



# Background Report

July 2022

# Adelaide Metcalfe Community Improvement Plan

## Background Report



TOWNSHIP OF  
**Adelaide Metcalfe**

RE:PUBLIC

July 2022

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*Prepared for: The Corporation of the Township of Adelaide Metcalfe  
Prepared by: Re:public Urbanism*

## Table of Contents

Section 1	Introduction	4
Section 2	What is a CIP?	10
Section 3	Policy Framework	12
Section 4	Community Analysis	18
Section 5	Consultation Summary	34
Section 6	Vision & Guiding Principles	46
Section 7	Recommendations	50

# Introduction



## 1.1 Purpose and Structure of Report

The Township of Adelaide Metcalfe has engaged Re:public Urbanism to assist in the preparation of a Community Improvement Plan (CIP), a first for the Township. This project is aligned with Council's Strategic Plan and objectives to grow and diversify the economy, build capacity in the community, and foster a stronger sense of place and identity. Through the development and implementation of a CIP, the Township can incentivize economic development across a range of sectors, reinforce a culture of strong municipal leadership, and assist with the improvement of the public/private realms in strategic locations of the community. This background report is the first main step in developing the CIP and allows the project team and Township staff to gain a stronger understanding of the community through an evaluation of its assets, strengths, needs, and issues. Through this exercise, the project team can then make informed recommendations on the CIP's vision, guiding principles, and overall direction

As a “jumping-off” point for the project, this background report will serve to lay the foundation on which the CIP will be developed, and is comprised of the following seven sections:

- **Section 1** introduces the purpose and structure of the report, an overview of the municipal context for Adelaide Metcalfe, as well as details on the study area, project timeline, and consultation strategy.
- **Section 2** provides a high-level overview of what a community improvement plan is in general terms.
- **Section 3** outlines the provincial legislation enabling the development and enactment of CIPs, as well as the policy documents/frameworks that provide further direction for community improvement planning in Middlesex County and Adelaide-Metcalfe.
- **Section 4** presents a desktop analysis of the
- **Section 5** provides a summary of the findings from all stakeholder engagement activities carried out in Phase I of the project, including preconsultation meetings, stakeholder workshop, and community online survey.
- **Section 6** presents the recommended vision and guiding principles upon which the CIP will be developed, based on the findings of the background report, for review and refinement with the Township.
- **Section 7** presents more specific recommendations for the designation of a Community Improvement Project Area, potential options for incentive programming,



Former Kerwood community signage (source: Township of Adelaide Metcalfe)

Township through an assessment of three main “focus areas” of Kerwood, the Centre Road (County Road 81) Corridor, and Rural Area (including highlights of development nodes). These assessments provide a high-level analysis and catalogue of: land use; business landscape; built forms; streetscape & mobility; and, public amenities.



as well as recommended municipal leadership initiatives for the Township to consider. These recommendations will be finalized through further engagement with Township staff and stakeholders.

## 1.2 Municipal Context

The Township of Adelaide Metcalfe was formed in 2001 through the amalgamation of the Township of Adelaide and the Township of Metcalfe. Today, the Township has a population of 3,011, primarily distributed amongst the community's rural area and development nodes of Kerwood, Adelaide, Cairngorm, Napier and select areas along the west, north, and northeast boundaries of Strathroy-Caradoc. Historically, the Township has enjoyed a strong agricultural-based economy, which continues to this day. In addition to agriculture, the bisection of Highway 402 through the Township has led to more diverse economic development opportunities primarily focused around the Centre Road (County Road 81) corridor, as well as residential growth around the highway and fringes of

Strathroy. However, this major inter-provincial/national corridor also presents some challenges, as it allows for greater ease of access to amenities and services in larger urban centres like Sarnia or London (each about a 45-minute drive), thus competing with the local economy. On a local scale, with most of the Township's traditional commercial and industrial activity being focused around Centre Road, Adelaide Metcalfe has faced challenges with establishing and maintaining a distinct identity from the Town of Strathroy in this area. Despite this, the Township boasts a strong community-oriented culture and maintains appealing opportunities for families and businesses alike. Between the development of a CIP in 2022 and update of the Township's official plan in 2023, Adelaide Metcalfe will be in a good position to leverage its assets and reinforce its identity as a great place to live and do business.

## 1.3 Study Area

The entirety of the Township of Adelaide Metcalfe will be explored through this backgrounding exercise. Notwithstanding this,



Figure 1: Township Regional Map

in order to better scope the assessments in Section 4, the Municipality has been broken into three distinct “Focus Areas”: Kerwood, Centre Road (County Road 81) Corridor, and the Rural Area.

**Kerwood** – Kerwood is the most populous settlement area in the Township, with historical roots tied to the east-west CN Rail line connecting Sarnia and London. Aside from the Wood’s General Store on Kerwood Road and Parrish & Heimbecker east of town, the community is otherwise dominated by residential uses with a handful of home-based businesses spread throughout. A handful of institutional uses are also located in the town, such as Kerwood Park and the Adelaide Metcalfe Fire Station.

**Centre Road (County Road 81)** – In addition to the Township’s well-established agricultural economy, Centre Road (south of Highway 402) is the primary economic node for the Township. Home to more than 20 different businesses and services (largely highway commercial in nature) this node is strategically located in an area which sees high volumes of traffic for the region. The main issues to consider in the future here will be associated with servicing capacity/provision, as well as ensuring the Township’s identity is reinforced to maintain distinction from its neighbour, Strathroy-Caradoc.

**Rural Area** – The Township’s rural area is built on a strong agricultural foundation, with some limited rural residential, commercial, and industrial uses spread throughout. Included in the rural area are some of the smaller community clusters such as Napier, Adelaide, Walkers, and Cairngorm, as well as residential developments on the west and north fringes of Strathroy-Caradoc. The rural area is home to some unique agri-tourism experiences, and offers interesting heritage points of interest.

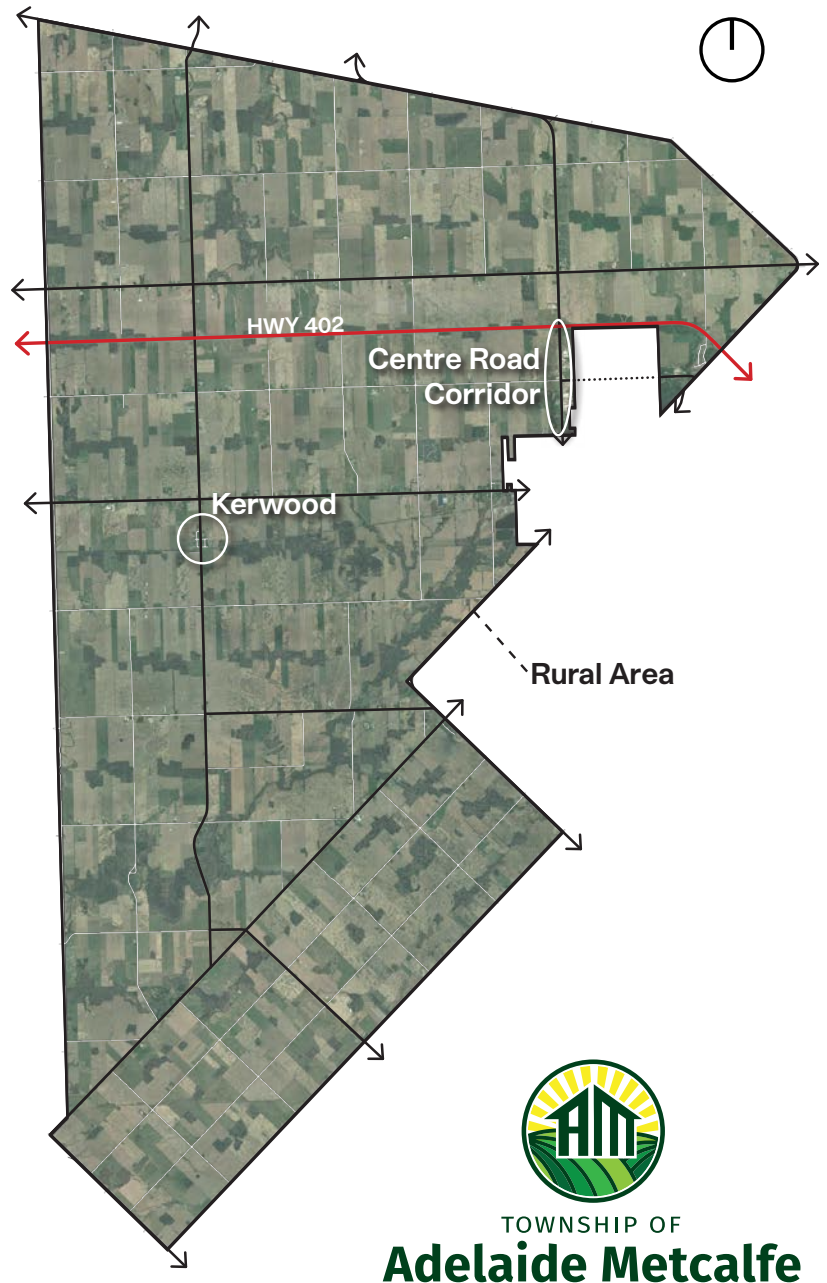


Figure 2: Study Area

## 1.4 Project Timeline

This report constitutes the completion of the first of three main project phases and will help in setting an overall vision and direction for the CIP in spring 2022. Throughout the summer, Phase II will see the development of the CIP, including the incentive programming and municipal leadership initiatives. As part of Phase II, a second internal stakeholder workshop will be held to review policy directions and incentive programs. Phase III will see the project wrapped-up in early fall, bringing the draft plan through the statutory approval and review process before finally being considered by Council. **Figure 3** provides a high-level overview of the project timeline.

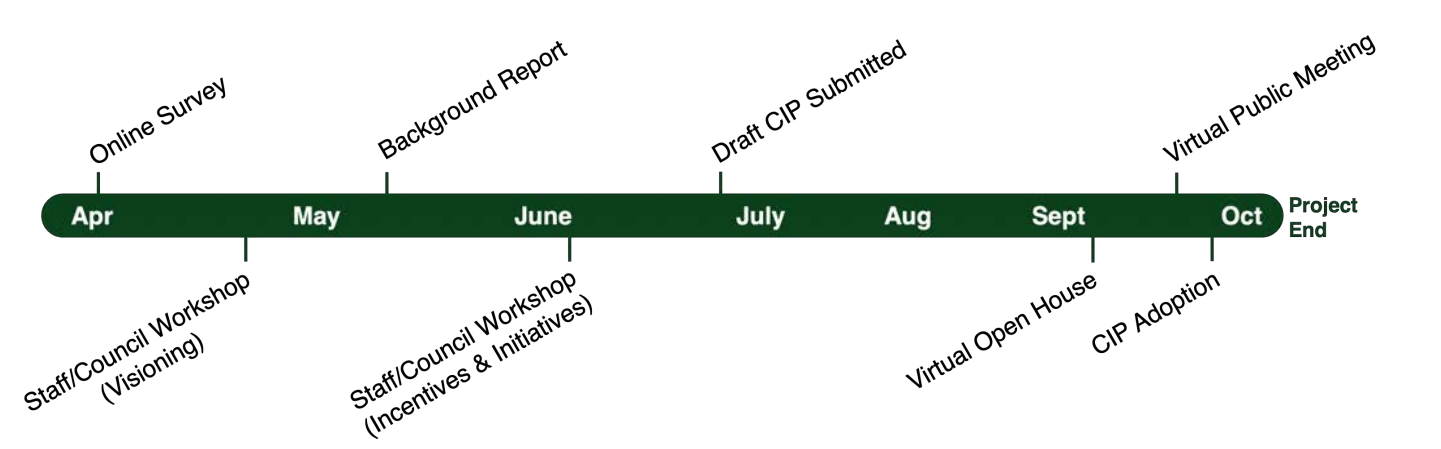


Figure 3: Project Timeline

## 1.5 Consultation Strategy

As part of the project kick-off, a consultation strategy was developed to guide how the project team would gather input from the community stakeholders outlined in Section 1.6. The strategy outlines a mix of methods for consulting with, and providing information to, the community, and will continue to act as an action plan for engagement as the CIP is developed. The three milestone public consultation events for the project are outlined below, which are separate from the two stakeholder workshops. More information on consultation carried out to date is provided in Section 5.0 of this report.



