

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

**From: Director of Community Planning**

## **Application for Official Plan Amendment OP 22-26-8 – Cedar Creek Golf Club Limited & City of Woodstock**

### **RECOMMENDATIONS**

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- 1. That Oxford County Council approve Application OP 22-26-8, submitted by Cedar Creek Golf Course Limited c/o Woodstock Developments Inc, for lands legally described as Part Lot 20-21, Plan 1600, Part 3 & 9 of 41R-5666, City of Woodstock, to re-designate the subject lands to High Density Residential to facilitate the development of a 10 storey, 125 unit apartment building on the subject lands;**
- 2. And further, that Council approve the attached Amendment No. 298 to the County of Oxford Official Plan and that the necessary by-law to approve Amendment No. 298 be raised.**

### **REPORT HIGHLIGHTS**

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- The amendment to the Official Plan proposes to re-designate the lands from Open Space and Medium Density Residential to High Density Residential to facilitate the development of a ten storey, 125 unit apartment building on the subject lands.
- Planning staff are recommending approval of the application, as it is consistent with the policies of the PPS and supports the strategic initiatives and objectives of the Official Plan respecting infill development and residential intensification.

### **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 with the requirements of the Planning Act, notice of complete application regarding this proposal was provided to surrounding property owners on February 9, 2023, and notice of public meeting was issued on May 1, 2023. Comments were received at the City’s Public meeting from neighbourhood residents expressing concern with traffic, parking, and the proposed density of the development.

## 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

**Owners:** Cedar Creek Golf Course Limited c/o Woodstock Development Inc.  
3190 Steeles Avenue East, Suite 300, Markham ON L3R 1G9

City of Woodstock  
500 Dundas Street, Woodstock ON N4S 0A7

### Location:

The subject lands are legally described as Part Lot 20-21, Plan 1600, Part 3 & 9 of 41R-5666, in the City of Woodstock. The lands are located at the northwest corner of Juliana Drive and Lampman Place, west of Norwich Avenue, in the City of Woodstock.

### County of Oxford Official Plan:

#### Existing Designation:

Schedule "C-1"	County of Oxford Environmental Features Plan	Significant Valleylands
Schedule "W-1"	City of Woodstock Land Use Plan	Open Space Residential
Schedule "W-3"	City of Woodstock Residential Density Plan	Medium Density Residential

#### Proposed Designation:

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

### City of Woodstock Zoning By-law 8626-10:

Existing Zoning: Active Use Open Space Zone (OS2)  
Future Development Zone (FD)

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

### Proposal:

The proposed Official Plan amendment will re-designate the subject property from Open Space and Medium Density Residential to High Density Residential to facilitate the development. A related zone change application (ZN 8-22-22) proposes to rezone the subject property from Active Use Open Space Zone (OS2) and Future Development Zone (FD) to Special Residential Type 4 Zone (R4) to facilitate the construction of the above-noted apartment building. The applications propose to provide 67 parking spaces underground and 91 spaces above ground for a total of 166 parking spaces.

The following site specific zoning provisions are proposed:

- Reduce the minimum lot area from 65 m<sup>2</sup> per dwelling unit to 48 m<sup>2</sup> per dwelling unit;
- Reduce the minimum front yard depth (adjacent to Juliana Drive) from 15 m to 7.5 m;
- Reduce the minimum exterior side yard width from 15 m to 2.4 m;
- Increase the maximum building height from 8 storeys to 10 storeys;
- Reduce the number of required parking spaces from 207 to 166;
- Permit parking in the front yard of the building; and
- Reduce the parking area setback from the Lampman Place Streetline from 1.5 m to nil.

The subject lands comprise an approximate area of 0.86 ha (2.13 ac) and are currently vacant. The property has historically been used for golf course purposes.

Surrounding land uses include existing medium density residential development to the north, planned service commercial uses to the northeast (including an approved conference centre), an existing vacant parcel designated for high density residential use to the east, and service commercial uses to the southeast. The clubhouse for the former golf course is located to the south, with the former golf course and Cedar Creek to the west.

