

Meeting Date: October 6, 2025
Department: Building, By-law and Planning
Report No.: BBP-2025-90
Submitted by: Tim Williams, Manager of Planning, County of Middlesex
Reviewed by: Jake DeRidder, Manager of Growth & Development
Approved by: Rob Browning, Chief Administrative Officer

SUBJECT: Application for Zoning By-law Amendment (ZBA-15-2025)
25 Head Street, Strathroy
Owner: Kent Bakker c/o SBM Ltd

RECOMMENDATION: THAT: Report BBP-2025-90 regarding rezoning application ZBA 15-2024 for 25 Head Street, Strathroy, be received for information.

SUMMARY HIGHLIGHTS

- This is an information report that provides background for the statutory public meeting and seeks comments from the public and Council. The proposal may then be amended to address comments before a planning evaluation report is presented to Council.
- The application is facilitating the construction of a 6-unit townhouse with parking along a one-way driveway that connects from Head Street to Mill Lane.
- The applicant is proposing to amend the current 'Low Density Residential (R1) zone' to 'Medium Density (R2) zone'.
- The site-specific 'R2-# Zone' proposes to include the existing lot frontage of 18.01m whereas the requirement is 20 metre and the maximum parking coverage of 37.1% whereas maximum of 20% is permitted.

BACKGROUND AND PROPOSAL:

The subject lands are located north of Metcalfe Street East with an 18.59 m lot frontage on the east side of Head Street. The property is a through lot with 18.01 m frontage on Mill Lane as well. The property is approximately 1,307 m² (14,068 ft²) in size. The property contains a single detached dwelling and a carport.

The subject zone change application proposes to rezone the property from Low Density Residential (R1) zone to Medium Density Residential (R2) zone. The Medium Density Residential (R2) zone

permits a range of dwelling types from single detached to multiple dwelling units with up to 6 units and this includes townhouses (6 dwellings).

The property is connected to municipal water and sanitary services, and access is currently from Head Street. Head Street and Mill Lane are classified as a 'local road' under the jurisdiction of the Municipality of Strathroy-Caradoc.

The subject property is outside the Conservation Authority's Regulated Area.

Surrounding land uses are varied with residential, to the west (opposite side of Head Street) is a place of worship. Further north along Head Street is an elementary school and a retail plaza.

The applicant is proposing to redevelop the site by removing the existing dwelling and replacing it with a two-storey townhouse building with 6 dwellings with 10 parking spaces.

POLICY AND REGULATION BACKGROUND:

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 land 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 considering existing building stock or areas; and,
- The availability of suitable existing or planned infrastructure.

Section 2.3.1.1 indicates that Settlement areas should be the focus of growth and development. Within settlement area, growth should be focused on.

Section 2.3.1.2 outlines the need for settlement areas should be based on densities and a mix of land uses which efficiently use land and resources as well as optimize existing and planned *infrastructure* and *public service facilities*;

Section 2.9.1 municipalities should plan to reduce greenhouse gas emissions.

Section 3.1.1 Infrastructure and public service facilities shall be provided in an efficient manner while accommodating projected needs. Further that they are financially viable over their life cycle, leverage the capacity of development proponents, and are available to meet current and projected needs.

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.

Section 3.9.1. directs that healthy, active communities should be promoted by planning public streets, spaces, and facilities to be safe and meet the needs of pedestrians, fosters social interaction, and facilities active transportation and community connectivity, and further, by planning and providing a full range and equitable distribution of publicly accessible built and natural heritage settings for recreation such as parklands, public spaces, open spaces, and trails and linkages.

County of Middlesex Official Plan, 2023

The subject lands are designated 'Settlement Areas (Urban and Community)' according to *Schedule A: Land Use*, as contained within the County of Middlesex Official Plan.

The County Official Plan provides a regional policy framework within which development proposals are to be evaluated. This is detailed in Section 1.3 of the County Official Plan by outlining that the County Official Plan does not address in any detail those planning matters that can better be dealt with by the local municipalities.

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 2.3.4 of the County Official Plan states that economic development is an important component of the County's Growth Management policy framework and that many long-term goals and objectives depend on economic activity and the opportunity for residents to live and work in Middlesex County. The County consequently encourages diversity in its economic base.

Section 2.3.7 of the Middlesex County Official Plan identifies that the County encourages a wide variety of housing by type, size, and tenure to meet projected demographic needs and market requirements of current and future residents of the County, and further, that the County will support intensification and redevelopment within settlement areas where an appropriate level of services are, or will be, available to service the lands, and further, that 15 percent of all development occur by intensification and redevelopment.

