

# COUNCIL REPORT

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**Meeting Date:** June 2, 2025  
**Department:** Building, By-law and Planning  
**Report No.:** BBP-2025-49  
**Submitted by:** Tim Williams, Manager of Planning  
**Reviewed By:** Jake DeRidder, Senior Development Coordinator  
**Approved by:** Rob Browning, Chief Administrative Officer

**SUBJECT:** Application for Zoning By-law Amendment (ZBA-19-2024)  
450 Head Street North, Strathroy  
Owner: 2430680 Ontario Ltd. (Tyler Damen)

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**RECOMMENDATION: THAT:** Report BBP-2025-49 regarding rezoning application ZBA 19-2024 for 450 Head Street North be received for information, and further;

**THAT:** rezoning application ZBA 19-2024 for 450 Head Street North be approved, and further;

**THAT:** By-law No. 71-25 be referred to the Consideration of By-laws Section of the Agenda for consideration and approval.

## SUMMARY HIGHLIGHTS

- The application is facilitating the construction of 8 townhouse units.
- The applicant is proposing to rezone from the 'Low Density Residential (R1) Zone' to a site-specific 'Medium Density Residential (R2-32) Zone' to permit 8 units of the multiple unit dwelling type.
- The site-specific 'R2-32 Zone' would recognize the proposed eight (8) dwelling units, whereas 6 dwelling units are permitted.
- This report provides background information and a response to the public meeting's comments from the area community and Council.
- Comments of concern have been received from members of the community. The concerns include: the access point of Abigail Street, the proposed density, not matching the character of the neighbourhood, servicing, and impact on the streetscape.

**BACKGROUND:**

The subject lands are located on the northwest corner of Head Street and Abigail Street and are approximately 2231.7 m<sup>2</sup> (0.55 ac) in size with approximately 36.609 m (120.1 ft) of frontage on Head Street. The Abigail Street frontage is 60.96 m (200 ft). The property contains a single detached dwelling which will be removed.

The subject zone change application proposes to re-zone the lands to be within the 'Medium Density Residential (R2) Zone' this would permit the multiple unit dwellings.

The property is connected to municipal water and sanitary services, and access will be from Abigail Street once the two building blocks are constructed. Both Head and Abigail streets are classified as a 'local road' under the jurisdiction of the Municipality of Strathroy-Caradoc.

Surrounding land uses are predominantly residential in nature and includes primarily singles, with a few semi-detached dwellings in the vicinity.

**POLICY AND REGULATION BACKGROUND AND ANALYSIS:**

The Provincial Planning Statement, Middlesex County Official Plan, and Strathroy-Caradoc Official Plan all encourage intensification in designated settlement areas, provided the development is compatible with the surrounding area and represents an orderly and efficient use of land and infrastructure.

Provincial Planning Statement 2024

The subject lands are located within a 'Settlement Area' according to the 2024 Provincial Planning Statement (PPS).

The PPS encourages lands use patterns with settlement areas that are based on densities, and a mix of land uses that (s.2.2.1):

- Efficiently use land and resources;
- Are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available and avoids the need for their unjustified or uneconomical expansion;
- Provides for a range of uses and opportunities for intensification and redevelopment taking into account existing building stock or areas; and,
- The availability of suitable existing or planned infrastructure.

Section 3.6. provides the hierarchy for sewage and water services and establishes that municipal water and sewage services are the preferred form of servicing for development areas to support protection of the environment and minimize potential risks to human health and safety.

**Comments on Consistency with the Provincial Planning Statement 2024**

- The property is located within a designated 'Settlement Area' which permits residential uses such as multiple unit dwellings.
- The multiple unit dwelling is a higher form of density than a single-detached structure.

- The lots are developed on full municipal services, which is identified as the preferred form of servicing for development areas and makes the most efficient use of existing infrastructure.

Given the above, it is staff's opinion that the Zoning By-law amendment application is consistent with the Provincial Planning Statement.

#### County of Middlesex Official Plan, 2023

The subject lands are located within the Strathroy Settlement Area according to the Middlesex County Official Plan.

Section 2.3 contains the County's growth management framework which directs that the majority of growth is to occur in designated settlement areas. The intent of the growth management framework is to make efficient use of existing infrastructure. The goal of the County Plan is that future development within settlement areas proceed on the basis of full municipal services. The County Official Plan also encourages a wide variety of housing by type, size, and tenure achieved in part by way of intensification and redevelopment of vacant or otherwise underutilized lands.

