



PLANNING JUSTIFICATION REPORT

***Related to the applications for Zoning
amendment and Site Plan of 13206 Ilderton
Road***



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EXECUTIVE SUMMARY

Adaptive Reuse. An important planning concept where something old is replaced with a new facility that improves or adds appropriately to the modern needs. The proposed redevelopment of 13206 Ilderton Road does exactly that. The existing house is planned to be replaced with a modern ground floor office with 2 levels of residential to create 4 additional apartments.

From many directions the need for additional housing is seen as in critical need of increasing supply. While small in scale the proposed addition of 4 modern new apartments will assist in fulfilling this need. The ground floor office additionally will add to the current mixed uses along Ilderton Road in the village.

Ilderton Road is undergoing a transformation from the original housing along the street to newer buildings ranging from new single detached homes to more intense forms of redevelopment such as the 5 apartments at 13178 Ilderton Road currently under construction.

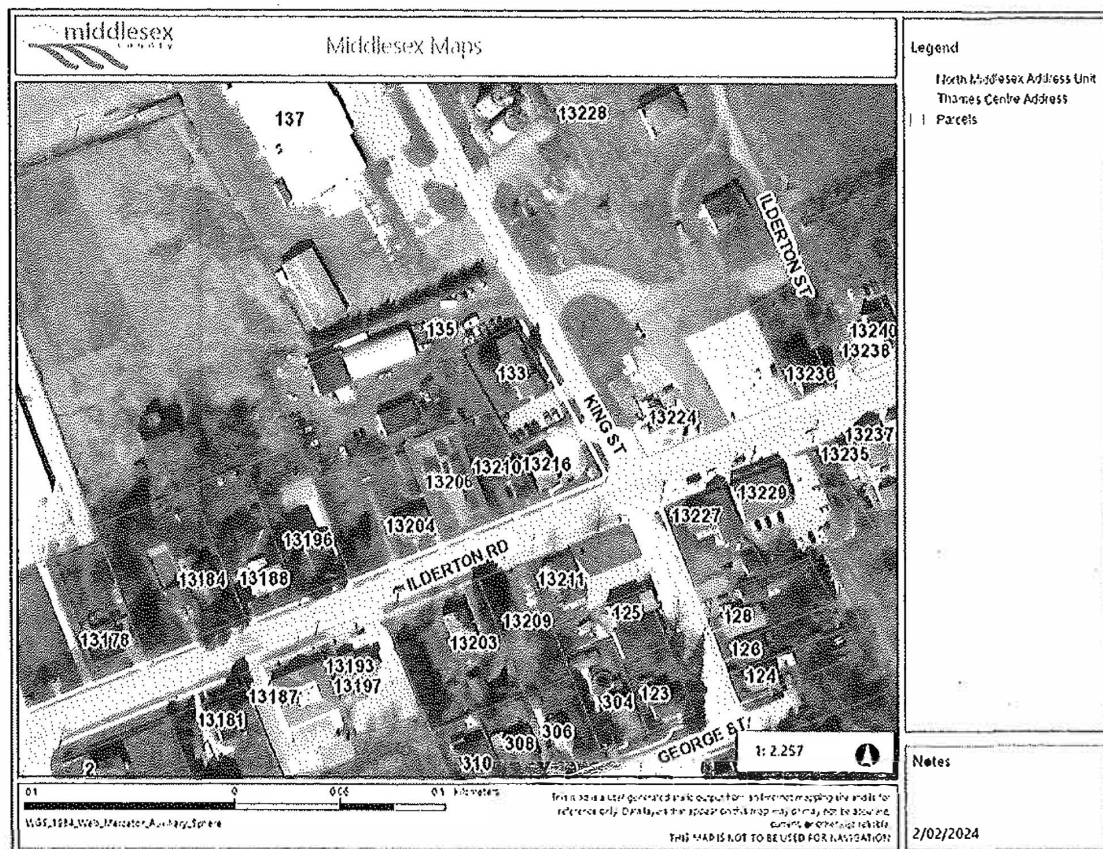
We believe that the proposed scale of development is consistent with the purpose and intent of the Village Centre Official Plan designation only requiring rezoning and site plan control applications.