The following studies were prepared in support of the proposed development:

- Environmental Impact Study;
- Archaeological Assessment;
- Functional Servicing Report;
- Geotechnical and Hydrogeological Report;
- Shadow Study;
- Traffic Impact Study;
- Arborist Report;
- Environmental Site Assessment;
- Planning Justification Report.

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, Applicant's Sketch, provides the layout of the proposed development, as provided by the applicant.

## **Comments**

### **2020 Provincial Policy Statement**

The policies of Section 1.1 of the Provincial Policy Statement direct that sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for the planning period. Within settlement areas, sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas.

The policies of Section 1.1.3 direct that settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted. Section 1.1.3.3 states that planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

The policies of Section 1.1.3.5 state that planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas based on local conditions.

The policies of Section 1.1.3.6 state that new development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

Further, Section 1.4.3 directs that planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by:

- Establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households;
- Permitting and facilitating all forms of housing required to meet the social, health and well-being requirements of current and future residents;
- Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- Promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and
- Establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

Section 1.7.1 states that long-term economic prosperity should be supported by encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce; and encouraging a sense of place, by promoting well-designed built form and cultural planning and by conserving features that help define character.

Sections 3.1.1 and 3.1.2 provide that development shall generally be directed to areas outside of hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards and development and site alteration shall not be permitted within areas that would be rendered inaccessible to people and vehicles during times of flooding hazards unless it has been demonstrated that the site has safe access appropriate for the nature of the development and the natural hazard.

Development and site alteration may be permitted in those portions of hazardous lands and hazardous sites where the effects and risk to public safety are minor, could be mitigated in accordance with provincial standards, and where all of the following are demonstrated and achieved:

- a) development and site alteration is carried out in accordance with floodproofing standards, protection works standards, and access standards;
- b) vehicles and people have a way of safely entering and exiting the area during times of flooding, erosion and other emergencies;
- c) new hazards are not created and existing hazards are not aggravated; and
- d) no adverse environmental impacts will result.

## Official Plan

The subject lands are predominantly designated Open Space, with a small block designated Medium Density Residential, according to the City of Woodstock Land Use Plan. The application for Official Plan amendment proposes to redesignate the lands to facilitate high density residential development.

Open Space designations generally apply to areas that include parks, pathways, recreation areas and stormwater management facilities and similar facilities. Open Space Area designations are also generally applied to regulatory floodplain areas.

Section 3.2.8 of the Official Plan provides that environmental constraints are defined as either naturally occurring or man-made characteristics of the land, water or air which may adversely affect people and property both on and off-site. Such constraints may render an area unsuitable for active use or development and/or may require specific studies and mitigative measures to overcome the identified constraint to development. Environmental constraints include:

- lands prone to flooding;
- erosion hazard areas;
- unstable soils.

Any development that is approved within or adjacent to a regulatory floodplain will be subject to site plan approval to ensure that all facilities, works or other matters required to mitigate flooding effects are provided and maintained.

Areas designated for High Density Residential uses are primarily developed or planned for a limited range of large scale, multiple unit forms of residential development. These districts are applied in a localized and site specific manner in locations where high density, high-rise development can be appropriately accommodated.

The height and density limitations applicable to the various forms of development allowed in the High Density Residential District shall be determined on the basis of the nature, character and scale of adjacent land uses. Height and density limitations will be specified in the Zoning By-Law and may vary from location to location. Unless there are specific site or area characteristics which favour higher limits, net residential densities will normally not exceed 150 units per hectare (60 units per acre). The proposed development represents a net residential density of 145 units per hectare (58.7 units per acre).

Any further High Density Residential designations (beyond those currently in the Official Plan) will be consistent with the following locational criteria:

- the site will generally have direct access to arterial and collector roads;
- on vacant or under utilized sites adjacent to development which is already built at medium or high densities;
- close to community services and neighbourhood conveniences such as shopping plazas, institutional, recreational and open space facilities;
- 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 development will generally be discouraged adjacent to Low Density Residential Development except where such low density development is proposed for redevelopment to higher density land uses or where considerable separation between the low density area and the proposed high density development exists.