Section 2.4.5 discusses the servicing hierarchy similar to those discussed in the PPS. Specifically, the County encourages new development to proceed based on full municipal services.

Section 3.2.2 directs that settlement areas shall develop in a manner that is phased, compact, and does not result in a strip pattern of development. Further, development is to complement the positive elements of the existing built form in an effort to preserve the historic character of the area.

Section 4.5.3.3 of the County Official Plan encourages development of a settlement area by plan of subdivision, provided such applications meet both County and local Official Plan policies.

#### **Comments on the Conformity with the County of Middlesex Official Plan**

- As noted above, the properties are within a *settlement area*, are fully serviced and provide for the efficient use of infrastructure and public service facilities.
- The proposal provides for a housing type that is in demand in the community.

Given the above, it is staff's opinion that the Zoning By-law amendment application is consistent with the County Official Plan.

#### Strathroy-Caradoc Official Plan

The subject lands are within the designated Settlement Area of Strathroy. The property is designated 'Residential' on Schedule 'B' of the Official Plan.

The Strathroy-Caradoc Official Plan has also been updated through OPA 14 and received approval from the County in December of 2023. It has been appealed by one party and as such is not in full force and effect. The purpose of Official Plan Amendment 14 is to update the Official Plan to ensure that the land use planning policies are current, reflect Provincial legislation and policy, have regard for matters

of Provincial interest and any guideline documents, are consistent with the Provincial Planning Statement (PPS), and reflect changing community needs for the next 25-years. The changes in OPA 14 reflect the direction of Council so while they are not in force, an additional note relating to each of the policies below has been included to provide detail to some of the changes as a result of OPA 14.

The Strathroy-Caradoc Official Plan states that development is within the 'Residential' designation is primarily used for residential purposes including a range of housing types and densities from single unit dwellings to high-rise apartment buildings (Section 3.3.4.1).

Section 2.4.1 encourages the provision of a wide variety of housing types with greater densities within the settlement area. Residential intensification and redevelopment are encouraged where compatible with existing development and infrastructure is appropriate. OPA 14 further encourages more attainable and affordable housing options.

Section 2.4.6 establishes that residential intensification shall be encouraged in settlement areas where it is complementary to, and compatible with, the nature, scale, design, and general character of neighbouring development, and where municipal services and facilities can accommodate the development. Where residential intensification is proposed, it shall keep with the character of the area and not adversely affect neighbourhood stability. OPA 14 policy continues to support intensification where it is compatible with the surrounding community.

Section 3.2 outlines the goal of maintaining adequate supply of housing, more specifically dwelling types, tenure and affordability. The section also has the objective to maintain the essential qualities of privacy, quiet enjoyment, public health and safety, and land use compatibility in residential areas.

Section 3.3.4 provides policies for lands designated 'Residential' and identifies that primary uses include residential purposes including a range of housing types and densities from single detached dwellings to high-rise apartment buildings. Secondary uses may be permitted that are complementary to, and compatible with the area, serve the neighbourhood needs, and do not detract from the predominantly residential nature, such as neighbourhood parks. OPA 14 expanded this policy to include a need to connect to existing or proposed trail networks and consider climate change mitigation and adaptation. Along with this promoting integration and accessibility of community uses, including parks and open space.

Section 3.3.4.5 further details the policies related to the medium density development: "Medium density development (e.g., walk-up apartments and townhouses) shall be encouraged on lands that have access onto an arterial or collector road. Development on local streets shall be permitted within proximity to intersections with arterial or collector roads and providing vehicular conflicts are minimized. The height, density, arrangement and design of buildings and structures shall complement and not adversely impact neighbouring lower density residential development." OPA 14 now focuses on general development designs regardless of the density, however, it continues to incorporate these items.

Residential intensification within Strathroy is specifically addressed in Section 3.3.4.7, which identifies that residential intensification in existing developed areas is considered desirable to make efficient use of underutilized lands and infrastructure. This is subject to evaluation and conditions, as necessary, to ensure that the development is in keeping with the established residential character and is appropriate in terms of height, lot fabric, building design, dwelling types, and parking, and where appropriate services are available. OPA 14 amended this policy to specifically note that 15% of development in urban settlement areas will occur by way of intensification.

