

## REPORT TO COUNTY COUNCIL

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

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

**From:** Director of Community Planning

## 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 and 9 of 41R-5666, City of Woodstock, to re-designate a portion of the subject lands to Low Density Residential to facilitate the development of 2 residential lots;
2. And further, that Council approve the attached Amendment No. 303 to the County of Oxford Official Plan and that the necessary by-law to approve Amendment No. 303 be raised.

## REPORT HIGHLIGHTS

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- Applications have been initiated for lands within the City of Woodstock to amend the Official Plan and the City's Zoning By-law to facilitate the development of 2 residential lots for proposed single detached dwellings.
- Planning staff are recommending approval of the application, as it is consistent with the Provincial Policy Statement and supports the strategic initiatives and objectives of the Official Plan respecting infill development and residential intensification.

## IMPLEMENTATION POINTS

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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 9, 2023, and notice of public meeting was issued on September 1, 2023. Comments were received at the City’s Public meeting from neighbourhood residents expressing concern with the reconfiguration of the existing City Park at the terminus of Salter Avenue.




## 2023-2026 STRATEGIC PLAN

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Oxford County Council approved the **2023-2026 Strategic Plan** on September 13, 2023. The Plan outlines 39 goals across three strategic pillars that advance Council’s vision of “Working together for a healthy, vibrant, and sustainable future.” These pillars are: (1) *Promoting community vitality*, (2) *Enhancing environmental sustainability*, and (3) *Fostering progressive government*.

The recommendations in this report supports the following strategic goals.

### Strategic Plan Pillars and Goals

PILLAR 1	PILLAR 2	PILLAR 3
		
<b>Promoting community vitality</b>	<b>Enhancing environmental sustainability</b>	<b>Fostering progressive government</b>
Goal 1.2 – Sustainable infrastructure and development		

See: [Oxford County 2023-2026 Strategic Plan](#)

## 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 and 9 of 41R-5666, in the City of Woodstock. The lands are located at the western terminus of Salter Avenue, west of Odium Drive, 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

Proposed Designation:

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

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

Existing Zoning: Active Use Open Space Zone (OS2)

Proposed Zoning: Special Residential Zone 1 (R1-sp)  
Passive Use Open Space Zone (OS1)  
Active Use Open Space Zone (OS2)

## **Proposal:**

Applications have been initiated to amend the Official Plan and the City's Zoning By-law to permit the development of two residential lots for single detached dwellings on the subject lands.

The proposed Official Plan amendment will re-designate a portion of the subject property from Open Space to Low Density Residential to facilitate the development. The zone change application proposes to rezone the subject property from Active Use Open Space Zone (OS2) to Special Residential Type 1 Zone (R1-sp) to facilitate the creation of two residential lots on the subject lands. Special provisions have been proposed to permit a reduced lot frontage, reduced lot depth and reduced front yard depth for the southerly lot, and to permit a reduced rear yard depth for both lots.

Portions of the residential lots that are within the regulated floodplain and an associated 3 m (9.84 ft) buffer are proposed to be zoned OS1 to preclude any development within these areas.

The subject lands comprise an approximate area of 0.2 ha (0.5 ac) and are currently vacant. The property has historically been used for golf course purposes.

Surrounding land uses include existing low density residential development to the east. The former golf course lands are located to the north, south and west. An easement encompassing a sanitary sewer is located adjacent to the east side of the proposed southerly lot. Cedar Creek is located approximately 100 m to the west.

Lands identified as Lot 1 on Plate 3 are proposed to be developed by the City at a later date for parking purposes to access the former golf course lands which are proposed to be incorporated as a City Park. The use of the lands for parking purposes is permitted by the current OS2 zoning.

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

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

Plate 1, Location Map with Existing Zoning, indicates the location of the subject lands 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 designated Open Space, according to the City of Woodstock Land Use Plan. The application for Official Plan amendment proposes to redesignate the lands to facilitate low 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 flood plain 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 flood plain 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.

Within the Low Density Residential designation, permitted uses include a variety of low-rise, low density housing forms including both executive and smaller single detached dwellings, semi-detached and duplex dwellings, additional residential units and converted dwellings, street fronting townhouses, quadraplexes, low density cluster development and low rise apartments. In these areas, it is intended that there will be a mixing and integration of different forms of housing to achieve a low overall density of use.

## Zoning By-law

The subject lands are currently zoned 'Active Use Open Space Zone (OS2)'. The applicant proposes to rezone the lands encompassing the two proposed residential lots to 'Special Residential 1 Zone (R1-sp)' to facilitate the proposed single detached dwellings. The following table identifies the zoning relief requested for the two lots.

### Requested Zoning Relief

Zone Provision	Requirement	Proposed	
		Lot 2	Lot 3
Minimum Lot Frontage	12 m	6.5 m	23 m
Maximum Lot Depth	28 m	21 m	28 m
Minimum Front Yard Depth	6 m	3 m	6 m
Minimum Rear Yard Depth	7.5 m	6.5 m	6.5 m

Permitted uses within the OS2 zone include a conservation project, a golf course, a golf driving range or miniature golf course, a lawn bowling club, a parking lot, a picnic area, a playground, a passive use park, a private park, a public park, and a retail sales outlet, eating establishment or a business office accessory to a permitted use.