In addition to the requirement for compliance to the locational policies; when considering proposals to designate lands for high 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 residential development through adequate setbacks, buffering and screening;
- the development results in a gradual transition from low profile residential buildings to higher profile residential buildings and vice versa;
- 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 'Active Use Open Space Zone (OS2)' and 'Future Development Zone (FD)'. The applicant proposes to rezone the lands to 'Special Residential 4 Zone (R4-sp)' to facilitate the proposed 125 unit apartment building. The following table identifies the various zoning provisions applicable in the R4 Zone and the provisions proposed for the development by the applicant.

<b>Zone Provision</b>	<b>Requirement</b>	<b>Proposed</b>
Minimum Lot Area	65 m <sup>2</sup> per dwelling unit	48 m <sup>2</sup> per dwelling unit
Maximum Lot Coverage	35% of lot area	15.4% of lot area
Minimum Front Yard Depth	15 m	7.5 m
Minimum Interior Side Yard Width	15 m	24.5 m
Minimum Exterior Side Yard Width	15 m	2.4 m
Maximum Height	8 storeys	10 storeys

Parking Location	Not Permitted in Front Yard	Parking is proposed in front yard
Parking Area Setback	1.5 m from streetline	Nil (adjacent to Lampman Place)
Parking Spaces	207	166

Parking requirements are provided in Section 5 of the Zoning By-law. For apartment dwellings, parking is required at a rate of 1.5 spaces per unit with an additional 1 space per 10 required parking spaces for visitor use. The 125 dwelling units proposed for the development requires 188 spaces for residents and an additional 19 spaces for visitor parking for a total of 207 spaces. The applications propose a total of 166 spaces, comprising 150 spaces for residents and 16 visitor parking spaces. Further, Section 5.4.4.2 of the Zoning By-Law requires that driveways be setback a minimum of 1.5 m from interior lot lines.

### Agency Comments

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

1. Both Salter and Lampman properties are located in the UTRCA regulation limit. Please provide comments from UTRCA for our records.
2. We will provide a municipal address for the properties at time of site plan and/or building permit.
3. If approved, site plan approval will be required for the apartment building site where servicing (including easements), grading, SWM, landscaping, lighting, etc. will be reviewed in further detail.
4. Through site plan approval a requirement will be to legally consolidate, as required, all of the various parcels subject to the proposed development.
5. The owner is advised that there is a 1-foot reserve (Part 7, 41R-5666) on Lampman Place along the frontage of the apartment building property that prevents legal access to the property. Payment to the City is required, in the amount of \$87,565.49, for the owner's share of the costs associated with the construction Lampman Place. Upon payment the City will dedicate the reserve as road allowance. The noted fee shall be payable at the time of site plan approval, prior to the issuance of a building permit. Note, municipal concrete sidewalk and boulevard topsoil and sod is required and is the responsibility/cost of the owner to install (may want to consider deleting proposed sidewalk shown on site plan along east side of building). Hydro, communications, and natural gas services are also the responsibility/cost of the owner and coordination with the appropriate Utility companies is required. City to install street lighting in coordination with owner's work.
6. An RSC is required prior to the issuance of building permits for the apartment building site.



7. Traffic Impact Study:
  - a. The response memo from BA Group dated March 21, 2023, indicates that if a Two-way Left Turn Lane (TWLTL) is considered on Juliana Drive, concerns related to the south-bound left turn (SBLT) at Lampman & Juliana would be alleviated. What is meant by 'alleviated'? What would the LOS improve to? Please provide additional information.
  - b. The City continues to have traffic concerns; however, we are prepared to move forward with and support the ZBA/OPA applications on condition that traffic will continue to be analyzed in further detail at time of site plan approval. This may result in additional analysis by the traffic consultant, in conjunction with other consultants, and cost sharing arrangements for any necessary improvements.
8. Archaeological: Stage 2 recommended.
9. Noise: detailed report required at time of site plan approval. Other recommendations required for building permit.
10. Functional Servicing Report:
  - a. The construction of the proposed sanitary trunk sewer relocation should not encroach into the existing Hydro One easement. To be reviewed further at detailed design/site plan approval.
11. Shadow Study: please include a narrative to explain how the required shadowing criteria is being met; figures do not show existing townhouses on property to the north; figures must show property line fabric of adjacent properties.

