

**To: Warden and Members of County Council**

**From: Director of Community Planning**

## **Application for Official Plan Amendment OP 23-02-8 – County of Oxford**

### **RECOMMENDATIONS**

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- 1. That Oxford County Council approve Application OP 23-02-8, initiated by the County of Oxford, for lands legally described as Lots 363-366 & 514-517, Plan 827, in the City of Woodstock, to redesignate the subject lands from ‘Low Density Residential’ to ‘Medium Density Residential’ to facilitate the development of a 3 storey, 43 unit apartment building on the subject lands;**
- 2. And further, that Council approve the attached Amendment No. 296 to the County of Oxford Official Plan;**
- 3. And further, that the necessary by-law to approve Amendment No. 296 be raised.**

### **REPORT HIGHLIGHTS**

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- The amendment to the Official Plan proposes to re-designate the lands from Low Density Residential to Medium Density Residential, to facilitate a three storey, 43 unit apartment building on the subject lands.
- The former place of worship building on the lands will be converted for residential use, and an addition is proposed to provide a total of 43 apartment units on the site, consisting of 7 two bedroom apartment units and 36 one bedroom apartment units. The development will provide an affordable housing option within the City of Woodstock.
- Planning staff recommend that the proposed Official Plan Amendment be approved as the proposal is consistent with the relevant policies of the Provincial Policy Statement and supports the strategic initiatives and objectives of the Official Plan.

### **Implementation Points**

This application 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 will the requirements of the Planning Act, notice of complete application regarding this proposal was provided to surrounding property owners on February 8, 2023, and notice of public meeting was issued on February 27, 2023. Comments have been received from neighbourhood residents expressing concern with traffic, parking, and the proposed density of the development. Comments received have been attached to this report for Council’s consideration.

**Strategic Plan (2020-2022)**

					
<i>WORKS WELL TOGETHER</i>	<i>WELL CONNECTED</i>	<i>SHAPES THE FUTURE</i>	<i>INFORMS &amp; ENGAGES</i>	<i>PERFORMS &amp; DELIVERS</i>	<i>POSITIVE IMPACT</i>
		3.ii			

**DISCUSSION**

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**Background**

**Owner:** County of Oxford  
 21 Reeve St, Woodstock ON N4S 7Y3

**Location:**

The subject lands are legally described as Lots 363-366 & 514-517, Plan 827, in the City of Woodstock. The lands are bordered on the south by Braeside Street, the east by Springbank Avenue North, and the west by Edgewood Drive, and are municipally known as 175 Springbank Avenue North, in the City of Woodstock.

### County of Oxford Official Plan:

#### Existing Designation:

Schedule "W-1"	City of Woodstock Land Use Plan	Residential
Schedule "W-3"	City of Woodstock Residential Density Plan	Low Density Residential

#### Proposed Designation:

Schedule "W-3"	City of Woodstock Residential Density Plan	Medium Density Residential
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### City of Woodstock Zoning By-law 8626-10:

Existing Zoning: Neighbourhood Institutional Zone (NI)

Proposed Zoning: Special Residential Zone 4 (R4-sp)

### Proposal:

The Official Plan amendment proposes to redesignate the subject lands from 'Low Density Residential' to 'Medium Density Residential' to facilitate an increased residential density on the subject lands to facilitate the development of a 3 storey apartment building comprising a total of 43 units.

The zone change application proposes to rezone the subject lands from 'Neighbourhood Institutional Zone (NI)' to 'Special Residential Zone 4 (R3-sp)'. The proposed zoning will facilitate the proposed apartment building and will reduce the minimum required number of parking spaces from 71 to 60; and recognize the existing interior side yard width at the northerly lot line.

The subject lands comprise an approximate area of 6,071 m<sup>2</sup> (1.5 ac) and contain building formerly used as a place of worship. The existing building has an area of 677 m<sup>2</sup> (7,287 ft<sup>2</sup>), and the proposed addition would have a floor area of 706 m<sup>2</sup> (7,600 ft<sup>2</sup>). Of the 43 apartment units, 36 will be one bedroom units and 7 will be two-bedroom units.

Surrounding land uses include existing low density residential development consisting primarily of single detached dwellings, with a place of worship to the northeast.

A parking assessment report in support of the proposed reduced number of parking spaces has been included with the applications for Official Plan and Zoning By-law amendment.

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

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

Plate 3, Proposed Site Plan, provides the layout of the proposed development and location of parking areas.

## **Comments**

### **2020 Provincial Policy Statement**

Section 1.1.1 of the Provincial Policy Statement (PPS) directs 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 1.4.1 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.

### **Official Plan**

The subject lands are designated 'Low Density Residential', according to the City of Woodstock Residential Density Plan. The subject application proposes to redesignate the lands to facilitate medium density residential development.

Areas designated for Low Density Residential use are generally intended to provide a variety of low-rise, low-density housing forms. In these Districts, it is intended that there will be a mixing and integration of different forms of housing to achieve a low overall density of use.

The maximum net residential density for an individual development in the Low Density Residential District is 30 units per hectare (12 units per acre) and the minimum net residential density shall be 22 units per hectare (9 units per acre).

Areas designated for Medium Density Residential uses are primarily developed or planned for low profile municipal unit development that exceed densities established for Low Density Residential Districts. These districts are intended to include townhouses, converted dwellings and apartment buildings. In these Districts, it is intended that there will be a mixing and integration of different forms of housing to achieve a medium overall density of use.

The maximum net residential density in the Medium Density Residential Districts is 70 units per hectare (30 units per acre) and no building shall exceed four storeys in height at street elevation. The proposed development would have a net residential density of just under 70 units per hectare (30 units per acre).

Any further Medium Density Residential designations [beyond areas that are presently designated] will be consistent with the following location criteria:

- sites which abut arterial or collector roads or sites situated in a manner which prevents traffic movements from the site from flowing through any adjoining Low Density Residential Districts;
- sites which are close to community supportive facilities such as schools; shopping plazas, institutional, recreational and open space areas;
- sites which are adjacent to the Central Area, designated Shopping Centres and Service Commercial Areas, Community Facilities, High Density Residential Districts or developed Medium Density Residential Districts.

In addition to the requirement for compliance to the locational policies, when considering proposals to designate lands for medium density residential development, City Council and County Council will be guided by the following:

- the size, configuration and topography of the site provides sufficient flexibility in site design to mitigate adverse effects on the amenities and character of any adjacent Low Density Residential area through adequate buffering and screening;
- the location of vehicular access points and the likely effects of traffic generated by the proposal on the public road system and surrounding properties relative to pedestrian and vehicular safety is acceptable;
- adequate hard service capacity including water distribution, sanitary and storm sewers, power and gas distribution facilities is available or will be available to accommodate the proposed development;
- adequate off-street parking and outdoor amenity areas can be provided;
- the availability of, and proximity to, existing or proposed services and amenities such as day care, schools, leisure facilities, shopping and parks to serve the new development;
- the effect of the proposed development on environmental resources or the effect of environmental constraints on the proposed development will be addressed and mitigated as outlined in Section 3.2.

### Zoning By-law

The subject lands are currently zoned 'Neighbourhood Institutional Zone (NI)'. The applicant proposes to rezone the lands to 'Special Residential Zone 4 (R4-sp)' to facilitate the proposed 3-storey, 43 unit apartment building.

The R4 zone requires a minimum lot area of 65 m<sup>2</sup> per dwelling unit, lot frontage of 30 m, maximum lot coverage of 35%, front yard depth of 7.5 m, rear yard depth of 10 m, interior side yard width of 7.5 m, exterior side yard width of 7.5 m, minimum 35% landscaped open space, and minimum amenity area of 20 m<sup>2</sup> per dwelling unit.

The proposed apartment building as illustrated on Plate 3 appears to meet these zoning provisions, save for the existing interior side yard width of 6 m between the existing building and the northerly lot line.

The parking requirements as contained in section 5.4.2 require 71 parking spaces be provided for the proposed 43 unit development. The applicant is proposing to provide 60 spaces.

### Agency Comments

The City of Woodstock Engineering Department (Development Division) has provided the following comments:

1. Municipal sanitary sewer, storm sewer, and watermain are available on the adjacent streets.
2. The Parking Assessment by FR Berry recommends removal of the north parking lot (20 spaces). We assume the applicant intends to keep and maintain the north parking lot based on the site plan provided.
3. If approved, site plan approval will be required where servicing, grading, SWM, lighting, etc. will be reviewed in further detail.

