



**Meeting Date:** April 7, 2026  
**Department:** Building, By-law and Planning  
**Report No.:** BBP-2026-24  
**Submitted by:** Tim Williams, Manager of Planning, County of Middlesex  
**Reviewed by:** Jake DeRidder, Manager of Growth & Development  
**Approved by:** Rob Lilbourne, Director of Community and Development Services

**SUBJECT:** Application for Zoning By-law Amendment (ZBA-1-2026)  
295-297 Metcalfe Street East, Strathroy  
Owner: 1000905949 Ontario Inc

**RECOMMENDATION: THAT:** Application ZBA 1-2026 for 295-297 Metcalfe Street East be approved, and further;

**THAT:** By-law No. 27-26 be referred to the Consideration of By-laws Section of the Agenda for consideration and approval.

## SUMMARY HIGHLIGHTS

- This is an evaluation report that provides background of the statutory public meeting. The planning evaluation report also includes policy analysis in the context of the proposal.
- The application is facilitating the construction of a 6-unit multiple unit building with parking within the rear of the building which is accessed from Metcalfe Street East via a two-way driveway.
- The applicant is proposing to amend the current 'Low Density Residential (R1) zone' to site specific 'Medium Density (R2-34) zone'.
- The site-specific 'R2-34 Zone' seeks to include a provision to reduce the front yard setback from 5m to 2 m, reduce the required setback to the centreline of the County Road from 38 m to 18 m and increase the permitted parking coverage from 20% to 24.2%.
- Planning Staff have reviewed the submission and are supportive of the application.

## BACKGROUND AND PROPOSAL:

The subject lands are located on the north side of Metcalfe Street East at the corner with Front Street. with 27.28 m lot frontage on Metcalfe Street. The property has a depth of approximately 113.8 metres. The property is approximately 2,100 m<sup>2</sup> (22,604.2 ft<sup>2</sup>) in size. The property contains a semi-detached dwelling and an accessory building in the rear yard.

The subject zone change application proposes to rezone the property from Low Density Residential (R1) zone to site specific Medium Density Residential (R2-34) 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 Metcalfe Street East. Metcalfe Street East is classified as a 'County Road' under the jurisdiction of the Middlesex County. Front Street is classified as a 'Local Road' under the jurisdiction of the Municipality of Strathroy-Caradoc.

The subject property has a portion of the rear yard within the Conservation Authority's Regulated Area.

Surrounding land uses are varied with residential, primarily found surrounding the site however there is commercial property to the west that contains the Salvation Army operation and to the rear (north) of the property is a golf course and natural heritage lands.

The applicant is proposing to redevelop the site by removing the existing dwelling and replacing it with a three-storey multiple dwelling building with 6 dwellings and 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.

#### Planning Act

Under Section 3 of the Planning Act, where a municipality is exercising its authority affecting a planning matter, such decisions, "shall be consistent with" all policy statements issued under the Act.

Section 34 (5) of the Planning Act, states that a by-law passed may prohibit the use of land or erection of buildings unless such municipal services are available.

#### 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 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.

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

- The proposal is located within a designated growth area of a settlement area, on lands identified for residential development within the PPS, Middlesex County Official Plan and Strathroy-Caradoc Official Plan.
- The residential dwellings will be fully serviced and provide for the efficient use of existing infrastructure and public service facilities.
- The Servicing Feasibility Study has confirmed that sufficient existing water and sanitary capacity is available to service this development.
- The proposal will make use of a site that has been used for a single detached dwelling for a number of years and is an appropriate location for an infill development.

Given the above, it is staff's opinion that the application is consistent with the Provincial Planning Statement.

#### 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.

County Council adopted Amendment No. 4 to the County official plan in January, 2026. The purpose of the Amendment was 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 30 years. While the policies implemented through Amendment No. 4 are not in force and effect until Ministry approval, the updated policies have been considered given they indicate the intent of County Council but are not determinative for the purposes of this planning application.

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

- As noted above the property is within a designated growth area of a settlement area and will be fully serviced and provides for the efficient use of infrastructure and public service facilities.
- The development will be compact and is an infill condition that will increase the variety of housing types in this neighbourhood.
- The proposal will be proceeding on full municipal services.
- The proposal will be one way but will have access from to municipal roads.
- The proposal result in the orderly development of this infill lot.

Given the above, it is staff's opinion that the application conforms to the County Official Plan.

### 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 also been updated through OPA 14 and received partial approval from the Ontario Land Tribunal in December 2025. The purpose of this Amendment is also to update the Official Plan to ensure that the land use planning policies are current, reflect Provincial legislation, have regard for matters of Provincial interest and any guideline documents, are consistent with the Provincial Policy Statement (PPS 2020), and reflect changing community needs for the next 25-years. A future update will be required to update to PPS 2024.