The zoning being applied for is based on a building footprint of 134.24 sq.m. (1445 sq. ft.) with the main floor being the office area plus internal staircases for 2 floors of residential above with a total of 4 units. A reduced driveway width is also sought. That driveway is consistent with a similar feature at 13178 Ilderton Road, recently approved.

LOCATION

The site is located at 13206 Ilderton Road. Figure 1 is an excerpt from the County Mapping. The legal description of the parcel is Part of Lot 26 Concession 11 (formerly London Township).

FIGURE 1
LOCATION



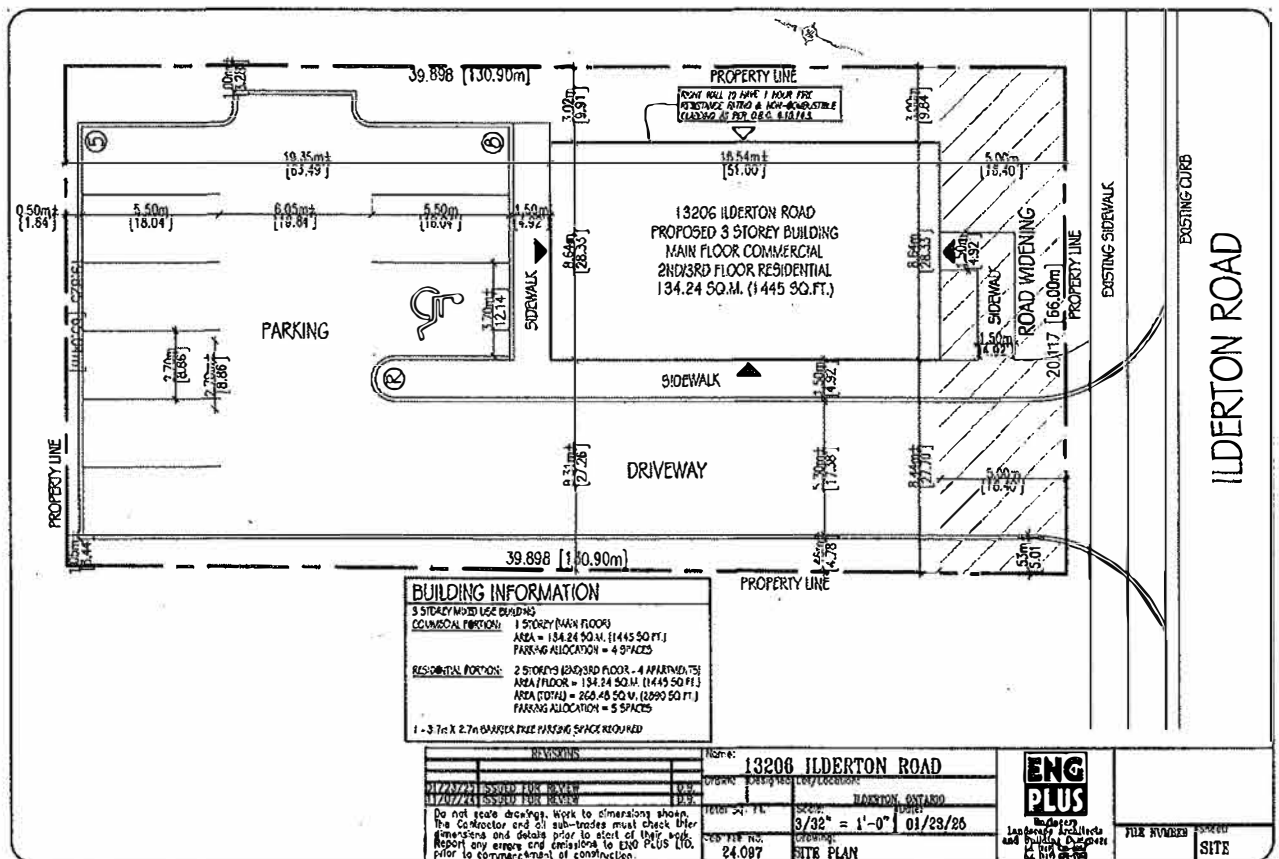
PROPOSAL

The proposal is to demolish the existing residential building and replace it with a modern building with an office appearance on the main floor with glass and brick, the upper floors have yet to be determined external materials but will be consistent with good Urban Design principles.

