

To: Warden and Members of County Council

From: Director of Community Planning

Applications for Official Plan Amendment (OP 21-18-8) and Plans of Subdivision (SB 21-13-8 & SB 21-14-8) Karn Road Land Development Corp. and Cachet Developments (Woodstock) Inc.

RECOMMENDATIONS

1. That Oxford County Council approve Application OP 21-18-8, , submitted by Karn Road Land Development Corp. and Cachet Developments (Woodstock) Inc. for lands described as Lot 14 and Part Lot 30, RCP 1621 (South-West Oxford), in the City of Woodstock to redesignate the subject lands from 'Agricultural Reserve' and 'Future Urban Growth' to 'Large Urban Centre', 'Low Density Residential', 'Medium Density Residential', 'High Density Residential', 'Open Space' and 'Environmental Protection' to facilitate the development of the lands for residential purposes;
2. And further, that Council approve the attached Amendment No. 292 to the County of Oxford Official Plan and raise the necessary by-law to approve Amendment No. 292;
3. And further, that Oxford County Council grant draft approval to proposed residential plans of subdivision, Files No. SB 21-13-8 and SB 21-14-8, as submitted by Karn Road Land Development Corp. and Cachet Developments (Woodstock) Inc. for lands described as Lot 14 and Part Lot 30, RCP 1621 (South-West Oxford), in the City of Woodstock, subject to the conditions attached to this report as Schedule "A" being met prior to final approval.

REPORT HIGHLIGHTS

- Applications have been received by the County of Oxford and City of Woodstock to amend the Official Plan and the City's Zoning By-law to facilitate the development of the subject lands for residential use via plans of subdivision. The amendment to the Official Plan proposes to include the subject lands within the Woodstock Large Urban Centre settlement area and to designate the lands Low Density Residential, Medium Density Residential, High Density Residential and Open Space.
- The proposed plans of subdivision will accommodate 429 lots for single detached dwellings, 231 townhouse units, up to 300 apartment dwelling units, 1 park block, 1 parkette, 3 stormwater management blocks and 7 open space blocks served by a number of municipal roads and walkways.

Implementation Points

These applications will be implemented in accordance with the relevant objectives, strategic initiatives and policies contained in the Official Plan.

Financial Impact







The approval of this application will have no financial impact beyond what has been approved in the current year's budget.

Communications

In accordance with the requirements of the Planning Act, notice of complete application regarding this proposal was provided to the public in November 2021 and notice of public meeting was issued on January 30, 2023, and again on March 22, 2023.

A number comments and concerns regarding this proposal have been received via correspondence from land owners and residents in the vicinity, and at the public meeting held by the City of Woodstock on February 13, 2023. Generally, concerns included increased traffic, noise, trespassing, and potential impacts on existing industrial, and future aggregate operations in the area. Written comments received as of the time that this report was completed have been included as attachments to this report.

Strategic Plan (2020-2022)

					
WORKS WELL TOGETHER	WELL CONNECTED	SHAPES THE FUTURE	INFORMS & ENGAGES	PERFORMS & DELIVERS	POSITIVE IMPACT
		3.ii			

DISCUSSION

Background

Owners:

Karn Road Land Development Corp.
240 Briarhill Road, Woodstock ON, N4S 7T3

Cachet Developments (Woodstock) Inc.
c/o Jessie Ha Kong
361 Connie Crescent, Suite 200, Concord ON, L4K 5R2

Agent: GSP Group Inc..
c/o Brandon Flewwelling
72 Victoria Street S., Kitchener ON, N2G 4Y9

Location:

The subject lands are described as Lot 14 and Part Lot 30, RCP 1621 (South-West Oxford), in the City of Woodstock. The lands are located between Karn Road and Beachville Road, west of Mill Street.

County of Oxford Official Plan:

Existing Designation:

Schedule "W-1"	City of Woodstock Land Use Plan	Agricultural Reserve Future Urban Growth Environmental Protection
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Proposed Designations:

Schedule "C-3"	County of Oxford Settlement Strategy Plan	Large Urban Centre
Schedule "W-1"	City of Woodstock Land Use Plan	Residential Open Space
Schedule "W-3"	City of Woodstock Residential Density Plan	Low Density Residential Medium Density Residential High Density Residential Open Space
Schedule "W-4"	City of Woodstock Leisure Resources & School Facilities Plan	Open Space
Schedule "W-5"	City of Woodstock Transportation Network Plan	Collector Road Minor Collector Road

City of Woodstock Zoning By-law No. 8626-10:

Existing Zoning: 'General Agricultural Zone (A2)'

Proposed Zoning: Residential Zone 1 (R1); Residential Zone 2 (R2);
Residential Zone 3 (R3)
Passive Use Open Space Zone (OS1)
Active Use Open Space Zone (OS2)

Proposal:

Applications have been received by the County of Oxford and City of Woodstock to amend the Official Plan and the City's Zoning By-law to facilitate the development of the subject lands for residential use via plans of subdivision. The amendment to the Official Plan proposes to include the subject lands within the Woodstock Large Urban Centre settlement area and to designate the lands Low Density Residential, Medium Density Residential and High Density Residential, and Open Space.

According to the plans submitted by the applicants, the proposed plans of subdivision will accommodate 429 lots for single detached dwellings, 231 townhouse units, up to 300 higher density dwelling units, 1 park block, 1 parkette, 3 stormwater management blocks and 7 open space blocks served by a number of municipal roads and walkways.

The zone change applications propose to rezone the subject lands from 'General Agricultural Zone (A2)' and 'Environmental Protection Zone 2 (EP2)' to 'Residential Zone 1 (R1)', 'Residential Zone 2 (R2)', 'Residential Zone 3 (R3)', 'Passive Use Open Space Zone (OS1)' and 'Active Use Open Space Zone (OS2)'. The proposed residential zones will include special provisions and performance standards to facilitate the draft plans of subdivision. These provisions are detailed in the 'Zoning' section of this report.

