



PLANNING JUSTIFICATION REPORT

6, 10 AND 14 ELMHURST STREET, KILWORTH

MUNICIPALITY OF MIDDLESEX CENTRE, ONTARIO

LDS PROJECT LD-00203

January 2021

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Zoning By-law (No. 2005-005)

EXECUTIVE SUMMARY

The following report provides a land use planning justification in support of a Zoning By-law amendment application for the subject property on Elmhurst Street in the Village of Kilworth in the Municipality of Middlesex Centre, Ontario. The subject property is comprised of three, large residential properties containing single-detached dwellings and identified as municipal numbers 6, 10 and 14 Elmhurst Street.

A review of all relevant planning documents has been undertaken and has identified the opportunity for a Zoning By-law amendment to permit a 31-unit single detached dwelling and 28-unit townhouse dwelling development at the subject location. It is proposed to pursue the approval of the development through the Plan of Condominium process for vacant land condominiums and standard condominiums.

This report includes the review of the Provincial Policy Statement (2020); the County of Middlesex Official Plan; the Municipality of Middlesex Centre Official Plan; and the Municipality of Middlesex Centre Zoning By-law as they apply to the subject site.

Also included in this analysis is a review of CMHC residential data demonstrating the demand for housing of all structure types for the London CMA, which includes the Municipality of Middlesex Centre. The demand for new housing units (including rental units) is on the increase within those municipalities on the periphery of the City of London given the lack of serviced residential land in the City of London.

1.0 PURPOSE OF REPORT

The purpose of this report is to provide a land use planning justification for a Zoning By-law amendment to permit a 31-unit single detached dwelling and 28-unit townhouse dwelling development at the subject location on Elmhurst Street in the Village of Kilworth in the Municipality of Middlesex Centre.

The applicant and property owner is Sweid Holdings Inc. Consulting services are provided by LDS Consultants Inc. of London, Ontario. Ben Billings, MPA MCIP RPP is the primary contact for the property owner / applicant and can be contacted at (519) 878-4633.

2.0 SUBJECT PROPERTY DESCRIPTION

The subject property is an assembly of three, large residential properties containing single-detached dwellings and identified as municipal numbers 6, 10 and 14 Elmhurst Street in the Village of Kilworth.

The subject property is located in the easterly portion of the Village of Kilworth, Ontario (Figure 1). Having a combined frontage on Elmhurst Street of 109.5 m (359.2 ft.); a lot depth of 186 m (610.2 ft.), a total lot area for the subject property is calculated at 2.03 ha (5.03 acres).

Elmhurst Street can be described as an established residential street comprised primarily of both older and newer single detached dwellings.

3.0 MUNICIPAL SERVICES - Refer to Site Servicing Study.

4.0 APPLICATION CONSULTATION

Communications with planning staff indicate the need for a number of studies including a Planning Justification Report. Other studies requested by the municipality include servicing (sanitary, storm & stormwater management, water), geotechnical and hydro geological. In addition, staff requested that a preliminary site plan be submitted demonstrating how the subject property may function with respect to the required parking, setbacks, fencing / landscaping and building coverage. The following sections of this report will address the concerns expressed by planning staff as the result of these communications.

