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PLANNING JUSTIFICATION REPORT 25 Head Street North, Strathroy-Caradoc

Zoning By-law Amendment

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July 31, 2025

SBM-24-2208

Attn: Saja Alasmar, Development Services Coordinator
Municipality of Strathroy-Caradoc
52 Frank Street
Strathroy-Caradoc, ON

**RE: Planning Justification Report – 25 Head Street North, Strathroy-Caradoc
Zoning Bylaw Amendment Application**

Strik, Baldinelli, Moniz Ltd. has been retained by Kent Bakker to coordinate the preparation and submission of a Zoning By-law Amendment application for landholdings municipally addressed 25 Head Street North in Strathroy-Caradoc.

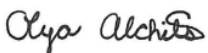
The proposed application would permit the development of a 2-storey, building containing (6) dwelling units and 10 parking spaces. The intended residential development is considered appropriate as it provides additional choice of housing type, tenure and location that meets the changing needs of households in Strathroy-Caradoc. The proposed development is provided with municipal services, fronts onto a primary collector, and is in proximity to amenities and services.

This report provides a policy review of the proposed development and the relevant provincial, county, and municipal policies. It is our opinion that this proposal represents good planning and advances the Strathroy-Caradoc Official Plan and Land Use Goals.

Respectfully submitted,

Strik, Baldinelli, Moniz Ltd.

Planning • Civil • Structural • Mechanical • Electrical



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1. INTRODUCTION

This Planning Justification Report has been prepared by Strik, Baldinelli, Moniz Ltd. in support of an Zoning By-law Amendment (ZBA) application being brought forward on behalf of Kent Bakker (the applicant and owner) to permit the development of a two-storey, multiple-unit building containing 6 units on land municipally addressed 25 Head Street North, hereafter referred to as the “subject site”.

The purpose of this report is to evaluate the proposed development within the context of existing land use policies and regulations, including the Provincial Planning Statement, Middlesex County Official Plan, Municipality of Strathroy-Caradoc Official Plan and Strathroy-Caradoc’s zoning By-law.

The intent of the ZBA application is to permit additional housing options for residents of Strathroy-Caradoc that accommodates the present and future demand for varying housing types within the municipality. The subject site fulfils policy criteria that is supportive of residential development and gentle intensification in an appropriate area and is reflective of sound planning principles.

2. SITE DESCRIPTION

The subject site is located east of Head Street North, between Front Street East and Metcalfe Street East. Access to the site is provided from both Head Street North and Mill Lane, creating a “through lot” (see **Figure 1**). The lot is 1,307 m² in area with a lot frontage of 18.59 m along Head Street North and a depth of 71.8 m. Presently the subject site contains a one-storey single detached residential dwelling with a shed and large grassed rear yard which backs onto Mill Lane (see **Figure 2 and 3**).