The subject lands consist principally of two large vacant parcels with a combined area of approximately 67 ha (165 ac). The majority of the lands are currently in agricultural production, however a significant portion (north and west) is wooded and is part of a larger woodland area to the west, comprising approximately 65 ha (160 acres). The Environmental Impact Study completed by the applicants in support of the proposed development confirmed that this woodland exhibits a number of important natural heritage features.

Surrounding land uses include residential development to the east and north and the aforementioned woodlands to the west. The lands to the immediate south and southwest are currently in agricultural production, however, both parcels are subject to approved licenses under the Aggregate Resources Act. Lands further south are in active aggregate extraction.

For Council's information, the subject lands were added to the City of Woodstock's municipal boundary from the Township of South-West Oxford in January 2020.

The applicant has filed a number of studies and reports including a Planning Justification Report and Secondary Plan, Functional Servicing Report, Hydrogeological Study, Traffic Impact Study, Noise and Vibration Feasibility Assessment and an Environmental Impact Study in support of the subject Official Plan Amendment and the development of the lands for residential purposes.

Plate 1, Existing Zoning & Location Map, indicates the location of the subject site and the existing zoning in the immediate vicinity.

Plate 2, Aerial Map (2020), provides an aerial view of the subject property and surrounding area.

Plate 3, Proposed Subdivision Layout, provides the layout of the proposed forms of development and future road network.

Plate 4, Official Plan Amendment Sketch, indicates the proposed Official Plan designations recommended by staff.

Comments

2020 Provincial Policy Statement

Section 1.1.1 of the Provincial Policy Statement (PPS) states that healthy, liveable and safe communities are sustained by promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term, accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment, institutional, recreation, park and open space, and other uses to meet long-term needs.

Section 1.1.2 of the PPS directs that sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines.

Section 1.1.3.8 indicates that a planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of comprehensive review and only where it has been demonstrated that sufficient opportunities to accommodate growth and to satisfy market demand are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon; that infrastructure and public service facilities which are planned or available are suitable for the development over the long term; that there are no reasonable alternatives which avoid prime agricultural areas; there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas; and that the impacts from new or expanding settlement areas on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasible.

Section 1.4.1 sets out policies which are intended 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. To accommodate this, planning authorities shall maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and if necessary, lands which are designated and available for residential development.

Section 1.7.1 directs that long-term economic prosperity should be supported by, among other measures, encouraging residential uses to respond to dynamic market-based needs and providing necessary housing supply and range of housing options for a diverse workforce, optimizing the long-term availability and use of land, resources, infrastructure and public service facilities.

Section 2.3 of the PPS protects prime agricultural areas for long-term use for agriculture. New land uses, including the creation of lots or expanding livestock facilities must comply with the minimum separation distance formulae. Land may only be removed from prime agricultural areas for a limited range of uses, including expansion of a settlement area in accordance with the policies contained in Section 1.1.3.8, above.

The PPS also contains policies which direct that natural features and areas shall be protected for the long term. Section 2.1.2 directs that diversity and connectivity of natural features in an area and the long-term ecological function and biodiversity of natural heritage systems should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features. Section 2.1.5 directs that development and site alteration shall not be permitted in significant woodlands and significant wildlife habitat.

Section 2.4 of the PPS sets out policies directing that minerals and petroleum resources shall be protected for long-term use. Section 2.5 specifically addresses mineral aggregates and directs that such resources shall be protected for long-term use, and where provincial information is available, deposits of mineral aggregate resources shall be identified.

Section 2.5.2.4 directs that mineral aggregate resources shall be protected from development and activities that would preclude or hinder their expansion or continued use, or which would be incompatible for reasons of public health, public safety or environmental impact.

In known deposits of mineral aggregate resources and on lands adjacent to them, development and activities that would preclude or hinder the establishment of new operations or access to resources shall only be permitted if resource use would not be feasible; the proposed land use or development serves a greater long-term public interest; and issues of public health, public safety and environmental impact are addressed.

Section 1.2.6 of the PPS – Land Use Compatibility, directs that major facilities (resource extraction activities are included in the definition of ‘major facilities’ as contained in the PPS) and sensitive land uses shall be planned to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.

Where avoidance is not possible, planning authorities shall protect the long-term viability of existing or planned uses that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses are only permitted if it is demonstrated that there is an identified need for the use; alternative locations for the proposed use have been evaluated and there are no reasonable alternative locations; adverse effects to the proposed sensitive land use are minimized and mitigated; and potential impacts to major facility uses are minimized and mitigated.

Official Plan

The subject lands are designated ‘Agricultural Reserve’, ‘Future Urban Growth’ and ‘Environmental Protection’, according to the City of Woodstock Land Use Plan. The subject application proposes to redesignate the lands to facilitate a mix of low, medium and high density residential development. Further, lands that have been identified as having natural heritage significance and/or are to be developed for neighbourhood park purposes are proposed to be designated Open Space. The whole of the area subject to this application, together with those lands adjacent to Karn Road (in the south) and Beachville Road to the north that were incorporated into the Woodstock municipal boundary in January 2020, will also be recognized as a Large Urban Centre in the County of Oxford Settlement Strategy Plan, as contained in the Official Plan.

Section 3.1.6 of the County Official Plan directs that the consideration of an amendment to the Official Plan to permit the expansion of a settlement must be justified, having regard to the following considerations:

- There is a demonstrated need within the planning period for additional land to be removed from agricultural production and re-designated, given the nature and capacity of undeveloped land use designations within nearby designated settlements or within other land use designations;
- The nature of the proposal and whether the use requires special locational requirements or physical features that are only available in prime agricultural areas;
- The amount of land proposed for the new development will be consistent with the requirements of the proposed use;
- The amount of land proposed for settlement extension is justified considering population, household and labour force projections for the Area Municipality and land use density factors for the planning period of this Plan, including opportunities for intensification and redevelopment;
- Any land proposed for the settlement extension is a logical expansion of the settlement;
- The long-term suitability and feasibility of the proposed site for centralized wastewater and water supply facilities is demonstrated to the satisfaction of the County.

