

COUNCIL REPORT

Meeting Date: September 2, 2025
Department: Building, By-law and Planning
Report No.: BBP-2025-78
Submitted by: Tim Williams, Manager of Planning
Reviewed By: Jake DeRidder, Manager of Growth & Development
Approved by: Rob Browning, Chief Administrative Officer

SUBJECT: Application for Zoning By-law Amendment (ZBA-13-2025)
106 Front Street West, Strathroy
Owner: 1001172316 Ontario Inc. (c/o Kevin Vanderveen)

RECOMMENDATION: THAT: rezoning application ZBA 13-2025 for 106 Front Street be approved, and further;

THAT: A By-law not be brought forward until the Consent Application appeal has concluded at which time, if approved, a zoning by-law amendment can be forwarded to the Clerk for inclusion of this on the Agenda for consideration and approval.

SUMMARY HIGHLIGHTS

- The application is facilitating the construction of 6 townhouse units and recognizing lot area and frontage deficiencies as a result of a Consent to split the lot.
- The applicant is proposing to rezone from the 'Low Density Residential (R1) Zone' to a site-specific 'Medium Density Residential (R2-#) Zone' to permit six (6) townhouse units.
- The site-specific 'R2-# Zone' would recognize on the severed parcel:
 - Lot frontage of 11 m whereas; the by-law requires 20.0 m lot frontage;
 - Lot area of 654.5 m² whereas; the by-law requires 780 m²;
 - Side yard encroachment of 0.95 m and 0.86 m whereas; the minimum setback from the property for a stair encroachment is 1.2 m;
 - Bay window encroachment proposal is 0.15 m for 3.35m wide window whereas the by-law permits 1 m encroachment for a 3m wide window;
 - Landscape coverage minimum of 28.4% whereas the by-law requires a minimum of 30% landscape coverage;
 - Building Depth projection of 12.24 beyond the east side and 14.5 m beyond the

west side is proposed whereas; the maximum projection shall extend no further than 1m greater than the side walls of the adjacent dwellings;

- **Building Height is proposed to be 8.43 m (32.45 ft) whereas the building is to be not more than 2 m greater than the average height of the existing adjacent dwellings being ~ 4.5 m (15ft) so total maximum height of 6.5 m is permitted.**
- **The site-specific 'R2-# Zone' would recognize on the retained parcel:**
 - **Lot frontage of 11.55m whereas the by-law requires 12 m.**
- **This report provides background policy information and analysis.**
- **Comments of concern have been received from members of the community as well as comments from the Committee of Adjustment during the consent process which include: the access point from Calendar Lane, the proposed density, not matching the character of the neighbourhood, servicing, and impact on the streetscape.**

BACKGROUND:

The subject property is a through lot, located south of Front Street West, west of Thomas Street in Strathroy (see Location Map). The lands are approximately 1,083.7 m² (11,664.8 ft²) in size, with approximately 22.55 m (74 ft) of frontage along Front Street West and 22.8 m (74.8 ft) of frontage along Calendar Lane. The property contains a single detached dwelling which will remain.

The property is connected to municipal water and sanitary services, and access will be from Calendar Lane. Both Front Street and Calendar Lane are classified as a 'local road' under the jurisdiction of the Municipality of Strathroy-Caradoc.

Surrounding land uses are predominantly residential in nature to the north, south and west and includes primarily singles, with a few semi-detached and other multiple unit dwellings in the vicinity.

The proposal includes the severance of the property to separate the existing home from the vacant lands to the west. The lands to be retained are approximately 429.2 m² (4,620 ft²) in size, with 11.55 m (37.9 ft) of frontage along Front Street West and 4 m (13.1 ft) of frontage along Calendar Lane, containing an existing single detached dwelling on full municipal services and an accessory shed (both structures are not proposed to be demolished/removed). The applicant proposal to sever a new residential lot that is approximately 654.5 m² (7,045 ft²) in size, with 11 m (36 ft) of frontage along Front Street West and 18.8 m (61.7 ft) of frontage along Calendar Lane. This application was heard by the Committee of Adjustment on August 8, 2025. The Committee refused this severance application.

Proposal

The existing dwelling is approximately 117.8 m² (1,268 ft²) in size and the shed is approximately 13.6 m² (146 ft²), for a total lot coverage of 30.6%, which is under the 40% maximum permitted in the Zoning By-law. The retained lot is proposed to be rezoned to the 'Medium Density Residential (R2) Zone' and will require a site-specific zoning by-law amendment to recognize the reduced lot frontage and reduced parking spaces.