Section 2.2 encourages growth on full municipal services when developing in Strathroy. Intensification and redevelopment shall be promoted wherever feasible and available to optimize the use of these services.

Section 2.3 promotes the complete and healthy community which meets people's needs for daily living throughout their lifetime by providing convenient access to a mix of jobs, services, housing, food, public service facilities, open space, and transportation choices.

Section 2.5.1 encourages the provision of a wide variety of housing types with greater densities within the settlement area. Residential intensification and redevelopment is encouraged where amenities and infrastructure are available.

Section 2.5.6 establishes that residential intensification shall be encouraged in settlement areas where it is complementary to, 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 serve to be in keeping with the character with the area and not adversely affecting neighbourhood stability.

Section 2.5.8 of the SCOP outlines the importance of housing affordability and meeting the social, health and well-being of current and future residents.

Section 3.1 outlines the goal and objectives for Strathroy including accommodating the majority of the population growth and the majority development in the municipality. It also strives to maintain 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 in residential areas.

Section 3.3.5 provides policies for lands designated 'Neighbourhoods' 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. A range of dwelling types is encouraged to meet the diverse needs and preferences of existing and future residents as well as providing opportunities for more affordable housing. The Zoning By-law shall establish a number of zones and regulations for the various housing types. Secondary uses include those that foster the creation of complete communities which provide for neighbourhood facilities and services such as elementary schools, parks, places of worship and local neighbourhood oriented commercial uses which are integral to and supportive of a residential environment.

Section 3.3.5.3 speaks to density targets with a minimum of 45% of new residential units within Strathroy and 20% of new residential units within Mount Brydges, excluding additional residential units, will be planned as medium- and/or high-rise residential units on all sites containing two hectares or greater of developable land.

Section 3.3.5.6 encourages residential intensification including infilling in existing developed areas is considered desirable to make more efficient use of underutilized lands and infrastructure. The Municipality shall support opportunities to increase the supply of housing through intensification, while considering issues of municipal service capacity and transportation. The Municipality will require that 15% of development in urban settlement areas occur by way of intensification annually. Residential development including intensification should allow for a full range and mix of housing options throughout the Municipality. Appropriate services shall be capable of being provided. Lot consolidation that facilitates intensification and the development of higher density forms of developments is encouraged.

Section 5.1.1 contains the goals and objectives of the natural environment policy look to respect, protect, restore and where necessary, improve the quality of natural heritage features and areas; and direct development away from the natural heritage features. The municipality will be looking to ensure that development and site alterations are protecting water quality and quantities that are entering the natural heritage features from development sites.

## Comments on Conformity to the Strathroy-Caradoc Official Plan

- The proposal is located within a settlement area, within the Strathroy-Caradoc Official Plan.
- The proposal will be fully serviced and provides for the efficient use of infrastructure and public service facilities.
- As noted above, the development proposes a stacked townhouse type that is less common in Strathroy, as such the development will increase accessibility to this dwelling type.
- The proposed layout represents efficient use of lands.
- The development is to be designed to complement the design of the existing buildings. The proposal includes no units that have a front door on the back of the building to ensure maximum pedestrian use of the yard with the driveway.
- The test of compatibility is not that a proposed development is the same or even similar to existing development. The primary test of compatibility is that proposed development and existing development are capable of ‘existing together in harmony’. Nothing in the submitted material leads staff to conclude that the proposed multiple unit development is incompatible with the existing single detached dwellings.
- The development has been designed to include a separation of more than 30 metres to ensure that the development will provide an area to improve water quality.

Given the above, it is staff’s opinion that the applications conform to 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 amendment application is proposing a site-specific Medium Density Residential (R2-#) that recognizes front yard reductions.

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:

<b>Provision</b>	<b>Medium Density Residential (R2) Zone</b>	<b>Proposed</b>
Use	Dwelling, Linked Dwelling, Multi-unit (max 6 units) Dwelling, Secondary Suite Dwelling, Semi-detached Dwelling, Single Detached Dwelling, Townhouse (max 6 units) Group Home	Multiple Unit Dwelling (6 units)
Accessory Buildings	Permitted	N/A
Lot Frontage (min)	20 m	Minimum 23.7 m