Permitted uses within the OS1 zone include a conservation project, a picnic area, or passive use park.

The provisions of Section 5.4.4.2 - Parking Area Setbacks, requires parking areas in Open Space Zones to be 4.5 m from the street line, and 3 m from interior or rear lot line.

### Agency Comments

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

1. The property is in the UTRCA regulation limit. Please forward UTRCA comments for our records.
2. The cover letter from GSP indicates that an Addendum to the Functional Servicing Report dated July 18, 2023 was enclosed, however, I did not see it in the circulation. It would be helpful to see a high level servicing and grading plan for the three lots to be able to fully support the applications. Detailed servicing and grading will be reviewed further during building permit application.
3. An RSC may be required prior to the issuance of a building permit for the SFD proposed on the former golf course lands (Lot 2). Lot 3 is proposed on existing City parkland and an RSC may not be applicable.

4. Parts 5 and 7 of the draft Rplan (part of Lot 2) are S/T an access easement 309005 (attached) in favour of the City.
5. Part 7 of the draft Rplan (part of Lot 2) is S/T a storm drainage easement (A99422) in favour of the City, however, based on the conceptual site plan, there will not be a negative impact to the easement.
6. A bylaw should eventually be prepared to dedicate Part 10 (Lot 1 & 2 draft Rplan) and Part 3 (Lot 3 draft Rplan) as Salter Avenue road allowance.

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

1. Lot (3) (future residential lot) is short in lot depth of the minimum 28m. Relief is required or enlarge the lot.
2. Lot (2) (future residential lot) requires a reduced lot frontage.
3. Lot (1) (future parking area) requires a reduced setback for the parking area to the street line, relief is required for a nil setback. What is the parking area setback adjacent to the residential lot, Lot (2)?
4. What is the proposed zoning for Lot (1)?

County of Oxford Public Works indicated they had no comments respecting the applications.

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 UTRCA recommends that the hazard lands remain within the 'Open Space' designation and 'OS2' Zone. The extent of the lands subject to the proposed Official Plan Amendment and Re-zoning should be based on the extent of the regulatory floodplain as identified through the topographic survey submitted with the revised concept. The UTRCA has no objections with the applications for Official Plan Amendment and Zone Change in relation to the lands outside of the hazard lands.

In relation to the proposed severances, Lot 2 is still proposed to include lands within the regulatory floodplain. The UTRCA's policies do not support the fragmentation of hazard lands, accordingly the lot lines for Lot 2 should be revised to ensure that the regulatory flood hazard is contained on one lot. The UTRCA has no concerns with the proposed Lot 1 and Lot 3 as identified on the revised concept plan.

### City of Woodstock Council

City Council adopted resolutions supporting the Official Plan Amendment and approving the zone change 'in-principle' at the September 21, 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 two residential lots proposed for single detached dwellings.

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

The proposal is generally consistent with the Official Plan policies respecting low density residential uses and development of lands within and adjacent to natural hazards. The proposed single detached dwellings will be located outside of the floodplain and will be a compatible form of housing with other single detached dwellings in the immediate vicinity. Only lands that have been demonstrated to be outside of the floodplain and buffer area are proposed to be re-designated for low density residential use.

Portions of the subject lands (impacting Lot 2) are located within the floodplain of Cedar Creek that is regulated by the UTRCA. The applicant has provided supporting studies and modelling to further delineate the flood plain and flood hazards and has identified a suitable building envelope outside of the area that would be hazardous in a potential flood event.

Notwithstanding the UTRCA comments indicating they do not support the further fragmentation of hazard lands and propose that the boundaries of Lot 2 be amended to reflect the flooding hazard, it is noted that the floodplain and an appropriate buffer will be zoned to preclude all residential development in the hazardous areas. If the boundary of Lot 2 were to follow the floodplain, the result would be a very irregularly shaped lot.

Planning staff recommended to City Council that the lands within the floodplain and the buffer lands be zoned OS1 rather than OS2 as it is a more appropriate zoning category for areas of a residential lot that cannot be developed. Permitted uses within the OS2 Zone include a driving range, golf course, playground, park, or retail sales outlet, office or eating establishment accessory to a permitted use are inappropriate for a residential use. The OS1 zoning is used elsewhere throughout the City for residential properties that have hazards or sensitive environmental features that are required to be protected.

With respect to the proposed parking lot identified as Lot 1 on Plate 3, the use of the lands for parking is a permitted use in the current OS2 zoning. It has been identified that a special provision is required to permit a reduced parking setback of nil to the street line for the proposed City-owned parking lot. This relief can be considered appropriate as the parking lot will be at the terminus of Salter Avenue and no impacts to surrounding properties are expected as an appropriate separation between the parking area and the driveways of the proposed residential lots will remain.

## CONCLUSIONS

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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  
Manager of Development Planning

### 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, Applicant's Sketch  
Attachment 4 - Official Plan Amendment No. 303