**Online Survey**  
April 2022



**Virtual Open House**  
September 2022



**Virtual Public Meeting**  
September 2022

Figure 4: Consultation Methods





Figure 5: Project Branding

## 1.6 Identified Stakeholders

- **Agricultural/Rural Business Community**
- **Ministry of Municipal Affairs and Housing**
- **Adelaide Metcalfe Business Owners/Tenants**
- **Local Development Community**
- **Interested Members of the General Public**
- **Members of Adelaide Metcalfe Council**
- **Adelaide Metcalfe Staff**
- **Middlesex County Planning and Economic Development Staff**

What is a CIP?

2



Figure 6: CIP Overview

## 2.1 What is a CIP?

A Community Improvement Plan (CIP) is a powerful tool used by Ontario municipalities to facilitate the (re)development, rehabilitation, and/or revitalization of selected areas in a municipality. This is done through the identification a Community Improvement Project Area (CIPA), where the plan will be focused, and encouraging physical improvement projects that will benefit the public realm and the general improvement of the area. Depending on the community, the vision for the plan could incorporate increased commercial activity on a main street, improvement to public realm elements such as sidewalks or parks, or generally improving the economic landscape for targeted sectors throughout the entire municipality. Whatever the vision may be, a CIP will identify the goals, initiatives/ interventions, and tools that the municipality can use to achieve it.

Most CIPs today provide a selection of financial incentive programs specially tailored to encourage property or building owners to undertake improvement projects that are aligned with the vision of the plan. These programs typically offer grants to assist with eligible projects such as façade improvements, signage, landscaping, or even professional studies or fees. Without a CIP, municipalities are prohibited from offering financial assistance to the private sector in any way. In addition to financial incentive programs, a CIP can also identify specific municipal projects, policies, or initiatives to be pursued by the municipality at the discretion of council. These public-facing initiatives are generally intended to complement the private investment side of a CIPs implementation, allowing council to lead by example in working towards the vision of the plan.

A further explanation of the legislative framework is provided in Section 3 of this report.

Policy Framework



## 3.1 Provincial Legislation

### **Municipal Act, S.O. 2001, c.25**

Under Section 106 of the Municipal Act, a municipality cannot provide assistance to any manufacturing business or other industrial or commercial enterprise through the granting of “bonuses”. Assistance in the form of a “bonus” includes:

- giving or loaning any municipal property or money;
- guaranteeing the borrowing, leasing or selling of any municipal property below fair market value; and/or,
- giving partial or full exemption from any levy, charge, or fee (i.e. development charges, building permit fees).

Notwithstanding this, Section 106 (3) states that municipalities can provide assistance in the carrying out of a Community Improvement Plan (CIP) adopted under Section 28 of the Planning Act.

### **Planning Act, R.S.O. 1990, c. P.13**

Section 28 of the Planning Act outlines the authority and means with which community improvement planning can be undertaken by Ontario municipalities. This section states that where there is an official plan in effect within a municipality that contains provisions respecting community improvement, a municipal council may designate all or part of the area covered by the official plan as a Community Improvement Project Area or “CIPA”. Council may then prepare and adopt a Community Improvement Plan (CIP) to help facilitate the improvement goals of the municipality.

Section 28 also outlines the actions that a municipality may undertake for the purposes of carrying out a CIP, which include:

- constructing, repairing, rehabilitating or improving buildings on land owned by the municipality;
- selling, leasing or disposing of any buildings or land owned by the municipality;

- creating and issuing grants, loans, or other incentive programs to owners and tenants of buildings and lands within the CIPA, to assist with eligible improvements covered under the CIP.

While the Act does allow for a considerable amount of flexibility in how municipalities can structure and administer their incentive programs, it does outline some general criteria for what constitutes an “eligible cost” for funding under a CIP, which municipalities must adhere to. These “eligible costs” generally include:

- environmental site assessment or remediation;
- development/redevelopment;
- construction and reconstruction of lands and buildings for rehabilitation purposes; and,
- provision of energy efficient uses, building, structures, works, improvements, or facilities.

### **Ontario Heritage Act, R.S.O 1990, c. O.18**

Under Section 39 of the Ontario Heritage Act, a municipal council may pass by-laws providing for grants and/or loans to the owner of a heritage property designated under Part IV of the Act for the purpose of paying for all or part of the costs associated with altering the property. CIPs commonly contain goals and incentive programming related to the preservation or enhancement of heritage buildings and properties within the community; designated or not.

### **Development Charges Act, S.O. 1997, c.27**

Under Section 5 of the Development Charges Act, in developing the rules for a development charge by-law, a municipal council may opt to include provisions for full or partial exemptions for certain types of development and/or for the phasing-in of development charges. It will be important to ensure that any CIP incentive programming geared towards relieving part or all of a development charge is coordinated with the community’s development charges by-law



and rules. The Township does not currently have any development charges, but this may need to be considered in the future.

### **Provincial Policy Statement (PPS) 2020**

The Provincial Policy Statement (PPS) is a province-wide statement of land use policy providing policy direction to municipalities and planning authorities. This document is issued under Section 3 of the Planning Act, which states that decisions affecting planning matters must be consistent with the PPS. Further to this, the PPS contains a number of policy directions related to community improvement planning, including but not limited to:

- Section 1.1.3, which states that planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where it can be accommodated, taking into account matters such as existing building stock, public facilities/infrastructure, and brownfield sites;
- Section 1.3.1, which encourages planning authorities to promote economic development and competitiveness by encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities;
- Section 1.5.1, which states that healthy, active communities should be promoted by planning public streets, spaces, and facilities to be safe, meet the needs of pedestrians, foster social interaction, and facilitate community connectivity; and,
- Section 1.7.1, which states that long-term economic prosperity should be supported by promoting opportunities for economic development and community investment-readiness, maintaining and enhancing the vitality and viability of downtowns and main streets, encouraging a sense of place development, and promoting the redevelopment of brownfield sites.

## **3.2 Middlesex County Official Plan (2006)**

Section 2.3.4 of the County OP establishes economic development as an important component of growth management in the County and the importance of protecting the agricultural base while supporting new diverse economic development opportunities. To this end, the County is committed to actions such as encouraging local municipalities to promote a high standard of urban design to create healthy communities which attract investment. Section 2.3.5 of the OP outlines the general policies related to growth management throughout the County. Under this section, local municipalities are directed to prepare detailed policies to guide the redevelopment of areas in transition or land that is underutilized. Further to this, Section 3.2.3 encourages local municipalities to include general development policies in their local official plans dealing with a range of issues, including community improvement matters. Section 4.6 of the County OP states that local municipal councils shall ensure that the public is adequately notified and consulted with during the course of preparing and considering planning policies, studies, and strategies associated with community improvement plans. The creation and implementation of a CIP is an action encouraged under the Middlesex County Official Plan.

### **2022 Middlesex County Official Plan Update**

It should be noted that the County is currently undertaking a comprehensive review of the 2006 official plan, with planned adoption later in 2022. While the current plan is still in-effect at the time of writing, it is important to consider the proposed changes and what implications there are for community improvement planning. Section 4.8 of the draft 2022 County OP outlines more specific community improvement policies, which state that CIPs will be encouraged within local municipalities:

- when there is a specific area in need of improvement, remediation, rehabilitation, or redevelopment;

- to facilitate and encourage community change in a coordinated manner;
- to address a lack of supply of sufficient affordable housing; and
- to stimulate private sector investment resulting in non-residential growth.

With respect to the establishment of a Community Improvement Project Area (CIPA), the draft policies state that a CIPA must have a 'viable or potential commercial function and the boundary must not be so broad as to dilute the CIPs effectiveness'. Section 4.8 of the draft OP also states that County Council may make grants or loans to a local council for the purpose of carrying out a CIP.

### 3.3 Middlesex County Economic Development Strategy Update 2021–2025

The Middlesex County Economic Development Strategy Update provides a vision and guidance for the County and local constituent municipalities to work together on growing, evolving, and diversifying the local economy. As part of the update, a significant amount of background research and stakeholder engagement was undertaken to inform the strategic directions outlined in the document. The strategy culminates in four strategic objectives:

1. Invest in people and places via rural revitalization;
2. Entice talented workers and entrepreneurs to relocate by leveraging the pace of rural life and nearby urban amenities;
3. Attract investment in technology-based manufacturing, food production, and agriculture technology; and,
4. Advocate for investment readiness and implement improvements in business development services.

While the strategy is a higher-level than what the

scope of a CIP entails, the two share common goals. Some of the priority actions identified in the strategy that correlate most with community improvement include (but are not limited to):

- (1A) Reducing barriers and increasing support for investment and employment in agri-tourism and rural enterprises;
- (1B) Increasing resources allocated to public realm improvements;
- (2A) Supporting efforts to improve housing provision and options; and,
- (4B) Spur business development with focused community improvement plan initiatives.

The above priority actions will be taken into consideration and help inform the vision and direction of the Adelaide Metcalfe CIP.

### 3.4 Adelaide Metcalfe Official Plan (2010)

The Township's Official Plan (OP) outlines the long-range vision for growth, land use, and development in the community. Section 1.3 outlines the goals intended to inform basic decision-making in the Township and, as they relate to community improvement, include considerations for business attraction, retention and expansion, affordable housing provision, and promotion of a healthy community through effective design. Section 2.6 of the OP outlines the policies for community improvement, which are intended to encourage the enhancement of existing areas via improvements to private property, public realm amenities/infrastructure, and other physical aspects of the Township. The section states that the evaluation of areas to be included within a Community Improvement Project Area (CIPA) shall be based on:

- a significant portion of the housing stock that is in need of rehabilitation;
- a deficiency or deterioration in municipal services including roads, curbs, sidewalks or street lighting;

- a deficiency or deterioration in public recreation facilities and public open space; and,
- all matters related to Community Improvement as defined in Section 28 (1) of the Planning Act.

The existing policies in the Township's OP encourage and support the development of the CIP and the research and analysis comprising this background report is intended to fulfill the requirements outlined above.

It should be noted that the Township plans to initiate a comprehensive review of its Official Plan in 2022, during which the community improvement policies of Section 2.6 should be evaluated and updated where necessary. In addition to CIP-specific policies, the Township will need to ensure that the OP aligns with provincial legislation in terms of on-farm diversified uses, additional residential units, and other matters that may be associated with CIP initiatives.

## 3.5 Adelaide Metcalfe Strategic Plan (2019)

The Township's Strategic Plan (SP) outlines Council's key strategic priorities and directions to support a healthy, vibrant, and successful Township at an organizational level. The vision for Adelaide Metcalfe identified in the SP is: "A vibrant, engaged, and diversified community", which ties in closely with some of the overarching objectives of community improvement planning. The following key strategic directions outlined in the SP have been identified to help provide some further insight for priorities in the Township in relation to the development of the CIP:

### 1. Growing our Economy through a Diversified Economic Development Plan

- (1.1) To complete and fully implement a marketing and branding strategy to actively support and enhance the

Township's Economic Development Plan  
(1.4) Develop a two-pronged commercial and business development strategy that focuses on development opportunities associated with the Highway 81 Corridor and longer term development the Kerwood Road / Highway 402 interchange

### 2. Building our Community

- (2.1) To develop strategies that will continually foster the positive development, uniquenesses, capacities and values of Adelaide Metcalfe's hamlets and villages, possibly utilizing Community Improvement Plans where feasible.

- (2.2) To pursue opportunities to develop a potential community hub in Kerwood.

### 3. Enhancing Township Governance and Operations

- (3.4) To continually assess and pursue opportunities for partnerships and collaborative initiatives that will enhance Township opportunities, funding and sustainability.

The development and implementation of a CIP in the Township would satisfy Task 2.1 outlined above in accordance with the 2019 Strategic Plan.

## 3.6 Adelaide Metcalfe Zoning By-law 34-2007 (2007)

The Township of Adelaide Metcalfe Zoning By-law regulates the development and use of lands within the municipality and contains a range of different land use zones and provisions. As the primary regulatory tool for land use, this document will play an important role in the implementation of a Community Improvement Plan and related projects. It will be important to ensure that the CIP does not encourage or support projects or initiatives which contravene the provisions or regulations of the zoning by-law.



St. Andrew's Presbyterian Church, Napier (source: Middlesex County)



# Community Analysis

In order to satisfy the requirements of the Planning Act, County Official Plan, and Township Official Plan for the determination of a Community Improvement Project Area (CIPA) and development of a Community Improvement Plan (CIP), a community analysis was carried out for each of the three Focus Areas identified in Section 1.3. In addition to satisfying legislative requirements, this exercise also allows the Township to gain a better understanding of the baseline conditions, issues, and opportunities within each Focus Area. Each analysis touches on the following 5 topics:

- **Land Use;**
- **Business Landscape;**
- **Built Form;**
- **Streetscape & Mobility; and,**
- **Public Amenities & Parks.**

Context maps have also been prepared to visually illustrate the findings of the analysis.