### **Comments on Conformity to the Strathroy-Caradoc Official Plan and OPA 14**

- The lots are located within a settlement area, on lands identified for residential development within the Strathroy-Caradoc Official Plan.
- The lots are fully serviced and provide for the efficient use of infrastructure.
- With respect to the policies of the Official Plan relating to development of residential within Strathroy, the Plan encourages medium density development in the form of multiple unit dwellings.
- As the proposed two multi-unit dwellings are larger but similar in size to the existing dwellings, staff are of the opinion that the structures will be compatible with the area, which is made up of residential dwellings, including several other semi-detached structures and a townhouse building along Head Street.
- The application was evaluated against the in force Official Plan but also reviewed against the adopted but appealed Official Plan Amendment (OPA14) and staff are of the opinion that, while the updated policies are not determinative for the purposes of this application, the proposed rezoning is generally consistent with the updated policies.

Given the above, it is staff's opinion that the Zoning By-law amendment application is consistent with the Strathroy-Caradoc Official Plan.

#### Strathroy-Caradoc Zoning By-law

The property is currently zoned 'Low Density Residential (R1) Zone' according to the Strathroy-Caradoc Zoning By-law.

Section 4.23(1)(20f) requires 1.5 parking spaces per multiple unit dwelling.

The 'R1' zone permits single detached dwellings, secondary suites and Type 1 Group Homes.

The 'Medium Density Residential (R2) zone' permits single detached, semi-detached, townhouse and multi-unit dwellings and the following chart provides a highlight of the development standards:

Provision	R2 Zone (Multi Unit)	Proposed
Permitted Uses -	6 Townhouse/Multiple Unit Dwellings (among other uses)	<b>8 Townhouse/Multiple Unit Dwellings</b>
Minimum Lot Frontage	20 m	36.6 m

Lot Area per unit	130 m <sup>2</sup> (x8) = 1040 m <sup>2</sup>	2231.7 m <sup>2</sup>
Front Yard Setback	5 m	5.01 m
Exterior Yard Setback	5 m	5 m
Interior Yard Setback	2 m	5 m
Rear Yard Setback	8 m	11.17 m
Lot Coverage	40%	26.2%
Landscape Open Space	30%	53.9 %
Parking Coverage	20 %	19.9%
Parking Spaces	1.5 space per unit (1.5 sp * 8 units) = 12 sp	13 spaces
Parking setbacks	2m from side yard	+2 m
Parking Location	Not exterior side yard or front yard	Internal
Outdoor Common Amenity Area	20 m <sup>2</sup> per unit = 160 m <sup>2</sup>	514 m <sup>2</sup>

### Comments on Amendments to the Strathroy-Caradoc Zoning By-law

- Staff are of the opinion that the rezoning from 'R1' to a 'R2' is appropriate to recognize the proposed multiple unit dwellings, which are not permitted in the 'R1' zone.
- The rezoning will include on site-specific amendment to address the number of units which is designed to have 4 units in each building (total of 8 units).
- The lot comply with the other 'R2' zone provisions for additional setbacks, height, lot area and lot coverage.

### CONSULTATION:

#### Statutory Public Meeting

The application has been circulated to agencies and the public in accordance with the requirements of the Planning Act. This included the circulation of the Notice of Public meeting to property owners within 120 metres of the subject application on February 24, 2025. The public meeting was held on March 17, 2025. The following comments/concerns have been raised by the public.

1. This area of Strathroy has a number of planned developments which place demand on services and amenity in the area.
2. The proposal will out of scale and character of the neighbourhood.
3. The streetscape will be impacted by the development.
4. The driveway is accessing Abigail Street rather than Head Street. The position of the resident was that this driveway should access Head Street.
5. Increases to traffic.
6. The barrier/buffer to the west/rear lot what will be provided as mitigation.

The attachments include the submission made by the applicant with respond to these comments. Staff would also add the following:

1. Each individual development is separately evaluated for services and also evaluated on a combined basis to ensure capacity for the existing as well as other proposed developments.
2. This property is proposing residential which is the predominant use in the area. The uses will be compatible which is the test that planning staff use for evaluation.
3. The streetscape will continue to have buildings that are setback the required dimension in the zoning by-law. The images of the proposed built form show a similar design to the area.
4. The proposed access has been designed to permit forward in and out access on to the lower order road which has been designed for this capacity. Best practice is to limit the access points on major collectors as proposed in this case.
5. There is expected to be an increase in daily trips from this site however both Abigail and Head Streets have capacity for this development.
6. The applicant has confirmed that they will install a fence as well as landscaping features as a visual and sound break between this proposal and the adjacent dwelling.