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

The following relief has been requested by the applicants::

- Permit a reduced minimum lot area of 48 m<sup>2</sup> per dwelling unit, in lieu of the required 65 m<sup>2</sup> per dwelling unit;
- Permit a reduced minimum front yard depth of 7.5 m in lieu of required 15 m; For clarity, the front yard is adjacent to Juliana;
- Permit a reduced minimum exterior side yard width of 2.4 m in lieu of required 15 m;
- Permit an increased maximum building height of 10 storeys in lieu of maximum 8 storeys.

Building Staff have identified the following additional relief that is required:

- Relief is required to reduce parking. 125 apartment dwelling units require 188 parking spaces (125 units x 1.5 spaces) plus 19 visitor spaces (0.1 x 188 spaces) for a total of 207 spaces. The site is proposing 166 spaces (142 spaces for 125 apartments plus 8 additional spaces as tandem parking and 16 visitor). The rate of parking works out to 1.135 spaces per unit (142 spaces divided by 125 units).
- As per Table 7, Section 5.4.4.1, relief is required for a parking area in the front yard.
- As per Table 8, Section 5.4.4.2, relief is required from 1.5m to nil for the parking area setback adjacent to street line at Lampman Place
- A passenger drop space is noted on drawing D2.1. Please note the Ontario Building Code has accessibility provisions for the proposed passenger drop off area (Div B, 3.8.2.2.)
- In regard to the RSC regulations, a golf course is considered to be commercial lands and requires the filing of the RSC before any building permits can be issued for a residential development.

It should be noted that the proposal depends on land transfers with the City of Woodstock. County of Oxford Public Works provided the following comments:

As part of the proposed redevelopment, the realignment of the trunk sanitary sewer is required. During detailed design and the site plan approval process, Oxford County PW will be looking to ensure that realignment is being appropriately re-designed and constructed with the following considerations:

- Provide wrapped seals around the each proposed sanitary manhole to reduce risk of infiltration.
- Provide bolted lids on each proposed sanitary manhole to reduce the risk of infiltration and ensuring lids stay on the manholes during flooding.
- Raise the manholes located within the grassed lands by ~0.5m to reduce risk of flooding.
- Complete another analysis to see if there is any potential that sanitary sewer can be moved any further from the floodplain. We understand that this may be difficult, and that care will need to be taken to ensure the sanitary is far enough away from the proposed retaining wall to ensure maintenance is still possible.
- Provide a sanitary sewer analysis to ensure that sanitary capacities can still be met by the proposed sewers being installed. Sanitary flows from AECOM report to be used as required flows to be met.

Upper Thames River Conservation Authority provided the following comments:

The subject lands are regulated by the UTRCA due to the presence of the riverine flooding and erosion hazards associated with Cedar Creek. The UTRCA has jurisdiction over lands within 15 m of the greater of the erosion and floodplain hazard.

The application for Official Plan Amendment (file OP 22-26-8) proposes to re-designate portions of the subject lands from 'Open Space' to 'High Density Residential'. The UTRCA has no objections to the proposed Official Plan Amendment related to the lands outside of the regulatory (250-year) floodplain and erosion hazard limit. The lands within regulatory floodplain and erosion hazard limit are to remain within the 'Open Space' designation and 'Floodline' on Schedule W-1 City of Woodstock Land Use Plan.

The application for Zone Change (file ZN 8-22-22) proposes to rezone the lands from 'Active Use Open Space (OS2)' and 'Future Development (FD)' to a 'Special Residential Type 4 (R4)' zone. The lands subject to the zone change include lands within the regulatory (250-year) floodplain and erosion hazard limit. All site alteration and development, including parking and access, must be located outside of the greater of the flood hazard and erosion hazard limit. Accordingly the UTRCA does not support rezoning the hazard lands, and recommends that the hazard lands remain within the 'OS2' zone to further restrict development within the hazard lands. The UTRCA has no objections to the proposed rezoning in relation to the lands outside of the hazard lands.