*Woods' General Store, Kerwood (source: Middlesex County)*

## 4.1 Kerwood

Kerwood is the Township's most populous standalone settlement area. Historically settled along the CN Rail corridor connecting the larger centres of Sarnia, Strathroy, and London, there are remnants of a former commercial main street along Kerwood Road. Today, there is limited non-residential activity (aside from home-based businesses), though the community has been reinforced as an institutional/recreational hub, with recent upgrades to the Kerwood Park in 2021 and the location of the Adelaide Metcalfe Fire Hall in the north end of Town.

### Land Use

- The predominant land use in Kerwood is low-density residential, with a handful of home-based businesses distributed throughout the residential area.
- In the south end of town, along Kerwood Road, there is a former commercial 'strip', that is still home to Wood's Store; however, much of the commercial activity here has since been replaced by residential uses.
- There are swathes of industrial/employment lands flanking the east and west extents of the settlement area, north of the CN Rail Line.
- Lands north of town have been identified for future growth; however, their development will ultimately depend on servicing availability and demand in the future – it is likely that further residential uses will be established here.
- The Township should explore opportunities to re-establish a commercial presence in strategic areas along the main street (primarily in the south and north gateway areas of Town) as the community grows.

## Business Landscape

- Parrish & Heimbecker Ltd. serves as both a prominent industrial use and landmark for the community with their large-scale facilities.
- Much of the business/economic activity in the community is made up of home-based businesses (small machine shops, contractors, trucking, small-scale clothing).
- It is understood that Wood's Store is still being operated intermittently to date for smaller-scale retail needs.
- The Township should consider opportunities to focus efforts on support for home-based businesses along Kerwood Road – given the lack of dedicated commercial uses.
- Kerwood will be a challenge for any substantial commercial endeavors unless full servicing and population growth can support it in the future.

## Built Form

- Most of the buildings in Kerwood are single detached, bungalow-style dwellings.
- Wood's General Store is a valuable and well-known piece of built history in Kerwood. This building and site serve as reminders to some of the commercial

roots along Kerwood Road (much of which have since transitioned to residential), with recognizable brick reminiscent of early twentieth century construction.

- The Township should endeavor to catalogue other historical buildings in Kerwood and explore opportunities for preservation.
- Given the relatively low-density, there may be opportunity to support the creation of additional residential units in the community to fill some of the demand for more 'attainable' housing; however, this will require policy changes at the official plan level, as well as considerations for servicing capacity (water & sewer), given there is only municipal sewer in the community.

## Streetscape & Mobility

- Kerwood Road (County Road 6) is the primary corridor through the community, splitting it into east and west halves.
- Within the urban built up area, both sides of the right of way contain sidewalks with accessible sloping at the roads edge to accommodate barrier-free needs.
- The sidewalk on the east side of the road terminates at a pedestrian access to Kerwood Park. A sidewalk extension north to the primary park access is planned



Kerwood Road Looking North (Source: Google Maps 2021)



1. Kerwood Park
2. Adelaide Metcalfe Fire Station
3. Fred Woods General Store
4. Kerwood-Cairngom United Church
5. Russo Canada
6. Parrish & Heimbecker Ltd.
7. Optimist Club
8. VB Custom T-Shirts
9. Kerwood Customs

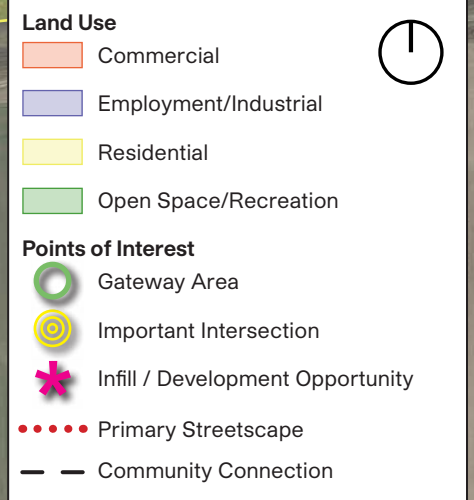


Figure 7: Kerwood Context Map

\*Land use based on designations contained in Township official plan 2021 consolidation and may not reflect actual use observed on site.



as part of Phase II of the Kerwood park improvements, which will match the west sidewalk and allow for a more complete pedestrian loop.

- No formal pedestrian crossing points are delineated or signed – more prominent delineation of crossing points could improve safety, especially in the centre of town and at the Kerwood Park entrances (both road and sidewalk).
- No bicycle lanes or other on-road accommodations for bikes are provided within the right-of-way – the Township may want to work with the County to better-define the road as a shared space to make it safe for pedestrians and cyclists moving around and through the community.
- The streetscape could benefit from on-street planters or hydro pole-mounted banners or flags to establish greater feelings of 'place' within the core.
- The Township should work with the County to explore traffic calming interventions within the urban area to help slow down local and through traffic, considering the width of the right of way.

## Public Amenities

- Kerwood Park, located in the northeast part of town is one of the main anchors of the community, hosting many recreational sports and events throughout the year. The park recently was upgraded in 2021 to improve onsite facilities; further improvements are planned in the near future as part of Phase II of park upgrades.
- Kerwood Park could benefit from stronger gateway/entrance elements from the sidewalk and roadway.
- The Kerwood Cairngorm United Church, located on Grace Street is another institutional amenity in the community.
- There is a lack of defined gathering or rest spaces outside of Kerwood Park. Understanding the community is rural, local

residents and visitors may still benefit from on-street rest spots (benches).

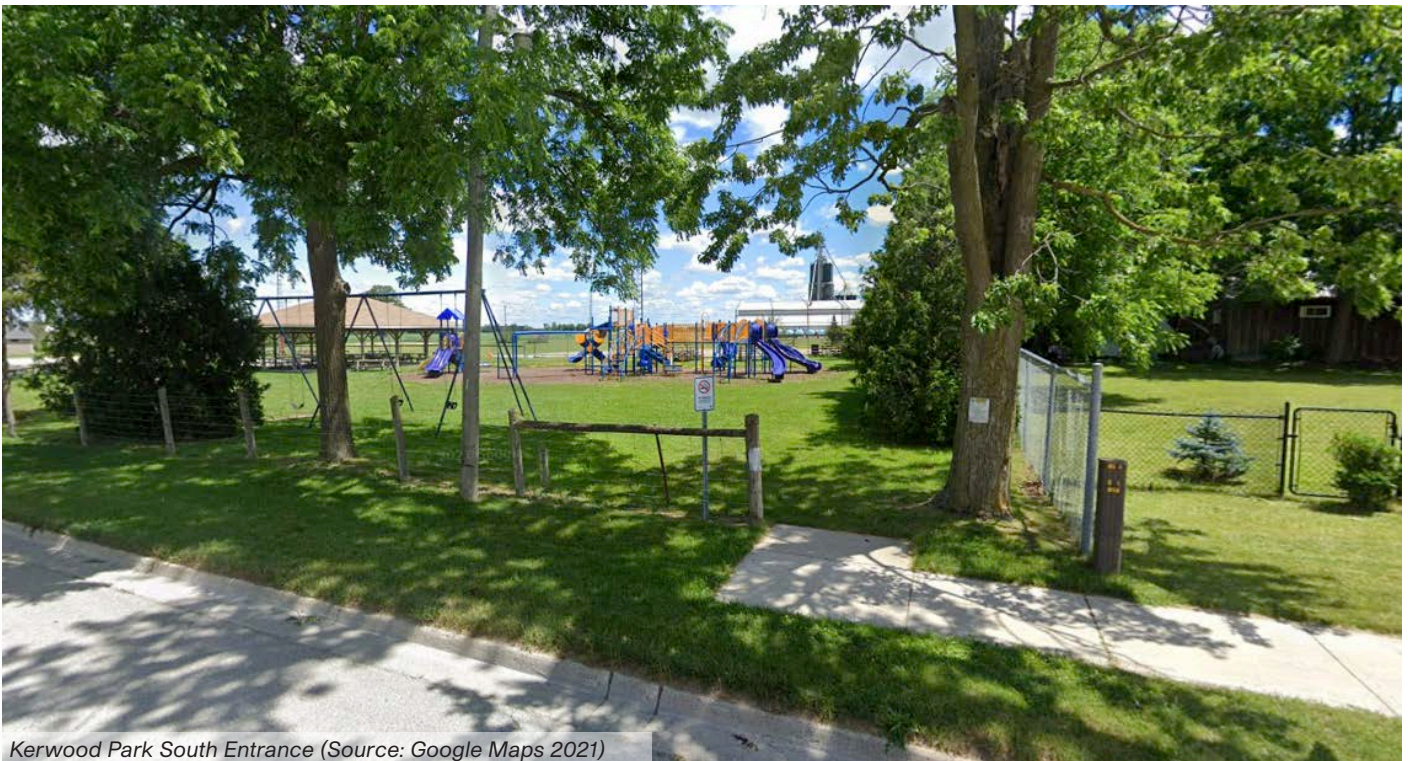
- In the south, there is a considerable amount of vacant land around the Grace Street/ Kerwood Road intersection – there could be opportunity to work with current/future owners to establish gateway features/ parklet amenities for the community, in addition to commercial business or residential activity.
- The Kerwood, Adelaide Metcalfe Optimist Club is situated in the centre of Kerwood - this area could be reinforced as the community centre.

Kerwood Park Improvements 2021 (Source: Adelaide Metcalfe)





*Optimist Club, Kerwood (Source: Google Maps 2021)*



*Kerwood Park South Entrance (Source: Google Maps 2021)*





Looking South on Centre Road (Source: Google Maps 2021)

## 4.2 Centre Road (County Road 81) Corridor

The Centre Road (County Road 81) Corridor, south of Highway 402, is arguably the Township's primary hub of economic activity (outside of the agricultural sector in the rural area). This area is a crucial economic pillar for the Township, and plays an important role in sustaining the Township as a primarily rural community/economy. Situated immediately adjacent to the Town of Strathroy, the strip also acts as a gateway to both the Township and Town, boasting clusters of highway and service commercial businesses and a handful of residential neighbourhoods. Being located so close to Strathroy, the corridor is experiencing increasing pressures for urban development, which has created several challenges in terms of servicing and establishing its own identity within Adelaide Metcalfe.

### Land Use

- The east side of the Centre Road corridor is dominated by highway and service commercial uses for most of the stretch between the Highway 402 interchange and municipal boundary of Strathroy-Caradoc.
- There is an established stock of low-density residential development in the south end of the corridor, closer to the fringes of the

municipal boundary.

- Given the proximity of the corridor to Strathroy's northern business park (which continues to see industrial/employment growth), the role of the corridor as a commercial strip will be reinforced and supported in the future.
- Considerable lands on the west side of Centre Road are designated for commercial uses. The attractiveness of these lands for commercial/industrial users will increase, given the proximity and access to Highway 402.