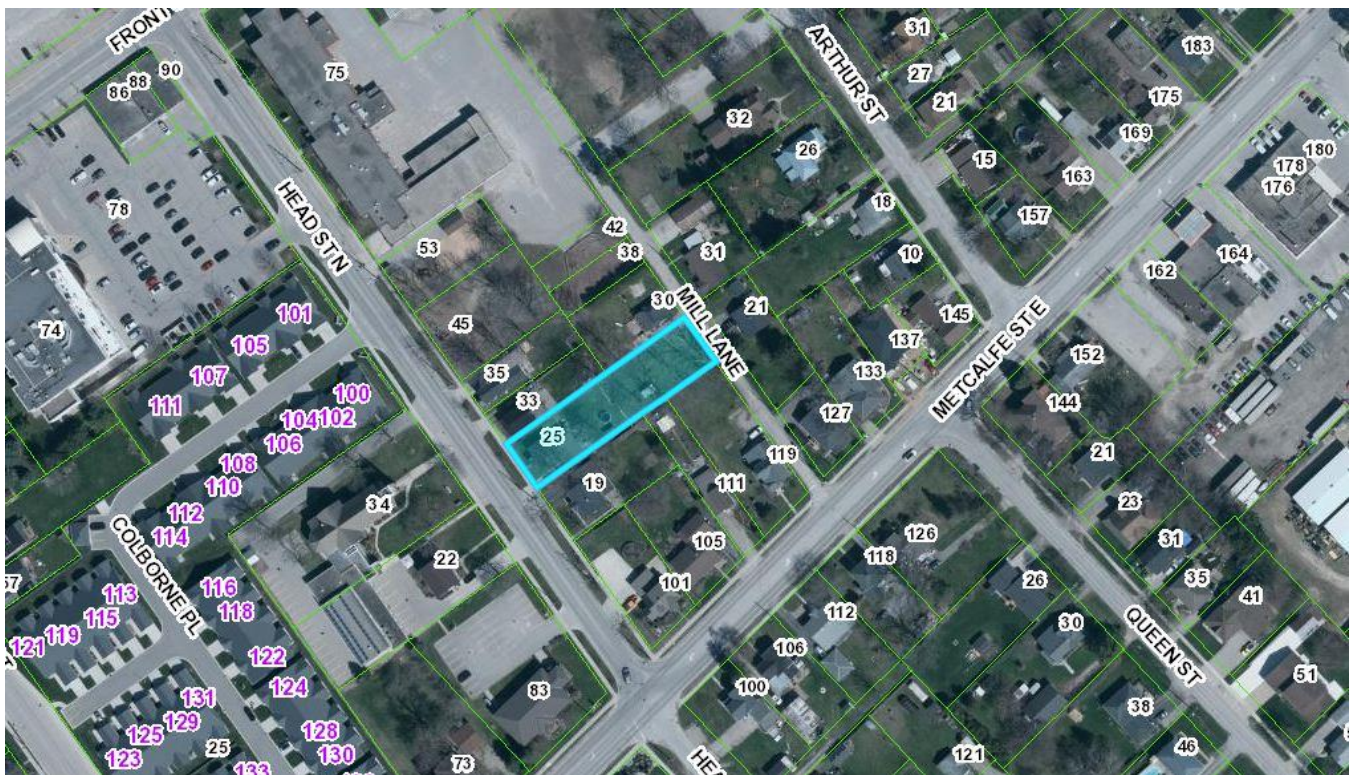


Figure 1. Aerial view of the subject site
Source: Middlesex County Mapping



Figure 2. Street view of the subject site, looking east on Head Street North
Source: Google Street View



Figure 3. Rear View of Subject Site
Source: Strata Real Estate Brokerage

3. SURROUNDING LAND USES

The surrounding area consists of a mix of land uses including low and medium density residential, industrial, institutional and commercial as detailed below (Figure 4):

- North: Single detached dwellings (Residential (R1) Zone) and Institutional (I) Zone consisting of a church (All Saints Parish) and elementary school (Our Lady Immaculate Catholic School).
- West: Across Head Street North, there are a mix of townhouses, Commercial office and St John the Evangelist Anglican Church Zone.
- East: Single-detached dwellings under the Residential (R1) Zone.
- South: Residential (R1) & (R2) Zones consisting of primarily single and semi-detached dwellings and Commercial (C2-8) Zone.

The variety of land uses within proximity to the subject site speak to the mixed-use landscape which help achieve complete communities.



Figure 4. Map Illustrating Subject Site and Surrounding Context
Source: Middlesex County Mapping



Figure 5. View of Commercial and Institutional Uses, 100 metres North of Subject Site
Source: Google Street View

