



**Meeting Date:** April 22, 2026

**Prepared By:** Marion-Frances Ramos Cabral, RPP, MCIP, Planner

**Submitted by:** Stephanie Bergman, RPP, Manager of Planning and Development

**Report No:** PLA-16-2026

**Subject:** Revised Application for Zoning By-law Amendment (ZBA-3-2025) for 13206 Ilderton Road; Filed by Connor Wilks (Dillon Consulting Ltd.) on behalf of RBA17 Holdings Inc.

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**Recommendation:**

**THAT** report PLA-16-2026 regarding Zoning By-law Amendment application (ZBA-3-2025), filed by Connor Wilks (Dillon Consulting Ltd.) on behalf of RBA17 Holdings Inc., to rezone the lands from 'Urban Residential First Density (UR1)' to a new site-specific 'Village Centre (C1-x)' zone for the land known municipally as 13206 Ilderton Road (County Road 16), Municipality of Middlesex Centre, be **RECEIVED FOR INFORMATION**.

**Purpose:**

The purpose of this report is to provide Council with information regarding a revised rezoning application for the property located at 13206 Ilderton Road (County Road 16) from 'Urban Residential First Density (UR1)' to a new site-specific 'Village Centre (C1-x)' zone. The rezoning application would permit the construction of a new three-story mixed-use building.

A location map is included as Attachment 1.

**Background:**

Original Proposal – March 2025

The initial Zoning By-law Amendment application was received by the Municipality in March 2025. The application proposed to rezone the subject land to a new 'Village Centre' zone to permit the development of a mixed-use building with on-site parking.

The development plan originally proposed to remove the existing single detached dwelling and erect a new structure in approximately the same area as the existing single detached dwelling on the east side of the property. The proposed height of the building is

approximately 10.7 m (35 ft). The development plan proposed 98.5 m<sup>2</sup> (1,060 ft<sup>2</sup>) of commercial space on the first level, 2 residential apartments on the second level with a total of floor area 97 m<sup>2</sup> (1,044 ft<sup>2</sup>), and 2 residential apartments on the third level with a total floor area of 97 m<sup>2</sup> (1,044 ft<sup>2</sup>). Entrances to the commercial spaces were located at the rear and front of the building, while entrances to the residential units are on the side of the building that lead to communal staircases to the second and third floors.

The property currently has a driveway access to Ilderton Road which would have been relocated closer to the western property line to accommodate the new building. The driveway extended to the rear of the property to 9 parking spaces behind the proposed building.

A Public Meeting was held in April 2025 to solicit feedback from the public and Council, and for staff to provide feedback regarding the development proposal. Comments from members of the public are summarized below. As a result of comments provided by Staff regarding the driveway and access, and provision of on-site servicing, the Applicant revised their application and resubmitted the application in March 2026.

#### Revised Proposal – 2026

Major changes were made to the development plan; however, the overall proposed use of the development remains the same. The application and supporting development plan continue to propose a 3-storey mixed use building with commercial uses on the ground storey and residential uses on the second and third storey. Nine parking spaces, including a barrier-free space, is proposed to the rear of the building and communal garbage storage is proposed on the first floor of the building.

The first storey of the building is setback 1 m from the front lot line, and the second and third storeys overhang by 0.51 m. The first storey proposes approximately 90.2 m<sup>2</sup> (971.6 ft<sup>2</sup>) of commercial floor space. The second and third storeys proposes 2 apartments approximately 48.2 m<sup>2</sup> (519 ft<sup>2</sup>) in floor area and 2 apartments approximately 48.7 m<sup>2</sup> (525 ft<sup>2</sup>) in floor area. Two entrances and stairwells are located on each side of the building providing street-level access to the apartments separate from the commercial uses.

The revised development plan proposes the building to be located on the west side of the property and the driveway to be located on the east side of the property. The revised development plan also proposes a 6 m wide driveway for 2-way vehicle movement to and from the parking lot. Limited amenity space and landscaped areas are provided on-site, and are generally found along the side and rear property boundaries.

The relocation of the building moves the building closer to an existing residential use located immediately to the west, and would result in the removal of a mature tree in front of the existing dwelling on the subject land.