Section 2.4.2.2 of the MCOP indicates in subsection f) that the development should encourage safe, convenient, and visually appealing pedestrian and cycling infrastructure for all ages and abilities. Subsection g) limits direct vehicular access to County Roads where access is available by a local road. Section h) and i) identifies the need for an engineer's report for developments that are likely to generate traffic and any improvements be paid for by the developer. Subsection l) requires that all new residential developments provide a minimum of two access points to the existing road network.

Exceptions to this policy shall be considered if the proposed street pattern is approved by the local Municipality, emergency service provider(s), and the County Engineer.

Section 2.4.2.4 of the MCOP indicates that setback of buildings should be as stipulated in the local zoning by-law when within a settlement boundary.

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 3.2.1 directs a significant portion of the County's future growth to Settlement Areas to protect agricultural resources, natural environment and promote efficient 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.

Strathroy-Caradoc Official Plan

The subject lands are designated 'Settlement Area' and 'Residential' according to *Schedule A: Structure Plan* and *Schedule B: Land Use & Transportation Plan*, respectively. The Strathroy Caradoc Official Plan has been updated through OPA 14 and received approval from County in December 2023. It has been appealed by one party and as such is *not* in full force and effect. The purpose of this Amendment 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.

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 is encouraged where compatible with existing development and infrastructure is appropriate. OPA 14 encourages development intensification where amenities are available rather than being compatible with existing development.

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 are capable of accommodating the development. Where residential intensification is proposed, it shall keep with the character of the area and not adversely affect neighbourhood stability. OPA 14 now includes this in a shared housing policy but still includes this intent of supply for all residents.

Section 2.4.8 of the SCOP outlines the importance of housing affordability and meeting the social, health and well-being of current and future residents. OPA 14 continues this intent.

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. OPA 14 continues the complementary reference and removes compatible with phrase from the policy.

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 does not substantially modify this direction.

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."

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.

Strathroy-Caradoc Zoning By-law

The property is currently zoned 'Low Density Residential (R1) Zone' according to the Strathroy-Caradoc Zoning By-law. The amendment application is proposing a site-specific Medium Density Residential (R2-#) that recognizes lot frontage and parking lot coverage.

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

The zoning by-law requires that the shorter of the two lot frontages on a through lot (lot with two frontages opposite one another) is deemed to be the front lot line which technically makes the lane access front yard. 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	Medium Density Residential (R2) Zone	Proposed
Use	Dwelling, Linked Dwelling, Multi-unit (max 6 units)	Multiple Unit Dwelling (6 units)

	Dwelling, Secondary Suite Dwelling, Semi-detached Dwelling, Single Detached Dwelling, Townhouse (max 6 units) Group Home	
Accessory Buildings	Permitted	N/A
Lot Frontage (min)	20 m	18.01 m
Lot Area (min)	130 m ² (1,400 ft ²) per unit, 780 m ² (8,396 ft ²)	1307 m ² (14,068 ft ²)
Front Yard Depth (min/max)	5 m	22.22 m
Side Yard Width (min)	2 m	1.33 m
Rear Yard Depth (min)	8 m	5 m
Lot Coverage (max)	40%	22.3%
Landscaped Open Space (min)	30%	40.6%
Parking Coverage (max)	20%	37.1%
Parking to location	None in front or exterior side yards	Proposed in the front and exterior yard
Parking Location -Setback to property line	Minimum 2m	N/A
Parking, aisle, or driveway	Minimum 7.3 m Maximum 10 m	4 m width
Parking	Residential 1.5 parking spaces per unit = 9 sp.	10 parking spaces

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 September 15, 2025.

At the time of writing the subject report, no comments/concerns had been raised by the public. The following department and agency comments were received:

Department and Agency Comments:

Engineering and Public Works have advised that the driveway onto Mill Lane shall be used for exiting only, signage will be confirmed and approved through the site alteration process.

St. Clair Region Conservation Authority have advised no portion of the subject property is regulated by the Conservation Authority under Ontario Regulation 41/24. SCRCA has screened the subject property and has no concerns with the proposed zoning by-law amendment.

Safety and Standards Officer has advised that the existing building has a municipal address with addition of a residential unit the building should be unitized and unit numbers applied to residential units. Secondly, 911 property addresses are approved when building permits are issued. The 911 property address shall be posted temporarily and permanently in the same places during all stages of construction so they are maintained, visible and unobstructed so emergency responders can easily identify the 911 property address from the road allowance and when responding from either direction on Head Street.

Manager of Growth and Development advised that they have no objection to the application. They included an advisory comment that the development will require a site alteration permit prior to building permits.

SUMMARY:

The intent of the subject report is to provide Council and the public with information regarding the proposed development, the relevant policies and regulatory context, and to summarize comments received by the public and agencies to date.

A subsequent report will be provided and will include a full policy analysis and responses to comments received related to the zoning by-law amendment application, as well as providing recommendations for Council's consideration.