Lot Area (min)	130 m <sup>2</sup> (1,400 ft <sup>2</sup> ) per unit, 780 m <sup>2</sup> (8,396 ft <sup>2</sup> )	2,007.6 m <sup>2</sup> (21,609.6 ft <sup>2</sup> )
<b>Front Yard Depth (min/max)</b>	<b>5 m</b>	<b>2 m</b>
<b>Setback from Centreline of County Road</b>	<b>36m</b>	<b>18m</b>
Side Yard Width (min)	2 m	2.1 m and 9.6 m
Rear Yard Depth (min)	8 m	83 m
Lot Coverage (max)	40%	7.7%
Landscaped Open Space (min)	30%	68.1%
<b>Parking Coverage (max)</b>	<b>20%</b>	<b>24.2%</b>
Parking to location	None in front or exterior side yards	Proposed in the rear yard
Parking Location -Setback to property line	Minimum 2m	N/A
Parking, aisle, or driveway	Minimum 7.3 m      Maximum 10 m	7.0 m width
Parking	Residential 1.5 parking spaces per unit = 9 sp.	10 parking spaces

**\* HAF2 Zoning by-law amendment will be changing the number of units to 10 units in the R2 zone whereas at the time of writing this report this amendment is not final and binding.**

**Comments on site specific Zoning By-law Amendment provisions proposed:**

The proposal has been designed to follow with the Official Plan policy. The proposal is seeking relief from the three provisions of the zoning by-law the following is a brief comment on the provisions:

- 1) The parking area has been increased to 24.2% of the site, however the proposal will continue to meet/exceed the landscape open space requirements of the by-law. This provision is intended to hold the parking area to a minimum size so that it is not overwhelming a site. The proposal is a balance between providing the required number of parking spaces and minimizing parking space area. Given the small-scale development it is planning staff's opinion that meeting the parking rate is preferred given the context of the neighbourhood and the limited alternatives for parking off site.
- 2) The front yard setback to the front line and centreline Metcalfe Street will be similar to the existing semi-detached dwelling and in line with other homes on the street (Metcalfe and Front). This is appropriate for the orderly development of the lot.

**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 March 6, 2026.

Staff have received a comment from the adjacent neighbour that fronts onto Front Street, they have expressed a concern that there will be a parking lot in the backyard of the subject lands and this will be located 0.8m from their common property line. They

The following department and agency comments were received:

Department and Agency Comments:

Engineering and Public Works have advised that the driveway onto Metcalfe Street East will be regulated by County access permit and will align with the grades that will be confirmed and approved through the site alteration process.

County Engineer has advised that more information on how the proposed driveway will be physically separated from the neighbouring property's access as the current driveway serves both properties. It appears that the proposed walkway across the frontage of the building will encroach on the public road allowance. The building should be moved back such that this feature is wholly contained within the private lands.

St. Clair Region Conservation Authority have advised that a portion of the subject property is regulated by the Conservation Authority under Ontario Regulation 41/24. The regulated area on the subject property is comprised of the Strathroy Engineered Floodplain (Regulatory), a Provincially Significant Wetland, and a 30-metre wetland buffer. The proposed development appears to be outside the regulated area. Provided the Natural Environment Overlay remains over the portions of the subject property within the wetland and floodplain, SCRCA has no concerns with the zoning by-law amendment. If stormwater is proposed to be directed towards the regulated area, SCRCA review and approval will be required. Any future development and/or site alteration within the regulated area will require written permission from the Conservation Authority under Ontario Regulation 41/24.

Safety and Standards Officer has advised the following:

- 1) The redevelopment of this parcel of land as part of this planning application have a single 911 address of 295 or 297 Metcalfe St E. The approved 911 property address is to be submitted to the County of Middlesex Planning GIS Specialist so it can be added to the County of Middlesex mapping system and the eliminated 911 property address can be removed.
- 2) The proposed unit numbering be submitted to the Municipality of Strathroy-Caradoc in consultation with the County of Middlesex for approval.
- 3) That the approved 911 property address be posted to municipal standards temporarily and permanently during all stages of construction so emergency responders can easily identify the 911 property address when responding from either direction on the Metcalfe St East road allowance.
- 4) That all unit numbers be posted temporarily and permanently to municipal standards during all stages of construction so emergency responders can easily identify the unit numbers when they enter the private road network. The unit numbers require to be posted in the same location for

all 6 units.

- 5) That the County of Middlesex Emergency Services Dept be circulated during this planning application process if there are changes made that pertain to any 911 addressing.

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.

**STRATEGIC PLAN ALIGNMENT:**

This matter is in accord with the following strategic priorities:

1. *Local Infrastructure and Capital Investment:* Households and businesses in Strathroy-Caradoc will be supported by reliable, financially responsible, and well-maintained infrastructure networks.
2. *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.
3. *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:**

Based on the above analysis staff are supportive of the proposed zoning by-law amendment as amended by planning staff as it is considered to be consistent with the Provincial Planning Statement, in conformity with the County of Middlesex Official Plan, Strathroy Caradoc Official Plan and represents good planning.

A zoning by-law amendment has been prepared for Council's consideration.

**ATTACHMENTS:**

Location Map  
Site Plan

# Location Map

## APPLICATION FOR ZONING BY-LAW AMENDMENT: ZBA 1-2026

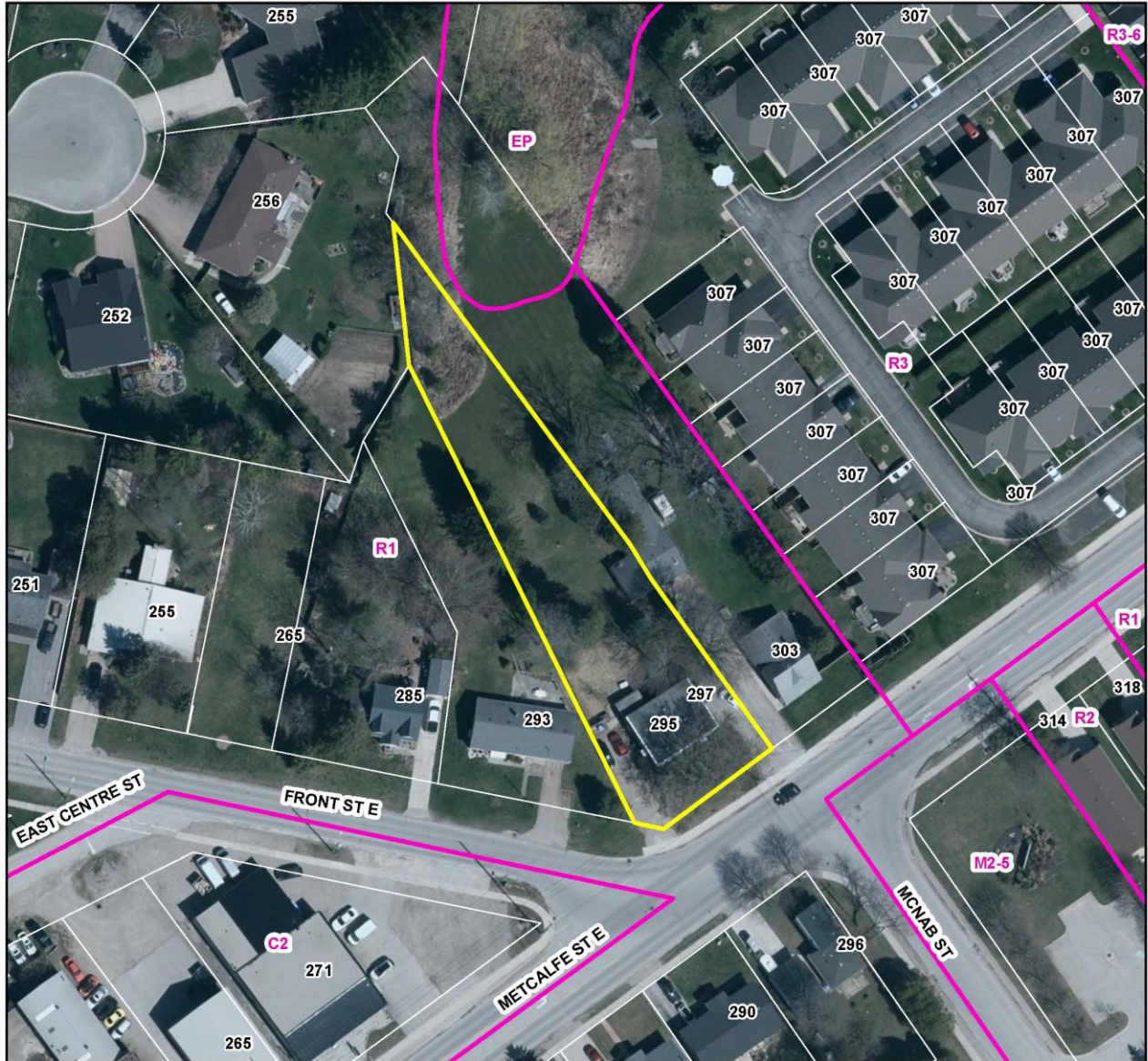


MUNICIPALITY OF  
STRATHROY-CARADOC

Owner: 1000905949 ONTARIO INC

295 & 297 Metcalfe St East  
PLAN 217 PT LOTS 15,16 MISC PLAN 609 PARTS 1 AND 2

KEY MAP



ORTHOPHOTOGRAPHY: SWOOP 2020

*Disclaimer: This map is for illustrative purposes only. Do not rely on it as being a precise indicator of routes, locations of features, nor as a guide to navigation.*

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 Subject Lands

 Zone Boundary



1:1,000  
0 7.5 15 22.5 30 Metres