Figure 1 – Location Map



5.0 REQUESTED AMENDMENT

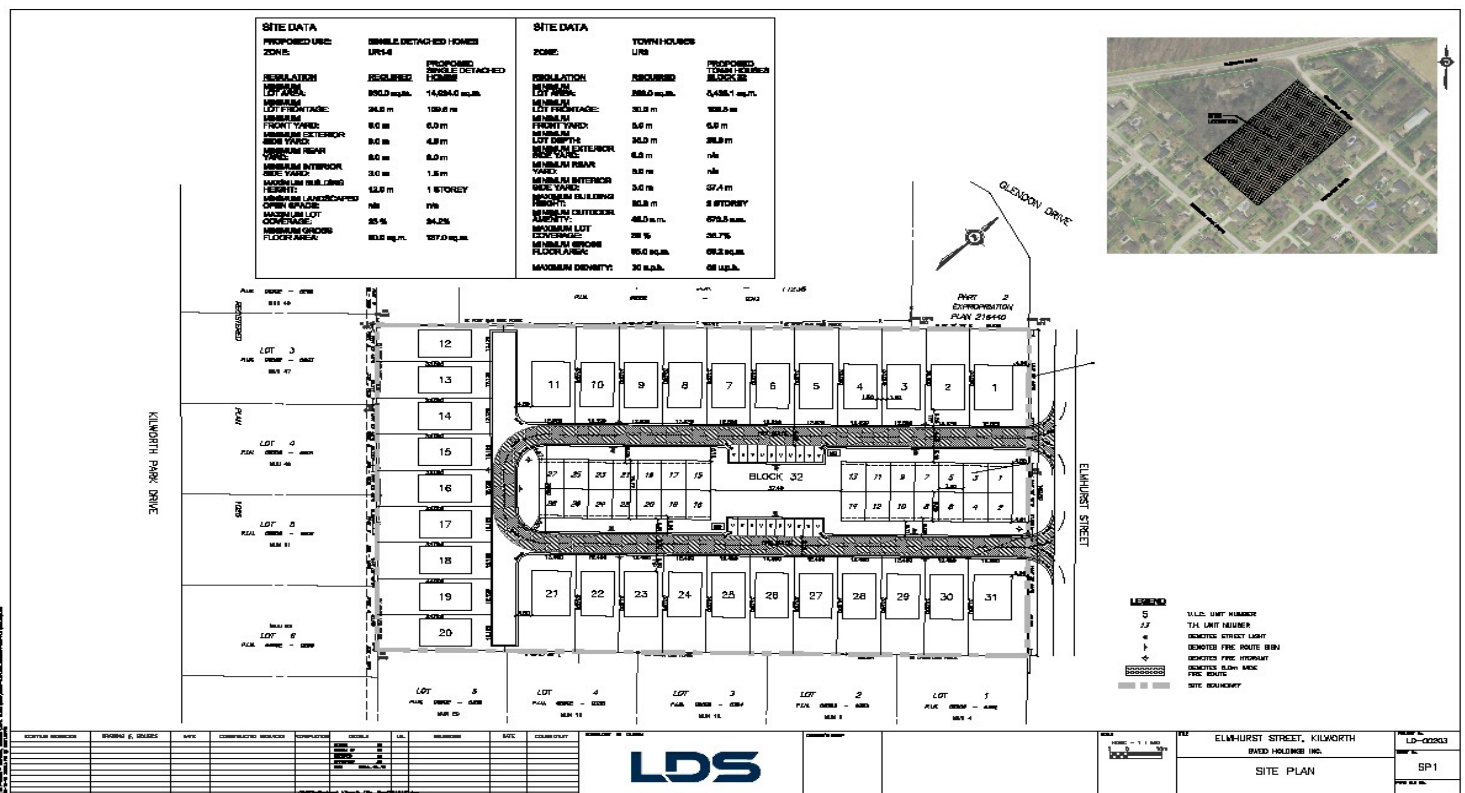
A Zoning By-law amendment is being requested in order to facilitate the development of a 31-unit single detached dwelling and 28-unit townhouse dwelling development on the subject property. More specifically, a “site specific” amendment to the Zoning By-law (No. 2005-005) to achieve an Exception Residential (R3-) Zone is being sought for the subject property.

6.0 PROPOSED USE AND PROPOSED SITE PLAN

Figure 2 presents a proposed site plan that depicts the development of a 31-unit single detached dwelling and 28-unit townhouse dwelling development on the subject property. Access to the property is proposed to be from Elmhurst Street. It is proposed to pursue the approval of the development through the Plan of Condominium process for vacant land condominiums and standard condominiums.

All units (single detached and townhouse units) will have a garage and driveway for parking. Twenty visitor parking spaces have also been provided for the development.

Figure 2 – Proposed Site Plan



7.0 BENEFITS OF PROPOSED DEVELOPMENT

The proposed 31-unit single detached dwelling and 28-unit townhouse dwelling development will develop an under-utilized parcel of land and will assist in diversifying the residential housing stock within the municipality. It will also result in the more efficient use of municipal services.

There is currently a high demand for housing units in the London CMA creating housing affordability issues for many households. The addition of a 31-unit single detached dwelling and 28-unit townhouse dwelling development to the housing stock will assist by providing affordable rental housing to the Municipality of Middlesex Centre housing market.

Financially, the Municipality of Middlesex Centre will benefit from the property taxes that will be generated from the proposed development for the long term.