As a result of the revisions, the applicant requests the following site-specific zoning regulations within the 'Village Centre (C1)' Zone:

	<b>Current 'Village Centre (C1)' Zone</b>	<b>Proposed 'Village Centre (C1-x)' Zone</b>
Minimum Lot Area	1, 500 m <sup>2</sup>	796.78 m <sup>2</sup>
Minimum Side Yard Setback – abutting a Residential Zone	6.0 m	3.0 m (west side)
Minimum Parking Spaces	11 parking spaces	9 parking spaces
Minimum Width of Landscaped Strip <i>[Section 4.28 (g)]</i>	1.0 m abutting the parking area and driving aisle	0.4 m abutting the parking area and driving aisle (north and east property line)
Minimum Planting Strip between a Commercial and Residential Zone <i>[Section 4.14 (b)(i)]</i>	1.5 m	0.86 m (west property line)

In support of the rezoning application, the applicant submitted a Planning Justification Report Addendum (Attachment 2), Revised Site Plan (Attachment 3) and Revised Building Elevations (Attachment 4). The site plan and building elevations are subject to change and will be comprehensively reviewed through a subsequent Site Plan Control application.

The subject land is a 0.0796 ha (0.19 ac) in area and located on the north side of Ilderton Road and west of King Street. The land has been used for residential uses for over 100 years, and abuts low density residential uses located on the east and west, and a commercial/light industrial use located to the north. A mix of commercial and residential uses exist along Ilderton Road in proximity to the subject land.

**Policy Regulation:**

The subject land is identified as part of the Ilderton ‘Settlement Area’ in Middlesex County’s Official Plan and designated ‘Village Centre’ within Middlesex Centre’s Official Plan. The property is zoned ‘Urban Residential First Density (UR1)’ pursuant to the Middlesex Centre Comprehensive Zoning By-law. As such, the policies and provisions below are applicable to the land.

Provincial Planning Statement, 2024:

The *Planning Act* states that all decisions made by planning authorities “shall be consistent with the policy statements issued” under subsection 3. The Provincial Planning Statement, 2024 (PPS) document is comprised of several policy statements and summary of those that are applicable to the proposed development are noted below.

Generally, the PPS promotes healthy, liveable and safe communities by supporting efficient land use patterns that facilitate economic growth, create liveable communities, and protect the environment and public health and safety.

Section 2.1 – Planning for People and Homes directs planning authorities to forecast growth and determine land needs accordingly. Planning authorities should support the achieve of complete communities by accommodating an appropriate range and mix of land uses, housing options, transportation options, recreation, parks and open space and other uses to meet long-term needs. This also includes improving social equity and overall quality of life for people of all ages, abilities and incomes, and improving the accessibility for people of all ages and abilities by addressing land use barriers.

Section 2.2 – Housing states that planning authorities shall provide for appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area. This can be fulfilled by establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households; and, by permitting and facilitating all housing options and all types of intensification including new housing options within previously developed areas. Planning Authorities shall also promote densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation.

Section 2.3.1 – General Policies for Settlement Areas establishes settlement areas shall be the focus of growth and development. Land use patterns within settlement areas should be based on densities and a mix of land uses, including commercial and residential uses, which efficient use land and resources; optimize existing and planning infrastructure and public service facilities; support active transportation; are transit-supportive (as appropriate); and are freight-supportive.

Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities. Additionally, planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions.

Section 3.6 – Sewage, Water and Stormwater states that forecasted growth should be accommodated in a timely manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services. These services should be provided in a manner that can be sustained by water resources, are feasible and financially viable, protects the quality and quantity of water, and aligns with comprehensive municipal planning for these services. Planning authorities should integrate servicing and land use considerations at all stages of the planning process.

Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety.

## Middlesex County Official Plan:

The County of Middlesex Official Plan (County Plan) identifies the subject land as within the Ilderton 'Settlement Area'.

Section 2.3.8 – Settlement Areas of the County Plan recognizes that Settlement Areas will be the focus for future growth including commercial, industrial and residential uses. These areas are intended to have the highest concentration and a wide range of land uses and full municipal servicing in conjunction with 2.4.5 of the County Plan.

Section 2.3.4 – Economic Development of the County Plan identifies economic development as an important component of the growth management strategy. Many of the goals and objectives in the County plan are dependent on economic activity and opportunities for residents to live and work in the County. The County Plan supports a diverse economic base and that a sufficient supply of employment land in accessible locations is available throughout the County.

Additionally, Section 2.3.7 – Housing Policies encourages a wide variety of housing types, sizes and tenure to meet market requirements and demand for current and future residents. Municipalities are responsible to determine and encourage a range of housing types, densities and options through local official plans that meet current and future needs. This can also include intensification and redevelopment in appropriate locations.