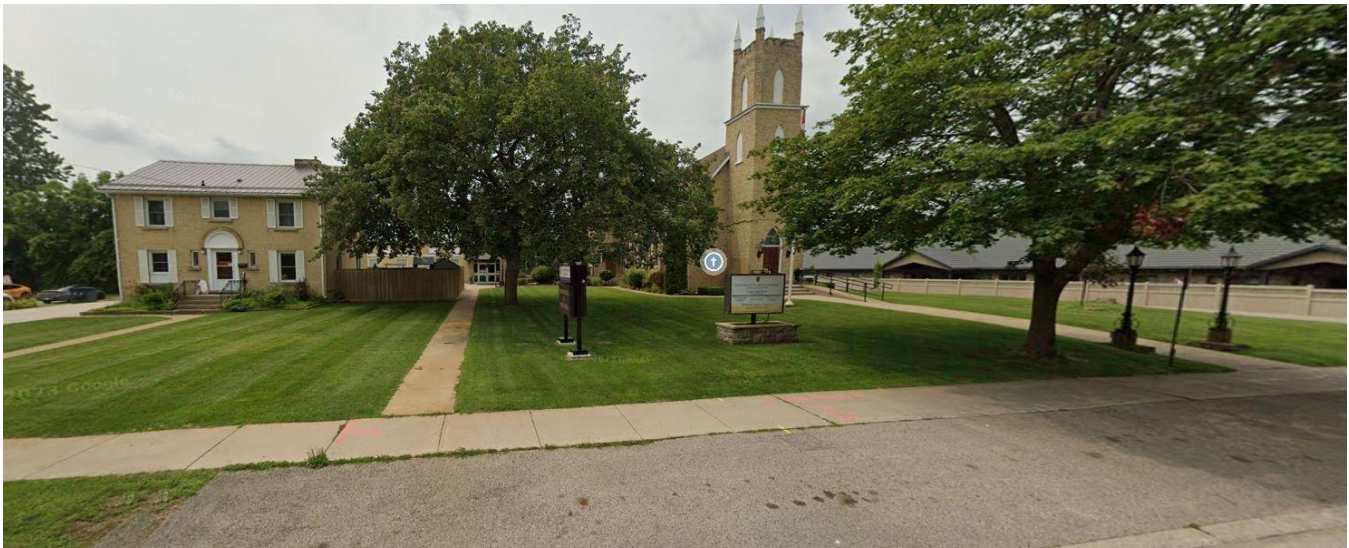


Figure 6. View of Large Deep Lots; Residential and Institutional Uses Directly West of Subject Site
Source: Google Street View



Figure 7. View of Front Street East and Head Street North Intersection Facing north from Front Street E., approximately 190 metres North of the Subject Site.
Source: Google Street View

4. **COMMUNITY AMMENITIES**

Located in the northeast quadrant of Strathroy-Caradoc, the subject site is served by several community amenities. The proposed development is accessed by Head Street North, classified as a Primary Collector connecting to other arterial roads. Several amenities are within walking distance from the subject site such as restaurants, parks, schools, shops and a grocery store. The chart below summarizes community amenities in relation to the distance from the Subject Site (**Figure 8**).

<u>Amenity</u>	<u>Approximate Distance from Site</u>
Institution - Our Lady Immaculate Catholic Elementary School	120 metres
Institution - St. John the Evangelist Anglican Church	67 metres
Commercial - Dental Centre	59 metres
Park and Open Space – Strathroy Conservation	650 metres
Park and Open Space - Alexandra Park	1.0 kilometre
Park and Open Space - Strathroy Rotary Memorial Trail	700 metres
Recreational - Royals Field	950 metres
Grocery - Food Basics	350 metres
Commercial - Variety of Shops: pharmacy, retail, tech, restaurants, gas station, pet shop, cafe	600 metres
Commercial - Laundromat	3.2 km
Institution – All Saints Parish	200 metres
Institution - Optometry	200 metres
Institution - Bank	600 metres

Figure 8. List of Community Amenities and Distance from Subject Site.

As shown above, the subject site is in a central location and vital amenities are all within walking distance helping to create complete communities. By having various amenities within close proximity of the proposed development promotes active and alternative modes of transportation and avoids the dependence of vehicle and establishes walkable, sustainable and affordable neighbourhoods.

5. **DEVELOPMENT CONCEPT**

The applicant is proposing to demolish the existing single detached residential dwelling and construct a 2-storey, multiple-unit dwelling containing a total of six (6) units: three (3) of the units will be located on the main level and three (3) on the second level. The development will provide for 10 surface parking spaces, 2 of which are to be barrier free. A preliminary Site Plan (**Figure 9**) has been completed.