8.0 PROPERTY CONTEXT AND SURROUNDING LAND USE

The subject property, comprised of 6, 10 and 14 Elmhurst Street, is located at the northerly end of Elmhurst Street which is an older, established residential street. Lands to the south, east and west of the subject property are occupied by larger, single detached dwellings. Lands immediately adjacent to the north are occupied by a stand of trees.

The character of the surrounding area can be described as an older, large lot subdivision comprised exclusively of large single detached dwellings. Larger lots are an indication that the area is primarily served by septic tanks.

The following photos are the subject property and surrounding uses:



Subject Property 6 Elmhurst St.



Subject Property 10 Elmhurst St.



Subject Property 14 Elmhurst St.



Stand of Trees to the North



Existing Residential Uses to the South

9.0 PLANNING ANALYSIS

9.1 Provincial Policy Statement (2020)

Current provincial policy regarding urban development favours “Settlement Areas” as the primary location for development in order 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.

More specifically, 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 in order to discourage the expansion of “Settlement Area” boundaries into agricultural areas.

Accordingly, the proposed 31-unit single detached dwelling and 28-unit townhouse development will utilize an existing under-utilized property that has frontage on a public street and has access to municipal services. The County of Middlesex Official Plan identifies the Village of Kilworth as an “Urban Settlement Area” making the subject property an appropriate location for urban development.

Further, Section 1.1.3.2 requires 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.”; also,

Section 1.1.3.3 states that “Planning authorities shall identify and promote opportunities for 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.”

The subject site provides an opportunity for residential intensification by being an underutilized parcel of land. Further, the proposed 31-unit detached dwelling and 28-unit townhouse development will contribute to a diversity of housing for the municipality through residential intensification.

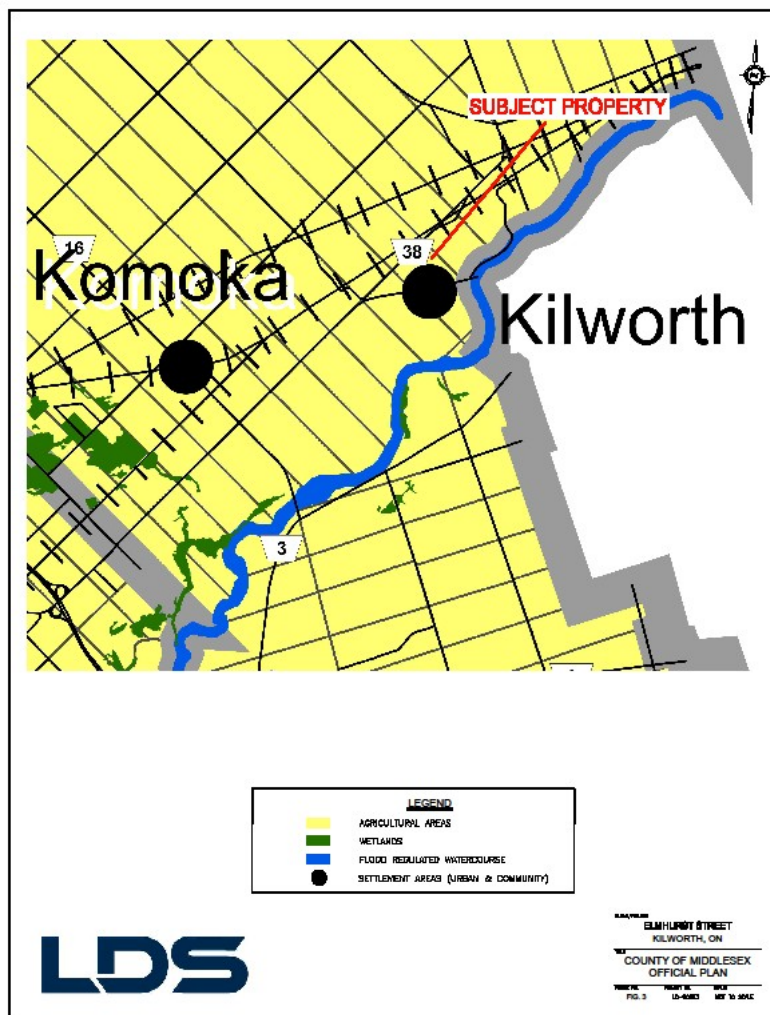
9.2 Middlesex County Official Plan (Consolidation: 2006)

Section 2.3.2 of the County of Middlesex Official Plan contains the Growth Management Hierarchy for the County. This Strategy identifies three types of “Settlement Areas” to be established within the local municipalities.