Section 2.4.2 – Transportation System is a system of roads, highways and railways that provide inter-municipal services to move people and goods. There is an identified need to plan the transportation network and the County Road system to protect the rights-of-way for future improvements. County roads, like Ilderton Road, function as arterial or collector roads and provide for the efficient movement of traffic between provincial freeways and collector roads. As a result, the County shall discourage development that would inhibit traffic movement along the County Road system. The County shall limit direct access to County Roads and review transportation studies if development proposals are likely to generate significant traffic. Further, in this section the County's OP directs development to provide safe, convenient and visually appealing pedestrian facilities in Settlement Areas.

A general policy also requires that all new residential developments shall 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, where applicable.

Section 3.2 – Settlement Areas provides additional development policies for lands within Settlement Areas. The County Plan further supports that Settlement Areas are developed in a manner that is phased and compact, and preserves the historic character of Settlement Areas and complements the positive elements of the existing built-form. The County Plan defers to the municipality to provide detailed direction on a variety of areas including addressing land supply and policies for land uses within urban areas including residential and commercial.

With regard to municipal sanitary sewers and water services, Section 2.4.5 – Sanitary Sewers and Water of the County Plan promotes efficient and environmentally responsible development that can be supported by full municipal systems servicing.

Middlesex Centre Official Plan:

The Middlesex Centre Official Plan (Official Plan) shows the land located within the Ilderton Urban Settlement Area on Schedule A-1 and designated ‘Village Centre’.

Section 5.3.1 – Settlement Village Centre Goals include being the gathering place for the settlement and agricultural residents, maintaining unique identities and characteristics of the Village Centre, encouraging and facilitating strategic improvements to the Village Centre that are compatible with adjacent residential, encouraging access through multiple travel options, including pedestrian and cycling traffic and lastly establishing or strengthening linkages between Village Centres, and the tourism industry within the Municipality.

Section 5.3.2 – Settlement Village Centre Policies are include:

- a) Village Centres should be established and maintained in Urban and Community Settlement Areas as the centres of retail and services, community gathering, and community identity in the Municipality.
- b) Village Centres are planned to function as traditional village main streets that provide for daily and weekly convenience and general retail and service needs for the settlement area and the surrounding agricultural community. Such centres will also represent the commercial and social focal points for the settlement area and its surrounding farm communities.
- c) Infilling within Village Centres is encouraged. The physical form of such infilling should be compatible with existing development and the character of the individual Village Centre. Wherever possible, infilling should enhance the existing pattern of buildings, sidewalks and streets.
- d) Mixed use buildings are encouraged within Village Centre areas.
- e) Village Centre areas should remain as compact as possible. Consistency in terms of building massing, scale and setback are encouraged. Building designs that allow for separate access to second and third stories along the street are strongly encouraged.
- f) In the context of new development, the preservation and reuse of buildings with architectural or historical merit is strongly encouraged.
- g) Parking within Village Centres will be provided in the context of new development. Cash in-lieu of parking may be collected by the municipality to facilitate the establishment of appropriately located municipal parking. All parking will be

designed and landscaped to de-emphasize its effect on the physical appearance of the Village Centre.

- h) Development shall be subject to the policies in Section 6.0 and in Section 10.5 of this Plan and shall have regard for the Municipality's Site Plan Manual and Urban Design Guidelines.

It is noted that the adopted Official Plan amendment (OPA 59, adopted May 18, 2022), as modified and approved by the County of Middlesex (approved September 26, 2023) is not in-effect. However, the update also encourages medium to high residential density development within Village Centres in relation to subsection e) noted above.

Section 5.3.3 – Settlement Village Centre Permitted Uses include the following:

- a) Commercial uses, including general and convenience retail, personal services, and office uses.
- b) Restaurants, hotels, compatibly scaled entertainment / recreational facilities, and open space or parkland.
- c) Residential uses, so long as they do not negatively disrupt the compact nature, and commercial and service use focus, of Village Centres. Residential uses above ground floor commercial uses are encouraged.
- d) Institutional and civic uses such as municipal offices and functions, post offices, schools and libraries.

Section 6.3 – Design Policies-Site Plans and Infill Developments provides additional direction to guide infill development to ensure there is compatibility with existing residences and neighbourhoods. High quality site design and architectural design is encouraged for new medium density residential development. Setbacks, massing, location of parking, architecture and other design elements will be carefully reviewed to ensure new development is in keeping with the character of the neighbourhood. Parking areas should be de-emphasized through appropriate placement and through well designed landscaping.

Section 9.3.1 – Settlement Area Municipal Services requires full municipal services for all land use and development proposals within the urban settlement area. Services and utilities shall be provided in an orderly and coordinated manner.

Middlesex Centre Zoning By-law:

The subject land is zoned 'Urban Residential First Density (UR1)' which permits a single detached dwelling, home occupation, and accessory use.

