p> <p>The costs associated with necessary service extensions, roads, and amenities will be borne by the landowner.</p>
<p><b><u>Section 2.28.3 Housing Supply Policies</u></b></p> <ol style="list-style-type: none"> <li>1. In approving development proposals, the type, tenure and size of housing needs for low, medium and high income groups and age, household and lifestyle needs of Municipality residents shall be considered.</li> <li>3. The Municipality's housing actions shall be consistent with the Provincial Policy Statement and in conformity with the County of Middlesex Official Plan. More specifically, the Municipality will endeavor to meet the 20% target of the County Official Plan that all housing being developed be affordable and the 15% target of the County Official Plan that all housing be by intensification and redevelopment. As a consequence of the nature of services in the Hamlet Settlement Areas, the most appropriate location to meet these targets will be in the Urban Settlement Areas in locations where full municipal services are available.</li> <li>5. The Municipality shall, within its powers, maintain a continuous three year supply of between 150 to 200 residential dwelling units or individual lots in a combination of draft approved and/or registered lots and blocks on plans of subdivision in new residential development.</li> <li>12. The Municipality shall support opportunities to increase the supply of housing through intensification and</li> </ol>	<p>Housing for all income groups is needed in the area surrounding the subject lands, particularly those within family demographic groups who prefer single detached dwellings in smaller communities, such as Dorchester. The proposed Plan of Subdivision appropriately contributes to the supply of these homes, responding to local housing demand.</p> <p>The proposed development seeks to establish both freehold and condominium lots, increasing the range of housing tenure in the immediate area and responding to various lifestyle needs of community residents.</p> <p>The Zoning By-law Amendment seeks to provide single detached dwellings on a smaller lot size than what is typically provided in the surrounding area, which will provide a variety of affordability in the area. However, as the housing is to be market-based, affordable housing, as defined in the PPS, is not being provided.</p> <p>The proposed development, on lands not previously used for development, will assist in achieving the intensification target delineated by the County by increasing the residential housing supply in the area. Additionally, the proposed development will contribute to the three-year supply of draft-approved, developable residential lands.</p>

<p>redevelopment in appropriate locations, taking into account availability and adequacy of municipal water and municipal sanitary services, the potential for adverse traffic impacts, environmental considerations and land use compatibility.</p>	<p>The subject lands are abutting the existing built-up boundary, making them an appropriate location for the future extension of full municipal services.</p>
<p><b><u>Section 4.1.2 Settlement Area Goals</u></b> The following goals shall apply to all Settlement Areas in the Municipality and all land use specific designations in this Section:</p> <ol style="list-style-type: none"> <li>1. To maintain an appropriate balance and diversity between areas to be used for residential, commercial, industrial, institutional, and recreational activities.</li> <li>3. To establish a land use pattern that ensures that services and utilities are efficiently utilized.</li> <li>7. To ensure that Dorchester and Thorndale are strengthened as the primary focal points of community life and commerce.</li> <li>8. To ensure that new development and redevelopment are compatible with existing or planned neighbouring land uses.</li> <li>9. To encourage infilling and redevelopment in Urban Settlement Areas that is compatible with the character and scale of existing development.</li> <li>10. To preserve the historic character of Settlement Areas by requiring new development to complement the positive elements of the existing built form.</li> </ol>	<p>The Municipality, through previous Official Plan reviews and designations of all lands in Thames Centre, has confirmed that the balance and diversity of land uses is appropriate for the community of Dorchester. The distribution of lands designated for residential uses continues to be appropriate, including the subject lands.</p> <p>The proposed development provides a modest increase to the residential housing supply in the immediate area and the population of the community of Dorchester.</p> <p>The proposed development provides a built-form that is generally a continuation of the existing physical character of the neighbourhood. The proposed lot sizes and layouts, front yard setbacks, building size, and building height are generally consistent with the existing Village Gate Drive residential neighbourhood to the east of the subject lands. Further, low-density, single-family lots are generally regarded as a form of compatible development within a low-density residential land use context by virtue of being an extension of the existing development pattern.</p>
<p><b><u>Section 4.1.3.4 Vacant Residentially Designated Areas</u></b> [...] The planning of new residential areas shall make provisions for a range of housing types, sizes, price and tenure arrangements in order to provide accommodation for households of differing socio-economic characteristics. Due to the lack of multiple dwelling development of either rented or condominium tenure, added emphasis and encouragement will be given to developments of this type.</p> <p>New plans of subdivision within the residential designations shall be designed so that continuous secondary, interior access roads will result between adjacent subdivisions. Cul-de sac and</p>	<p>The proposed Zoning By-law Amendment seeks to establish smaller residential lots (comparatively to the surrounding neighbourhood context) which supports the intent of providing housing choice for residents in the area. The proposed Draft Plan of Subdivision / Condominium responds to the need to provide accommodations for people at all stages of life, household sizes, and levels of affordability. The proposed extension of Village Gate Drive is an east-west orientation and provides a connection to an existing road rather than the dead-end configuration that currently exists. The proposed road within the Plan of Condominium is a crescent. This street orientation allows for the proposed single-detached dwellings to have a north-south orientation, providing for maximum sunlight</p>