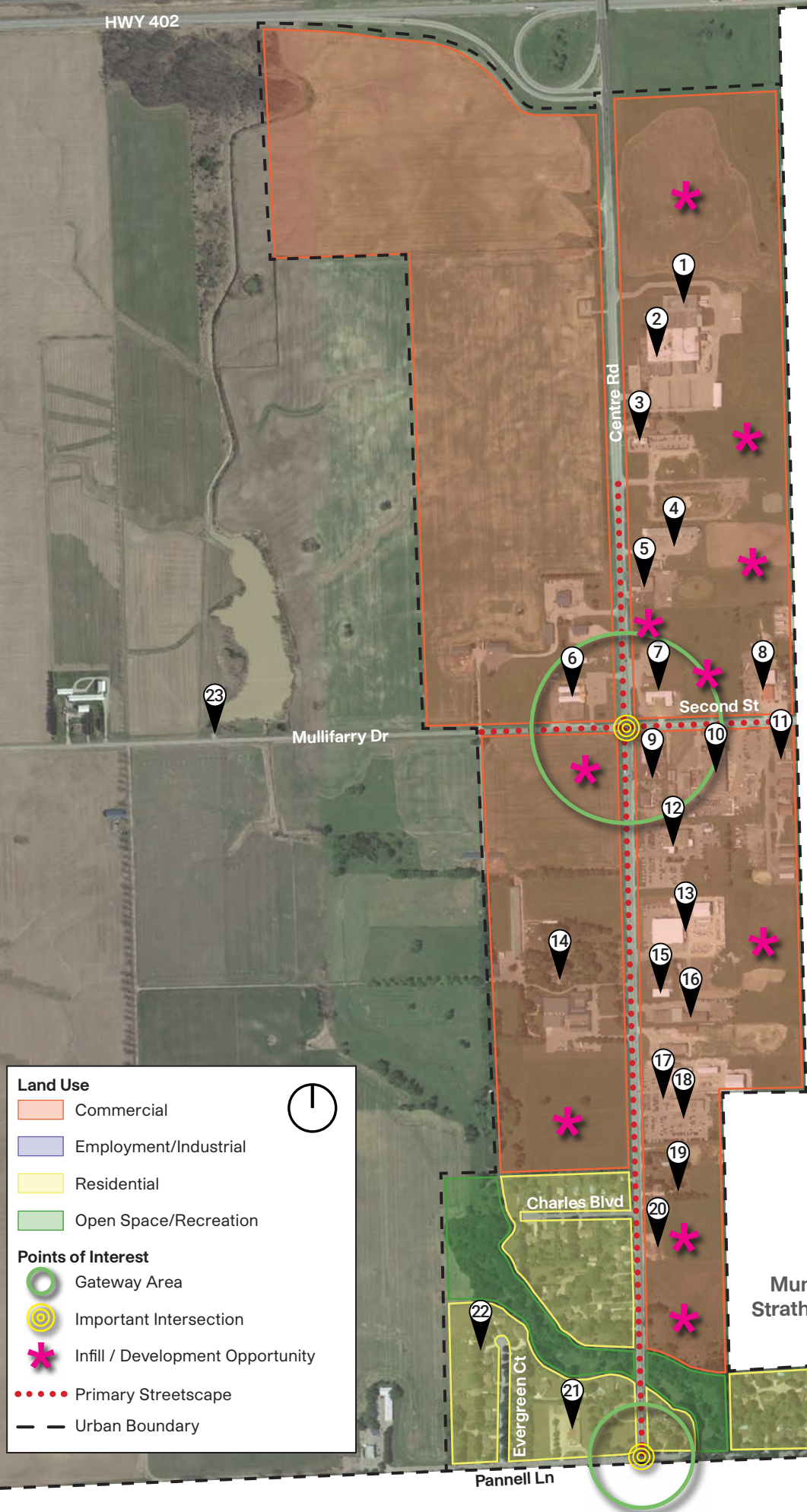
### Business Landscape

- As the primary economic node in the Township, there are over 20 distinct businesses located within this relatively condensed corridor – that being said, there is a significant amount of vacant land identified for future commercial/business uses, which will allow for continued growth.
- Businesses are split between national companies, car dealerships, department stores, with a scattering of more localized 'mom & pop' shops and businesses.

### Built Form

- Much of the built form in the corridor is traditional highway commercial

HWY 402



1. Huron & Suntastic Produce
2. Dashwood Industries Inc.
3. Tim Hortons
4. Safe Home Fireplace / VanderCraft Furniture
5. Cordeiro's Auto European Ltd.
6. Amy's Place
7. Strathroy Motor Inn Motel / Wine Making Strathroy / Esso
8. Clark Haasen Electric
9. MacEwen / Caradoc Dentistry
10. Community Employment Choices / Commander Industries / Telha E Top
11. A-1 Storage Systems
12. Dale Wurfel Chrysler, Dodge, Jeep
13. Rona
14. Mac Cuddy Botanical Garden / Cuddy Farms
15. OPP
16. Napa Auto Parts / Sherbas Great Floors / United Carpet & Floors / Belfor Property Restoration
17. Home Hardware
18. Larry MacDonald Chevrolet
19. Strathroy Steam Clean
20. Wagler Mini Barns / GNG Fresh Market
21. Calvary Pentecostal Church
22. Downtown London Electric
23. Cuddy Woods Conservation Area

Municipality of  
Strathroy-Caradoc

Figure 8: Centre Road Context Map



development (i.e. vehicle-centric design, large parking areas, larger buildings and lots, lower building heights).

- The residential development in the south end is all low-density, single detached dwellings.
- Some of the businesses along the corridor could benefit from additional landscaping elements and site/building beautification – tree plantings along the right of way could benefit the streetscape experience greatly.

### Streetscape & Mobility

- As a main arterial county road with direct access from Highway 402, the corridor serves higher volumes of commercial and industrial traffic, in addition to travelers coming to and from Strathroy.
- Centre Road is heavily auto-centric, and has very limited to no amenities in support of non-vehicular traffic (sidewalks, crosswalks, bike lanes, etc.) – that being said, sidewalk has been constructed on the west side of Centre Road, stretching north from Pannell Lane and terminating at approximately 500 metres north (in alignment with the urban residential development in the area).



Looking South on Centre Road (Source: Google Maps 2021)

- The Township should work with the County (and potentially Strathroy-Caradoc) to provide better non-vehicular connections and amenities along Centre Road and Second Street to improve the experience and circulation here.
- Pedestrian crossing amenities (crosswalks at minimum) should be considered around the Centre Road, Second Street, Mullifarry Drive intersection, considering the sheer size of the intersection and potential risk to pedestrians/non-vehicles navigating this area.

### Public Amenities

- While not located directly along the main corridor, the Cuddy Woods Conservation Area is a natural protected area that is open to the public and offers day use trails and a parking lot. The area however is quite disconnected from the Centre Road corridor both physically and in terms of wayfinding (very limited to no signage or direction) – the Township should coordinate with the County and St. Clair Conservation Authority to better highlight this amenity.
- Another quasi-public amenity here is the Mac Cuddy Botanic Garden, which boasts 6 acres of landscaped gardens with a diverse and unique catalogue of plant species.
- The Township should work with owners along the Centre Road corridor to identify potential areas where public amenities or open space can be introduced to serve future development here.



Centre Rd, Mullifarry Dr, Second St Intersection



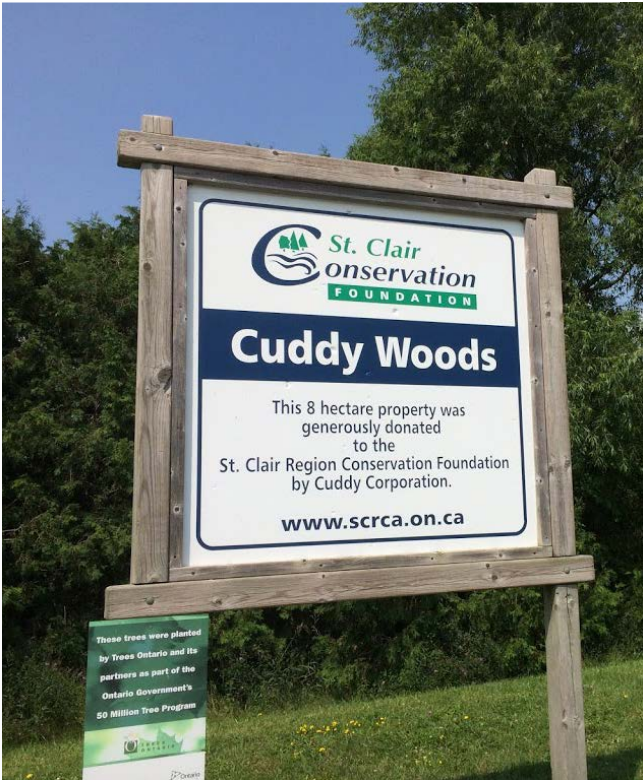


Looking East on Centre Road (Source: Google Maps 2021)



Looking East on Centre Road (Source: Google Maps 2021)

Cuddy Woods Signage (Source: St. Clair Region CA)



Dashwood Industries Signage (Source: Adelaide Metcalfe)







### 4.3 Rural Area

The rural area of Adelaide Metcalfe is home to a range of agricultural operations, home based businesses, agri-tourism establishments, bed and breakfasts, as well as a handful of other smaller communities such as Napier and Adelaide (home to the Township's municipal office). The area is served by a robust network of County and Township Roads, and is bisected by Highway 402, which is arguably the most important regional corridor/gateway, connecting the Township to larger urban centres like Sarnia and London. There is a growing desire for rural home-based businesses and agri-tourism to continue being supported at the Township level, and great opportunities to further support the historical points of interest scattered throughout.

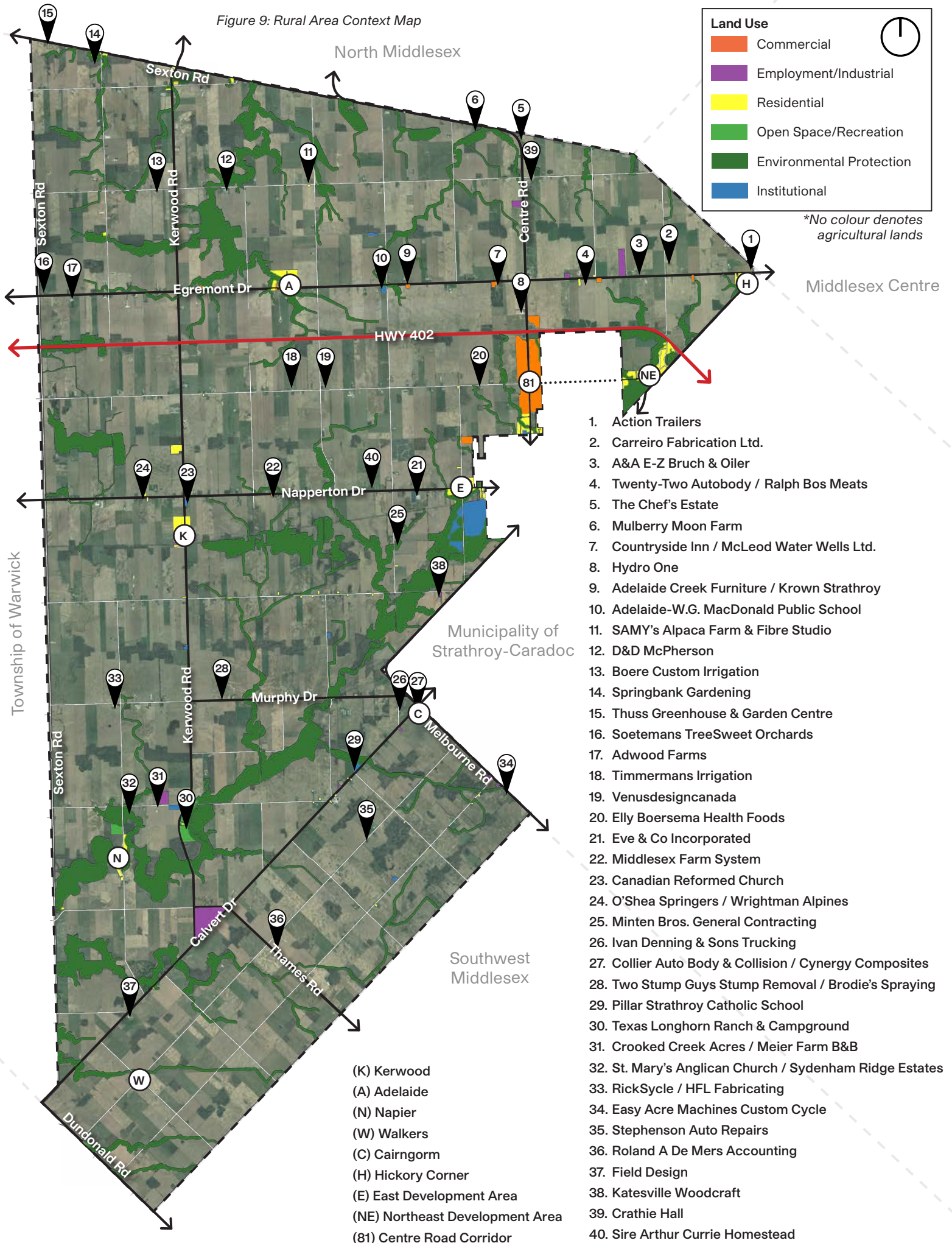
For the purposes of this assessment, the Rural Area does not solely mean those agricultural lands, but also includes certain hamlet communities located throughout the rural area and fringe urban areas around Strathroy-Caradoc.