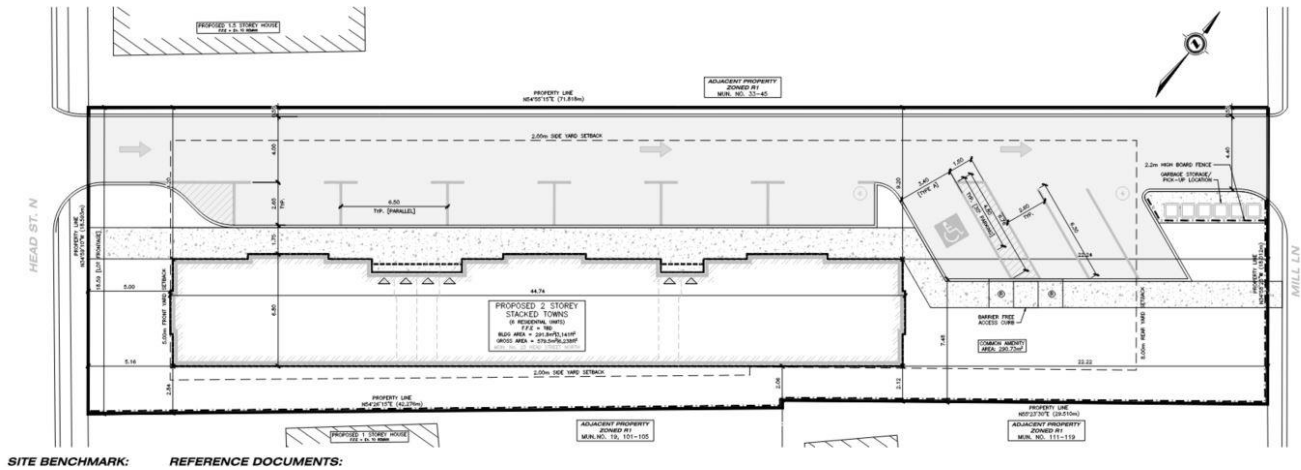


Figure 9. Site Plan

The proposed development will front Head Street North with a one-way lane providing egress to Mill Lane and convenient access to the surface parking. To the rear of the site, common amenity area is provided for residents to promote social interaction, recreation, and a sense of an engaged community environment. Appropriate setbacks have been incorporated into the site layout, to accommodate for appropriate privacy screening from abutting properties. To the north a setback of 8.9 metres is provided, significantly exceeding the 2.0 metre setback as required. To the south, a 2.06 metre setback is provided. The project will also feature board on board fencing around the site will help enhance resident privacy and contribute to noise reduction. Additional privacy screening measures such as landscaping will be integrated into the site. Dense shrubs and hedges can provide a peripheral landscape buffer, contributing to privacy, and creating a sense of place.

During the pre-consultation stage of this application, planning staff provided direction to ensure any potential noise and impact from air conditioning units were to be addressed. Through thoughtful design, it was determined that a central air conditioning unit will be roof-mounted in a designated area within the truss system, which would provide adequate noise screening measures from neighbouring residential buildings. This is a common practice in similar multiple-unit dwelling developments that has been used to provide noise abatement. Planning staff indicated a noise study would not be required as part of this rezoning application, if consideration for central air conditioning units are to be consolidated, limited to one location, and within a roof structure blocking any impact from the abutting dwellings.

6. SUPPORTING SERVICING FEASIBILITY STUDY

A supporting Servicing Feasibility Study has been completed by SBM Ltd. dated July 16, 2025, for the multiple-unit dwelling and the findings determined there is sufficient capacity:

Water Servicing:

- There is a 350 mm diameter ductile iron watermain in the Head Street North Right-of-Way. The water servicing calculations indicate that a 100 mm diameter private water service is sufficient to convey required flows for the proposed development and will be detailed during the detailed design phase.
- There is sufficient capacity to service the increased water demand created by the proposed development.

Sanitary Servicing:

- There is an existing 375 mm diameter sanitary sewer in the Head Street North Right-of-Way with one (1) sanitary private drain connection (PDC) of unknown size currently servicing the existing house. A PDC with a minimum diameter of 125 mm and a minimum slope of 2.0% is calculated to provide sufficient capacity (13.25 L/s) to convey the proposed flows.

Storm Servicing and Stormwater Management:

- The site is tributary to an 825 mm diameter storm sewer of a slope of 0.45% in the head Street North Right-of-Way.
- Stormwater quality controls will be designed to meet the SWM criteria and environmental targets identified for the site. These controls will comply with the standards set by the Ministry of the Environment, Conservation and Parks (MECP) and will be assessed at the detailed design phase of the project.

Based on the Servicing Feasibility Study, the existing municipal infrastructure and proposed site services have sufficient capacity to accommodate the proposed 6-unit development.

7. PLANNING POLICY FRAMEWORK

7.1. PROVINCIAL PLANNING STATEMENT, 2024 (PPS, 2024)

The Provincial Planning Statement (PPS) issued under the authority of Section 3 of the Planning Act “*provides policy direction on matters of provincial interest related to land use planning*” in order to ensure efficient, cost-efficient development and the protection of resources. The proposed development is consistent with the PPS and more specifically supports the following policies:

PPS 2024 Policy	Response
<p>2.1.4 To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:</p> <ul style="list-style-type: none"> a) Maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and b) Maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans 	<p>The subject site is within the Strathroy settlement area and “Residential” land use designations in the Municipality of Strathroy-Caradoc Official Plan. The proposed development is located on a site which is planned for growth. The site is fully serviced within a built-up area.</p>
<p>2.16 Planning authorities should support the achievement of Complete communities by:</p> <ul style="list-style-type: none"> a) Accommodating an appropriate range of mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs; 	<p>The proposed multiple-unit dwelling type containing 6-units accommodates an additional housing type in an appropriate area that offers public service facilities and institutional uses within walking distance as indicated in Section 4 and Figure 7.</p> <p>Overall, the development proposal represents an intensification of land use and built form that is compact, efficient, and maximizes land and the services nearby. This is a form of urban development that is characterized as a complete community.</p>
<ul style="list-style-type: none"> b) Improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and a) Improving social equality and overall quality of life for people of all ages, abilities and incomes, including equity-deserving groups 	<p>The proposed development improves social equality as it provided additional housing choice that is more attainable and affordable than single-detached residential dwellings. It allows people of all ages, abilities and incomes to live in a community with amenities.</p>
<p>2.4.1.2 To support the achievement of complete communities, a range and mix of housing options, intensification and more mixed-use development, strategic growth areas should be planned:</p> <ul style="list-style-type: none"> a) To accommodate significant population and employment growth d) to support affordable, accessible, and equitable housing 	<p>A range of mix of housing options and densities are encouraged by adding a residential type and density within a municipality that is primarily low-density single detached residential. This development will support attainable housing to accommodate population growth and the changing needs of residents of Strathroy-Caradoc. T</p>
<p>2.4.1.3 Planning authorities should:</p> <ul style="list-style-type: none"> c) Permit development and intensification in strategic growth areas to support the achievement of complete communities and compact built form d) Support redevelopment and commercially designated retail lands (e.g., underutilized 	<p>The proposed multiple-unit dwelling containing 6-units is an example of gentle intensification on a fairly large and underutilized lot. The project would add residential units that are compact, efficiently designed, and in proximity to ample services and amenities.</p>

PPS 2024 Policy	Response
shopping malls and plazas), to support mixed-used residential	
<p>3.6.2 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 risk to human health and safety. For clarity, municipal sewage services and municipal water services include both centralized servicing systems and decentralized servicing systems.</p>	<p>The proposed development would optimize the utilization of land and municipal infrastructure and services; would be fully serviced with municipal water, stormwater and wastewater services.</p>

The proposed development represents a significant intensification opportunity of a large and underutilized property within the built-up, residential area within the Municipality of Strathroy-Caradoc. The proposed development will efficiently use existing municipal infrastructure and services while providing for increased densities within proximity to existing amenities. Based on the above, it is the opinion of the writer that the proposed development is consistent with the policies of the 2024 Provincial Planning Statement.

7.2 COUNTY OF MIDDLESEX OFFICIAL PLAN (OPA 3)

The County of Middlesex Official Plan went through an Official Plan Review process in 2022, which resulted in the adoption of the OPA No. 3. The Ministry of Municipal Affairs and Housing approved the changes made to the existing Official Plan (OPA No. 3) and it is now in full force and effect.

The subject site is designated within the “Settlement Areas – Urban Areas” identified in Schedule A, Land Use Map within The County of Middlesex Official Plan (OPA No. 3). As per section 3.2.4, permitted uses within this designation include a variety of housing types, commercial uses, industrial uses, community facilities, recreation and open space, as well as other specific land use designations that may be needed dependent on the character of the urban area. The proposed multiple-unit dwelling is a permitted use.

Sections 2.3 in the County of Middlesex Official Plan directs urban development to be the focus for future population growth. The majority of growth to be within settlement areas that have full municipal services. Specifically, intensification and redevelopment as outlined in section 2.3.7.3 encourages local municipalities to support opportunities to increase the supply of housing through intensification and redevelopment in appropriate locations, taking into account municipal services, transportation and environmental considerations. Intensification and redevelopment shall include the conversion of single detached dwellings in appropriate locations into multiple residential units.

The proposed development conforms to the policies of the County of Middlesex Official Plan as it is within an area that specifically encourages intensification, has municipal services available, does not impact the environment, and it is an appropriate location and proximity to amenities.

7.3 STRATHROY-CARADOC OFFICIAL PLAN: 2014-2034

The Strathroy-Caradoc Plan designates the subject site as follows:

- “Settlement Area” in the Schedule ‘A’ Structure Plan; and
- “Residential” Land Use and fronting a “Primary Collector” (Head Street North) in the Schedule ‘B’ Land Use & Transportation Plan within the Settlement Area of Strathroy (see Figure 10).



Figure 10. Strathroy-Caradoc Official Plan, Schedule ‘B’ – Land Use & Transportation

Section 3.3.4 and 3.3.4.1 of the Strathroy-Caradoc Official Plan (SCOP) speaks to the Residential designation and the intent for continued and future residential purposes. Specifically, opportunities for residential intensification occur primarily in and adjacent to the Downtown Core. Permitted uses include a range of housing types and densities from single unit dwellings to high-rise apartment buildings. The proposed development (multiple-unit dwelling) is a permitted use where residential intensification is encouraged as it is located adjacent to the Downtown Core. Below is a further analysis of the policies within the SCOP as it relates to this application.