<p>similar 'dead-end' configurations will only be permitted where no viable through-street connection exists. For larger blocks of lands adjacent to arterial roads, direct access to the arterial road may be limited.</p> <p>Undeveloped lands that are within the residential designations may be placed in a holding zone in the implementing Zoning By-law. The holding symbol will be removed when appropriate sanitary sewage, water and any other necessary arrangements are made to the satisfaction of the Municipality and the Ministry of Environment and a plan of subdivision is approved, where required. Existing uses shall be permitted in the interim.</p>	<p>exposure and have rear yards that interface with rear yards, a common and appropriate interface. Pedestrian amenities, including sidewalks, are proposed to be included.</p> <p>As discussed throughout this report, a holding provision will remain on the subject lands until such time as an adequate servicing solution is demonstrated, approved by the Municipality, and implemented.</p> <p>The development, as proposed, is a reasonably efficient way to develop the subject lands by providing residential housing on a vacant parcel of land within the urban settlement boundary and adjacent to the established built-up area.</p>
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The proposed development represents an appropriate and compatible form of residential development at an appropriate location and is generally in conformity with the policies and intent of the Municipality of Thames Centre Official Plan. The proposed development is consistent with the planned function of the "Residential" land use designation and responds to the "Settlement Area" goals of providing a range and mix of housing unit types, sizes, and tenures.

## 6.5 Municipality of Thames Centre Zoning By-law

The subject lands are zoned “Residential First Density (R1-h)” with a holding provision in the Municipality of Thames Centre Zoning By-law (Figure 10). The R1 zone provides for and regulates low-density residential development, specifically in the form of single detached dwellings. Importantly, the proposed single detached lots are already a permitted use within the existing zone.

Figure 10 – Municipality of Thames Centre Zoning By-law (excerpt)