The main floor will consist of approximately 134.5 sq. m of total floor area being the office areas and internal staircase(s) for the residential apartments on the upper 2 floors.

The proposed C1 zone requires sideyards of 6 m adjacent to residential. Those have been maintained with a proposed reduction of the driveway width to 5.25m. It is proposed that the sidewalk adjacent to the building will be separated from the driveway by roll over curb facilitating a fire/emergency access of greater than 6m. The approvals for the redevelopment at 13187 Ilderton Road allow for a driveway of 5.25M. Parking as required is provided. Figure 2 shows the proposed site layout.

**FIGURE 2
PROPOSED SITE PLAN**



CONSULTATION

During the fall of 2023, there were several email discussions with the Planner responsible for Middlesex Centre (Marion Cabral). The concept plan has been vetted and the comments included questioning the driveway width, ensure that the Urban Design requirements of the Official Plan are met.

After this application has been accepted, an information brochure will be sent to all addresses in the statutory circulation area (120m). The addressees are typically provided by the municipality without names due to Privacy Act restrictions. Following the mailing of the brochure to describe the proposal, a near future Zoom meeting will be included to facilitate a discussion with the neighbours. My client has directly approached both east and west neighbours with positive results based on Figure 2.

PLANNING POLICY DOCUMENTS

All Planning decisions by Council are governed by a variety of Policy Documents including the Provincial Policy Statements (PPS), Middlesex County Official Plan and the Middlesex Centre Official Plan. The following sections will detail the requirements of those documents as they relate to the subject proposal.

Provincial Policy Statements 2020 (PPS)

The Provincial Policy Statements are required to be consistent with under Section 3 of the Planning Act. The following statements support the mixed-use development of 4 new apartments and main floor commercial.

Section 1.0 – Building Strong Healthy Communities establishes policies that support long- term prosperity, environmental health, and social well-being within communities.

Section 1.1.1 a) through h) of the PPS identifies that healthy communities are sustained by accommodating an appropriate range and mix of uses, avoiding development patterns that cause environmental concerns, and promoting cost-effective development patterns that optimize the use of planned and future infrastructure.

Current Provincial Policy favours development in "Settlement Areas" as

the primary location for development to fully utilize existing municipal services (i.e., sewers, public transit, parks, etc.) and to use land more efficiently to curb the impacts of urban sprawl.

Accordingly, the addition of the proposed replacement of a single detached residence with commercial main floor and 4 apartments above that has frontage on a public street and will have access to municipal services is precisely what is envisioned.

Section 1.1.3.1 of the Provincial Policy Statement (2020) regarding "Settlement Areas" indicates that settlement areas "shall be the focus of growth and development" This policy requires municipalities to utilize existing lands more efficiently to discourage the premature expansion of "Settlement Area" boundaries into agricultural areas and minimize the cost of extending infrastructure prematurely.

Further, Section 1.1.3.2 a), b), c) and d) require that land use patterns within settlement areas be based on "densities and a mix of land uses which efficiently use land and resources"; and "a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3."

The proposed satisfies the intent of this policy.

Section 1.4 – Housing speaks to the provision of housing within a municipality. The PPS promotes an appropriate range and mix of housing types and densities and directs development of new housing towards areas where there is an appropriate level of infrastructure. Municipalities are to provide opportunities for all forms of housing and intensification to meet the social, health and well-being needs of the current and future community.

The requirement for intensification is clearly stated as a Provincial requirement. This proposal satisfies this policy.

Sections 1.6 – Infrastructure and Public Service Facilities directs that Infrastructure and be provided in an efficient manner that also prepares for the impacts of a changing climate. Section 1.6.2 directs municipalities to promote green infrastructure to complement existing infrastructure.

The proposed project is on full municipal sanitary sewer and water.