Strathroy-Caradoc Official Plan	Response
<p>2.0 General Planning Directions 2.4 Housing 2.4.1 Goals and Objectives</p> <p>a) To encourage the provision of a wide variety of housing types to meet community needs;</p> <p>b) To achieve a greater density of residential development in designated settlements;</p> <p>c) To encourage residential intensification and redevelopment where applicable with existing development and infrastructure is appropriate</p>	<p>By providing 6 additional units, the proposal achieves a greater density and additional housing type options in an appropriate area that is supported by existing Municipal services and infrastructure.</p>
<p>2.4.2 Housing Stock</p>	<p>The proposed 6-unit development offers a diverse housing form that contrasts from</p>

Strathroy-Caradoc Official Plan	Response
<p>A wide variety of housing types and tenure shall be encouraged to meet the needs, affordability and preference of existing and future residents. To monitor the housing supply, the Municipality shall maintain an inventory of building lots as well as potential dwelling units and vacancy rates. Housing targets may be established.</p>	<p>predominant single-detached homes within the municipality. The units add to the municipal housing inventory, assisting in tracking housing targets.</p>
<p>2.4.6 Intensification</p> <p>Residential intensification shall be encouraged in settlement areas where it is complementary 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 serve to be in keeping with the character with the area and not adversely affect neighbourhood stability. The Municipality shall have regard to intensification targets established in the County of Middlesex Official Plan.</p>	<p>The proposed development is a small-scale infill 2-storey, 6-unit development on a fully municipal serviced deep lot fronting a Primary Collector (Head Street). Within a 10-minute walking radius are several community amenities such as parks, schools, banks, grocery store and other retail shops makes the location ideal for residential intensification.</p> <p>The surrounding context of the subject site is characterized by detached and semi-detached dwellings on modest to deep lots. Approximately 35 metres to the northwest, is a medium density townhouse development. A multi-unit building comprised of 6 units would strike a balance and harmony within this neighbourhood and is in keeping with its' character.</p>
<p>2.6 Urban and Rural Character 2.6.3 Urban Design Principles</p> <p>The following principles shall be applied to strengthen and maintain the role, character and function of settlements:</p> <ul style="list-style-type: none"> e) Adequate outdoor amenity areas for multi-unit residential developments shall be provided; f) Adequate buffering shall be provided between potentially conflicted issues; g) Off-street parking areas shall be properly surfaced, graded, accessed and landscaped. 	<ul style="list-style-type: none"> • Common amenity area is provided as part of this development. • Adequate buffering is provided between abutting lots by setbacks, fencing and landscaping measures. • 10 off-street, surfaced and graded parking spaces are provided and exceed the zoning requirement.
<p>3.3.4.5 Medium Density Development</p> <p>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 close 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.</p>	<ul style="list-style-type: none"> • The proposed project fronts a Primary Collector (Head Street) to help support the medium density development goals. • The 2-storey development is not anticipated to adversely impact the neighbourhood which provides for a range of densities and uses. The multi-unit building can fit softly into the context due to its' building layout and design which accounts for sufficient setbacks, buffering and landscaping typical of surrounding lots.

Strathroy-Caradoc Official Plan	Response
<p>3.4.4 Stormwater Management 3.4.4.2 Stormwater Management Plans</p> <p>Stormwater Management Plans shall be prepared for undeveloped areas prior to development to effectively control stormwater runoff.</p>	<p>A functional Servicing Report has been prepared By SBM Ltd. as part of this application and findings indicate there is sufficient servicing capacity for the proposed development. A detailed stormwater management plan will be prepared at the building permit stage to ensure control of stormwater runoff.</p>

It is the opinion of the writer that the proposed development supports the goals and policies of the Strathroy-Caradoc Official Plan by contributing to settlement -area intensification targets, is in close proximity to amenities and community services, utilizes available municipal service and is complimentary to the existing neighbourhood.

8. ZONING BY-LAW OF THE MUNICIPALITY OF STRATHROY-CARADOC NO.43-08

The subject site is currently zoned Low Density Residential (R1) within the Strathroy-Caradoc Zoning By-law No.43-08 (see **Figure 11**). This zone provides for low density uses such as Single Detached Dwelling, Secondary Suite and Type 1 Group Home. A multiple-unit dwelling is not permitted within this zone. Therefore, the proposed residential development will require a Zoning By-law Amendment.