These areas include: Urban Areas; Community Areas; and Hamlets in Agricultural Areas. In addition to several other considerations, the level of development that is expected to take place within the settlement areas is based on the ability of the settlement area to provide municipal services including a potable water supply and wastewater treatment.

In accordance with these criteria, the Village of Kilworth is deemed to be an “Urban Settlement Area” due to its ability to provide the aforementioned municipal services. The proposed development complies with the County of Middlesex Official Plan that encourages the intensification and utilization of existing lands in Urban Settlement Areas to avoid potential conflicts with land uses in the surrounding rural areas.

Figure 3 – County of Middlesex Official Plan



9.3 Municipality of Middlesex Centre Official Plan (Consolidation: July 2018)

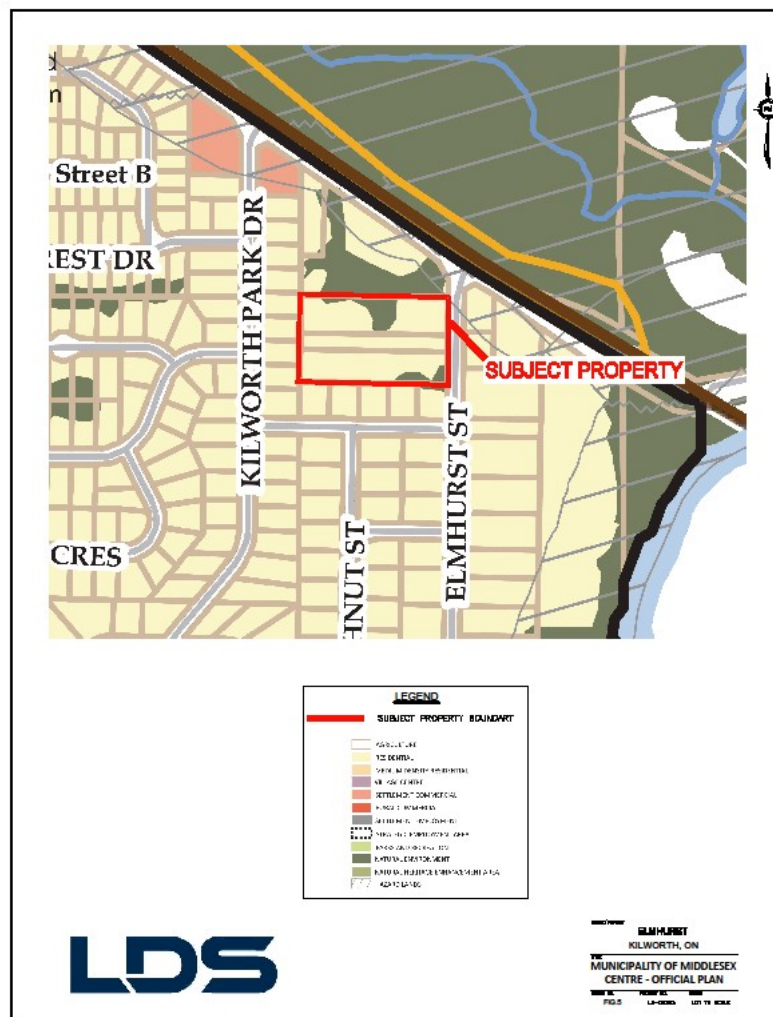
Schedule A-2 of the Municipality of Middlesex Centre Official Plan designates the Village of Kilworth as an Urban Settlement Area. It is within Urban Settlement Areas that urban development is directed due to the ability to provide municipal services. In addition, a majority of the subject site is currently designated “Residential” in the Municipality of Middlesex Centre Official Plan.

Policy 5.2.1 of the Official Plan indicates that the Municipality will encourage a range of housing types to meet the market needs of the Municipality. This policy also indicates that the Municipality shall support opportunities to increase the supply of residential units through intensification.

Policy 5.2.2 of the Official Plan indicates that the predominant use of land within areas designated “Residential” shall be a range of residential types including: single detached, semi-detached, townhouses, duplex / triplex / fourplex dwellings, and low/medium rise apartments.

A northerly portion and southerly portion of the subject property are designated Natural Environment. In accordance with policy 5.7.9 c), lands with the Natural Environment land use designation shall require the preparation of a Development Assessment Report (DAR) in order to determine the impacts of adjacent development on any natural features.