Section 1.6.6 – Sewage, Water and Stormwater directs future growth and development to efficiently use and optimize existing services such as municipal sewage and water services, when available, and promote water conservation and water use efficiency. Servicing and land use considerations shall be integrated at all stages of the planning process. Further, municipal sewage and water services are the preferred form of servicing for settlement areas.

Existing services will be utilized for the proposal with sewer and from Ilderton Road. Stormwater Management will be designed at the site plan stage as will detailed sanitary sewer and water.

Section 1.6.6.7 promotes planning for stormwater management that is integrated with planning for sewage and water services and ensures that systems are optimized, feasible and financially viable over the long term; minimizes or prevents an increase in negative impacts on the environment and water system; does not increase risks to human health and safety and property damage; maximizes the extent and function of vegetative and pervious surfaces; and promotes stormwater management best practices such as low impact development, water conservation and stormwater attenuation.

County of Middlesex Official Plan

The County Official Plan has recently been updated through Amendment #3, now approved by the Minister of Municipal Affairs. As a general statement, the County of Middlesex Official Plan is highly supportive of the proposed the mixed commercial residential development.

The essential framework of the County Plan is to provide a high-level policy basis for all component municipalities based on the following themes: Agriculture, Natural Systems, Growth Management, Energy Efficiency and Climate Change. Detailed Land Use policies are delegated to the local municipalities.

The County Plan has and continues to support Intensification and diversification of the housing base in area municipalities including Middlesex Centre.

Schedule A to the County Official Plan identifies Ilderton as an Urban Area based on the availability of full municipal services.

The specific policies that apply are as follows:

GENERAL POLICIES:

2.3.5 General Policies

These policies generally support complete communities offering lifestyle choice, planning for growth focused on Settlement Areas and the protection of Agriculture and

Natural Heritage features. Relative to this proposal, it is within the Settlement Area boundaries of Ilderton and there are no Agricultural or Natural heritage issues present.

2.3.7 Housing Policies

The County Housing policies give guidance to the local Official Plans. The County supports intensification (2.3.7 a)).

2.3.7.2 Number, Range and Mix of Housing Units

The proposed residential portion of the proposal includes an addition of 4 apartment units to the Ilderton residential inventory replacing the single detached dwelling being replaced.

2.3.7.3 Intensification and Redevelopment

The County supports opportunities to increase the supply of residential units including residential units above commercial spaces.

2.3.7.5 Implementation

These policies further support increased density.

The County supports increased densities, adequate land supply and residential intensification.

2.3.8 Urban Areas

Generally, the County directs the highest intensity of growth to Urban Areas including Middlesex Centre (Ilderton) based on full municipal services and that development proceed in a logical manner and compact form.

2.4.2.2 General Policies

A new policy (I) has been enacted requiring all residential development proposals to have a minimum of 2 entrances. A single access would be permitted subject to the approval of the local municipality. This application to rezone is such and request for a single access.

3.0 DETAILED LAND USE POLICIES

3.2.4 Permitted Uses

3.2.5

- *A variety of housing types among others.*

This policy supports the mixed commercial residential concept proposed. Further the County Official plan relies upon the local Official Plans for detailed land use policy.

4.0 IMPLEMENTATION

4.5.2 Site Plan Control

Site Plan control is encouraged. The proposed development will be proceeding based on site plan control.

Middlesex Centre Official Plan

"5.3.2 Village Centre Policies

- a) It is the intent of this Plan to establish and maintain Village Centres in Urban and Community Settlement Areas as the centres of retail and services, community gathering, and community identity in the Municipality.*
- b) Village Centres are planned to function as traditional village main streets that provide for daily and weekly convenience and general retail and service needs for the settlement area and the surrounding agricultural community. Such centres will also represent the commercial and social focal points for the settlement area and its surrounding farm communities.*
- c) Infilling within Village Centres is encouraged. The physical form of such infilling should be compatible with existing development and the character of the individual Village Centre. Wherever possible, infilling should enhance the existing pattern of buildings, sidewalks and streets.*
- d) Mixed use buildings are encouraged within Village Centre areas.*
- e) Village Centre areas should remain as compact as possible. Consistency in terms of building massing, scale and setback are encouraged. Building designs that allow for separate access to second and third stories along the street are strongly encouraged.*
- f) In the context of new development, the preservation and reuse of buildings with architectural or historical merit is strongly encouraged. Middlesex Centre*
- g) Parking within Village Centres will be provided in the context of new development. Cash-in-lieu of parking may be collected by the municipality to facilitate the establishment of appropriately located municipal parking. All parking will be designed and landscaped to de-emphasize its effect on the physical appearance of the Village Centre.*
- h) Development shall be subject to the policies in Section 6.0 and in Section 10.5 of this Plan, and shall have regard for the Municipality's Site Plan Manual and Urban Design Guidelines.*