Further to this, any settlement expansion proposals in prime agricultural areas shall demonstrate that:

- The lands do not compromise specialty crop areas;
- There are no reasonable alternatives which avoid prime agricultural areas;
- There are no reasonable alternatives on lands with lesser agricultural capability or on lands left less suitable for agriculture by existing or past development;
- MDS I is satisfied;
- Impacts from the new use or settlement expansion shall not create traffic hazards and the road infrastructure shall be capable of accommodating the new use or expansion.

Additionally, any proposal to expand the settlement boundary must be consistent with the Environmental Resource policies and Cultural Heritage policies contained in Chapter 3 of the Official Plan. The extension will not conflict with the Resource Extraction policies of the Plan and must be consistent with the Growth Management policies contained in Chapter 4.

The proposed expansion must also be acceptable with respect to the continued ability to achieve the Goal for Agricultural Policies set out in Section 3.1.1 of the Official Plan and further, consideration must be given to the potential precedent established for other sites within the County and the ability to implement planned land uses in the vicinity.

Section 7 of the County Official Plan contains policies specific to the City of Woodstock and provides guidance with respect to the designation and development of lands for primarily residential purposes. To assist with achieving the land use objectives for residential areas, the City of Woodstock is divided into smaller planning areas called Community Planning Districts. As per Section 7.2.3.2.2, within newly developing communities a secondary plan shall be prepared to provide comprehensive policies and community design guidance for the area. Secondary plans for newly developing areas will address, among other matters, land use mix and compatibility, major road alignments and local road connections, servicing, stormwater management, community leisure facilities, and the location of pedestrian and bicycle routes.

Further to this, any secondary plan approved by City Council for a newly developing residential community will satisfy the following structural design criteria:

- A variety of dwelling types will be accommodated within each Community Planning District such that the following dwelling mix is attainable:

Low Density	55%
Medium Density	30%
High Density	15%

- The overall net residential density of the Community Planning District will approximately 30 units per hectare (12 units per acre);
- Residential uses within each Community Planning District will be developed around a functional leisure and recreation system which may include natural areas, active parks and walkways and bikeways;
- The Community Planning District will incorporate an activity node providing central focus for shopping, education, health and child care facilities clustered around common open space. Such activity nodes will be located at major intersection points in the transportation system;
- High and Medium Density Residential uses will be located in proximity to activity nodes and adjacent to park facilities. It is intended that High and Medium Density residential development will be distributed throughout a Community Planning District rather than being concentrated in one particular area;
- The major road system and residential density pattern will result in development which is transit supportive.

Approximately 21 ha (52 ac) of the overall site is comprised of natural heritage features including wetlands, significant woodlands, a significant Life Science ANSI and significant wildlife habitat. The wooded area of the subject lands are part of a larger significant woodland that extends to the west. In accordance with Section 3.2.6.1, the applicants undertook an Environmental Impact Study (EIS) which is required to evaluate impacts on the natural heritage features identified on the site. Through this study, the natural features that were identified will be placed in an appropriate land use designation to ensure the continued protection of the woodland and associated features. While the applicant has proposed to designate these lands Open Space, it is appropriate to consider the placing the lands in the Environmental Protection Area designation. Permitted uses in the Environmental Protection Area designation include passive recreation, such as recreational walking trails approved by the City in consultation with the Conservation Authority, and buildings and structures that are intended for flood or erosion control or associated with proper management of the natural environment as approved by the City, County, Conservation Authority and Ministry of Natural Resources and Forestry, as required.

The applicant is also proposing a park block and stormwater management blocks that will be designated Open Space. The Open Space designation generally applies to areas that include parks, pathways, recreation areas and stormwater management facilities and similar facilities that are in public ownership.

The Official Plan recognizes that the County of Oxford contains significant reserves of mineral aggregate resources, including bedrock-derived crushed stone and naturally occurring sand and gravel.

The County recognizes that the extraction of mineral aggregate resources is, and will continue to be an important industry in the economy of the County and the policies of the Official Plan will focus on protecting existing operations and mineral aggregate resources from incompatible uses while ensuring that extraction is carried out in a manner that minimizes negative community, economic and environmental impacts.

To this end, the Official Plan includes detailed policies regarding land use compatibility between mineral aggregate extraction and sensitive land uses which are premised on the establishment of priorities which balance the protection of natural resources (such as mineral aggregates) and other public interests, such as ensuring reasonable opportunities for settlement growth. It is a principle of the Official Plan that where aggregate resource extraction and settlement development have the potential to conflict with one another due to the proximity between these types of uses, issues of land use compatibility shall be considered and adequately addressed to minimize such potential conflicts. To this end, where new development is proposed in proximity to existing licensed extraction operations, the responsibility for mitigation will primarily be borne by the land developer through the municipal development review process.

Section 3.4.1.5.2 directs that consideration of applications to amend the Official Plan in accordance with the policies of Section 3.1.6 within 500 m (1,640 ft) of an identified Sand and Gravel Resource Area must ensure that the opportunity to extract mineral resources from identified resource areas will not be precluded or hindered and that potential land use incompatibilities are minimized.

Regarding development in proximity to licensed aggregate operations, the policies of the Official Plan direct that where development within a settlement designation is proposed within 300 m (985 ft) of an approved licensed aggregate extraction operation, the primary responsibility for the mitigation of potential land use conflicts between the use and the aggregate operation will be that of the development proponent. When residential development or other sensitive land uses are proposed, a study undertaken by a qualified professional which addresses potential noise, vibration, dust and particulate impacts will be completed by the proponent, and will determine appropriate attenuation/mitigation measures.