It is noted that staff were provided with a copy of a restrictive covenants document for the Abigail Street subdivision. This restricted the development of the lots within the subdivision however this parcel is not part of the subdivision and secondly the restrictions ran from 20 years from March 31, 1999, so they have now expired.

The following Department and Agency Comments were received:

Engineering and Public Works have advised that the development is not required to go through site plan as its less than 10 dwelling units, but it will be required to go through the site alteration process where engineering staff will review the servicing, grading and stormwater design of the site in more detail. *This can be done after a Council decision on the rezoning.*

St. Clair Region Conservation Authority have advised no portion of the subject property is regulated by the Conservation Authority under Ontario Regulation 41/24. As such SCRCA has no comments regarding the zoning by-law amendment application.

Canada Post has advised that they have reviewed the proposal for the above noted Development Application and has determined that the project adheres to the multi-unit policy and will be serviced by developer/owner installed Lock Box Assembly.

Bluewater Recycling Association has advised that they have no comments at this time.

Building Department has advised that all buildings require adequate water supply for firefighting; it is recommended that this be reviewed when considering the site and access design. Building permits are required. At the permit application stage, please reach out to the building department for application submission requirements.

Safety and Standards Officer has advised that after reviewing the application and the drawings attached to this application that the existing address of 450 Head Street be eliminated and removed from the

County mapping system and any other regular application attached to that 911 property address and 2 new municipal 911 property addresses be proposed for the development, one for each new building that will be housing 4 units per building and that is sequential in existing 911 addressing for Abigail Street. The two proposed 911 property addresses are to be submitted to the Municipality of Strathroy-Caradoc in consultation with the County of Middlesex for approval. If the two proposed 911 property addresses are approved, they are to be posted temporarily and permanently to municipal standards during all stages of construction so they are maintained, visible and unobstructed so emergency responders can easily identify the municipal 911 property address when responding from either direction from the road allowance on Abigail Street. That proposed unit numbering for each building is to be submitted to the Municipality of Strathroy-Caradoc in consultation with the County of Middlesex for approval. If approved the unit numbers when the construction is to a point where they can be installed temporarily and permanently during certain stages of construction shall be maintained, visible and unobstructed so emergency responders can easily identify the unit numbers when entering the interior of the building. That way finding signs be installed in the interior of each entrance to each building housing the 4 units indicating unit locations. The wayfinding sign design is to be submitted to the Municipality of Strathroy-Caradoc in consultation with the County of Middlesex for approval before installing. That 911 infrastructure be in place prior to final occupancy being approved. That all 911 municipal addressing and unit numbering be in place permanently before final occupancy is approved.

#### **FINANCIAL IMPLICATIONS:**

This application would have a positive impact on assessment growth and tax revenues. The amount of growth is dependent on the assessed value of the dwellings on the properties which review is completed by the Municipal Property Assessment Corporation (MPAC). Financial services will work with Planning Staff to collect any required security deposits / bonds related to the potential development.

The Municipality will also receive Development Charges as per the most recent Development Charge By-law and subsequent indexing / phasing. This would be offset by increased costs associated with maintaining any new assets assumed. Upon building permit issuance, Finance will help calculate the development charges, subject to any credits or exemptions, if they arise at that time.

The Municipality will also receive building permit fees as per the most recent Building Fees and Charges By-law. The amount of building permit fees collected will be determined upon the refinement of the building plans during preparation of the permit application.

As this development will remain under private ownership, the Municipality will not assume the internal streets and infrastructure.

#### **STRATEGIC PLAN ALIGNMENT:**

This matter is in accord with the following strategic priorities:

**Economic Development, Industry and Jobs:** Strathroy-Caradoc will have a diverse tax base and be a place that offers a variety of economic opportunities to current and prospective residents and businesses.



**Managing the Challenges of Growth for the Municipal Organization:** Strathroy-Caradoc will be an inclusive community where growth is managed to accommodate a range of needs and optimize municipal resources. We are committed to maintaining operational efficiency and economies of scale through these times of change.