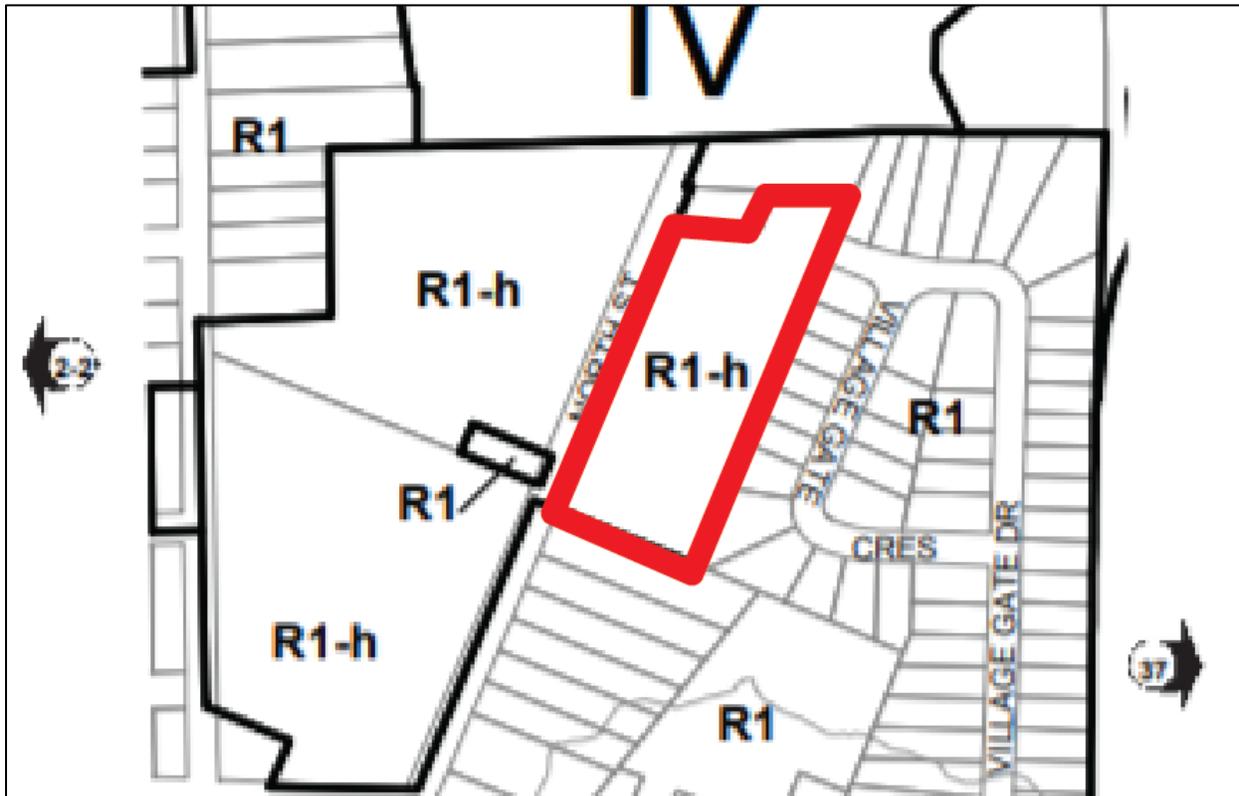


Table 2 provides a breakdown of the regulations for the “R1” zone and the requested, site-specific “R1-□” zone. Site-specific development standards are to be confirmed and refined subject to a review of the application by Staff through the approvals process.

**Table 2 – Zoning**

<b>SITE DATA:</b>		
<b>ZONE:</b>	<b>RESIDENTIAL FIRST DENSITY (R1-h)</b>	
<b>PROPOSED USE:</b>	<b>SINGLE DETACHED DWELLINGS</b>	
	<b>EXISTING</b>	<b>PROPOSED</b>
	<b>R1</b>	<b>R1-(<u>  </u>)</b>
LOT AREA (min.)	700m <sup>2</sup>	<b>341m<sup>2</sup> *</b>
LOT FRONTAGE (min.)	15.0m	<b>11.4m *</b>
FRONT YARD DEPTH (min.)	7.5m	<b>6.0m *</b>
EXT. SIDE YARD DEPTH (min.)	7.5m	<b>3.0m *</b>
INT. SIDE YARD DEPTH (min.)	2.0m	<b>1.2m *</b>
REAR YARD DEPTH (min.)	8.0m	<b>7.0m *</b>
BUILDING HEIGHT (max.)	10.0m	<10.0m
LOT COVERAGE (max.)	35.0%	TBD
LANDSCAPED OPEN SPACE (min.)	30.0%	TBD
NUMBER OF DWELLINGS / LOT	1 only	1 only
<b>NOTES:</b> <ul style="list-style-type: none"> <li>The “h” holding provision will not be removed until an adequate servicing solution is approved by the Municipality and is included within a Subdivision Agreement that is registered on title.</li> </ul>		

**\*Denotes requested special provision.**

### **Lot Area**

The requested special regulation to permit reduced lot area facilitates a development that is sufficient and compact, minimizing the consumption of land and servicing costs.