Notwithstanding the above, where a proposed residential development or other sensitive land use is situated within 300 m of an approved licensed aggregate operation but is further from existing approved sensitive development, the requirement for study may be scoped or waived. Prior to scoping or waiving such study, the proponent must demonstrate that the measures proposed by earlier study would not be negated or offset by factors such as topography, possible multiple noise sources or other factors.

Deviation from the standard 300 m setback requirement noted above will only be permitted where it is demonstrated that acceptable attenuation can be achieved consistent with Provincial guidelines and where conditions of approval and other mechanisms are imposed which ensure that identified measures are incorporated into the development approval at the proponent's expense.

Approximately half of the subject lands (being the lands immediately adjacent to the developed area of the City) are designated 'Future Urban Growth' for residential purposes. These lands are recognized as an important component of the Growth Strategy for the City and County, however, it is recognized that these lands are situated in proximity to high quality sand and gravel resources where there is a high potential for extraction.

To minimize potential land use incompatibilities between future residential development and potential future extraction, proposals for development within the Future Urban Growth designation will be consistent with the policies of the Official Plan regarding aggregate resource extraction.

Zoning By-law

The subject lands are currently zoned 'General Agricultural Zone (A2)'. The applicant proposes to rezone the lands to appropriate residential, open space and environmental protection zones to implement the proposed Official Plan amendment and facilitate the draft plan of subdivision.

Regarding the residential zones, the applicant has proposed a number of special provisions to facilitate various forms of housing. The existing provisions contained in the City's Zoning By-law and the modifications proposed by the applicant are included as an attachment to this report. Relevant details regarding these provisions will be discussed in the 'Planning Analysis' section of this report.

Agency Comments

The City of Woodstock Engineering Department (Development Division) has noted that 0.3 m (1.0 ft) reserves do not appear to have been added to the Draft Plans as previously requested. Further, Engineering has provided a list of conditions of draft approval regarding this development, which are included in this report as an attachment for Council's consideration.

The City Parks Department has recommended that a number of conditions be included in the proposed draft plan of subdivision, as follows:

- The owner is responsible for installing fencing along property lines including within the woodlot along the property line to the satisfaction of the City
- The owner agrees to plant street trees to the satisfaction of the City
- The owner is responsible for the design, planting, and preparation of SWM blocks to the satisfaction of the City of Woodstock
- The owner agrees to not store any materials or soil on parkland at any time during development
- Hydro easements shall not be counted as parkland dedication
- The owner agrees to complete an arborist report identifying any hazard trees within the woodlot and any lands that will be conveyed to the City of Woodstock. The Owner will be responsible for any removals to the satisfaction of the City of Woodstock. Removals must take place before installation of any fencing along property lines and before assumption.

County of Oxford Public Works comments and proposed conditions of draft approval are attached to this report for Council's consideration and the conditions of draft approval have been included in the recommended conditions regarding this proposal.

The Upper Thames River Conservation Authority (UTRCA) have been involved in the Official Plan amendment and draft approval process and have communicated directly with the applicants on a variety of issues related to the plan of subdivision. To date, the UTRCA has not provided formal conditions of draft approval, however, conditions regarding the submission of detailed stormwater management, grading and erosion control, a final Environmental Impact Study and final Functional Servicing Report for UTRCA review have been included, together with a requirement for the applicant's to obtain any required permits from the UTRCA in accordance with the Conservation Authorities Act for those areas of the subject lands that are so regulated.

The Thames Valley District School Board (TVDSB) has indicated that the proposed draft plans of subdivision are within the attendance area boundaries of Central Public School, East Oxford Public School, College Avenue Secondary School and Woodstock Collegiate Institute. Central Public School is currently operating above its 'on the ground' capacity and, due to residential growth occurring in the area, enrolment is expected to continue to increase. Based on the above, TVDSB requests that the following clause be included as a condition of draft plan approval for the proposed developments:

'The Owner shall inform all Purchasers of residential lots by including a condition in all Purchase and/or Lease Agreements stating that the construction of additional public school accommodation is dependent upon funding approval from the Ontario Ministry of Education, therefore the subject community may be designated as a "Holding Zone" by the TVDSB and pupils may be assigned to existing schools as deemed necessary by the Board'.

The Board regularly reviews accommodation conditions across all elementary and secondary schools and will provide updated comments as necessary. The TVDSB would appreciate updates regarding this application.

Enbridge Gas has requested that a condition of draft approval be included whereby the owner/developer provide the necessary easements and/or agreements required by Enbridge/Union Gas for the provision of gas services for this project, in a form satisfactory to Enbridge/Union Gas.

Bell Canada has reviewed the proposal and indicated that the following paragraphs are to be included as a condition of draft approval:

'The Owner acknowledges and agrees to convey any easements as deemed necessary by Bell Canada to service this new development. The Owner further agrees and acknowledges to convey such easements at no cost to Bell Canada.'

The Owner agrees that should any conflict arise with existing Bell Canada facilities where a current and valid easement exists within the subject area, the Owner shall be responsible for the relocation of any such facilities or easements at their own cost'.

The Owner is advised to contact Bell Canada during the detailed utility design stage to confirm the provision of communication/telecommunication infrastructure needed to service the development. It shall be noted that it is the responsibility of the Owner to provide entrance/service ducts from Bell Canada's existing network infrastructure to service this development. In the event that no such network infrastructure exists, in accordance with the Bell Canada Act, the Owner may be required to pay for the extension of same.

Canada Post has indicated that the completed project will be serviced by centralized mail delivery provided through Canada Post Community Mail Boxes and through Canada Post's centralized delivery policy which applies to any buildings of 3 or more self-contained units with a common indoor area. The full text of Canada Post's comments are attached to this report for Council's consideration.

The Township of South-West Oxford has indicated that the Township has no objection to this proposal and is pleased to see higher density development included within the draft plan to better preserve surrounding farmland.

The Ministry of Municipal Affairs and Housing has indicated that the Ministry will not be providing comments regarding these applications.

PUBLIC CONSULTATION

Notice of complete application regarding this proposal was provided to the public and surrounding neighbours in November 2021, and notice of public meeting was issued on January 30, 2023, and again on March 23, 2023 in accordance with the requirements of the Planning Act. At the time that this report was drafted, three items of correspondence had been received and are attached to this report for Council's consideration.

City of Woodstock Council

City of Woodstock Council held a public meeting on February 13, 2023 and the proposal was initially deferred by City Council on February 16, 2023 to provide additional opportunity for the City Parks Department to review and provide comment on the applications. City Council subsequently considered the applications again on March 16, 2023 and recommended support of the proposed Official Plan amendment and draft plans of subdivision.

Planning Analysis

The subject lands were annexed into the City's municipal boundary from the Township of South-West Oxford in January 2020. Applications have been received by the County of Oxford and the City of Woodstock to incorporate the subject lands into the City's designated settlement boundary and develop the lands for residential purposes. The details regarding this proposal are contained in the 'Proposal' section of this report.

Planning Justification & Comprehensive Review

To satisfy the requirements of the Provincial Policy Statement as well as the Official Plan policies relating to settlement expansions, the applicants have undertaken a comprehensive review and area plan in support of the proposal.

Notwithstanding the work that has been completed by the applicant in support of the comprehensive review (which will be discussed in greater detail in this report), Planning staff have relied on the population projections and land need analysis from the Oxford County Comprehensive Review prepared by Hemson Consulting in March 2020, adjusted to reflect development approvals that have occurred since this report was adopted by City and County Councils in April 2020.

Staff are of the opinion that the Hemson report provides an appropriate and unbiased indication of the growth potential of the City and County over the 20 year planning horizon addressed in the report.

Since the Hemson report was prepared and approved, the PPS has been amended to direct municipalities to ensure that sufficient land is made available to accommodate a planning period of up to 25 years (2020-2045). As such, estimates prepared by our office based on the forecasts and land need methodology contained in the Hemson report determined that 320 gross developable hectares (790 ac) of land designated for residential purposes is required to accommodate the forecasted growth in Woodstock for the 25 year planning horizon.

Using the Hemson report as a baseline and considering development activity that has occurred since the adoption of the report in March 2020, Community Planning estimates that the City of Woodstock would require approximately 2,600 additional residential units beyond the residential land supply contained in the currently designated settlement boundary (excluding the subject development) to accommodate forecasted residential growth for the current 25 year planning period.

This unit count translates to an estimated land need of approximately 168 gross developable hectares (415 ac) of land (which excludes lands constrained by natural hazards or natural features, but includes lands that would be considered supporting infrastructure, such as roads and stormwater management structures).

The above-noted numbers are based on the growth forecasts and land need methodology contained in the Hemson study as adjusted to reflect the City's land supply as of year-end 2021.

Using this information as an estimate of the amount of residential land needed for future development in Woodstock, it would appear that the whole of the subject lands that are proposed to be designated for residential use by the applicants can be accommodated. Based on the information provided by the applicants, it appears that the total area of the subject lands is approximately 70 ha (175 ac) and the area proposed to be developed for residential purposes (including stormwater management and roads) is approximately 49 ha (120 ac). As such, designating the subject lands for residential purposes will assist in making land available to accommodate the City's needs over the 25 year planning horizon.

Regarding the justification of the proposed designation of the subject lands for urban settlement purposes, Planning staff are satisfied that the designation of the lands for such purposes is consistent with the relevant policies of the PPS and the maintains the strategic initiatives and objectives of the Official Plan as they pertain to the protection of agricultural resources.

The subject lands are comprised of approximately 60% Class 3 agricultural lands and less than 40% Class 2 lands, with small areas at the northerly end of the property identified as Class 4. The subject lands are one of the few areas in immediate proximity to the City of Woodstock that are not identified as primarily Class 1 and 2 soils for agriculture. While no specific research was undertaken to determine whether the lands could be described as 'specialty crop areas' in accordance with the definitions contained in the PPS, this office is satisfied that the nature of agricultural operations in this area are such that there is no evidence the lands are suitable for specialty crop production.

With respect to the potential impact of this proposal on existing livestock operations in the area, the lands to the immediate south of the subject lands are currently occupied by a large bank barn and accessory buildings that appear to have been previously operated as a dairy farm. For information, these lands are presently zoned and licensed for aggregate extraction purposes. While the lands are not presently subject to extraction, the buildings and structures located on the subject lands are intended to be removed at such time as extraction occurs in this specific area. The said barn, while in good repair, does not house livestock and has been converted for storage use. In light of the foregoing, this Office is of the opinion that no further consideration of this property is required with respect to Minimum Distance Separation and compatibility with the future development of the subject lands for residential purposes. There are no other livestock facilities within one kilometer of the nearest portion of the subject lands.

Further to the licensed aggregate pit located on the lands to the south (SAMI North Pit Extension), the applicants have undertaken an analysis of the pit using operational parameters and reference sound levels included in the noise impact study that was completed for the pit's extension in 2018.

Sound levels from similar project files for gravel pits were also used in the review and the resulting analysis indicates that sound levels from the gravel pit are not expected to exceed applicable Ministry of Environment, Conservation and Parks (MECP) criteria at the proposed development.

Planning staff note that the operational plans for the pit include mitigation and operational contingencies that were included to address the proximity of operations to a residential use to the immediate northwest (immediately west of the subject lands), including berms and barriers. Further, all access to the pit operations will be from Clark Road to the south, via existing extraction operations and no traffic associated with the pit operations will occur on Karn Road.

While the noise feasibility study indicates that the sound levels from the gravel pit are not expected to exceed MECP criteria at the proposed development, the study also notes that sound levels have the potential to exceed MECP (and Official Plan) criteria within Block 284 (being the high density block immediately adjacent to Karn Road and across the road from the northwestern portion of the future pit operations) depending on the composition of dwellings and site design.