Figure 11. Strathroy-Caradoc Zoning Map

9. AMENDMENT TO THE STRATHROY-CARADOC ZONING BY-LAW NO.43-08

The purpose of this application is to rezone the subject site from Low Density Residential R1 to Medium Density Residential Special Provision R2(*) in Map 9 in the Strathroy-Caradoc Zoning By-law No. 43-08 to permit the proposed development. The purpose and intent of the R2 zone is to provide for a variety of medium density residential uses such as linked dwellings, semi-detached dwellings, townhouse dwellings, and multi-unit dwellings with a maximum of 6 units. The table below (see **Figure 12**) provides a comparative summary of the zoning regulations of the proposed R2 zone under section 6.3 and section 6.4 of the Strathroy-Caradoc Zoning By-law. The proposed map change to the Zoning Bylaw is illustrated in **Figure 13**.

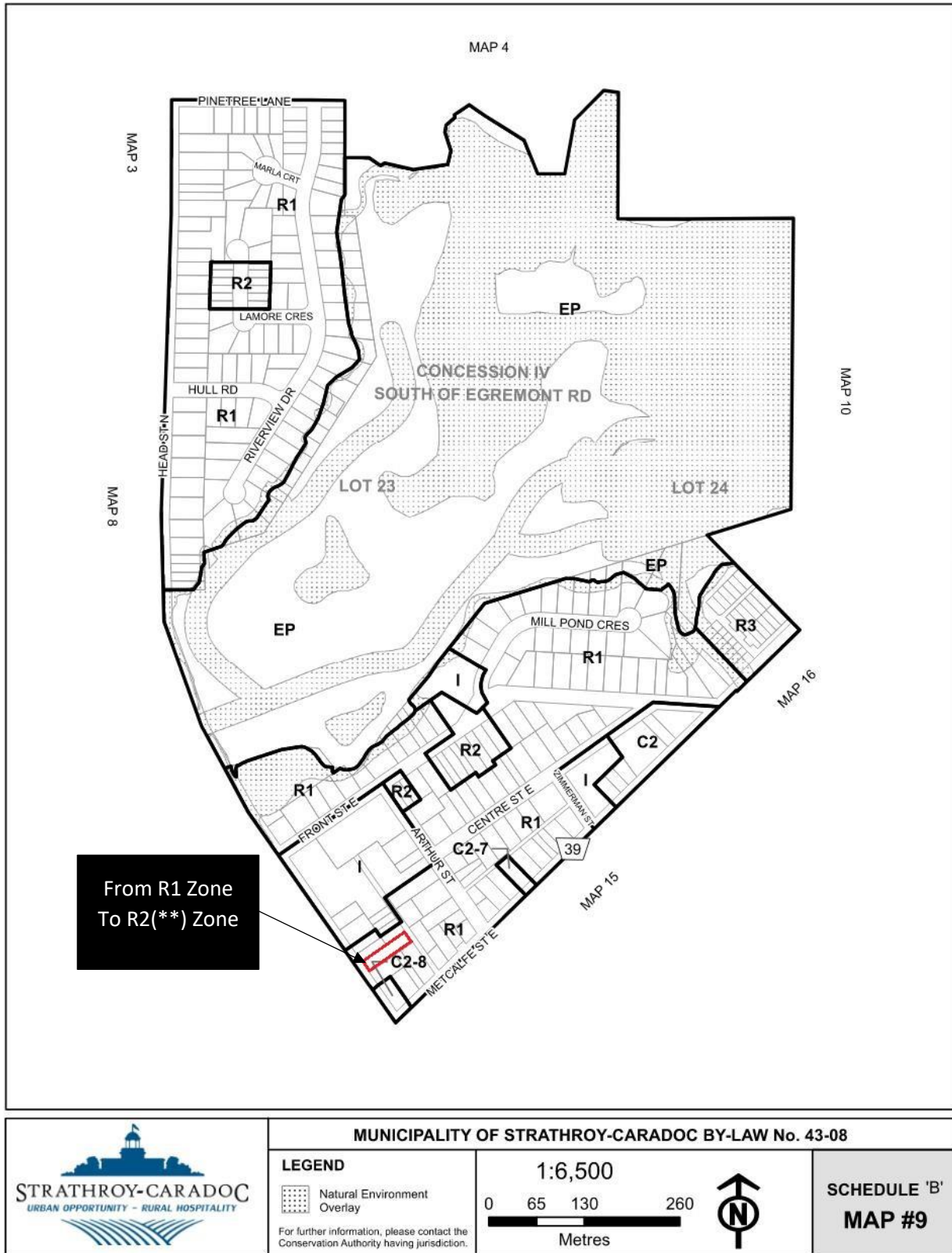
Regulations	Required	Proposed	Complies (Y/N)
Minimum Lot Area (m ²) per unit / total	130 / 780	217 / 1307	Y
Minimum Lot Frontage (m)	20.0	18.59	N
Minimum Front Yard Depth (m)	5.0	5.0	Y Y
Minimum Exterior Yard Depth(m)	5.0	N/A	N/A
Minimum Interior Yard Depth (m)	2.0	North: 5.9	Y
		South: 2.06	
Minimum Rear Yard Setback (m)	8.0	22.22	Y
Landscape Open Space (% min)	30.0	40.6	Y
Maximum Lot Coverage (%)	40.0	33.41	Y
Maximum Parking Lot Coverage (%)	20.0	37.1	N
Minimum Amenity Area (m ²)	20/unit (120 total)	290.73/ 6 units Total: 48.5 / unit	Y
Minimum Parking (multi-unit dwelling)	1.5 per unit (9 total)	10	Y