**SUMMARY:**

In summary, staff are supportive of the proposed rezoning as it is considered to be consistent with the Provincial Planning Statement 2024; conforms to the Official Plans of both the County of Middlesex and the Municipality of Strathroy-Caradoc; and represents sound land use planning.

A by-law has been drafted to implement this proposed development and is on this same Council agenda.

**ALTERNATIVE(S) TO THE RECOMMENDATION:**

Planning Staff have provided their recommendations, however there are alternative options to this recommendation:

1. THAT: the subject report BBP-2025-23 for ZBA 19-2024 be received for information and the application for Zoning By-law Amendment be deferred sine die.;
2. THAT: the subject report BBP-2025-23 for ZBA 19-2024 be received for information and the application for Zoning By-law Amendment be denied with reasons *Council direction*; OR
3. THAT: the subject report BBP-2025-23 for ZBA 19-2024 be received for information.  
AND THAT: Council provide alternate direction.

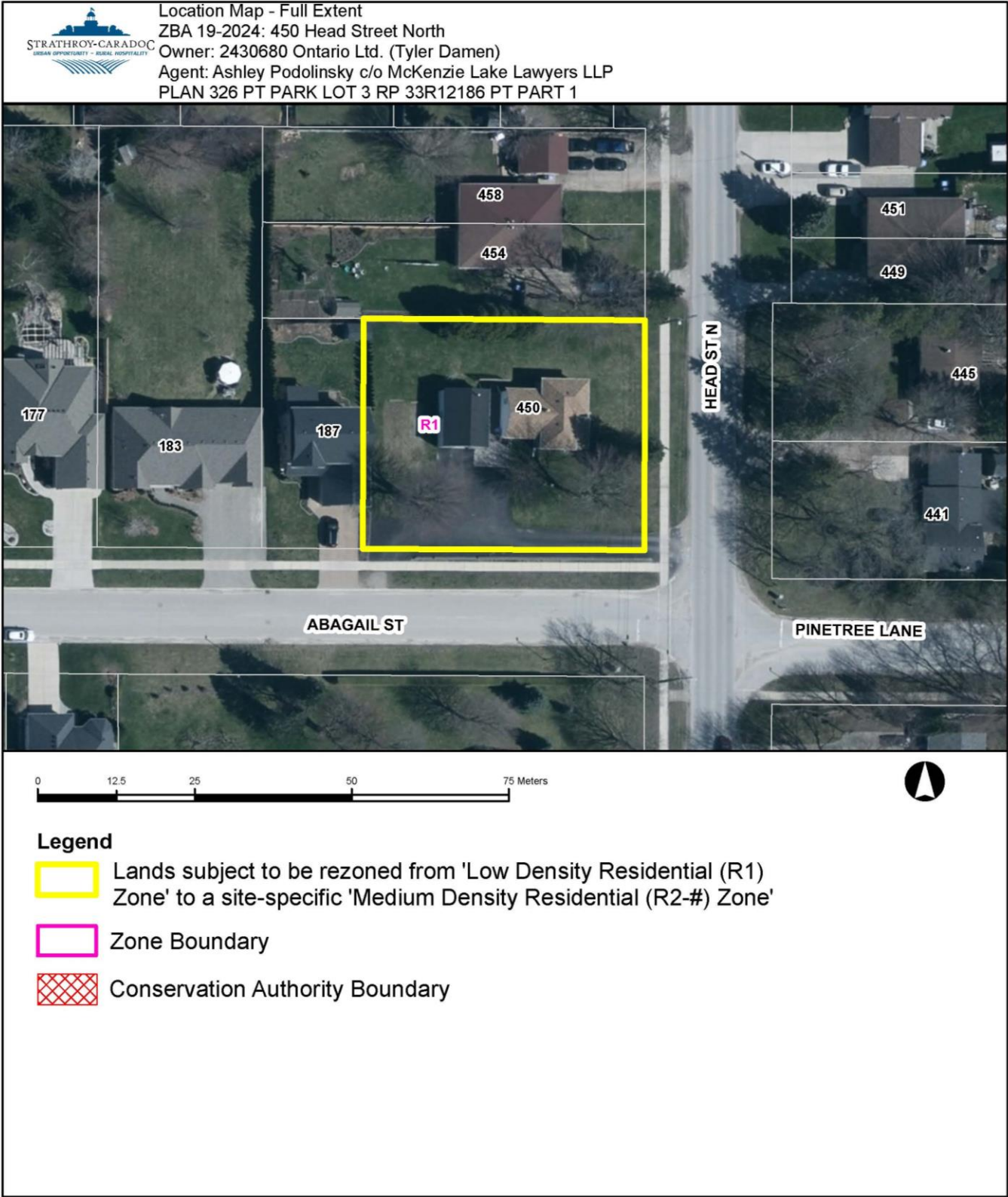
**ATTACHMENTS:**

Location Map

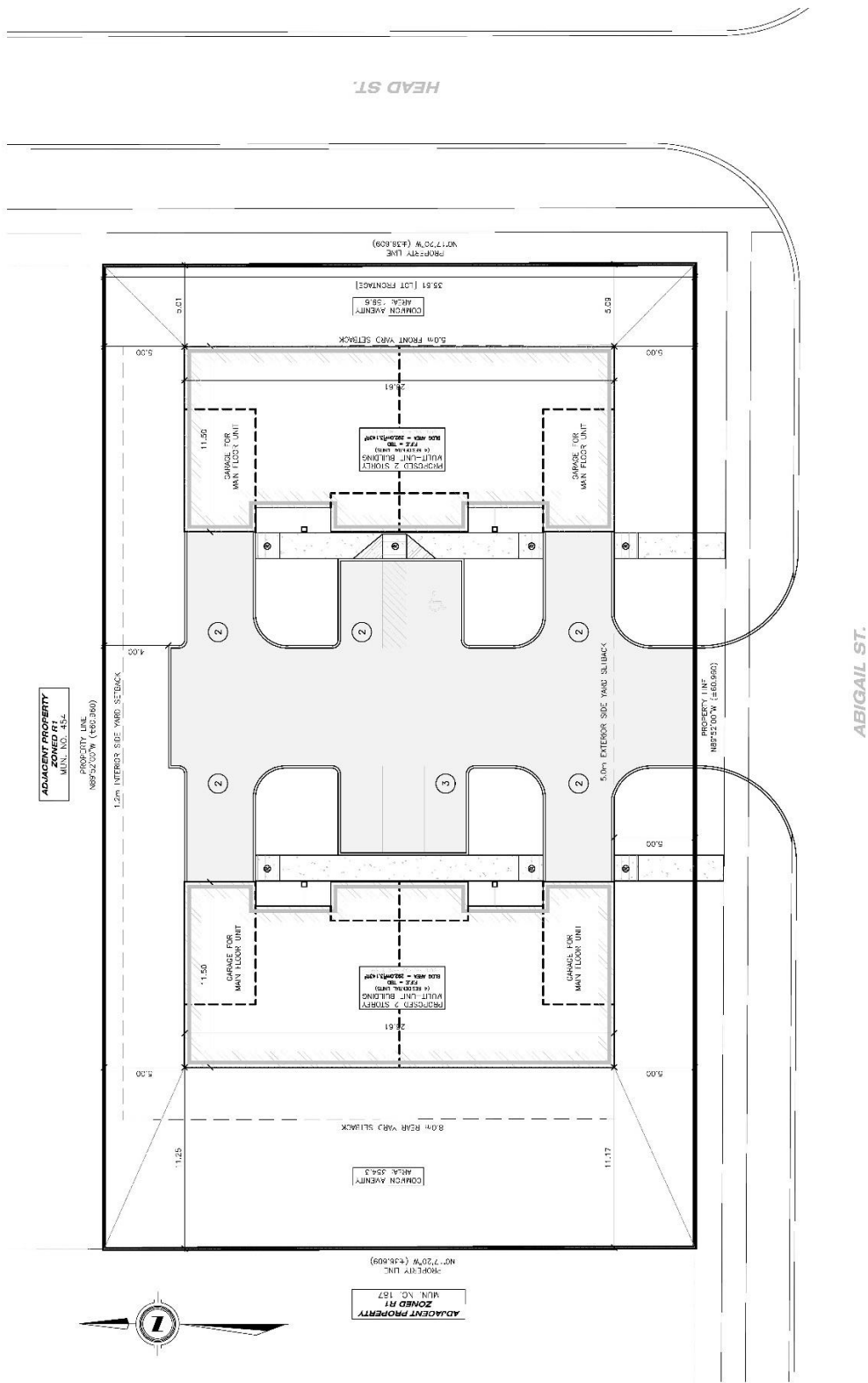
Site Plan

Applicant's Response to Comments dated April 17, 2025

Location Map



Site Plan



## Applicant's Response to Comments dated April 17, 2025



### MCKENZIE LAKE

LAWYERS

Please send reply to: Jonathon Barnett  
jon.barnett@mckenzielake.com  
Telephone: 519.672.5666 Ext. 7270  
Our File No. 32764-116716