5.3.3 Permitted Uses

Uses permitted within Village Centres include the following:

- a) Commercial uses, including general and convenience retail, personal services, and office uses.*
- b) Restaurants, hotels, compatibly scaled entertainment / recreational facilities, and open space or park land.*
- c) Residential uses, so long as they do not negatively disrupt the compact nature, and commercial and service use focus, of Village Centres. Residential uses above ground floor commercial uses are encouraged.*
- d) Institutional and civic uses such as municipal offices and functions, post offices, schools and libraries”.*

The proposed replacement of the single detached residential building with a modern commercial residential building is precisely what is anticipated by these policies. The proposed use is permitted under policy 5.3.3 c). The proposed is within the Village Centre. The new building will face the street with parking in the rear. Parking is provided in accordance with the Zoning Bylaw provisions.

Building scale and massing will create a different street view compared to the present house. The proposed three stories, while different than the immediate neighbours, is not out of character with the area and the Arena nearby. The streetscape will also be different in that the ground floor (commercial) is proposed to be a modern masonry and glass design with the upper 2 floors designed with significant windows on the front or south facing wall and cladding. The details of this have yet to be designed. The residential areas will have internal staircases.

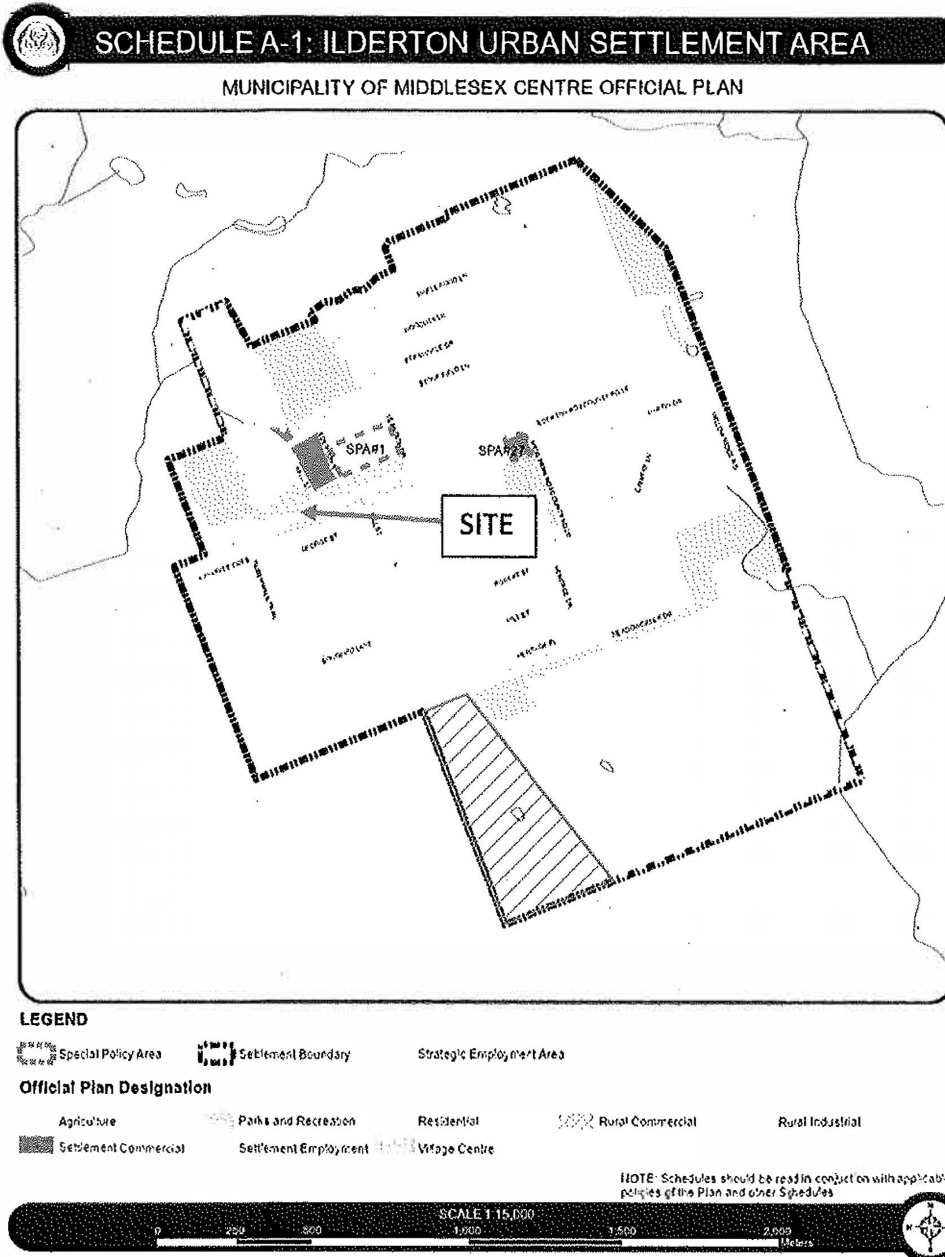
It is our considered opinion that the proposal is in conformity with the Official Plan.