The UTRCA has no objections with the applications in relation to the lands outside of the hazard lands. The extent of the lands subject to the proposed Official Plan Amendment and Re-zoning applications should be based on the greater of the flood hazard and erosion hazard limit as identified through revised submission. The UTRCA recommends that the hazard lands remain within the 'Open Space' designation and 'OS2' Zone.

## City of Woodstock Council

City Council adopted resolutions supporting the Official Plan Amendment and approving the zone change 'in-principle' at the May 18, 2023 regular meeting of Council.

## Planning Analysis

Applications have been received to amend the Official Plan and the City's Zoning By-law to facilitate the development of a 10 storey, 125 unit apartment building with a number of proposed reduced zoning standards.

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. The development will respect the natural hazards (floodplain) that are in the vicinity.

The proposal is generally consistent with the Official Plan policies respecting the designation of additional high density sites as the subject lands will have direct access to Juliana Drive, which is identified as a collector road and the subject lands are in close proximity to the regional commercial node development on Norwich Avenue. The proposed development represents a net residential density of 145 units per hectare (58.7 units per acre) which is at the upper end of the range for high density sites.

The proposed use will be compatible with surrounding land uses which include existing medium density to the north and planned high density residential development to the east. The lands are close to neighbourhood conveniences and supportive facilities in the vicinity. A shadow impact study was submitted that indicated due to the north-south orientation of the building, minimal shadow impacts are expected for adjacent properties and the most impacted properties are service commercial properties to the northeast at the winter solstice.

With respect to the impact of the development on surrounding transportation networks, the applicants have submitted a traffic impact study that has included a number of recommendations to mitigate the potential impact of this development on Juliana Drive and the Juliana and Norwich Avenue intersection. City Engineering staff have indicated they are prepared to support the Official Plan amendment and Zoning By-law amendment applications and continue to work with the applicant and their traffic consultant to further refine the implementation measures required as part of the site plan approval process.

Portions of the subject lands are located within the floodplain of Cedar Creek and are regulated by the UTRCA. The applicant has provided supporting studies and modelling to further delineate the floodplain and flood hazards and has designed the building and parking area to ensure it remains outside of the area that would be hazardous in a potential flood event.

The UTRCA has indicated they are supportive of the proposed development provided that all aspects of the development remain outside of the floodplain. It is recommended that the proposed re-designation and re-zoning reflect the floodplain limits as determined by the supporting studies and reviewed by the UTRCA.

The detailed requirements of the UTRCA can be addressed through the site plan approval process. The applicant is also required to satisfy the Oxford County Public Works Department with respect to the relocation of an existing sanitary sewer that traverses the site, as the relocated sewer will also need to be located outside of the lands identified as susceptible to erosion.

With respect to the proposed zoning provisions, Planning staff are supportive of the applicant's request to permit a reduced minimum lot area, front yard depth, exterior side yard width, increased building height, and reduced parking requirements as the proposal will remain within the density limits of the High Density Residential designation and the proposed setbacks are required to site the building and development as far from the floodplain as possible. No impacts on surrounding land uses or public streets are expected from the proposed building location. The reduced parking requirements can generally be considered appropriate as the development will continue to provide 1.1 spaces per unit and will be provided via a combination of surface and underground facilities, and the subject lands are within walking distance to high level shopping facilities on Norwich Avenue and are in close proximity to the City's transit routes on Juliana Drive and Norwich Avenue. Additional parking area to the west is not possible due to the limits of the floodplain and the UTRCA has indicated that they do not support any parking in this area.

As indicated, the development will be subject to site plan approval, where matters such as flooding, servicing, traffic, access, landscaping and other matters will be addressed in detail to the satisfaction of the City, County, and UTRCA.

## **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 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 - Official Plan Amendment No. 298