#### Land Use

- The rural landscape of Adelaide Metcalfe is dominated by agricultural land uses and associated on-farm residences.
- There are natural heritage strips that travel through the Township along various watercourses, many of which are identified as significant in the official plan – some of these are protected areas and others are privately owned.
- There are a handful of hamlets and community designations, as well as rural residential areas that largely accommodate more urbanized or denser forms of residential development. These are indicated on the accompanying map – most of the denser urban residential development is located along the fringes of Strathroy-Caradoc.
- The urbanized areas along the fringe of the Town of Strathroy do contain some commercial and other non-residential uses; however, the dominant land use is residential.



Figure 9: Rural Area Context Map



## Business Landscape

- There are a significant number of home-based and agricultural-related businesses/industries scattered throughout the Township, primarily focused along County Roads. These become more concentrated along the fringes of the Town of Strathroy.
- Some dedicated commercial or industrial operations are located in the rural area as well, but most of these activities are isolated from one another along County Roads.
- The Township would likely have good uptake on CIP programming targeted towards wayfinding and site/building improvements for home industries and agri-tourism businesses to bring recognition and visual appeal that may otherwise be missed by rural travelers. Middlesex County currently administers a Tourism Signage program that includes business wayfinding signage - there may be opportunities for cost-sharing between the Township and County for an incentive program of this nature.

## Built Form

- Most of the development in the rural area is standard single-detached dwellings and agricultural/related structures and buildings.
- There are a handful of institutional buildings like churches, schools, and community centres scattered throughout the rural area.
- Based on a desktop review, there are century farms and other homesteads with



Parish & Heimbecker Ltd. (Source: Adelaide Metcalfe)



potential heritage value. The Township may wish to consider a formal recognition program for these.

- Given the servicing situation in most of the more urban areas, lot sizes are quite large.
- The County's Middlesex Heritage Trail program has done a good job of identifying the Township's heritage assets, such as the Sir Arthur Currie Homestead or Napier House General Store. Though, these assets could benefit from visual and structural improvements to ensure preservation and heightened recognition. Through the Middlesex County Tourism Sponsorship Initiative Fund, there may be opportunities for the Township to cost-share some repairs and upkeep to important heritage assets.

## Streetscape & Mobility

- The rural area is criss-crossed with a mix of Township and County Roads following historical lot and concession fabrics - Highway 402 divides the Township into north and south halves.
- Most if not all of the rural road system is unsurprisingly auto-centric - paved shoulders are not common.
- There may be opportunities to work with the County on identifying common paths of bike/pedestrian travel, which may be suited for paved shoulders - this will help better separate traffic from non-vehicular users. The County's cycling strategy should be referenced in developing any specific recommendations or targeted



1. Strathroy Transfer Station
2. Jake's Towing
3. Woolley Trucking
4. Canner Auto Sales
5. Cann Do Signs & Marketing Inc.
6. Linker's U-Cut
7. Rainbow Ridge Floral Wholesale
8. VanderHoek's Floral



Figure 10: Napperton Dr Urban Area Context Map

1. S.S.#3 Metcalfe School at Napier & Napier Women's Institute
2. Napier House General Store
3. St. Andrew's Presbyterian Church & Ionic Lodge A.F. & A.M. No 328 G.R.C.
4. Township Public Works Shop



Figure 11: Napier Context Map

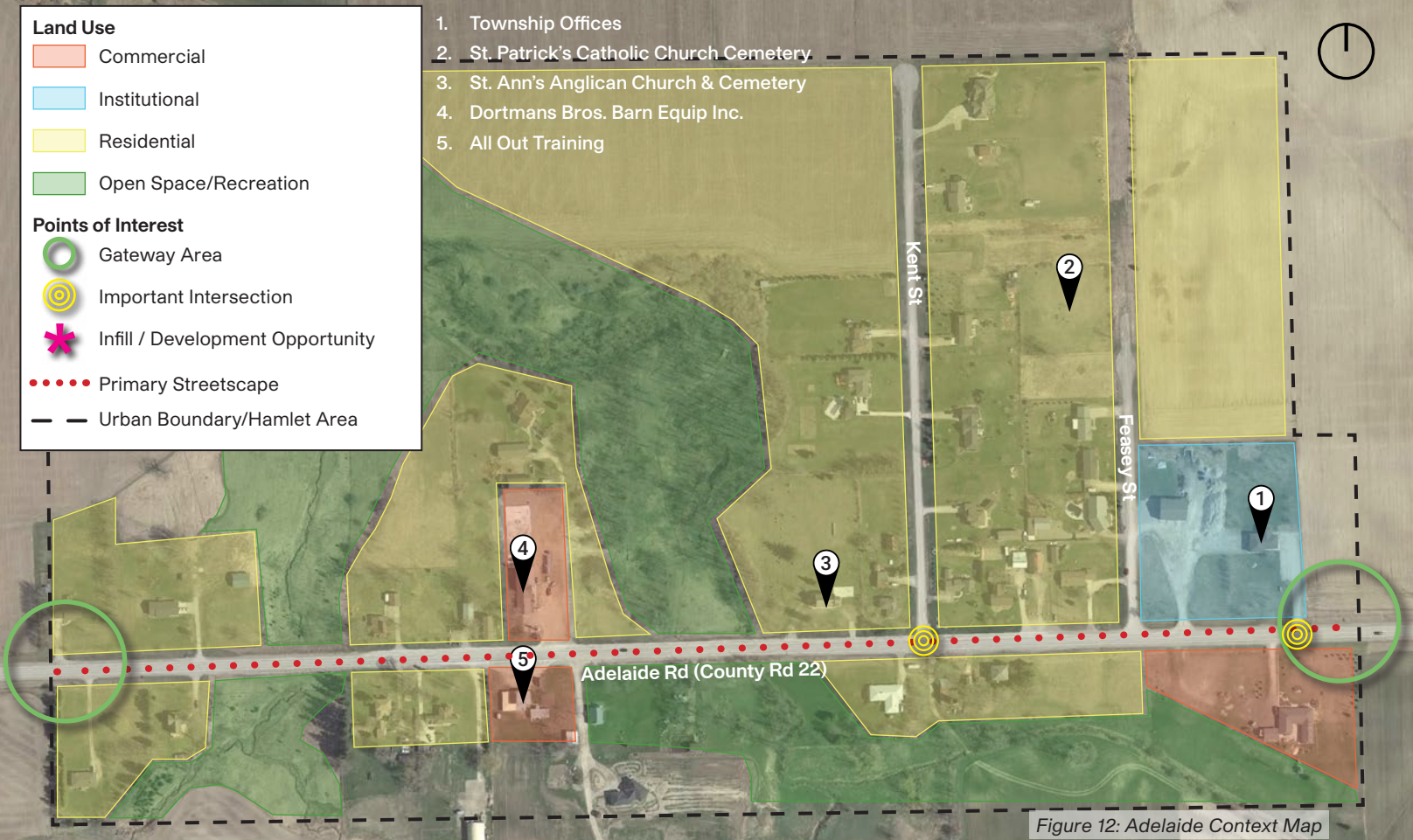


Figure 12: Adelaide Context Map

**Land Use**

- Commercial
- Institutional
- Residential
- Open Space/Recreation

**Points of Interest**

- Gateway Area
- Important Intersection
- Infill / Development Opportunity
- Primary Streetscape
- Urban Boundary/Hamlet Area

1. Township Offices
2. St. Patrick's Catholic Church Cemetery
3. St. Ann's Anglican Church & Cemetery
4. Dortmans Bros. Barn Equip Inc.
5. All Out Training



improvements.

- Pedestrian amenities are quite limited, even in the more urbanized areas - outside of Centre Road, Napperton Drive is the only other urban development node of the “Rural Area” containing sidewalk and some paved shoulder.
- There are some challenges with identity in the developed areas adjacent to the Town of Strathroy, in which Township neighbourhoods are often assumed to be part of the Town - this situation could be addressed through stronger gateway elements and features to let people know they are in Adelaide Metcalfe. One potential option to address this could be a collaboration with the County; the County Tourism Signage Strategy includes a cost-sharing program for local municipalities to improve/install gateway signage.

## Public Amenities

- The Township offices are located in Adelaide, north of Highway 402.
- The majority of the Township's recognized built heritage is found in the rural area – Napier and the surrounding area is a heritage ‘hot spot’, and home to historical landmarks such as the Napier House General Store and St. Andrew’s Church.
- Other notable heritage landmarks include the Sir Arthur Currie Homestead, just west of the Centre Road corridor.
- Crathie Hall, located at the intersection of Centre Road and Crathie Drive is another publicly-owned asset with a lot of potential for improvement.
- The Township should explore opportunities to work with rural land owners (particularly those near natural heritage features) to identify potential new public amenity areas/ parks that can be established to help bolster the recreation and open space network.
- Further to the above, as can be seen on the adjacent land use map, ‘Environmental Protection’ zoned lands offer a relatively well-connected network that may have some opportunities for regional trails/ connected features.





# Consultation Summary

5

As part of the backgrounding phase of the project, three distinct stakeholder engagement activities were undertaken, including:

- two preconsultation meetings with the approval authority(ies);
- one workshop with local stakeholders; and,
- one community survey.

These activities played an important role in introducing the project to stakeholders by allowing for preliminary feedback to be obtained; this feedback assisted the project team in building a stronger understanding of community context, procedural expectations, and priorities for the development of the CIP. In terms of participation, the project team engaged with the Ministry of Municipal Affairs and Housing (MMAH), Middlesex County and Township of Adelaide Metcalfe staff, local business owners and community champions, as well as the general public. The following section will provide a summary of the engagement activities with these parties.

## 5.1 Preconsultation

Two distinct preconsultation meetings were held with the Ministry of Municipal Affairs and Housing (MMAH) and Middlesex County staff, respectively, to review procedural requirements for the development of the plan. These meetings also allowed for preliminary input on some of the key issues to consider when developing the CIP.

### Meeting #1: Middlesex County

Under Section 28 of the Planning Act, the preparation and adoption of a CIP is required to follow a very similar statutory process to that of an official plan amendment/adoption outlined under Sections 17 and 22. Notwithstanding this, the Minister of Municipal Affairs and Housing (MMAH) is the deemed approval authority under subsection 5.1 of the Planning Act. Accordingly, as the approval authority for the amendment/adoption of official plans, Middlesex County was asked to participate in a preconsultation meeting with the project team and Township staff to

review procedural and statutory requirements and expectations for the project. Middlesex County's Director of Planning and Development, Director of Economic Development, and Planner assigned to the Township all participated in the meeting, as well as the Township's CAO and a member from the Re:public team.

In addition to procedural requirements, the meeting also allowed for some preliminary discussion on key issues related to community improvement in the Township as well as throughout the County. These generally included:

- Recognizing the strong foundation and growing prevalence of the agri-tourism industry and on-farm diversified uses in the Township, and ensuring the CIP recognizes this;
- Placing focus on the County Road 81 (Centre Road) Corridor as a core commercial/ industrial/service anchor for the Township, as well as recognizing that this corridor is in the Township;
- Considering the draft County Official Plan that will be undergoing the statutory approvals process later in the year, and ensuring the CIP would comply with the direction of the plan;
- Ensuring the CIP and any incentives/ leadership initiatives comply with the Township's Official Plan and Zoning By-law;
- Affordable or 'Attainable' housing, and the importance of including considerations for supporting provision efforts in the plan;
- Kerwood as a key focus area, both as a residential and institutional/recreational centre with potential for expansion; and,
- Recognizing the importance of the Highway 402 corridor and gateway/welcoming opportunities that this corridor has for the community.

## Meeting #2: Ministry of Municipal Affairs and Housing (MMAH)

Pursuant to subsection 5.1 of the Planning Act, the Minister of Municipal Affairs and Housing (MMAH) is the deemed approval authority for CIPs. As such, MMAH was asked to participate in a preconsultation meeting with the project team to review procedural and statutory requirements and expectations for the project. Staff from the MMAH London Office participated in the meeting with the project team and County planner assigned to the Township.

The following is a brief summary of the discussion:

- Subsection 5.1, deeming the Minister approval authority, is largely symbolic at this point in time – MMAH standard practice is to require preconsultation and final review of the CIP, but leaves the formal approval and adoption to the local or upper tier approval authority, as outlined in the Planning Act.
- MMAH staff clarified that the adoption of the CIP will need to follow the requirements for an official plan amendment (OPA).
- MMAH staff requested copies of the following for review before being presented to Council for consideration: draft by-law for community improvement project area (CIPA); any draft OPA; draft CIP; and, background report.
- The CIP should ensure that it is realistic and achievable in terms of budget, and not spreading itself too thin.