April 17, 2025

#### Sent by E-mail

Municipality of Strathroy-Caradoc  
52 Frank Street  
Strathroy, ON N7G 2R4  
Attention: Tim Williams

Dear Mr. Williams:

**Re: 450 Head Street, Strathroy  
Zoning Amendment Application  
Your File No. ZBA 19-2024**

We are writing further to the public meeting held on March 17, 2025, to address the comments raised by council and the public in connection with this application. Generally, the applicant is looking to build an attractive multi-unit building in the Mansard style that fits in with the surrounding properties. The first floor will be bricked, and the second floor contained within the roof. Garages will be located at the front of the four lower units. As a Strathroy native, the applicant is dedicated to creating a legacy project that will improve the look and character of this corner. It is the intention of the applicant to design a building based on the following sample elevations:



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Below is a summary of the comments from the meeting and the applicant's responses.

Name	Comment	Response
Peter and Grace 187 Abigail Street	Concerned about development as they live next door. Would like to see elevations. Will there be a fence, landscaping or other barrier?  General concern re increased traffic and fit of these types of units in this area.	Will install a fence along this property as well as landscaping features for visual appeal. Will be addressed in site alteration agreement.  The increase in traffic from these units will be minimal, with an estimated one vehicle per unit. There is visitor parking on-site so as not to interfere with parking on Abigail. The units fit in with the general streetscape on Head Street.
Mark and Nancy Walters	Over 300 units being developed in North East Strathroy, including apartment building, Darcy	Applicant has completed a servicing feasibility study and confirmed sufficient capacity for this development. The

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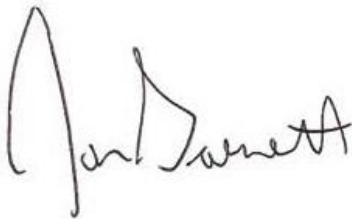
	<p>Street Condos and this development. Concerns:</p> <ul style="list-style-type: none"> <li>- Infrastructure, including sewers, traffic, sidewalks, parking, bike paths.</li> <li>- Greenspace</li> <li>- Precedent Setting</li> <li>- Mentioned Restrictive Covenants like what is registered against properties on Abigail.</li> </ul>	<p>additional units will not create a significant increase in traffic. All parking will be onsite.</p> <p>Greenspace is available at the North Meadows Public School, Alexandria Park and Mill Pond Conservation Area.</p> <p>The precedent has already been set, and this property is situated on an appropriate corner for a redevelopment of this nature.</p> <p>There are no restrictive covenants registered on this property similar to what is registered on the other houses on Abigail.</p>
Beth Hunt, Bill Wells, Rick Shoeless, Kevin Dejeu	Did not speak or reiterated comments from previous members of the public.	Responses above
Thomas Risley 364 Darcy Drive	Concerns over density and access of Abigail.	<p>Intensification is in line with provincial Planning Statement and objective of adding units to the available supply in the Municipality.</p> <p>Municipal staff prefer driveways off of feeder streets instead of collector and arterial roads, which this proposed development embraces.</p>
Councillor Pelkman	Would have like to see elevations. Would like to see fence and trees added to property.	<p>Design idea pictures are posted at the beginning of this letter.</p> <p>Fence and landscaping will be added to property.</p>

Councillor Brennan	Consider no parking zones along Abigail.	Will leave this to Municipal staff to address if an issue in the future. There is sufficient parking on-site to comply with zoning bylaw requirements for the R2 zone.
Unknown Member of Public that lives on East side of Head Street	Significant concerns with sewer and stormwater management, highlighting his past experience.	The gentleman's comments are highlighting his own experience and a longstanding issue with his own property. This development will not affect the issues he has been having.

We believe all of the comments raised are significantly addressed by this letter and in our initial application for a zoning amendment. If there are any additional concerns that arise after the application is approved, Mr. Damen would be happy to address them. He is not only concerned with developing this property, but ensuring it is a well integrated part of the community.

Yours truly,

McKenzie Lake Lawyers LLP



Per:  
Jonathon Barnett  
JB/an