The applicant has also provided a conceptual site plan which shows the buildable area of the new lot. The proposed two-storey (plus basement) six-unit building is approximately 192.4 m² (2,071 ft²) in size, for a total lot coverage of 29.4% which is under the 40% maximum permitted in the Zoning By-law. The proposed severed lot is proposed to be rezoned to the 'Medium Density Residential (R2) Zone' and will require a site-specific zoning by-law amendment to recognize the reduced lot frontage, reduced minimum lot area, reduced parking spaces, and the encroachment of bay windows and stairs into the interior side yards.

Front Street West is classified as a 'primary collector road' and Calendar Lane is classified as a 'local road' under the jurisdiction of the Municipality of Strathroy-Caradoc. Surrounding land uses are a mix of low and medium density residential.

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.

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 permit 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.

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 (Multiple Unit Building) | Retained (single detached) |
|------------------|--|--|-----------------------------------|
| Permitted Uses - | 6 Townhouse/Multiple Unit Dwellings and Single | 6 Townhouse/Multiple Unit Dwellings | Single Detached |

| | | | |
|-------------------------------------|---|--|---|
| | Detached (among other uses) | | |
| Minimum Lot Frontage | Multiple Unit 20 m Single Detached 12 m | 11 m | 11.55 m |
| Lot Area per unit | 130 m ² (x6) = 780 m ² 350 m ² (single) | 654.5 m² | 429.191 m ² |
| Front Yard Setback | Min 4.61m and Max 5.61m (average of the 5 dwellings adjacent) | 5 m | Existing (4.61m) |
| Interior Side Yard Setback | Multiple Unit 2 m Single Detached 1.2 m | 2 m | 1.2 m / 2.07m |
| Side Yard Encroachment | 1.2m (setback from lot line) | 0.95 m / 0.86m | N/A |
| | 3.0 (Bay window width) | 3.35 m | N/A |
| Rear Yard Setback | Multiple Unit 8 m Single Detached 8 m | 12.4 m | +26 m |
| Infill – Building Depth | Permitted projection 1m | East side projection 12.2m West side projection 14.5m | N/A |
| Height | Average of adjacent 4.5m so maximum 6.5 m | 8.43 m | Existing / N/A |
| Lot Coverage | 40% | 26.8% | 27.4% (117.8/ 429.191m ²) |
| Landscape Open Space | 30% | 28.4% | Min 54% |
| Parking Coverage | 20 % | 18% | ~15% |
| Parking Spaces | 1.5 space per unit (1.5 sp * 6 units) = 9 sp | 8 spaces | Single detached required and provided = 3 |
| Parking in front yard | Not permitted | Proposed in the rear yard | N/A |
| Parking Size Perpendicular Parallel | 2.6m by 5.4 m (7.3m aisle) 2.6m by 6.5 m (3.0m aisle) | 2.6m by 5.4 m (7.09m aisle) 2.6m by 6.5 m (3.0m aisle) | 2.6m by 5.4 m |
| Outdoor Common Amenity Area | 20 m ² per unit = 120 m ² | ~200 m ² | N/A |

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 a site-specific amendment to address a number of details on the severed lot, including lot area, lot frontage, side yard encroachments, landscape coverage, building projection, height and parking (noted in the chart above). The development standards in the R2 zone are designed for a wider lot and as such the proposed building has been stretched in depth in order to provide the needed floor area per unit. The narrower lot is connected to the lot frontage, and side yard encroachments as well as the building depth extension deficiencies.
- Staff have reviewed the proposed deficiencies and find that they are in line with a property that is one block away from the Downtown of Strathroy. The building depth is one area that has been reviewed with some concern given the limited depth of the adjacent dwellings and the limited opportunity to screen the development. The proposal includes a plan that shows two living rooms and a number of bedrooms that will overlook the backyard to the west (as well as to the east).
- The lot complies with the other 'R2' zone provisions for additional setbacks 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 August 12, 2025. The public meeting is scheduled for September 2, 2025. The proposal was the subject of a consent application and the public meeting, the following comments/concerns have been raised by the public.

1. Not enough onsite parking and the on-street parking is regularly occupied
2. Calendar Lane is narrow and as such this section of the lane would be more appropriate as a single lane rather than two-way lanes.
3. The stormwater management in this area is problematic and this will increase coverage and in turn increase this problem.
4. The proposal will out of scale and character of the neighbourhood.
5. The streetscape will be impacted by the development.
6. Increases to traffic.
7. The parking configuration is impractical.
8. Too much density (number of units is too great).