## 5.2 Stakeholder Workshop

The project team hosted a virtual workshop with members of Township Council, County/ Township staff, as well as a handful of selected public stakeholders who were part of the local business/organization community. The purpose of the workshop was to help the project team better understand the community context by tapping into the first-hand knowledge,

experiences, and perspectives of the 11-person focus group. The feedback obtained at the workshop assisted the project team in developing a vision for community improvement in the Township, allowing for input to be obtained from a range of different perspectives.

The workshop consisted of a brief introduction of the project and project team, including an overview of the timeline of the mandate, as well as an overview of community improvement plans to help everyone get up to speed. Following this, the project team led participants through three round-table discussion exercises focused on their vision, goals, and specific areas or priorities to focus on in developing the CIP.

The following section summarizes the discussions from the workshop, organized by question.

### Exercise #1: “It’s 2032, and Adelaide Metcalfe is a great place to live, work, and play because...”

- Kerwood is a great place for youth and seniors because they have a place to live and have the amenities they need – the Township is generally welcoming for all stages of life.
- The Township supports and fosters an authentic rural environment and population, while also providing opportunities in existing built up and urban areas like our hamlets and Centre Road (County Road 81) Corridor.
- There is a great mix of successful agri-business (as well as other small businesses), such as Chef’s estate, market garden, Samy’s Alpaca Farm, which build a nice synergy with rural landscape.
- It’s an affordable place to live with a range of housing options – but there is a need for more.
- Our businesses are “familiar/long-term”, financially healthy, provide employment to residents, and are supported by the local community.
- The Township encourages and supports



agri-tourism ventures and businesses.

- There are many unique businesses and experiences.
- Lifestyles, comfort, and prosperity are priorities of the Township.
- The community has strong family ties and is very welcoming.
- There are rich historical and heritage assets – such as the area in and around Napier – and lots of history that is left to be told.
- We're neighbours helping neighbours/strangers – but do need a central place for businesses and groups to gather.
- Adelaide Metcalfe isn't just agriculture – it's got a range of opportunities for business, employment, recreation, and leisure.
- Centre Road corridor is one of the community's economic anchors because it supports business, is walkable, beautiful, and strengthens the Township's identity as a distinct municipality from our neighbours.
- There is plenty of natural heritage value with rivers and other natural areas.
- Township is currently a “blank canvas” and we're flexible to trying new things and innovation.
- The Community Improvement Plan and other initiatives to make the Township a better place are implementable and realistic.
- Napier and Adelaide Centre/other areas of the Township are considered on par with County 81 and Kerwood.
- Improved walkability and bikeability throughout the Township – widened shoulders, established paths, potential bike lanes in urban areas.
- Work closer with the County to improve the Township roads and tourist opportunities.
- Promote and celebrate the unique heritage in the Township – amenities such as Sir Arthur Currie Homestead – and look to foster stronger support for history at the Township-level (leadership role).
- Encourage and support agri-tourism.
- Creating a welcoming community for all ages.
- Beautify the township and streetscapes – particularly Kerwood, Centre Road Corridor, hamlets.
- Undertake complementary initiatives to bolster existing programs like 'Grassroutes' County signage program and “Middlesex County Heritage Trail”.
- Promoting the establishment of more 'attainable' housing in the Township by addressing rising housing prices and options with policy.
- Create more opportunity for residents to 'age in place'.
- Explore ways to support accessible/mobile health care for rural residents.
- Need more amenities for seniors – not just in Kerwood, but other places – identify areas where we can establish activities.
- Partnership with local builders to construct attainable housing / other initiatives.

### **Exercise #2: “What improvement goals can we set today to achieve a better community tomorrow?”**

- Awareness and celebration of Township aspects such as infrastructural/natural assets, businesses, amenities, features in the community.
- Improved signage and wayfinding practices/consistency for businesses and amenities

### **Exercise #3: “What specific areas of the Township are most in need of improvement?”**

- Centre Road (County Road 81) corridor – need to define it as Adelaide Metcalfe and not Strathroy and support further beautification and development in this area.
- Need to celebrate our lesser-known areas alongside centres like Kerwood, but should

be reinforcing strategic areas.

- Kerwood – beautification and support for business establishment/growth in the hamlet, though the community needs water. The park is an anchor and the community has potential to support further residential and commercial activity.
- Comprehensive Township Branding strategy is needed (beyond just logos) – all of the different centres or nodes in the Township are currently disconnected, need to reiterate to travellers and residents ‘You are in Adelaide Metcalfe!’.
- QR codes for planning application signage, better public engagement/communications for planning matters.
- Need better wayfinding/navigation options for the community (wayfinding).
- Land acquisition for more parkland in other hamlets and rural areas of the Township is needed, particularly in and around County Road 39/Highway 402, Napier, Adelaide Centre.
- Through the Official Plan review, additional growth areas will be examined, and policies will be updated to further support

community improvement.

- Further encourage the education of information of people on small businesses in the area – i.e. ‘How can I start a business?’, as well as opportunities that comply with OP and zoning.
- Encourage and educate people on small businesses.
- More support for value-added businesses on farms.
- A signage grant would be a well-used grant throughout the Township.
- Grants for digital business aspects should be explored (i.e. website development).
- A general rural grant targeting support for rural home-based businesses should be considered.
- Better platform for promoting small businesses / resources for small businesses is needed.

## 5.3 Community Survey

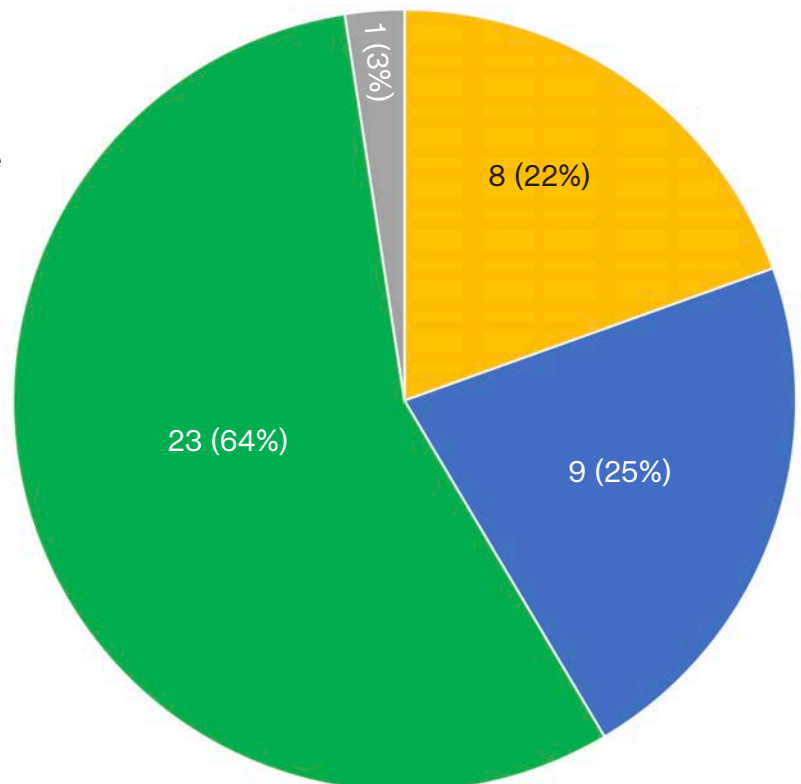
An online community survey was published in April 2022 to coincide with the preparation of the background report and stakeholder workshop. The goal of the 6-question survey was to introduce the project to the public and gather feedback on the community's experiences, challenges, and opportunities in the community, as well as their priorities for where community improvement efforts should be focused.

Physical and online versions of the survey were made available, and a total of 37 responses were received. The following section summarizes the survey findings.

Due to the open-ended nature of Questions 2, 3, 5, and 6, responses were analyzed based on frequency of certain topics, comments, or themes to identify conclusions - findings for these questions are summarized in the format of emerging themes and key topics. Questions 1 and 4 were multiple-choice, as such the findings are presented via charts for ease of interpretation.

### Question 1: Which of the following best describes you?

- I live in Adelaide Metcalfe
- I work in Adelaide Metcalfe
- I own a business in Adelaide Metcalfe
- Other (Optimist Club participant)



*\*1 person did not answer*



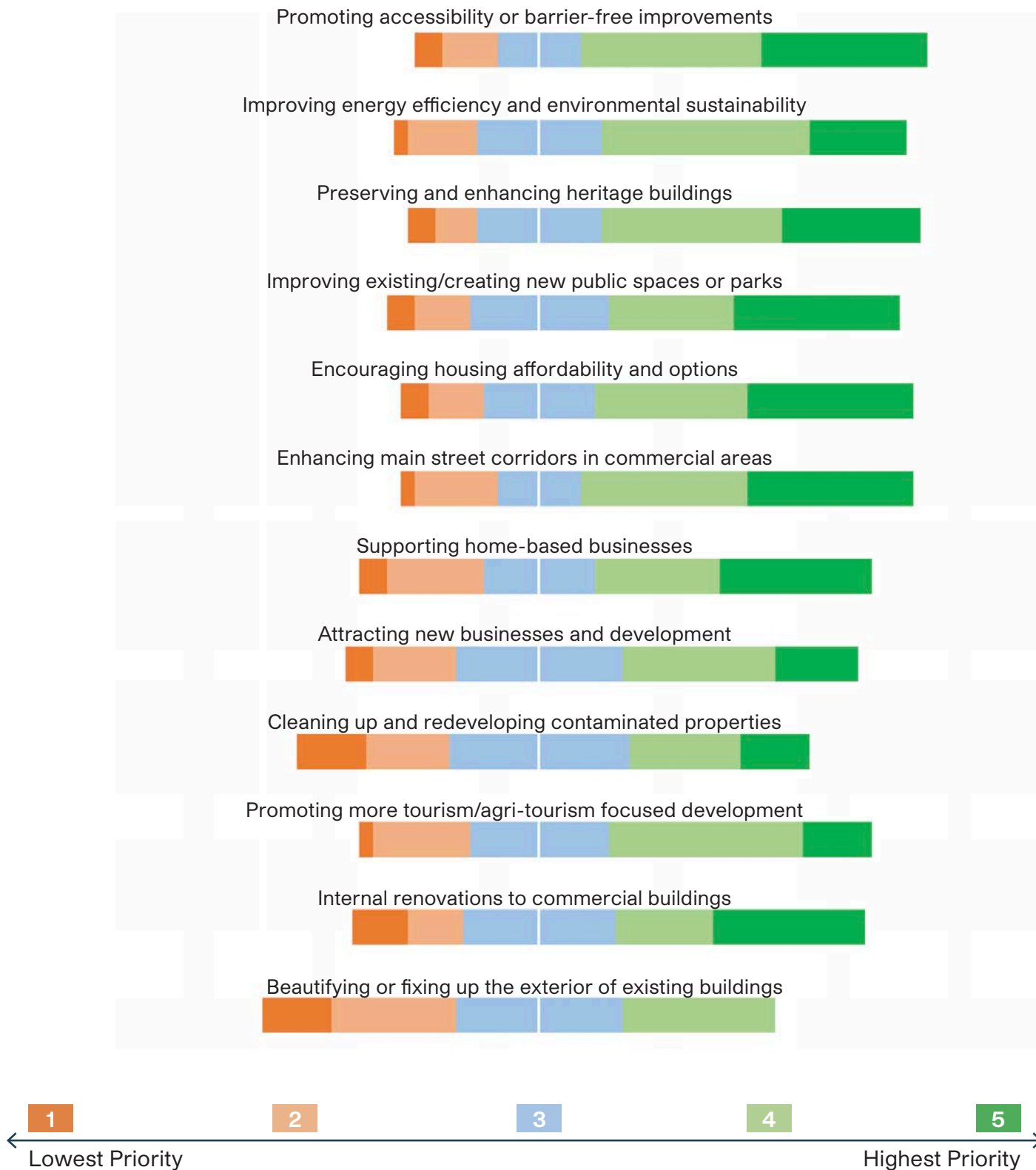
**Question 2: In your opinion, what are up to 3 great opportunities, qualities, features, or assets that Adelaide Metcalfe has?**

- Kerwood Park and other Township play areas.
- Balance of rural living within proximity to larger urban centres and amenities (Sarnia, Strathroy, London).
- Open space, rural, feels untouched.
- Adelaide Metcalfe is a rural farming community which Southwestern Ontario needs for self-sustenance and in the long run, contributes to the food and feed market.
- We have a lower crime rate than urban centers.
- Our road crew works hard to maintain winter road conditions.
- Access to nature, greenspace, and the landscape.
- It's private.
- Lower density of industrial/commercial and higher agricultural and agri-business.
- Less government red tape and regulations.
- Great community events.
- Caring neighbours, strong and welcoming community.
- Reasonable taxes.
- Centre Road, Access to three Highway 402 exits, Kerwood ("blank slate", allowing for new/fresh approaches).
- High education level, and inclusivity - excellent options for public, separate or private education.
- Living conditions are excellent.
- It's a nice climate to live in - good location for health preservation.
- Rural living close enough to employment opportunities.
- Excellent recycling program.
- Experiencing the quiet that Adelaide-Metcalfe has to offer compared to other more populated centres.
- Mr. Wood's store.

**Question 3: In your opinion, what are up to 3 primary challenges or issues currently faced by local businesses in Adelaide Metcalfe?**

- Traffic infrastructure – need to address traffic jams and improve roads.
- The lack of accessible or reliable high-speed internet in some areas.
- Not enough access to natural heritage/river systems for recreation.
- Threat of industrial development encroaching on farm/natural lands and impacting health of ecosystems/wildlife.
- Attracting new residents/visitors.
- Not enough things to do or keep people in the Township.
- Adelaide village has no park, no location for neighbours to meet/congregate and build a sense of community.
- Rural/urban relations – with all these new houses near traditional farm land, we need to consider that farmers still need to farm.
- Lack of business - need a variety store and gas station.
- Garbage/recycling being forgotten on back roads.
- Lack of identity or presence of “business” areas.
- Availability of infrastructure/services for businesses – internet, water, sewer, gas, etc. in key areas.
- Lower population and proximity to urban amenity/service centres take away from business growth in the Township - a better working relationship with neighbouring municipalities is needed.
- The need for an active representation of all businesses similar to a Chamber of Commerce or BIA.
- We need to distinguish ourselves from Strathroy and maintain our own identity.
- Need to better balance the Township’s focus on farming vs. other non-farming small businesses.
- Lack of traffic and smaller population.
- Some by-laws prevent property or business development in certain areas.
- The turbines have disrupted any peace (difficult to run any holistic seminars or meditation retreats).
- By-laws have impeded personal property development or the keeping of small animals.
- The facilities outside the river are not perfect.
- General market/environmental conditions for businesses can make it difficult.
- Lack of water and sewer access on County Road 81.
- Development approvals processes negatively impacting businesses – (i.e. site plan control, severances, and rezoning).
- Increasing taxes & land prices.
- Limited tax base and opportunities for businesses and multiple family dwellings.
- No delivery services from Strathroy to Kerwood.
- Not enough engagement via up-to-date communications methods - utilizing social media would be very beneficial especially for those who can offer online shipping options. Showcasing local businesses on a social media account could be great.

**Question 4: How do you think funding should be prioritized in the Adelaide Metcalfe community improvement plan? (Please rank each of the following from 1 to 5 based on their priority to you, with 1 being lowest priority and 5 being highest priority).**





**Question 5: Is there anything else not mentioned in Question 4 that you think should be a priority for community improvement funding?**

- Initiate and support a business association to connect rural home-based small business.
- Road improvements/maintenance programs – paving as much as possible.
- Supporting a bike-friendly community.
- Composting pickup or bin program.
- Creating a committee of a mixture of residents and business owners to assist with some of the incentives/initiatives, less council participation, more stakeholders formulating the plans for council to approve/support.
- The creation of year-round outdoor recreation spaces that can be used (outdoor rinks, fire pits, and other spaces to play).
- I don't think that tax payers need to fund businesses.
- Creating by-laws that are small-business friendly, taking care of parks/sidewalks/snowplowing should be on the tax payer.
- Widening Pike Road, a lot of people bike and it is very dangerous.
- It would be nice to have some place for seniors. It appears that geriatrics is becoming a huge business opportunity. Providing social opportunities / locations for seniors might encourage more to move into our community.

**Question 6: Do you have any ideas for projects or initiatives that the Township should consider over the next 1-10 years to improve Adelaide Metcalfe?**

- Some type of trail system that can be run, walked or biked. no motorized vehicles allowed - work with county.
- Safe bicycle trails away from the roads.
- Walking and hiking trails along creeks and fields, connecting new picnic areas.
- Beautify all the rural roadways by lining them with wild flowers or perennials like daisies or tiger lilies, that would not be compromised by the yearly township spraying and ditch mowing. Or a ground cover. For example, Creeping Charlie has deep green leaves and produces purple flowers from spring to autumn. It grows at a low height of about 6" and is a self spreading plant that will choke out grass, therefore eliminating the expense and need of County mowing and spraying.
- Financial assistance to restoring native plant and tree species to the area and offer assistance to homeowners to clear invasive species (i.e., buckthorn).
- Support some type of wildlife care and control for insured and sick wildlife.
- Bike paths in small towns create a park splash park biking pad.
- Maintain a good quality flag at our fire hall in Kerwood.
- Partnership with neighbouring communities to help create more recreation opportunities for the Township.
- Work on better defining the Township boundaries to let people know where they are - need to show a map of what geographical area represents Adelaide-Metcalfe Township.
- Affordable housing support.
- Creation of more outdoor activity opportunities.
- Creation of a physical Township educational site for agriculture.
- Partner with the local colleges/schools to create a working relationship to promote careers in agriculture.
- Create the need for economic growth by partnering with local builders to develop rural subdivisions and bouquet style shopping (example Creemore - local brewery, restaurants, bouquet shopping).
- Foster destination attraction that will encourage travel and tourism.
- Community center for use for events, recreational activities for all ages.
- Partner with Service Clubs to assist with fund raising for projects.
- Winter skating path or rink .
- Development of land for dense residential (affordable) housing, or creating vacant serviced plots where people can build homes.
- Farmers market.
- Start a festival tradition or outdoor venue that will attract music artist and promoters.
- Canadian Flags throughout the Village of Kerwood, Dog Park at the Kerwood Sewer Plant, flower baskets, Canada Day Community Events.
- Fitness-supportive improvements and amenities (basketball courts, a football field, etc.).
- Improve the traffic facilities, there will be a lot of traffic jam.
- I think there's a lack of a landmark – create one?
- Medical amenities need to be improved/ introduced.
- Events that utilize the space (i.e., community yard sale, in the park movie nights, yoga in the park, tai chi in the park).
- Splash pad.
- Dog park.
- Water for the village of Kerwood.
- Skatepark.







## Vision & Guiding Principles



Cornfield in Adelaide Metcalfe (Source: Adelaide Metcalfe)



## 6.1 Community Improvement Vision

Based on the feedback received from community stakeholders and findings of the analyses outlined herein, the following vision has been identified for Adelaide Metcalfe's Community Improvement Plan:

**“A vibrant destination and place to call home, balancing agricultural roots with urban amenity, embodying principles of accessibility and inclusivity, and promoting healthy lifestyles for all ages.”**

## 6.2 Guiding Principles

Based on the feedback received from community stakeholders and findings of the analyses outlined herein, the following guiding principles have been identified for Adelaide Metcalfe's Community Improvement Plan:



### 'To' not 'Through' Adelaide Metcalfe

- Establishing a stronger sense of 'place' within the Township by creating and improving 'destinations'.
- Explore opportunities to slow down travelers.
- Focus resources on beautification, streetscaping, and business support along strategic corridors.



### Adelaide Metcalfe is Attainable & Inclusive

- Creating programming and policies to support 'attainable' housing provision.
- Encouraging improvement projects and initiatives geared to youth and seniors to support families and aging-in-place.
- Encouraging support for a range of different types of community-focused businesses and improvement projects.



### Reinforcing Adelaide Metcalfe's Roots

- Provide support for agri-tourism, on-farm diversified, and general economic development in the rural area.
- Explore options for better preserving and recognizing the Township's cultural landscapes (historic buildings, sites, history).
- Supporting home-based businesses.





## An Active & Healthy Adelaide Metcalfe

- Strengthening the presence and role of existing community assets like parks and heritage sites as public destinations.
- Exploring opportunities for new Township parks and natural assets to be created, in collaboration with the community.



## Moving together in Adelaide Metcalfe

- Creating more pedestrian and bike-friendly travel options throughout the Township, recognizing that private vehicles are important but that the road can and should be shared.
- Improving general accessibility throughout the urbanized areas to make for equitable mobility options.
- Supporting barrier-free improvements on both public and private properties.

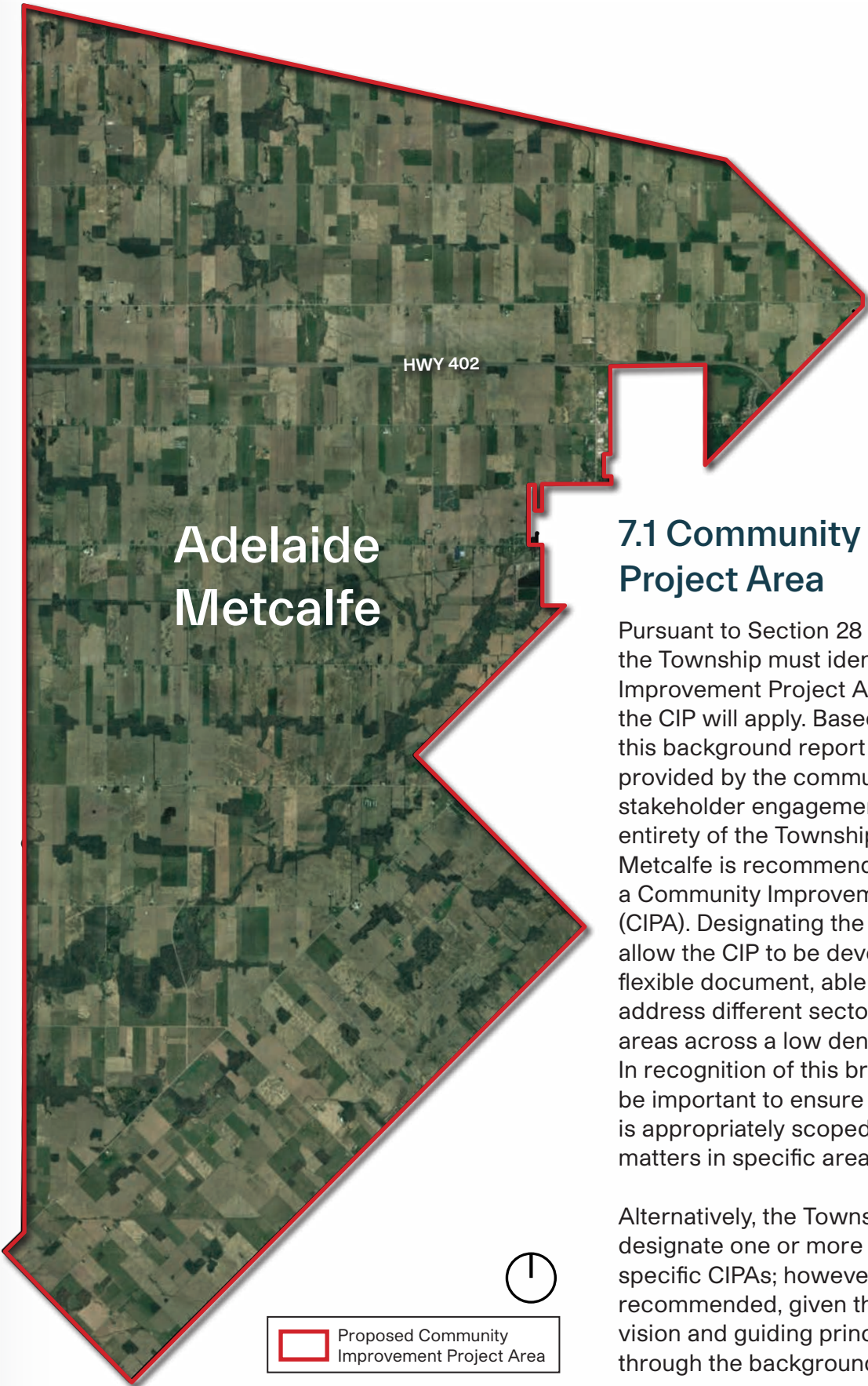
# Recommendations

The following section outlines the recommendations that have been prepared in response to the findings of the background report. These are intended to be aligned with the vision and guiding principles identified in Section 6 and are presented for the Township for consideration prior to undertaking the preparation of the CIP. To this end, there are four sets of recommendation “areas” this section focuses on:

- recommended Community Improvement Project Area (CIPA) for designation, where the CIP will be implemented;
- recommended financial incentives to achieve the CIP vision of the Township on private lands;
- recommended municipal leadership initiatives to achieve the CIP vision on public lands; and,
- general recommendations to ensure successful implementation.