In response to a submission by the owners of the licensed aggregate lands to the south, and subsequent discussions, a condition of draft approval has been recommended that will require the zoning of the above-noted Block 284 to be subject to an "H" holding provision which will include direction that the said holding provision not be removed from the lands until detailed plans for development of Block 284 have been submitted and reviewed by a qualified Acoustic Engineer experienced with mineral aggregate operations. Specifically, a Noise Impact Assessment (NIA) that evaluates noise impacts and provides mitigation recommendations related to the development of Block 284 will be required and any mitigation measures shall be at the sole expense of the owner(s) of the subject lands.

The "H" holding provision will also include direction that prior to the removal of the "H", the NIA will be circulated to the owners of the licensed pit operation to the south and further, that the "H" will only be removed upon approval of the NIA to the satisfaction of the City and County.

For Council's information, the lands to the immediate southwest of the subject lands (and west of the SAMI North Pit Extension) are also subject to an existing license under the Aggregate Resources Act and it is the opinion of Planning staff that these lands should also be included in the requirements noted above regarding the removal of the "H" from Block 284.

Further to the issue of aggregates, lands west of the subject lands are identified in the Official Plan as containing a primary sand and gravel resource. However, while this resource is considered to be significant from a provincial perspective, the vast majority of this resource is covered by natural heritage features which would limit the probability that the resource could be reasonably extracted. The subject lands include only a small area at the southwest corner of the site that is identified as being of primary importance and in light of the apparent limitations regarding the extraction of the broader resource in this area (to the west), Planning staff are of the opinion that the development of the subject lands for urban residential development is appropriate.

Generally, staff are satisfied that the subject lands represent an appropriate direction for growth in Woodstock relative to other options. As noted, the lands are currently within the City's municipal boundary and the lands are a logical expansion of existing residential development to the east. Further, development of the lands will have relatively limited impact on agricultural operations in the vicinity of the lands and there are no reasonable alternative directions for growth that would utilize lower priority agricultural lands, or avoid prime agricultural lands.

The proposed residential density plan indicates specific locations where low, medium and high density development will be directed. The approximate amount (or percentage) of each designation has been generally included in the draft plans in accordance with the policies of the Official Plan for newly developing residential areas and will be discussed in further detail later in this report.

Further, the designation of the subject lands is considered to be appropriate for the City and County to undertake appropriate servicing and transit planning in the area. The development of the subject lands utilize Karn Road as the principal link to the existing built area of the City and connect to the residential area to the immediate east via the proposed street network. The subdivision plans and road connections with adjacent lands have been determined through relevant studies and discussions with staff.

In light of the foregoing, staff are of the opinion that there is sufficient justification to designate the subject lands for residential development.

Natural Heritage

In support of the proposal, the applicants submitted an Environmental Impact Study Report (EIS) prepared by Natural Resource Solutions Inc. The study identified that the subject lands contain a number of natural heritage features including significant woodlands, unevaluated wetlands, an Area of Natural and Scientific Interest (ANSI) associated with the larger Karn's Sugar Maple Life Science ANSI, significant wildlife and bird breeding habitat and potential habitat of threatened and endangered species. Significant portions of the lands are currently designated 'Environmental Protection' in the Official Plan.

For Council's information, the applicant has proposed to redesignate those areas within the subject lands affected by natural heritage features to 'Open Space'. The Open Space designation as contained in the Official Plan is generally applied to areas affected by natural hazards (e.g. flooding) or lands that are owned/operated by public bodies (e.g. stormwater management facilities, parks, etc.). The Environmental Protection designation contained in the Official Plan is generally considered to be appropriate for protecting natural heritage features and it is recommended that the westerly and northerly areas of the site that have been identified as containing significant features be designated Environmental Protection.

The recommendations contained in the EIS include buffers along the development limit adjacent to natural areas ranging from 5 to 20 metres (16 to 66 ft). All recommended buffers have been incorporated into the area proposed to be designated Environmental Protection. For Council's information, the Upper Thames River Conservation Authority (UTRCA) has reviewed the EIS and provided a number of comments to the applicant regarding the extent of the above-noted buffers. Staff have reviewed the materials, comments and responses of the UTRCA and the applicants' consultants, and are of the opinion that the matters that have been identified can be addressed by the applicants through the draft plan approval process and as such, it is recommended that the draft plan include a condition(s) that ensure any outstanding matters related to the development of the lands be addressed to the satisfaction of the City of Woodstock and the County of Oxford in consultation with the UTRCA.

Further, as indicated by the UTRCA, a stormwater management plan, grading plans and hydrogeological study will be also be reviewed as part of the draft plan of subdivision approval and the EIS will be updated following the completion of these detailed engineering studies.

In general, staff are satisfied that, provided the avoidance and mitigation measures recommended in the EIS are implemented, no impacts to the areas of significant natural features are anticipated to occur as a result of the proposed development.

Transportation Impact Study

The applicant submitted a Transportation Impact Study (TIS) prepared by Paradigm Transportation Solutions. The study evaluated the impacts on the transportation network that could potentially result from the development of the subject lands. The study indicates that the intersections within the study area currently (base year 2020) operate within acceptable levels of service, but notes that southbound left turn movement at Mill Street and Bower Hill Road/Parkinson Road is operating with queues exceeding the designated storage of 20 m (66 feet) during the afternoon peak hour. The extended queues are accommodated within the two-way centre left turn lane on Mill Street, north of Bower Hill Road.

The TIS identifies a sight line concern at the proposed intersection of Karn Road and the extension of Anderson Street that will require additional review through detailed design prior to final approval of the draft plans. A condition requiring this review and implementation to the satisfaction of the City has been included in the conditions of draft approval.