The City of Woodstock Engineering Department (Building Division) has provided the following comments:

1. The front yard is adjacent to Braeside Street, please confirm the minimum required front yard setback of 7.5m.
2. Please confirm the existing interior side yard adjacent to 185 Springbank Ave. Relief may be required (minimum 7.5m).
3. Reduced parking is proposed from 71 spaces (43 units x 1.5 spaces = 64.5 spaces and visitor at 64.5 x 0.1 = 6.45 spaces) to 60 spaces. We have no concerns with the reduced parking for an affordable housing project. We do request the required parking provision be established at a rate (spaces per unit) which addresses an increase in parking spaces if future dwelling units are proposed.
4. The zoning bylaw requires a truck loading space which is typically for a moving truck.
5. Please note detailed dimensions and a zoning matrix was not provided by the applicant and our comments may change based on a more detailed drawing.

County of Oxford Public Works indicated that the applicant will be required to provide functional servicing report during site plan application, verifying sanitary capacity, and domestic water and fire flow requirements for the proposed development.

The City of Woodstock Development Commissioner indicated that they have no concerns or objections to the proposal.

## City of Woodstock Council

City Council adopted resolutions supporting the Official Plan Amendment and approving the zone change 'in-principle' at the May 4, 2023 regular meeting of Council.

### Planning Analysis

Applications have been initiated to amend the Official Plan and the City's Zoning By-law to permit the conversion of an existing non-residential building (formerly a place of worship), together with a proposed addition, to facilitate a 43 unit, three storey apartment building on the subject lands.

Planning staff are of the opinion that the subject proposal is consistent with the policies of the PPS as the development is an efficient use of land and municipal services within a fully serviced settlement area. The development also contributes to housing types and densities required to meet the projected requirements of current and future residents of the City and the broader regional market area and supports the strategic initiatives and objectives of the Official Plan with respect to the provision and distribution of affordable housing options within the City.

With respect to the proposed Official Plan amendment to provide increased residential density on the site, it is the opinion of Planning staff that the Official Plan criteria respecting the designation of additional Medium Density Residential areas have been satisfactorily addressed. The subject lands front on and provide direct access to Springbank Avenue, which is an arterial road and, apart from one entrance on Edgewood Drive to access 20 parking spaces in the proposed North Lot, the traffic to and from the site is proposed to be accommodated largely by Springbank Avenue. The applicant has provided a Traffic Impact Study which concluded that the proposed development can be accommodated within the surrounding transportation network with no negative impacts expected.

The subject lands are in close proximity to Edgewood Park, Springbank Public School, Huron Park Secondary School, and are less than 400 m from designated shopping areas on Dundas Street. The development will be subject to the site plan approval process, where matters related to detailed servicing, landscaping, fencing, buffering, grading, access and parking will be addressed to the satisfaction of the City and County.

The proposed net residential density of the site is within the limits contemplated by the Medium Density Residential designation, and the proposed building height is within the range permitted by the Medium Density Residential policies. Due to the location and height of the building, no shadowing impacts are anticipated on any adjacent properties.

Through the site plan process, an arborist report will be required to identify trees that are proposed to be removed and retained, with any removals requiring compensation to be provided to the satisfaction of the City.

With respect to the proposed zoning amendments, the proposed parking relief has been supported by a traffic engineer who has reviewed parking requirements for other affordable housing developments in Woodstock and the City of London. In this instance, each unit will provide parking at a 1.4 spaces/unit ratio, which Planning staff and City staff agree is sufficient for the proposed development.

It is also recommended that the existing interior side yard width for the existing building be recognized as this has existed historically and the proposed addition will be compliant with the required interior side yard width.

## **Conclusions**

This Office is of the opinion that the proposed amendment to the Official Plan to accommodate the proposed development of the subject lands is consistent with the Provincial Policy Statement and supports the strategic initiatives and objectives of the Official Plan, and the proposed zoning by-law amendment is appropriate and can be given favourable consideration.

## **SIGNATURES**

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### **Report Author:**

Original Signed By  
Eric Gilbert, MCIP, RPP  
Senior Planner

### **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**

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- Attachment 1 - Plate 1, Location Map with Existing Zoning
- Attachment 2 - Plate 2, 2020 Aerial Map
- Attachment 3 - Plate 3, Proposed Site Plan
- Attachment 4 – Public Comments
- Attachment 5 - Official Plan Amendment No. 296