The request to rezone to a new site-specific 'Village Centre (C1)' zone will permit commercial uses and 4 dwelling units within a mixed-use building. A summary of the requested changes to the 'Village Centre (C1)' zone are shown in the table below:

	<b>Current UR1 Zone</b>	<b>C1 Zone</b>	<b>Proposed C1-x Zone</b>
Permitted Uses	accessory use additional residential units home occupation semi-detached dwelling single detached dwelling townhouse dwelling, street townhouse dwelling multiple unit dwelling	accessory use animal clinic bed and breakfast establishment boarding house, rooming house, or tourist home clinic club, private day nursery dwelling units connected to and forming an integral part of a main building and located above the first storey to a maximum of four storeys and/or located below the first storey in a basement financial institution hotel, motel or tavern museum office, general or professional parking lot personal service establishment pharmacy place of entertainment restaurant, take-out* service shop* store, convenience* store, retail* studio tourist information centre  <i>*uses are subject to Section 14.2.4 of the by-law</i>	<i>No change proposed</i>
Minimum Lot Area	0.4 ha for a single detached dwelling	1,500 m <sup>2</sup> (0.37 ac)	796.78 m <sup>2</sup> (0.19 ac)
Minimum Lot Frontage	12.0 m (39 ft) for a single detached dwelling	20.0 m (98 ft)	<i>No change proposed</i>

	<b>Current UR1 Zone</b>	<b>C1 Zone</b>	<b>Proposed C1-x Zone</b>
Minimum Front Yard Setback	4.5 m (14.8 ft) to the habitable portion of the dwelling  6.0 m (20.0 ft) to an attached garage	In accordance with Section 4.19 of the Zoning By-law  All other roads - 0.0 m	<i>No change proposed</i>
Minimum Side Yard Setback - Interior	1.2 (4 ft) for single detached, semi-detached, townhouse and street townhouse dwelling units  1.2 m (4 ft) plus 0.5 m per each metre of building height over 9.0 m (29.5 ft) for multiple unit dwellings	6.0 m (20 ft) where the yard abuts any Residential Zone	3.0 m (9.8 ft) where the yard abuts any Residential Zone
Minimum Rear Yard Setback	7.0 m (23.0 ft) for single detached, semi detached, street townhouse, and townhouse dwelling units,  8.0 m (26 ft) for multiple unit dwelling	10.0 m (33 ft)	<i>No change proposed</i>
Maximum Height	12.0 m (39.4 ft)	16.5 m (54 ft)	<i>No change proposed</i>
Maximum Number of Dwellings Per Lot	One (1) principal dwelling is permitted on a lot plus additional residential units in accordance with Section 4.2.	-	<i>No change proposed</i>

	<b>Current UR1 Zone</b>	<b>C1 Zone</b>	<b>Proposed C1-x Zone</b>
	Four (4) dwelling units		
Maximum Lot Coverage	Main building – 40%  All buildings including accessory buildings subject to Section 4.1 a) – 45%	40%	<i>No change proposed</i>
Parking Spaces	2 spaces for a single detached, semi-detached, duplex, and street townhouse dwelling  1.5 spaces for a multiple dwelling unit and townhouse dwelling  1 space for an additional residential unit	Total required spaces: 11 including 1 barrier-free parking space as calculated below:  1.5 spaces per apartment dwelling for a total of 6 parking spaces  1 space per 40 m <sup>2</sup> for office, general or professional for a total of 2 parking spaces  1 space per 20 m <sup>2</sup> for personal service establishment for a total of 3 spaces  1 barrier-free parking space for non-residential uses  0 Visitor Parking spaces for less than 5 dwelling units	9 parking spaces including 1 barrier-free parking space.
Parking Regulation – Yard Where Permitted	In any Residential Zone, a driveway shall not exceed fifteen percent (15%) of the total area of the lot.	Except as otherwise provided herein, uncovered surface parking areas and driveways shall be permitted in any part of any yard, provided that	Notwithstanding any other provision of this By-law, uncovered surface parking areas and driveways shall be permitted in any part of any yard, provided that

	<b>Current UR1 Zone</b>	<b>C1 Zone</b>	<b>Proposed C1-x Zone</b>
		any part of a parking area located within a required yard shall be separated from any lot lines adjacent to such required yard by a planting strip not less than 1.0 metre (3.3 ft) in width.	any part of a parking area located within a required yard shall be separated from any lot lines adjacent to such required yard by a planting strip not less than 0.4 m (1.31 ft)
Minimum Planting Strip Between Commercial and Residential Zone	-	A planting strip for no other purpose must have a minimum width of 1.5 m (4.9 ft)	A planting strip for no other purpose must have a minimum width of 0.86 m (2.82 ft)

**Consultation:**

Notice of the revised application was posted and circulated to agencies and property owners.