The study notes further that study area intersections are forecast to operate with similar levels of service as under the above-noted base year traffic operations except for additional problem movements at the intersection of Mill Street and Bower Hill Road/Parkinson Road. To this end, the City Engineering Department requires that the applicants undertake a detailed engineering review of the traffic impacts on the existing local and collector road network to the east of the

proposed development and to recommend and implement suitable traffic calming and/or improvement measures to the satisfaction of the City. City Engineering also requires that the applicants undertake further detailed review of the connection of the proposed Anderson Street extension with a view to ensuring proper sight lines in accordance with City standards.

These matters are addressed via conditions of draft approval as recommended by City Engineering.

Noise & Vibration Feasibility Study

In support of the proposed secondary plan, the applicant submitted a Noise & Vibration Feasibility Study prepared by HGC Engineering. In addition to the analysis regarding the future aggregate extraction operations to the south and southwest (previously discussed), an analysis was conducted for noise generated from a number of existing sources located in proximity to the subject lands, as well as transportation noise sources.

With respect to stationary noise sources, the study recommends an acoustic barrier approximately 3 m (9.8 ft) high and 35 m (115 ft) long between Townhouse Block (TH) 273 (located at the southerly end of Street G on the draft plan) and an existing industrial operation located on Karn Road. This barrier can be reduced to 2.6 m (8.5 ft) for an additional 85 m (278 ft) eastward. Additional mitigation is also recommended during construction of Block 273 as well as TH Block 274, located to east of TH Block 273. It is further recommended that, at the time detailed grading information is available for TH 273 and 274, drawings should be reviewed to refine acoustic mitigation requirements.

With respect to the Hydro One transformer station located north of Karn Road, the noise study indicates that the noise level generated by this facility can be accommodated by requiring dwellings in proximity to the transformer to be equipped with forced air ventilation with ducts sized for installation of air conditioning. A similar recommendation is included for transportation noise affecting dwellings at the north end of site with some exposure to Beachville Road, properties adjacent to Karn Road and lots/blocks with frontage on Anderson Street (the new portion within the draft plan of subdivision).

Council will note that Streets D (where it will intersect with Karn Road) and Street J abut several existing residential lots that front on or otherwise have access to Karn Road. Concerns have been expressed regarding the potential impact of these streets with respect to noise and other matters related to traffic. Staff are of the opinion that it would be appropriate to include mitigation to counter potential impacts by preserving tree cover between dwellings and newly constructed roads in this area and further, that solid barrier fencing be installed between the new streets and existing residential development (or where new townhouse development will abut existing residential uses).

To ensure that noise control recommendations outlined in the noise study are appropriately implemented, a condition(s) of draft plan approval is recommended whereby all measures outlined in the study, and as necessary, further study/mitigation is required, such work will be undertaken to the satisfaction of the City of Woodstock.

Functional Servicing Report

The Functional Servicing Report (FSR) submitted by the applicants for the development have been reviewed by City and County staff as well as the UTRCA. Staff are satisfied that the servicing of the lands is feasible in this regard and conditions of draft approval are recommended whereby the applicant's will be required to submit detailed servicing drawings for review prior to final approval of the plans of subdivision.

The FSR review specifically identifies the need for the construction of a new Water Booster Pumping Station to service this area and a condition of approval has been included requiring the applicants to construct and commission this facility to the satisfaction of the County Public Works Department.

Stormwater management will be addressed in accordance with City standards and two large blocks have been identified in the draft plans for stormwater management facilities. Final detailed plans will be required prior to the registration of the draft plans.

Secondary Plan, Official Plan Amendment and Draft Plan of Subdivision

With respect to the Official Plan amendment to accommodate the future development of the subject lands, staff are satisfied that the proposed amendment is appropriate and consistent with policies relating to the designation and development of lands for primarily residential purposes. The proposed secondary plan has been prepared with consideration for land use mix and compatibility, major road alignments and local road connections, servicing and stormwater management as previously indicated through the reports that the applicant provided in support of the proposal.

Recreational and leisure space for the development is proposed largely in the 2.25 ha (5.5 ac) park land block that will be dedicated to the City through the draft plan of subdivision approval. The park will be designated 'Open Space' (together with the stormwater management blocks located immediately north and south of the park block) and will be further delineated as a Neighbourhood Park in the Official Plan. It is anticipated that the park, along with the woodlot and stormwater management blocks, can potentially be incorporated into the City's trail network. The park will be accessible by having direct street frontage onto two local streets.

Planning staff are of the opinion that the applicant has designed a secondary plan for residential purposes that is generally consistent with the requirements of the Official Plan for individual, newly developing residential communities. The secondary plan provides a mix of low, medium and high density residential blocks that will develop with an overall net residential density of over 34 units per hectare (14 units per acre). The proposed dwelling mix is approximately 46% for low density, 25% for medium density townhouses and approximately 29% for higher density.

Regarding the block identified for high density development, the applicant has indicated that due to the existing grades in this area and some limitations resulting from the Hydro One transmission line that dissects the property, meeting the high density provisions of the Official Plan is not feasible on this site. The density proposed for this development is approximately 59 units per hectare (based on a maximum of 275 units), which is less than the 70 units per hectare generally required for High Density Residential areas.

Notwithstanding the foregoing, staff are of the opinion that proposed density of the High Density block can be considered appropriate in the context of the larger development. As noted, the overall density proposed for this area is over 34 units/ha (14 units/ac), which exceeds the policies of the Official Plan (which requires a minimum overall density across all density types of 30 units/ha (12 units/ac). Further, the blended approach to the development of the high density block will continue to provide housing forms that are common within medium density areas (e.g. townhouses), thereby providing the overall development with medium density housing in-keeping with policy requirements for newly developing areas. While the proposed high density block will accommodate a significant amount of medium density-type housing forms, based on the applicant's initial calculations, it is anticipated that the said block will accommodate approximately 19% of the overall housing within the plan of subdivision as apartment units, which exceeds the current Official Plan targets of 15% in newly developing areas in Woodstock.