Figure 12. Zoning Table Analysis

The following site-specific special provisions are being requested:

R2 Zone – 25 Head Street

- A reduced lot frontage of 18.5 m whereas 20.0 m is required.
- An increased parking lot coverage of 38% whereas a maximum of 20% is required.



Last Updated 08/22/2023

Figure 13. Zoning Amendment to Map #9 in the Municipality of Strathroy-Caradoc By-law No.43-08

10. RATIONALE FOR SITE SPECIFIC PROVISIONS

Special Provisions are being requested for the R2(*) Zone. Below is an analysis of those requests and justification.

Lot Frontage

The proposed development requires a minor reduction of 1.5 metres to the lot frontage. The purpose of this regulation is to ensure sufficient amount of access to the public road is provided as well as maintain the existing pattern of development. In this case, the lot frontage is an existing condition, would be in keeping with the lot dimensions of the existing neighbourhood and is not considered a significant variation of the zoning regulation.

Parking Lot Coverage

The general intent of the maximum parking lot coverage is to ensure stormwater runoff is controlled and to ensure that developments have sufficient landscaping, greenspace and amenity space. As part of a complete Zoning By-law Amendment Application a Servicing Feasibility Study has been submitted by SBM Ltd. The findings determine that the Head Street North Right-of-way consists of a municipal stormwater sewer and that control measures will be in place for any increase in stormwater runoff post development by detailed calculations and grading design. Detailed engineer drawings will be provided and reviewed at the building permit application stage. Secondly, the site plan for the project accounts for amenity space and significantly exceed the percentage required by providing 40.6 % (290.7 m²), whereas 30 % is required. The parking lot coverage is offset by the significant amenity space that is provided for future residents. The site plan is well-designed for a fully functioning site for it's proposed use of a multiple-unit dwelling.

11. CONCLUSION

In conclusion, it is the opinion of the writer that the requested Amendments to the Zoning By-law are appropriate for the subject site and represents good planning for the following reasons:

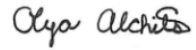
- The proposal is consistent with the policies of the Provincial Planning Statement, 2024, which promote healthy, livable and safe communities by accommodating an appropriate infill development within an urban Settlement Area on full municipal services.
- The proposal conforms to the intent of The County of Middlesex Official Plan and the Strathroy Caradoc Official Plan 2014-2034 which includes housing and intensification policies that recognize the need for more residential density and housing options in appropriate areas with municipal servicing.
- The proposed Official Plan and Zoning By-Law Amendment application would permit a 2-storey, multiple-unit dwelling containing (6) units that would contribute to the need for new housing types and tenures in Strathroy and provides lands within the existing built-up area to meet the long-term residential needs of Strathroy
- The proposed development is well suited for gentle intensification given the location along an arterial road and proximity to community amenities and services.
- The proposed development has been designed to be sensitive to the adjacent low density residential uses using larger building setbacks than and use of screening/landscaping as mitigation.

For the reasons noted above and throughout this report, it is recommended that Municipality of Strathroy-Caradoc approve the proposed Zoning By-Law Amendment Application.

Respectfully submitted,

Strik, Baldinelli, Moniz Ltd.

Planning • Civil • Structural • Mechanical • Electrical



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