Figure 4 – Municipality of Middlesex Centre Official Plan



Policy 5.2.3 contains the criteria for Multiple Dwellings in Residential Areas:

Multiple dwellings, including four plexes, townhouses and low / medium rise apartments shall be subject to the following policies:

a) Locations should be proximate to adequate open space or park areas, schools, or Village Centre areas where possible.

Response: The subject property is adjacent to several open space areas and the village commercial node located approximately 300 m to the west.

b) Densities proposed should be generally compatible with adjacent densities when proposed adjacent to or within existing residential areas.

Response: The proposed density meets the residential density for residential developments contained in Zoning By-law 2005-005 which is 30 units per hectare. The proposed gross density is 29.0 units per hectare.

c) For apartment dwellings, locations should be in close proximity to a major roadway, or roadway suitable for carrying higher than average volumes of traffic.

Response: N / A

d) The excessive clustering of multiple dwellings shall be avoided, and a general integration and distribution of such uses at appropriate locations within neighbourhoods or settlements is encouraged.

Response: The proposed development is the only multi-unit development in the general area

e) Notwithstanding Subsection (d) above, the siting of multiple dwellings adjacent to or in close proximity to Village Centres, is encouraged.

Response: The proposed townhouse development is adjacent to the Village of Kilworth commercial node.

f) Townhouses and apartments shall be subject to the site plan approval requirements of Section 41 of the Planning Act, and Section 10.5 of this Plan and having regard for the Municipality's Site Plan Manual and Urban Design Guidelines.

Response: The proposed townhouse development is subject to Site Plan Approval under Section 41 of the Planning Act as well as applicable Municipal policies.

The subject site exists in an older, built-up residential area adjacent to the village core. Access to the site is via Elmhurst Street which is considered to be a local street.

9.4 Municipality of Middlesex Centre – Zoning By-law No. 2005-005

The Municipality of Middlesex Centre Zoning By-law currently zones the subject site Urban Residential 1 (UR1-3) (Figure 5). This zone permits: accessory use; home occupation and single-detached dwellings. The site specific regulations are as follows:

(a) **DEFINED AREA UR1-3 as shown on Schedule A, Map U-8 & Map U-9**

(b) **MINIMUM LOT AREA: 930.0 m² (0.23 ac)**

(c) **MINIMUM LOT FRONTAGE: 24.0 m (79 ft)**

(d) **MINIMUM FRONT YARD SETBACK: 8.0 m (26 ft)**

(e) **MINIMUM SIDE YARD SETBACK:**

(i) **Interior lot 3.0 m (10 ft)**

(ii) **Corner lot 8.0 m (26 ft) on the side abutting the road and 3.0 m (10 ft) on the other side**

Section 10.1 of Zoning By-law No. 2005-005 contains the Urban Residential Third Density (UR3) Zone which permits multiple-unit dwellings including townhouse dwellings. A "site specific" Zoning By-law Amendment to Section 10.3 of the Zoning By-law is being requested in order to facilitate the development of a 31-unit single detached and 28 unit townhouse dwelling development at the subject location.

The various permitted uses are subject to different zone provisions subject to Section 10.1 of the Zoning By-law. The following tables outline the required and proposed zone provisions for the proposed single-detached unit portion of the development and the townhouse unit portion of the development respectively in the Zoning By-law:

31-Unit Single Detached Dwellings: UR1-3

Zone Provision	Required Zone Provision	Proposed Zone Provision
Minimum Lot Area (per unit)	930.0 sq. m.	14,934.0 sq. m.
Minimum Lot Frontage	24.0 m	109.5 m
Minimum Front Yard Depth	8.0 m	6.0 m*
Minimum Exterior Side Yard Depth	6.0 m	4.5 m*
Minimum Side Yard Depth	3.0 m	1.5 m*
Minimum Rear Yard Depth	8 m	8 m
Maximum Lot Coverage	35%	34.2%
Maximum Density	30 uph	21 uph
Minimum Gross Floor Area Per Unit	90 sq. m.	137.0 sq. m. / unit
Minimum Landscaped Open Space	0%	0%
Number of Units	N/A	31 units
Maximum Building Height	12.0 m	1 Storey