Figure 14: Proposed Community Improvement Project Area (CIPA)



### 7.1 Community Improvement Project Area

Pursuant to Section 28 of the Planning Act, the Township must identify a Community Improvement Project Area (CIPA) to which the CIP will apply. Based on the findings of this background report and the direction provided by the community through the stakeholder engagement process, the entirety of the Township of Adelaide Metcalfe is recommended to be designated a Community Improvement Project Area (CIPA). Designating the entire Township will allow the CIP to be developed as a more flexible document, able to strategically address different sectors and geographical areas across a low density, rural landscape. In recognition of this broad designation, it will be important to ensure that CIP programming is appropriately scoped to address specific matters in specific areas, where appropriate.

Alternatively, the Township may opt to designate one or more geographically specific CIPAs; however, this is not recommended, given the broader scoped vision and guiding principles identified through the backgrounding process.



## 7.2 Financial Incentives

One of the primary functions of the CIP will be the implementation of financial incentive programming targeting specific outcomes. These will largely serve land and business owners/tenants with improvement projects that are aligned with the Township's vision and guiding principles. A collection of potential incentive programs are summarized for Township consideration.

While there is no limit to the number of incentive programs the Township can offer, careful consideration should be given to the administrative resources and budget required to effectively implement them. The Township is also encouraged to prioritise program selection based on anticipated uptake and outcomes sought. This ensures that the CIP is not 'diluted', and can be focused.

Most of the following incentives may be offered in the format of a matching grant or an up-front loan, depending on how the Township wishes to structure the programming.

### 1. Facade & Signage Improvement

Intended to assist with the financing of improvements to one or more facades of a non-residential building associated with a business. These grants are most effective within defined main street or primary corridor areas where improvements on multiple sites can have a compound improvement effect on a streetscape to achieve a cohesive vision. Often, this type of incentive will include signage as part of eligible works, considering signage is often incorporated into building facades.

### 2. Accessibility & Code Compliance

Intended to assist building and business owners with upgrades or improvements to improve barrier-free accessibility or code compliance/performance. These are usually helpful in cases where buildings were constructed prior to modern code/accessibility requirements for a given use, wherein upgrades can be costly and even present barriers to revitalizing a building/establishing a business.

### 3. Building & Planning Fee Rebate/Relief

Intended to relieve the financial burden that can sometimes be associated with costly building permit or planning application fees associated with expanding, renovating, or establishing a business (minor variances, zoning amendment, site plan control, etc.). This type of incentive is often compounded and/or contingent on other more substantial incentives associated with visual/physical improvements to a building or site.

### 4. Additional Residential Unit Support

Intended to offer financial assistance in support of establishing a new Additional Residential Unit (ARU) or bringing an existing ARU 'up to code', if it was not established in accordance with applicable code or policy requirements. The types of units help to provide more 'attainable' and diverse options for housing for a fraction of the cost of constructing a new dwelling. It is crucial to ensure that local planning policy and regulation is adhered to in supporting these types of projects (OP policy, zoning requirements, etc.), as such, the Township should carefully consider supportive policies in the OP or zoning by-law before offering this type of incentive.

## 5. Affordable/Attainable Housing

Intended to help with the costs associated with developing more affordable/attainable housing options (usually multi-unit). This type of incentive can encourage lower rents through breaks on costs associated with tax assessment increases, development charges, or up-front financial aid for construction. A common requirement for this type of incentive is the obligation for building/unit owners to maintain the housing units as 'affordable' or 'attainable' in accordance with a definition defined in the CIP for a minimum number of years.

## 6. Value-added Agriculture / Agri-Tourism / Rural Support

While CIPs traditionally have focused on downtowns and main street areas located within an urban fabric, it is important to support and recognize the value that the agricultural community has to offer in terms of community improvement. These incentives are geared to the rural area and assist value-added agricultural businesses, agri-tourism operations, and can even support some limited rural economic development or home-based businesses outside of more 'traditional' CIP areas. It is important to ensure that eligibility for these incentives is tied to compliance with applicable planning policies in the agricultural areas.

## 7. Site Beautification & Improvement

Where a facade improvement incentive is focused on the building and signage, this incentive is more concerned with improvements to the site on which an eligible building/business is located. This incentive could support site beautification in the form of landscaping/hardscaping, improvements to pedestrian and vehicular access and parking areas, the introduction of bike parking, or other permanent site features that improve the overall visual quality of the site.

## 8. Resiliency-Focused Improvements

Intended to assist with the costs associated with energy efficiency upgrades to a building or associated equipment/infrastructure. Potential eligible projects could be EnergyStar equipment upgrades, low impact development designs for drainage or parking areas, green roofs, solar panels, or obtaining LEED certification for a building, wherein the incentive would assist with the costs. Specific eligibility criteria is important to develop for these types of incentives.

## 9. Brownfield Reclamation/Cleanup Assistance

Typically in the form Tax assistance, this incentive may be provided through the cancellation or deferral of the municipal and/or school portions of property tax on eligible property to assist with eligible costs of environmental remediation and rehabilitation of a brownfield. Tax assistance may be offered during the rehabilitation and/or development phases of a brownfield project. This is a provincial program that requires municipal participation through a CIP.

## 10. Professional Fees & Studies

Similar to the Building & Planning Fee incentive, this incentive is intended to assist with the costs associated with the preparation of studies, plans, or designs required to facilitate an eligible improvement project. These could include professional design or engineering fees to prepare: concept plans, site plans, environmental studies, structural analyses, inspections, traffic impact, or other required studies which may be required.

**11. Tax Increment Equivalent Grant (TIG)**

Would cover a portion of the resulting municipal tax increase due to the completion of a major eligible improvement project, on a depreciating basis for a set term (i.e. 5 years). These incentives are usually not eligible to be combined with any other grants.

**12. Heritage Conservation/Preservation**

Intended to encourage the designation and conservation of heritage assets in the CIPA through grants covering all or a portion of the cost of retaining a heritage consultant to undertake a heritage assessment of a property that results in a designation under the Ontario Heritage Act. Could also be provided to owners of existing designated properties who are undertaking renovation or assessment of their buildings at a higher incentive rate than a typical facade improvement program

Pending discussion with the Township on the scope of financial incentives desired, a combination of preferred programming will be developed and incorporated into the CIP.

**7.3 Municipal Leadership Initiatives**

While a CIP’s main appeal comes with its catalogue of financial incentive programming, these are often complemented by municipal-led initiatives, policies, and/or programs that help work towards the CIP’s vision. Often, these public initiatives can act as a “lead by example” catalyst for private sector investment in the community, demonstrating municipal commitment to community improvement. Based on the findings of this report, a catalogue of potential leadership initiatives has been curated for consideration by the Township, of which the project team believes are realistic, implementable, and aligned with the Township’s vision for community improvement.

**1. Township Wayfinding Strategy**

The Township recently undertook an update to their logo and municipal branding - this is evidenced in examples like the Kerwood sign, or on the Township’s website. The Township should consider how a coordinated community wayfinding strategy could entice travelers to further explore the community and better connect with various destinations, some of which are not clearly delineated. A wayfinding strategy could also introduce more consistency, recognition, as well as identity to areas in the Township which may share a boundary with another community/municipality. Middlesex County has an existing Wayfinding Signage Strategy that can be integrated and referenced in the development of any local strategy to take advantage of potential cost-sharing and collaborative initiatives. The County strategy currently incentivizes a range of signage for municipal identification; entrances; community organizations; tourism; and, recreational amenities, among others.

**2. Public Lands Improvements/Strategy**

The Township does not own a significant amount of lands that are open to the public - those lands that are should be revitalized to encourage more use and recognition in the community (i.e. Kerwood Park). The Crathie Hall site is an example of a good improvement opportunity to create a more notable destination in the rural area. Other public lands that are un(der)developed should also be reviewed to explore opportunities.



### 3. Walkability and Traffic Calming Improvements/Strategy

As a rural municipality, much of the Township's road network is unfriendly to non-vehicle users. Wide County Roads and higher speeds in the rural area also foster conflicts between vehicles and pedestrians/bikes, and even though speed limits may be reduced in towns, there is often little infrastructure to calm traffic. Targeted walkability and traffic calming improvements in the more urban areas of the Township (Kerwood, Centre Road, Napperton Drive) would help to mitigate conflicts and potential risk. In the urban areas, these interventions could range from delineated crossings, to improved signage, to 'road diets', whereas in the rural area, paved shoulders on more popular paths of travel could improve safety for cyclists and pedestrians.

### 4. Township Heritage Register/ Preservation Program

The Township and County collaboratively work to preserve the built heritage in the community, largely through the Middlesex County Heritage Trail and associated signage. The Township could develop a program or registry to track and recognize heritage assets at a local level, bringing these sites more prominence, and potentially expanding the breadth of heritage assets preserved in the Township. This program could also work collaboratively with any future heritage incentive programming or County-level programs targeting preservation or recognition.

### 5. Public Lands Acquisition & Expansion Program

Publicly-owned lands in the Township are limited, which, by association, limits the number of recreational opportunities available (particularly natural areas and trails). A public lands acquisition and expansion program could look at establishing a committee or task-force made up of staff, council, and community members to explore opportunities for land acquisition and improvement. This would involve working with private landowners, the County, conservation authority, and the general public to identify specific areas in need of natural amenities, as well any available opportunities. The ultimate goal of this initiative would be to increase the Township's bank of publicly-owned lands so as to increase access to residents, encouraging people to stay in the Township, rather than traveling outside for recreation.

### 6. Geographical Identity Improvements along Boundaries

The Township shares a significant portion of its east boundary with Strathroy-Caradoc - the areas located near this boundary are largely urbanized and as a result can sometimes have their geographical identity blurred with the Town of Strathroy. Similar to the wayfinding strategy discussed earlier, the Township could undertake improvements to gateways at strategic areas along the fringes of the Town of Strathroy to reinforce and re-establish the identity of these areas as "Adelaide Metcalfe" communities. Middlesex County has an existing Wayfinding Signage Strategy that targets community identification/entrance signage, and should be used as a resource in developing any specific recommendations or initiatives at the local level for identity improvements.

## 7. Centre Road Corridor Urbanization

The Centre Road Corridor (County Road 81) will see continued mixed-use growth and development over the next decade. The proximity to the Town of Strathroy, access to Highway 402, and potential for full servicing all contribute to this growth potential. At present, the corridor is considerably homogeneous in land use as a highway commercial node and by association is not accommodating to non-vehicle users. There is a lot of potential for mixed-use growth here that could be bolstered by an urbanization strategy that coordinates servicing, land use, recreation, and infrastructure to promote a more inviting, urban environment for future businesses and residents alike. Coordination with Middlesex County will be crucial, given all of the right of ways here are County Roads.

Pending discussion with the Township on the scope of municipal leadership initiatives desired, only preferred recommendations above will be developed as part of the CIP.

## 7.4 General Recommendations

In addition to the financial incentives and municipal leadership initiatives outlined in 7.2 and 7.3, respectively, the following general recommendations have been identified for the Township's consideration. These will not necessarily be dealt with directly in the CIP, but their pursuit will improve outcomes for CIP programming and implementation, assisting with the longer-term success of the plan.

- *Continue working with the Municipality of Strathroy-Caradoc for a cooperative solution to servicing along the Centre Road (County Road 81) Corridor. A sound servicing solution here will open up the corridor to more diverse and dense development options, and will further support the urbanisation of the corridor, helping the non-vehicle user.*
- *Ensure supportive policies for the establishment of Additional Residential Units (ARUs) in accordance with provincial policy and legislation (Section 16.3 of the Planning Act). Appropriate policies should be updated/introduced to the Township's OP and zoning by-law to ensure more attainable housing options can be supported.*
- *Work with the County to explore options for paving shoulders on pre-identified routes throughout the Township to support safer cycling and/or pedestrian use*
- *Consult with the County GIS department to make mapping resources more readily available on the Township's website.*
- *Ensure all community improvement projects (whether supported through a CIP or not) are celebrated on the Township's available channels (i.e. Facebook, or the municipal website). This will help instill a stronger culture of improvement.*

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