The Zoning By-law amendment application will receive final consideration by Strathroy Caradoc Council at a future council meeting.

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-2025-4 for ZBA 1-2025 be received for information and the application for Zoning By-law Amendment be deferred sine die.;
2. THAT: the subject report BBP-2025-4 for ZBA 1-2025 be received for information and the application for Zoning By-law Amendment be denied.; OR
3. THAT: the subject report BBP-2025-4 for ZBA 1-2025 be received for information.

AND THAT: Council approves the application for Zoning By-law Amendment (ZBA 15-2025) and directs staff to provide a zoning by-law amendment for Council consideration at the next meeting of Council.

4. THAT: the subject report BBP-2025-4 for ZBA 1-2025 be received for information.

AND THAT: Council to provide alternate direction.

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.

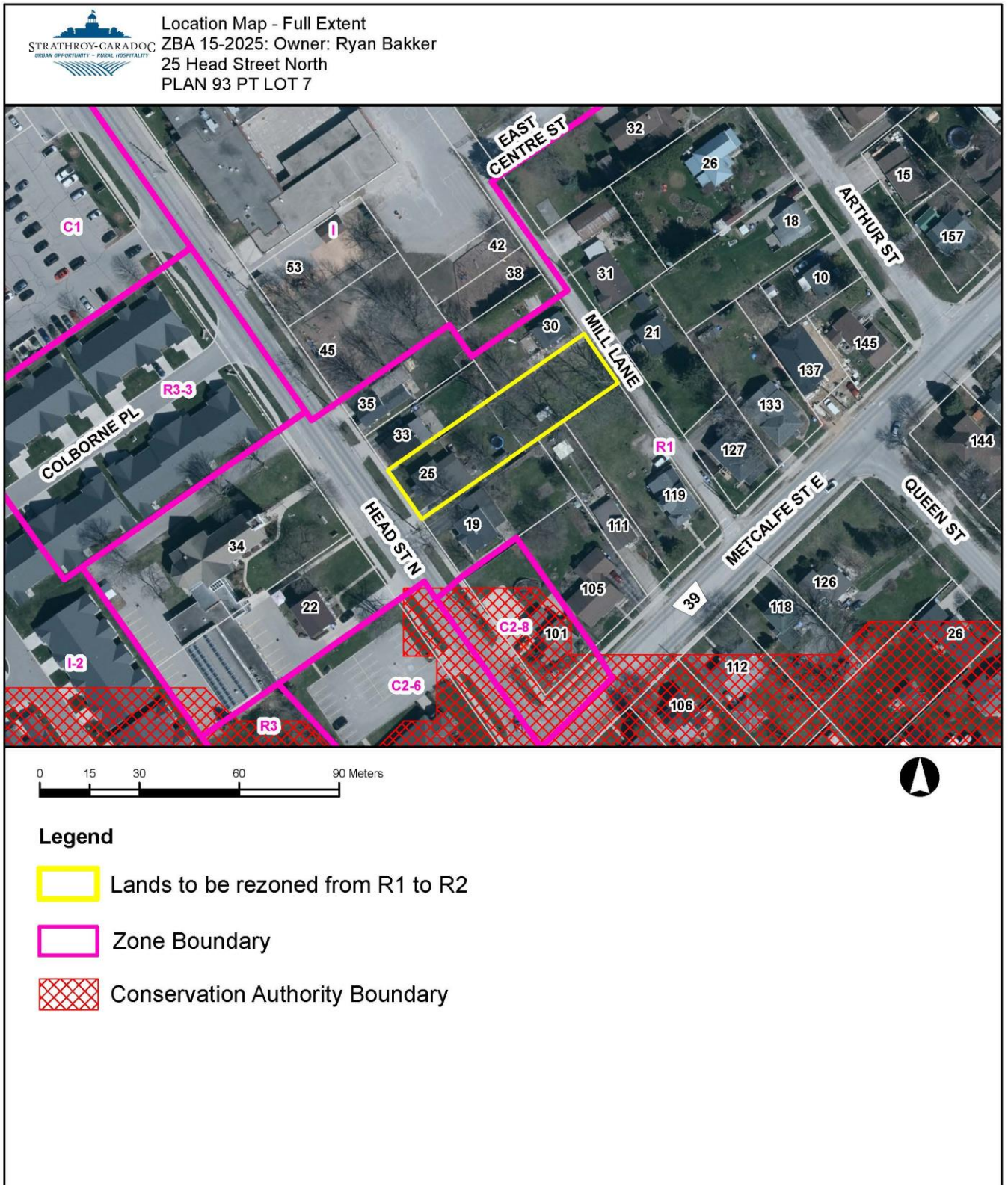
ATTACHMENTS:

Location Map

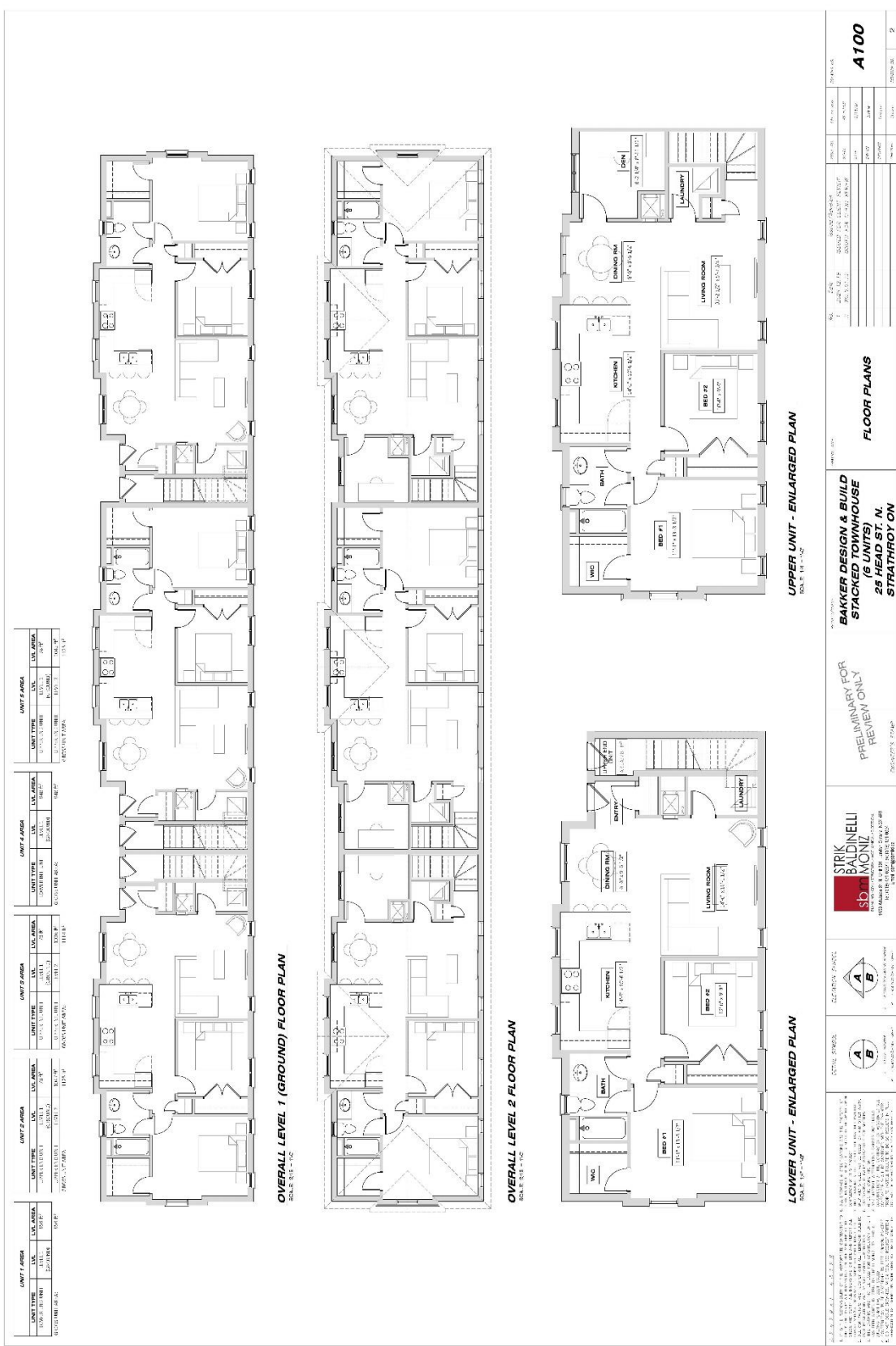
Site Plan

Front Elevation

Location Map



Floor Plan and Elevation



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PRELIMINARY FOR REVIEW ONLY
 PROJECT'S PLAN

BAKKER DESIGN & BUILD
STACKED TOWNHOUSE
(6 UNITS)
25 HEAD ST. N.
STRATHROY ON

NO.	DATE	DESCRIPTION	BY	CHKD.
1	08/15/17	ISSUE FOR PERMIT	SD	MB
2	08/15/17	ISSUE FOR PERMIT	SD	MB
3	08/15/17	ISSUE FOR PERMIT	SD	MB
4	08/15/17	ISSUE FOR PERMIT	SD	MB
5	08/15/17	ISSUE FOR PERMIT	SD	MB
6	08/15/17	ISSUE FOR PERMIT	SD	MB

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 SHEET NO.