**Public Comments:**

At the time of writing the subject report Planning Staff did not receive comments from members of the public.

At the Public Meeting in April 2025, members of the public provided comments to Council as summarized below

- Ensure sufficient parking is available
- Provide a fence/barrier between the subject property and abutting properties
- Remove the maple tree in the front yard since the tree is not healthy

Staff have confirmed with the neighbouring residents that the issues noted above would be addressed through the site plan review process.

**Agency Comments:**

The Municipality’s Chief Building Official reviewed the revised application and development proposal, and identified concerns with the reduced planting strip and landscaping width and its impact on drainage and snow piling on-site. The applicant

should demonstrate that this can work on-site through the rezoning and site plan review process. Additionally, comments were provided that can be addressed through the site plan review process. These concerns relate to the provisions of walkways to the building entrances, barrier-free design requirements throughout the site, and considering for off-site infrastructure. Additionally, potential drainage impacts and snow piling concerns due to the reduced width of the planting strips.

The Municipality's Public Works and Engineering Department reviewed the revised application and development proposal, and identified concerns with the request for a reduced planting strip/landscaped area as it would impact the adequacy and functionality of the snow storage areas, stormwater management, and grading with adjacent properties. PWE requested additional information, including a stormwater management report/brief and drainage plan to demonstrate that the proposed development can be supported on-site without negatively impacting neighbouring properties.

PWE staff met with the applicant to discuss the comments provided above and will continue to work with applicant and review supporting studies as par to the rezoning application, and in more detail during the site plan review process.

The County of Middlesex Engineer reviewed the revised application and development proposal and is generally satisfied with the revisions made including the relocation of the driveway, increased front yard setback of the building, and identification of the road widening dedication.

A work/entrance permit issued by the County will be required prior to any works being undertaken within the road allowance of the County Road. Additional comments may be provided during the site plan review process.

Planning Staff continue to support the proposed mixed-use development as it meets the goals and intent of the Village Centre designation. The proposal supports economic development, revitalization of a main street, intensification, compact development, and an alternative housing option. With this, Staff recognize the development plan on the subject site needs to be appropriate for the site concurrent with Engineering Staff's technical review. Additionally, Planning Staff will need to further evaluate the impacts of the proposed development on abutting low-density residential uses. Planning Staff will continue to work with the applicant and Engineering Staff to find solutions or reasonable alternatives that support the redevelopment of the land.

Further, Planning Staff note that the proposed parking spaces do not meet the requirements of the Zoning By-law. The applicant will need to accommodate 2 more parking spaces on-site for a total of 11 spaces. This will also provide flexibility should the commercial uses change business and require additional spaces, and account for visitor parking for the residential uses. Planning Staff will review the proposed parking as it acknowledges that on-street parking is available in front of the subject land and that a municipal parking lot is within proximity.

Garbage and recycling storage areas for the commercial and residential uses are shown in the stairwell on the first floor. Previously Planning Staff identified that outdoor garbage storage will likely consume another parking space. While staff are supportive of an internal storage space, the bins must not impede safe access to/from the apartments and sufficient space should be provided to store garbage for commercial and residential uses.

The Village Centre zone does not typically address required amenity space for the residential units. Limited amenity space is provided on the west side of the building where some landscaping is provided. Planning Staff will need to review if this is sufficient and appropriate given the size of the site and need to provide a walkway to the side door, and the site's location relative to community spaces and parks.

Planning Staff note that a minimum landscaping/planting strip of 1.5 m is required between the proposed building and western property line. The applicant shows 3.0 m, without a walkway to the side door, and the requested reduction as noted in the application is related to the design of the parking area at the rear of the property. Planning Staff will not support a reduction of the landscaping/planting strip to locate the building closer to the western property line.

**Next Steps:**

The applicant has committed to provide Staff with the necessary technical studies to demonstrate that servicing, such as stormwater management, can be accommodated on-site. Staff will continue to work with the applicant to ensure the development proposal is appropriate for the land, and provide a recommendation to Council at a later date to be determined.

**Financial Implications:**

None.

**Strategic Plan:**

This matter aligns with the following strategic priorities:

- Balanced Growth

**Attachments:**

A1 – Location Map

A2 – Planning Justification Report Addendum

A3 – Revised Site Plan

A4 – Revised Elevation Drawings