### **Lot Frontage**

Similar to the above, the proposed reduction of lot frontage is reflective of contemporary subdivision design that facilitates an efficient use of land and services.

### **Front Yard Depth**

The proposed front yard depth of 6.0m will be sufficient to accommodate a vehicle in the driveway, outside of the right-of-way.

### **Exterior Side Yard Depth**

Due to the requested special regulation to permit a reduced lot frontage, a 6.0m exterior side yard setback would not allow for a reasonable building envelope. The requested exterior side yard setback of 3.0m allows for flexibility in dwelling placement and size.

### **Interior Side Yard Depth**

The proposed interior side yard depth of 1.2m is generally considered to be standard in contemporary subdivision design for one- and two-storey single detached dwellings. The proposed 1.2m depth maintains adequate access to the rear yard.

### **Rear Yard Depth**

The proposed rear yard depth of 7.0m is a modest reduction of the existing standard that, in conjunction with the reduced exterior side yard setback, will facilitate an efficient building envelope. Any perceived privacy issues will be mitigated through landscaping and fencing.

### **Holding Provision**

We note that the wording of the holding symbol suggests that it could be removed upon execution of a subdivision agreement, and not necessarily the physical provision of services. Later in the planning process, it may be advantageous to enter into an agreement requiring financial contributions for servicing, which could allow for pre-emptive removal of the holding provision.

## 7.0 ADDITIONAL CONSIDERATIONS

### 7.1 Functional Servicing Report

A Functional Servicing Report (FSR) was prepared by MTE Consultants in support of the proposed development. The report concludes and recommends the following:

- The development is dependent on future capital sanitary and watermain projects to provide sanitary and water servicing for the property;
- In order to match the existing drainage conditions, the development storm system is proposed to outlet to the existing CBMH located in the Village Gate subdivision. Post development outflow from the development will be controlled to below pre-development rates. A dry pond is proposed for quantity control and an OGS unit is proposed for quality control; and,
- It is recommended that the engineering design for the grading, SWM facility, OGS unit, storm servicing, sanitary servicing, water servicing and associated detailed reports will be completed during the future detailed design stage of the process.

### 7.2 Transportation Impact Study

A Transportation Impact Study (TIS) was prepared for a broader land area, including the subject lands, in March 2020 by Dillon Consulting. The report reviews existing road and traffic conditions, anticipated site traffic volumes, and intersection operations. The TIS concludes that the development of the subject lands will not warrant any geometric roadway and/or traffic control modifications of any of the study area intersections. This report was based on a previous conceptual plan that proposed a more intense development in the form of medium density residential uses (e.g., townhouses) on the subject lands. Given that the TIS did not raise any concerns with a significantly more intense development than what is currently proposed, its findings are still applicable to the proposed applications.

## 8.0 CONCLUSIONS

The proposed Draft Plan of Subdivision and Draft Plan of Condominium proposes thirty-two (32) total lots to facilitate the future construction of single detached dwellings. Pending approval, this application would add to the supply of draft approved, developable land. The subject lands are appropriately located for the proposed development, located abutting the existing built boundary. The subject lands are proximate to public services and amenities as well as recreation opportunities and open space areas. The proposal to redevelop the subject lands to provide efficient and cost-effective residential development provides a built-form and residential intensity that is compatible with abutting uses and achieves the goal of appropriate residential growth.

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

The proposed development is consistent with the County of Middlesex Official Plan in terms of providing development at appropriate locations utilizing full municipal services. As noted throughout this report, the subject lands are anticipated to make use of full municipal services in the near future, and the holding provision will remain on the subject lands until such time that an adequate servicing solution can be demonstrated and approved by the Municipality.

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