URBAN DESIGN

Middlesex Centre has enacted Urban Design Guidelines which provide an additional layer of policy reflecting the proposed building design. In particular, the guidelines in Sections 3 and 6 are most relevant. There are many aspects to the building design that have not yet been developed. The proposed zoning bylaw and site plan control deal only with the “box” on the property. The site proposal has the building brought to a zero setback from a road widening that will be required.

Section 3 deals with infilling. While technically a redevelopment and not an infill, the guidance from Sections 3 and 6 will guide the eventual building designer.

FIGURE 3
MIDDLESEX CENTRE OFFICIAL PLAN



Middlesex Centre Zoning Bylaw 2005-005

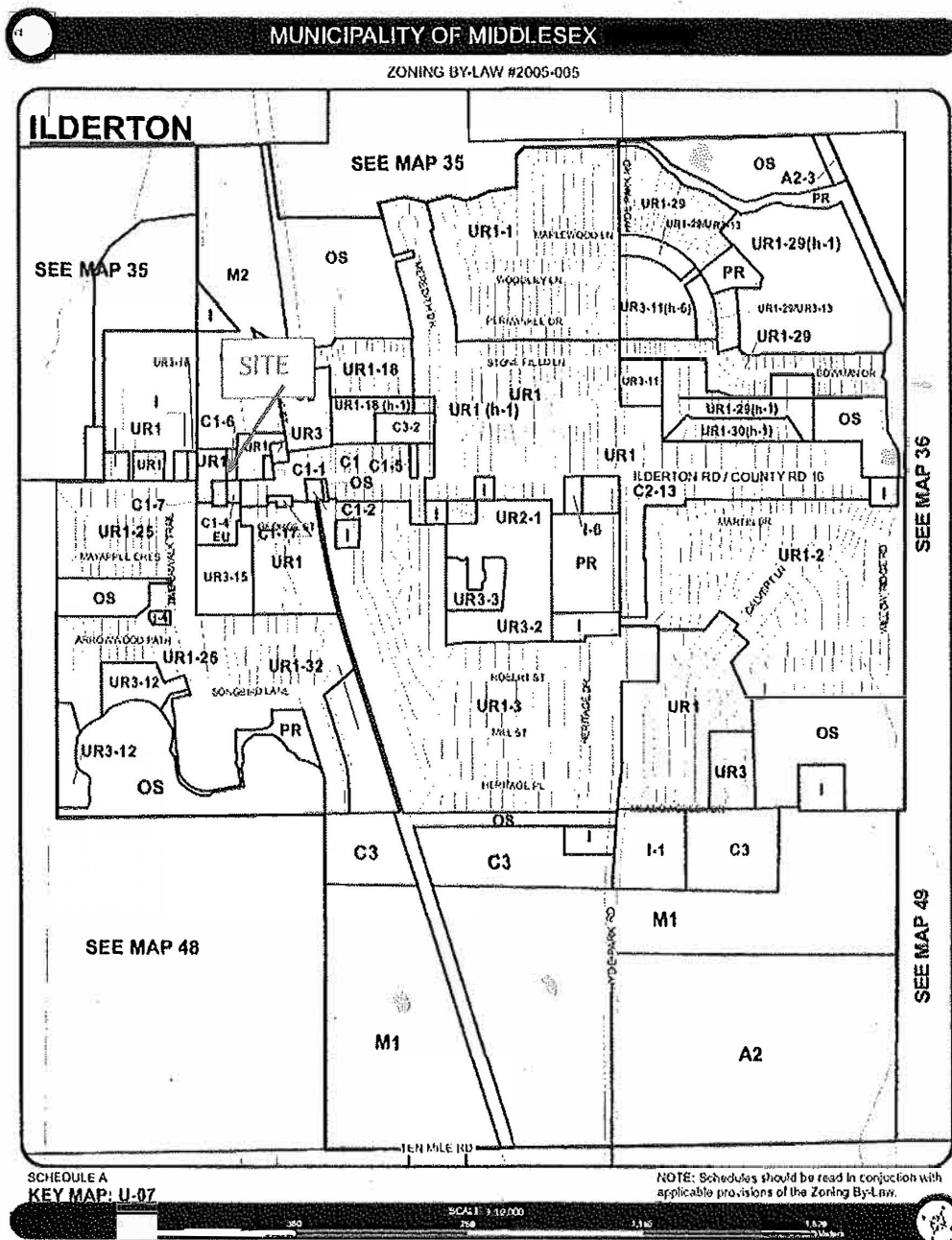
The site is currently zoned HR1 permitting only low-density residential uses. The existing dwelling is in conformity with the current zone. The proposed development will require a rezoning to a Village Commercial C1 Zone with several special provisions. Figure 4 is the site data imbedded on the proposed zoning bylaw amendment map as Figure 5

**FIGURE 4
SITE DATA**

SITE DATA TABLE		
PROPOSED USE	Mixed – commercial / residential	
PROPOSED ZONE	VILLAGE COMMERCIAL C1 (*)	

REGULATION	REQUIRED	PROPOSED
minimum lot area	0.15 ha.	0.0796 ha.
Minimum lot frontage	20 M	20.117 m
Front yard setback	0 M	0 M
Minimum Interior setback From residential	6.0 M	3.0M
Minimum Rear yard setback	10.0 M	19.66 M
Minimum Driveway width	6.0 M	5.3 M
Maximum Density	50.6 u/ha	59.7 u/ha
Maximum Lot coverage	40%	20%

FIGURE 6
EXISTING ZONING



CONCLUSIONS AND RECOMMENDATIONS

Having reviewed the various policy documents, it is our considered opinion that the proposed development conforms to the intent of the Provincial Policy Statements as it is an intensification, a redevelopment of an older property, and adds to the housing inventory in Ilderton. Similarly, it conforms to the spirit and intent of the County Official Plan which encourages infill and intensification. The Middlesex Centre Official Plan has more detailed policies in the Village Centre designation. The proposed is within the scale of the existing area and will add to the streetscape of Ilderton Road. It should be acknowledged that the redevelopment of this streetscape is occurring most recently with the construction of the new residential building at 13178 Ilderton Road. We believe that as municipalities address themselves to the housing needs, there will and should be additional proposals like this.

One of the delays since our initial concept was submitted is LDS ceasing operations. Eng Plus was engaged in the fall of 2024 to ensure the site plan met the fire separation requirements of the Building Code.

We recommend that the proposed main floor commercial and 4 apartments above represents good land use planning.

Respectfully submitted.
Knutson Development Consultants Inc.

Ric Knutson

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