Following the consent application public meeting in July, the applicant changed the development proposal to address the character of development concern. They also revised the plan to widen the retained parcel access to Calendar Lane to address the turning radius to and from the lane from the driveway (increased from 3m to 4.5m).

The attachments to this item on the agenda include the submission made by the applicant to the Committee of Adjustment as includes details as to how they have changed the plan to address the character of the area. 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, engineering staff have not identified and capacity issue.
2. This property is proposing residential which is the predominant use in the area. The use 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 (Calendar Lane). Best practice is to limit the access points on Front Street to reduce the impact of driveways on this streetscape.
5. This proposal will increase the number of daily trips from this property however the engineering department has not identified a capacity issue for Calendar Lane.

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 has reviewed the subject property and has no concerns with the proposed application.

Middlesex County Safety and Standards Officer noted the following:

1. That the lands to be retained, retain the existing 911 property address of 106 Front Street. The property owner is to ensure the 911 property address of 106 is posted to municipal standards so it is maintained, visible and unobstructed so emergency responders can easily identify the 911 property address when responding from either direction from the Front Street road allowance.
2. That the lands to be severed have a proposed 911 property address that is sequential in existing 911 addressing for Front St and be submitted to the Municipality of Strathroy-Caradoc in consultation with the County of Middlesex for approval.
3. If the proposed 911 address is approved for the lands to be severed the 911 property address be posted to municipal standards temporarily and permanently during all stages of construction and be maintained, visible and unobstructed so emergency responders can easily identify the 911 property address when responding from either direction from the Front Street road allowance. The permanent 911 property address is to be located on the face of the building.
4. That the six proposed units for the lands to be severed have individual unit numbers and the numbering pattern be submitted to the Municipality of Strathroy-Caradoc in consultation with the County of Middlesex for approval.

5. The approved unit numbers are to be posted in the same location on or in the immediate area of the main entrance to each unit and shall be maintained, visible and unobstructed so emergency service responders can easily identify the unit number when entering the lands to be severed.
6. The unit numbers shall be posted similar to this example 1-New proposed 911 property address. (1-110) Further discussion can be held with the Officer on this comment.

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. However given the Consent Application has been refused and appealed, it would be premature to approve a zoning by-law amendment until a decision on the Consent Application decision.

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-** for ZBA 13-2025 be received for information and the application for Zoning By-law Amendment be deferred sine die.;
2. THAT: the subject report BBP-2025-** for ZBA 13-2025 be received for information and the application for Zoning By-law Amendment be denied with reasons *Requires Council direction*;
OR
3. THAT: the subject report BBP-2025-** for ZBA 13-2025 be received for information.
AND THAT: Council to approve the zoning by-law amendment application and direct staff to bring forward a draft zoning by-law amendment to Council's September 15, 2025, meeting.
4. THAT: the subject report BBP-2025-* for ZBA 13-2025 be received for information.
AND THAT: Council provide alternate direction.