*Denotes exception to a required zone provision

28-Unit Townhouse Dwellings: UR3

Zone Provision	Required Zone Provision	Proposed Zone Provision
Minimum Lot Area (per unit)	250 sq. m.	5,435.1 sq. m.
Minimum Lot Frontage	30.0 m	109.5 m
Minimum Front Yard Depth	6.0 m	6.0 m
Minimum Exterior Side Yard Depth	6.0 m	N/A
Minimum Lot Depth	35.0 m	29.8 m*
Minimum Side Yard Depth	3.0 m	37.4 m
Minimum Rear Yard Depth	8 m	N/A
Maximum Lot Coverage	35%	35.7%*
Maximum Density	30 uph	52 uph *
Minimum Floor Area Per Unit	65 sq. m.	69.2 sq. m. / unit
Minimum Outdoor Amenity Space	45 sq. m. / unit	670.5 sq. m. / unit
Number of Units	N/A	28 units
Maximum Building Height	20 m	2 Storeys

*Denotes exception to a required zone provision

With respect to development density, the 31-unit single detached dwellings (vacant land condominiums) are proposed at a density of 21 units per hectare, while the 28-unit townhouse dwellings (standard condominiums) are proposed at 52 units per hectare. A gross density for the proposed development is 29 units per hectare.

Requested Site Specific Zone:

The following is the requested Site Specific Residential (R3) Zone:

R3 - (6, 10, and 14 Elmhurst Street)

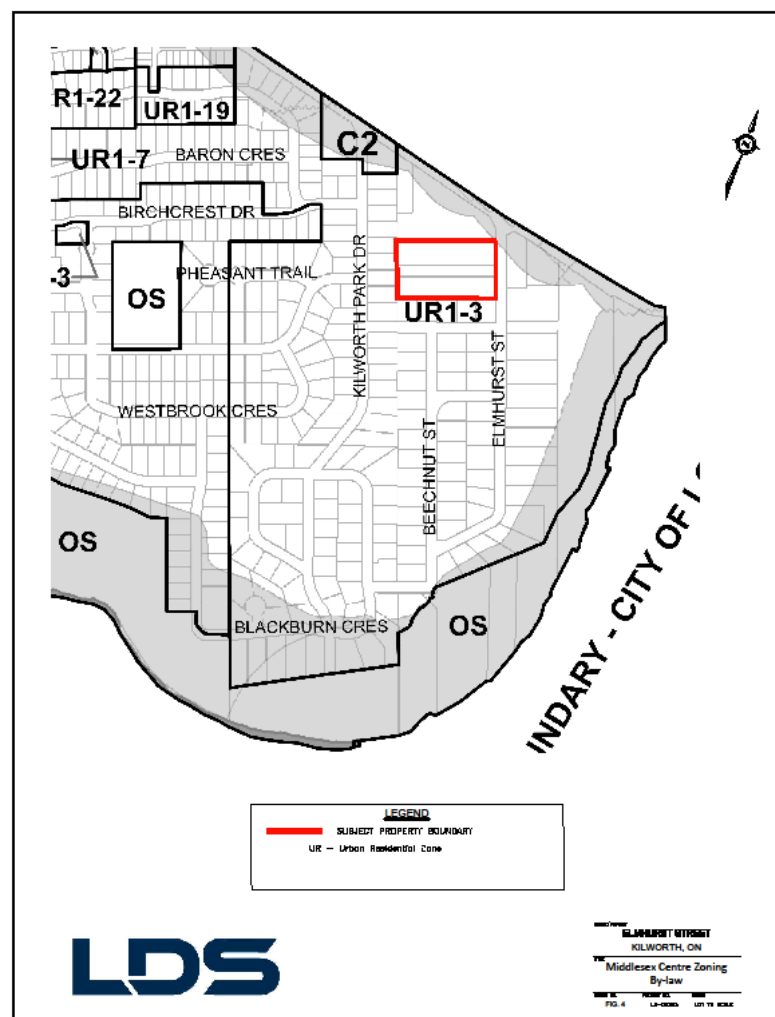
a) Defined Area: UR3- as shown on Schedule 'A', Map No. U-8 to this By-law.

b) Permitted Uses: single-detached dwellings (31 units)
townhouse dwellings (28 units)

c) Lot Provisions: single-detached dwellings
i) Minimum Front Yard Depth: 6.0 m
ii) Minimum Exterior Side Yard Depth: 4.5 m
iii) Minimum Side Yard Depth: 1.5 m
iv) Maximum Density: 21 Units per Hectare

d) Lot Provisions: townhouse dwellings
i) Minimum Lot Depth: 29.8 m
ii) Maximum Lot Coverage: 35.7%
iii) Maximum Density: 52 Units per Hectare

Figure 5 – Municipality of Middlesex Centre Zoning By-law Schedule



10.0 RESIDENTIAL DEMAND (LONDON CMA):

10.1 Provincial Policy Statement (2020):

Section 1.4.2 of the Provincial Policy Statement (2020) indicates that land allocation requirements within lower-tier municipalities must be based on population projections provided by the upper-tier municipality. As such, the Municipality of Middlesex Centre, which includes the Village of Kilworth, must have regard to the population projections provided by the County of Middlesex.

Population projections provided by the County of Middlesex (2015 - 2019) indicate that the County population is projected to be 78,558 in 2016 an increase of 10.8%; while the 2016 population for Middlesex Centre is projected to be 18,546 an increase of 12.5% over the five-year planning horizon. The previous population study for the County of Middlesex (2003) projected a growth rate of 3.6% every five years. As such, it is apparent that population growth within Middlesex County in recent years has been considerably greater than anticipated thereby causing an increased demand for housing.

10.2 Housing Demand (London CMA):

The Canada Mortgage and Housing Corporation (CMHC) publishes a variety of housing market related reports for Canada's major urban centres on a Census Metropolitan Area (CMA) basis. A CMA can be generally described as an urban area that includes a major urban municipality, such as the City of London, with a population of 100,000 residents or more and surrounding communities with smaller populations such as St. Thomas and Middlesex Centre that have an important economic and social connection to the larger urban municipality. Collecting demographic data on a CMA basis allows housing data to be analyzed at both the local and regional scales.

The publication "Housing Market Outlook for the London CMA – Fall 2019" provides the most current housing data for the London CMA including the Municipality of Middlesex Centre. The forecast period for this report extends to the fall of 2021. Due to increased economic and population growth in the London CMA, the demand for new housing is expected to continue as there is currently an under-supply of housing units in the resale market.

It is expected that between 8,400 and 9,900 housing starts will occur during the forecast period. The demand for new housing units will continue as employment opportunities in agriculture and manufacturing increase in the London CMA. Single-detached starts are expected to increase from between 1,250 and 1,450 units for 2020 which is the largest increase since 2012. This trend is again largely due to an undersupplied resale market in the London CMA. Multi-unit residential starts are expected to be stable for 2020 falling within a range of 1,600 units to 2,000 units. (CMHC Housing Market Outlook, Fall 2019).

For 2020, there was projected to be between 2,900 to 3,400 housing starts for the London CMA again due to an undersupplied resale housing market. The actual housing starts for the London CMA for 2020 are 4,262 housing starts. Employment and population growth will continue to increase the demand for housing in the London CMA for 2021.

11.0 SITE PLAN APPROVAL

The proposed 31-unit single detached dwelling and 28-unit townhouse dwelling development will require site plan approval pursuant to Section 41 of the Planning Act (1990). Figure 2 provides a proposed site plan noting the exceptions to the zone provisions being requested to accommodate the proposed site plan.

All units (single detached and townhouse units) will have a garage and driveway for parking. Twenty visitor parking spaces have also been provided for the development.

It is proposed that a board privacy fence will be erected for the entire periphery of the property and that all other requirements of the Site Plan Approval process will be met in accordance with Municipal policy.

12.0 CONCLUSIONS AND RATIONALE

The preceding analysis provides a rationale and justification to support an amendment to the Zoning By-law in conformity with the Provincial Policy Statement (2020) the County of Middlesex Official Plan (Consolidation: 2006); and in consideration of the residential policies of the Municipality of Middlesex Centre Official Plan (Consolidation: July 2018).

The subject property is largely vacant and is currently underutilized. The requested amendment would facilitate the provision of 31-unit single detached dwelling units and 28 unit townhouse dwelling units for the housing market. These units would assist with housing affordability by providing choice to consumers in the Village of Kilworth housing market.

13.0 REFERENCES

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- 2) County of Middlesex Official Plan (Consolidation: 2006)
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- 5) Housing Market Outlook for the London CMA – Fall 2019 (CMHC)
- 6) Monthly Housing Starts and Other Construction Data – January 2021 (CMHC)

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