Staff are satisfied that the proposed mix of residential development and overall number of units is consistent with the policies for newly developing communities and the secondary plan provides direction as to where the low, medium and high density development will be located. The street pattern proposed by the applications within the proposed development includes a combination of road extensions and new local streets in a grid pattern modified to work with the existing grades and natural features identified previously. The existing portion of Anderson Street, which extends from the subject lands northward to Ingersoll Road, is identified on the transportation plan for Woodstock in the Official Plan as a minor collector road and will extend from its existing terminus across the subject lands, providing connection to Karn Road near the westerly side of the development. An additional connection to Karn Road is located nearer the easterly side of the subject lands. Karn Road, which is identified as Bower Hill Road where it meets the former boundary between Woodstock and South-West Oxford, will be designated as a collector road in the Official Plan.

Staff recommend that the proposed Official Plan amendment for this planning area include policies which recognize the use of alternative development standards for both road construction (i.e. reduced road allowances, limited use of cul-de-sacs) and lotting (reduced front yards, specialized lot types and sizes). Similar policies have been utilized effectively in other newly developing areas of the City of Woodstock and staff are of the opinion that the overall development proposed by these applications effectively utilize alternative measures which are reflected in the draft plans and the proposed zoning (the latter of which is described in the 'Zoning' section below).

For Council's information, it has been brought to staff's attention that the two blocks at the easterly end of Street J as shown on the draft plan are proposed on lands that are not currently owned by the proponent (Karn Road Land Development Corp.). This block of land was recently subject to an application for consent (B 22-15-8) which was approved by the County Land Division Committee in July 2022, the purpose of which is to sever the lands from the larger parcel to the south and add them to the lands subject of the plan of subdivision. As of the writing of this report, that transaction has not been completed.

It is the opinion of Planning staff that this matter can be addressed through an appropriate condition of draft approval by which the noted lands would be recognized as being part of the larger area for development, ensuring that planning proceeds in accordance with the conditions for the larger draft plan. The conditions would require the lands to be shown on the final plan for registration and developed in a manner acceptable to the City of Woodstock.

The noted lands are currently identified as being for the development of townhouses. It is understood from communications with the applicant's agents that a condition of the purchase of these lands from the residential development to the south is that these lands would be developed for single-detached dwellings. Staff are of the opinion that this is an acceptable option at this location and will have negligible impact on the overall development of the secondary plan area.

Zoning

Planning staff are generally of the opinion that the zoning proposed for the various housing forms within this development is appropriate and in-keeping with the policies of the Official Plan. The proposed zoning supports a variety of housing forms including single detached dwellings, townhouses, and other multi-unit development, such as apartment buildings and includes zone provisions that will assist in efficiently utilizing lands for primarily residential purposes.

Special zoning provisions for single detached dwellings in both the R1 and R2 Zones include reduced front yard depths (4.5 m or 14.7 ft) while maintaining sufficient area to accommodate parking as required by the Zoning By-law (6 m or 19.6 ft), reduced lot areas and increased lot coverages for single detached dwellings, and reduced interior side yard widths, allowing for 1.2 m (3.9 ft) on one side of a dwelling and 0.6 m (2 ft) on the other, but in no instance will there be less than 1.8 m (5.9 ft) between dwellings.

To assist in accommodating potential increased development coverage across the whole of the proposed draft plans, staff are proposing to review and implement provisions into the zoning for the subject lands that would ensure that 'soft' landscaping (i.e. green landscaping) elements are maximized while limiting the overuse of 'hardscaping' (concrete, pavers, bricks, stone, etc.) on individual lots.

The large block of land located toward the westerly edge of the subject lands, abutting Karn Road (Block 284), is proposed to be designated to accommodate a broad range of housing forms typical of medium to high density areas, including apartments, townhouses, other multi-unit housing forms and a retirement home. While staff support the inclusion of a range of housing forms to meet the needs of the housing market, it is also important that the lands include provision to maintain a minimum number of overall dwelling units to ensure that the targeted density of the specific block and the subject lands as a whole is maintained.

To allow for the most efficient use of the noted high density block to accommodate the range of residential units proposed, the applicants have requested a parking provision for apartment dwelling units of 1.25 spaces per unit, in lieu of the 1.5 spaces typically required for apartments as contained in the Zoning By-law.

Staff are of the opinion that this request is reasonable and will facilitate the best use of available land for apartment development in this area. The proposed parking relief will be for apartment developments only and this provision has been used successfully in other areas of the City for this type of residential use.

Conclusions

It is the opinion of staff that the Planning Justification Report and Secondary Plan for the Karn Road development, together with the Oxford County Comprehensive Review prepared by Hemson Consulting satisfy the 'comprehensive review' requirements of the PPS as it pertains to the expansion of settlement boundaries.

This office is also of the opinion that the proposed amendment to the Official Plan to accommodate the proposed development of the subject lands generally complies with the relevant policies of the Official Plan as it pertains to settlement expansions as well as the designation of additional residential lands within the City of Woodstock.

Further, the development of the lands as proposed via the draft plans of subdivision discussed in this report is generally considered to be appropriate and in-keeping with the relevant policies of the PPS and the Official Plan and will be appropriately implemented through the conditions of draft approval and zoning measures recommended in this report.

SIGNATURES

Report Author and Departmental Approval:

Original signed by _____
Gordon K. Hough, RPP
Director of Community Planning

Approved for submission:

Original signed by _____
Benjamin R. Addley
Chief Administrative Officer

ATTACHMENTS

Attachment 1 - Plate 1, Existing Zoning & Location Map
Attachment 2 - Plate 2, Aerial Map (2020)
Attachment 3 - Plate 3, Proposed Draft Plans of Subdivision
Attachment 4 - Plate 4, Official Plan Amendment Sketch
Attachment 5 - Agency Comments
Attachment 6 - Public Comments
Attachment 7 – Zoning Summary
Attachment 8 - Conditions of Draft Approval
Attachment 9 - Official Plan Amendment No. 292