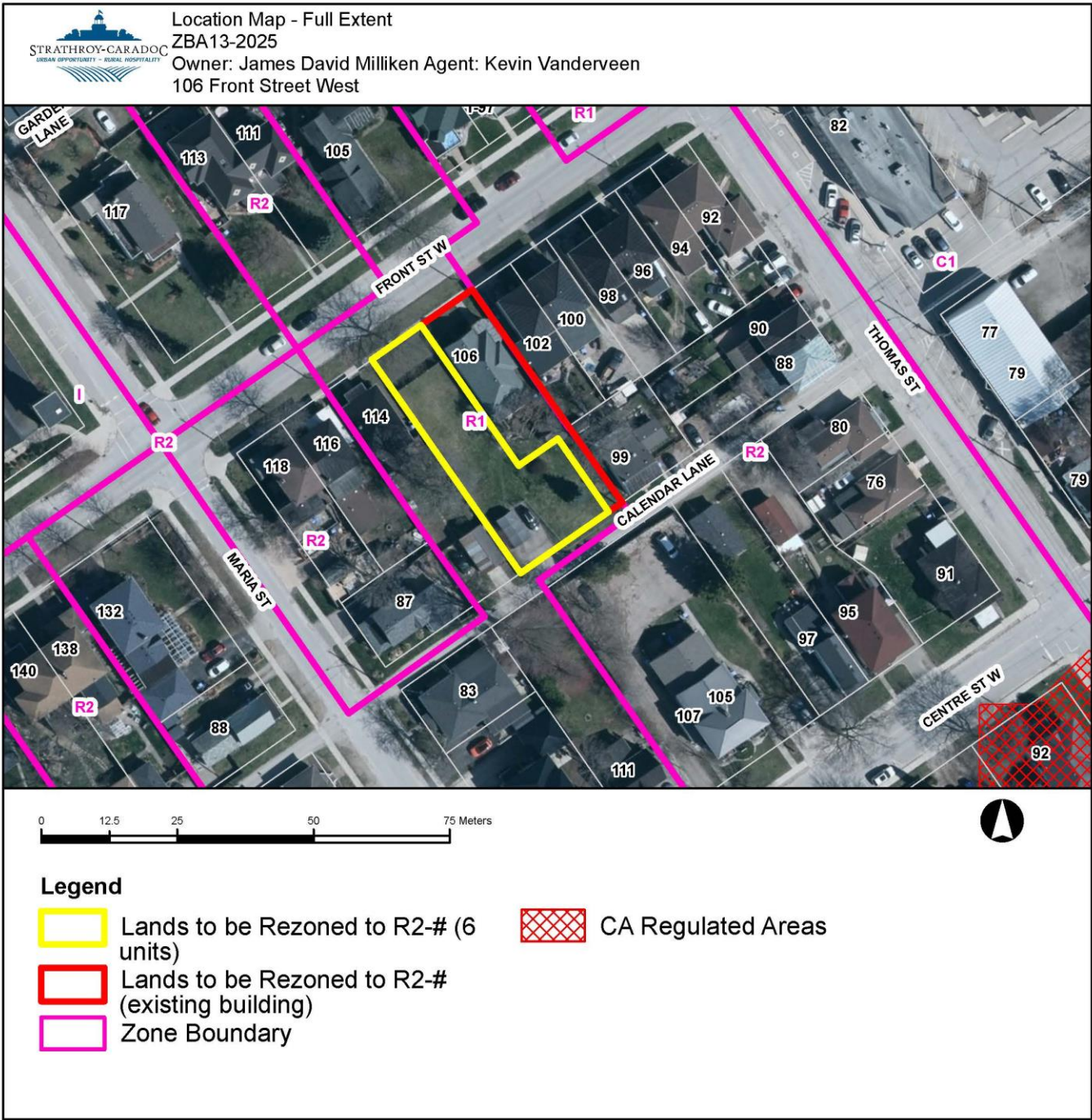
ATTACHMENTS:

Location Map

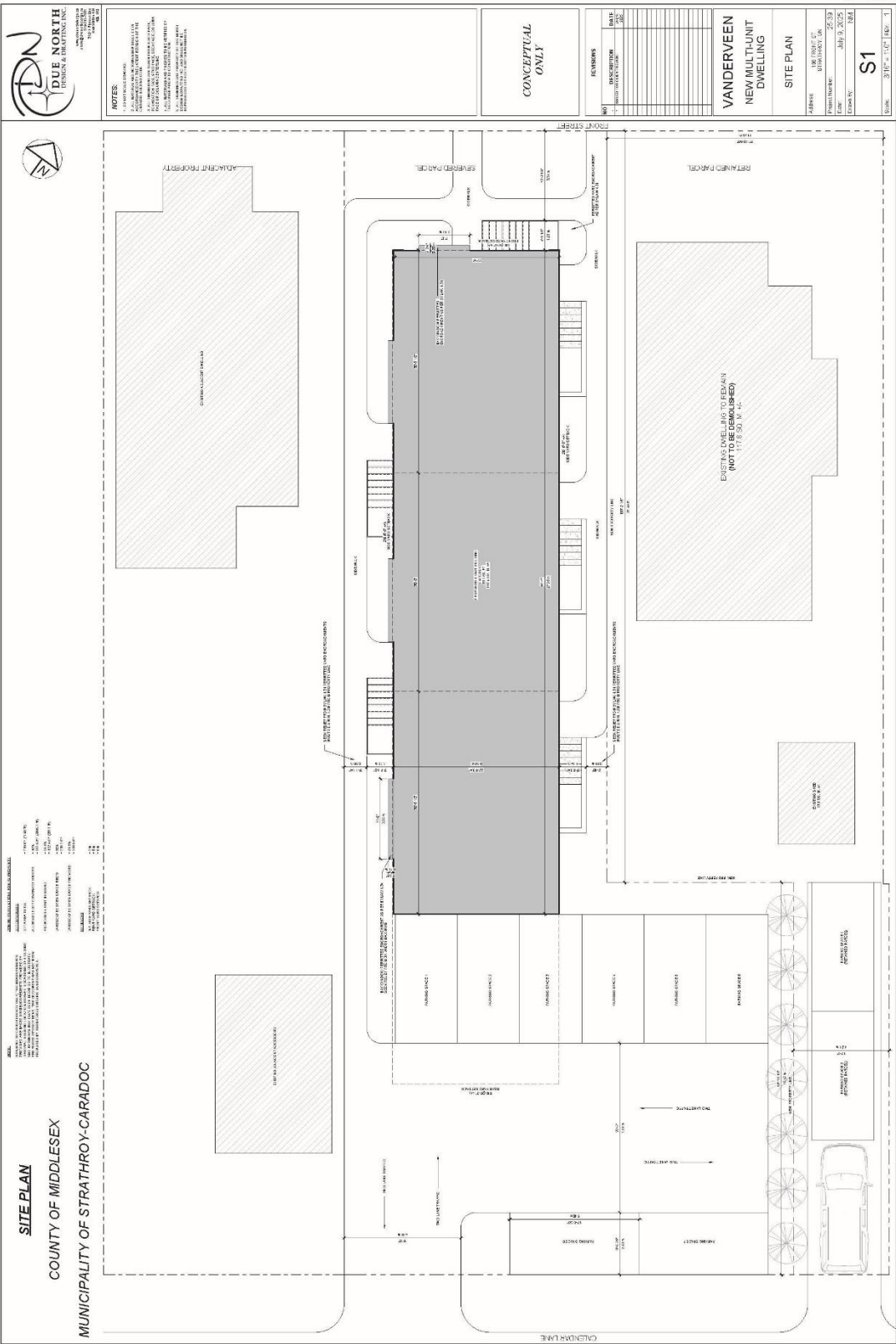
Site Plan

Applicant's Response to Comments dated July 18, 2025

Location Map



Site Plan



Applicant's Response to Comments dated April 17, 2025

Re: Updated Concept Design – 106 Front Street West, Strathroy

As part of our revised submission for the consent application at 106 Front Street West, we have taken additional steps to address both public feedback and Committee comments regarding the proposed building design. While architectural details are not under review as part of the consent application, we recognize the importance of demonstrating how new development can complement and respect the character of the existing neighbourhood.

The following revisions have been made to the concept design:

- **Heritage Character:** The updated concept incorporates a gable roofline and simplified massing that reflect the traditional built form of nearby homes.
- **Material Selection:** The building will feature yellow brick with custom masonry detailing to align with the colour and texture of surrounding heritage buildings.
- **Window Treatments:** Thick windowsills and traditional white framing have been added to reflect the architectural rhythm of existing streetscape elements.
- **Façade Design:** The front façade has been revised to include architectural elements that contribute to the traditional character of the street and help the building blend into its context.
- **Staircase & Railings:** The front stairs and railings have been revised to match designs commonly found on neighbouring properties.

We recognize that the majority of concerns raised at the initial public meeting were related to the building's appearance, massing and function, rather than the consent application itself. Nevertheless, we have taken those concerns seriously and have adjusted the design to better reflect the surrounding context and respond constructively to the feedback received.

A supplementary sheet with reference images has also been submitted, illustrating how key elements of the revised design are informed by nearby properties.

We look forward to continuing this conversation and further discussing how the proposed building fits within the neighbourhood during the upcoming zoning by-law amendment process.



Kevin Vanderveen

Neighbourhood Material Selection and Design Reference:

111 - 113 Front St: Brick colour, thick window sil, brick detail



93 Front St: Brick colour, brick detail, window sil, upper front gable pitch and detail, white window frames, white railings with traditional spindles



92 - 102 Front St: Two storey row housing, shallow set backs, narrow frontage, R2 – medium density residential zoning



Nearby Front St intersection: Entrance to downtown core, Two storey dense commercial and multi-use buildings, shallow set backs, C1 – Commercial zoning



Neighbourhood Massing References:

97-99 Front St: Raised two and half storey with large pitch front gable accross the street from subject property, R2 – medium density residential zoning



131 Front St: Large Institutional massing near subject property, I – Institutional zoning



92 Front St:

Brick colour, architectural corbel details, sage green paint selections



139 North St:

Brick colour and detail, white window frames, gable pitch, sage green paint selections



Neighbourhood Reference Map:

