

REPORT TO COUNTY COUNCIL

Applications for Official Plan Amendment and Draft Plan of Subdivision OP 23-05-8 and SB 23-02-8 – Farhi Holdings Corp.

To: Warden and Members of County Council

From: Director of Community Planning

RECOMMENDATIONS

1. That Oxford County Council approve Official Plan Application OP 23-05-8, submitted by Farhi Holdings Corporation, for lands described as Part Lot 5, Concession 12 (East Zorra) and Part of Lot 1, Plan 58, in the City of Woodstock to redesignate the subject lands from 'Community Facility' to 'Low, Medium and High Density Residential' and 'Open Space' to facilitate the development of the subject lands for residential development;
2. And further, that Council approve the attached Amendment No. 333 to the County of Oxford Official Plan and raise the necessary by-law to approve Amendment No. 333;
3. And further, that Oxford County Council grant draft approval to the proposed residential plan of subdivision, submitted by Farhi Holdings Corporation (SB 23-02-8), for the lands described Part Lot 5, Concession 12 (East Zorra) and Part of Lot 1, Plan 58 in the City of Woodstock, with a lapsing date of 3 years from the date of draft plan approval, and subject to the conditions attached to this report as Schedule "A" being met prior to final approval.

REPORT HIGHLIGHTS

- The proposed Official Plan Amendment seeks to re-designate the lands from Community Facility to Low, Medium and High Density Residential and Open Space to facilitate the redevelopment of an underutilized institutional site for residential purposes.
- The proposed plan of subdivision will accommodate a total of 254 residential units (comprised of 26 semi-detached dwelling units, 68 townhouse units, and 160 apartment units) on three blocks, with a block for park purposes and a block for stormwater management, served by one new local street connection from Lakeview Drive to Vansittart Avenue (Oxford Road 59).

- Planning staff recommend that the applications be given favourable consideration, as the proposal is consistent with the 2024 Provincial Planning Statement and the policies of the Official Plan respecting the designation of additional medium and high density areas and residential infill development.

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 impacts beyond what has been approved in the current year's budget.

Communications

Notice of complete application regarding this proposal was originally provided to the public and surrounding neighbours in October 2023, with a revised Notice of Complete Application provided on October 28, 2024 that reflected the applicant's revised proposal following consideration of agency and public comments provided upon review of the original submission. A notice of public meeting was issued on February 4, 2025 in accordance with the requirements of the Planning Act.

The applicant also hosted a public open house on April 10, 2024 to solicit public input. In response to the input received, the location of the apartment buildings was revised to be further from the existing neighbourhood (i.e. at the westerly limit of the site), more on-site parking is now provided, the number of residential units proposed was reduced from 268 units to 254 units.

Planning staff have received correspondence from the public expressing concerns with the proposed density of the development, compatibility with the surrounding neighbourhood, parking and traffic impacts and safety. Comments received to date are included as an attachment to this report for Council's consideration.

2023-2026 STRATEGIC PLAN

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
		
Promoting community vitality	Enhancing environmental sustainability	Fostering progressive government
Goal 1.1 – 100% Housed Goal 1.2 – Sustainable infrastructure and development	Goal 2.2 – Preserve and enhance our natural environment	

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

DISCUSSION

Background

Owner: Farhi Holdings Corporation
 620 Richmond Street, Suite 201, London ON N6A 5J9

Agent: Monteith Brown Planning Consultants
 c/o Jay McGuffin
 610 Princess Avenue, London ON N6B 2B9Y9

Location:

The subject lands front on the northeast corner of the Lakeview Drive and Vansittart Avenue intersection, and are legally known as Part Lot 5, Concession 12 (East Zorra), Part of Lot 1, Plan 58, in the City of Woodstock, and known municipally as 401 Lakeview Drive.

County of Oxford Official Plan:

Existing:

Schedule 'W-1'

City of Woodstock
 Land Use Plan

Community Facility

Proposed:

Schedule 'W-1'	City of Woodstock Land Use Plan	Residential and Open Space
Schedule 'W-3'	City of Woodstock Residential Density Plan	Low Density Residential Medium Density Residential High Density Residential and Open Space
Schedule 'W-4'	City of Woodstock Leisure Resources and School Facilities Plan	Open Space

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

Existing Zoning:	'Community Facility Zone (CF)'
Proposed Zoning:	'Residential Zone 2 (R2)' 'Special Residential Zone 3 (R3-sp)' 'Special Residential Zone 4 (R4-sp)' 'Special Active Use Open Space Zone (OS2-sp)' 'Active Use Open Space Zone (OS2)'
Recommended Zoning:	'Residential Zone 2 (R2)' 'Special Residential Zone 3 (R3-sp)' 'Special Residential Zone 4 (R4-sp)' 'Special Active Use Open Space Zone (OS2-sp)' 'Passive Open Space Zone (OS1)'

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 a plan of subdivision.

The purpose of the proposed Official Plan Amendment is to redesignate the subject lands to low, medium and high density residential, and open space to facilitate a mix of low, medium and high density residential development, as well as one parkland block and a storm water management pond block. A site-specific policy is also proposed that would permit a maximum residential density of 75 units per hectare, above the current 70 units/hectare maximum for the medium density townhouse blocks, and a maximum residential density of 151 units/ hectare, where 150 units/ hectare is the maximum for the proposed high density residential block. The low density block has a density of 25 units/ hectare, with the overall blended density of the development being 65 units/ hectare.

The purpose of the proposed draft plan of subdivision is to create 5 blocks, consisting of one low density block for 26 semi-detached dwellings, one medium density block for 68 stacked townhouses, one high density block for 2 seven storey apartment buildings (consisting of 80 units each), one park block and a storm water management block, served by one new local street.

The purpose of the proposed zone change application is to rezone the subject lands from 'Community Facility Zone (CF)' to 'Residential Zone 2 (R2)', 'Special Residential Zone 3 (R3-sp)', 'Special Residential Zone 4 (R4-sp)' and 'Special Active Use Open Space Zone (OS2-sp)'. The proposed special provisions are outlined in the Zoning By-Law amendment section of this report.

The subject lands are approximately 3.9 hectares (9.62 ac) in size and have historically been used for institutional purposes. The lands contain a one storey office building (1,059 m²) that is proposed to be removed to facilitate the proposed residential development.

Surrounding land uses include low density residential development, with areas of medium density residential development to the east, southeast and southwest. A high-density residential development is located to the west, on the opposite side of Vansittart Avenue, adjacent to a small commercial block.

The applicant has filed a number of studies and reports including a Planning Justification Report, Functional Servicing Report, Traffic Impact Study, Archaeological Assessment, Tree Preservation Report, Shadowing Study, Parking Study, Phase 1 and 2 Environmental Site Assessment, and Noise Feasibility Assessment. The Traffic Impact Study and Parking Study were peer reviewed by Oxford County Public Works to confirm the findings of the study.

As noted previously, the applicant modified the original proposal to address agency comments and following an open house hosted by the applicant, the proposal was modified in response to comments expressed by the public. The revised proposal included a reduction in the number of residential units proposed, provision of additional parking spaces through the introduction of below grade parking for the apartment dwellings, and relocation of the apartment buildings to be situated closer to Vansittart Avenue, rather than Lakeview Drive.

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 forms of development.

Plate 4, Proposed Draft Plan of Subdivision, provides the layout of the proposed forms of development and future road network.

Comments

Planning Act

Section 2 of the Planning Act respecting Provincial Interests, provides that a municipal Council, in carrying out their responsibilities under the Planning Act, shall have regard to, among other matters, matters of provincial interest such as (but not limited to):

- the protection of ecological systems and agricultural resources;
- the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;

- the adequate provision of a full range of housing, including affordable housing;
- the resolution of planning conflict involving public and private interests;
- the protection of public health and safety;
- the appropriate location of growth and development;
- the promotion of development that is designed to be sustainable, to support public transit and be oriented to pedestrians; and
- the promotion of built form that, among other matters, is well designed and encourages a sense of place.

Section 51 (24) of the Planning Act provides that in considering a draft plan of subdivision, regard shall be had, among other matters, to the health, safety, convenience, accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality and to:

- a) the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2;
- b) whether the proposed subdivision is premature or in the public interest;
- c) whether the plan conforms to the official plan and adjacent plans of subdivision, if any;
- d) the suitability of the land for the purposes for which it is to be subdivided (including affordable housing units, if any);
- e) the number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with the established highway system in the vicinity and the adequacy of them;
- f) the dimensions and shapes of the proposed lots;
- g) the restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land;
- h) conservation of natural resources and flood control;
- i) the adequacy of utilities and municipal services;
- j) the adequacy of school sites;
- k) the area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes;
- l) the extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy; and
- m) the interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41 (2) of this Act.

2024 Provincial Planning Statement (PPS)

The 2024 Provincial Planning Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. Under Section 3 of the *Planning Act*, where a municipality is exercising its authority affecting a planning matter, such decisions, "shall be consistent with" all policy statements issued under the Act. The following outlines the key PPS policies that have been considered, but is not intended to be an exhaustive list.

Section 2.1.3 directs that sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected requirements of current and future residents of the regional market area by maintaining at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development, and to maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans.

Section 2.1(6) of the PPS states that planning authorities should support the achievement of complete communities by accommodating an appropriate range and mix of land uses, housing and transportation options, employment, public services facilities, recreation and parks, and open space to meet long-term needs. Further, complete communities improve accessibility for people of all ages and abilities and improve social equity and overall quality of life.

Section 2.2.1- Housing provides that Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

- a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options, including affordable housing needs;
- b) permitting and facilitating:
 - 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including *additional needs housing* and needs arising from demographic changes and employment opportunities; and
 - 2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g. shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;
- c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation.

Section 2.3.1 of the PPS indicates that settlement areas shall be the focus of growth and development and land use patterns within settlement areas shall be based on densities and a mix of land uses which;

- a) Efficiently use land and resources;
- b) Optimize existing and planned infrastructure and public service facilities;
- c) Support active transportation;
- d) Are transit-supportive as appropriate, and
- e) Are freight supportive.

Section 2.3.1.3 also directs that planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in infrastructure and public service facilities.

Section 3.6 of the PPS addresses infrastructure and public service facilities and states that infrastructure and public service facilities shall be provided in an efficient manner while accommodating projected needs. Planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they are;

- a) Financially viable over their life cycle, which may be demonstrated through asset management planning;
- b) Leverage the capacity of development proponents, where appropriate; and,
- c) Are available to meet current and projected needs.

Before consideration is given to developing new infrastructure and public service facilities, the use of existing infrastructure and public service facilities should be optimized and opportunities for adaptive re-use should be considered, wherever feasible.

Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Municipal sewage services and municipal water services include both centralized servicing systems and decentralized servicing systems.

Planning for stormwater management shall;

- a) Be integrated with planning for sewage and water services and ensure that systems are optimized, retrofitted as appropriate, feasible and financially viable over their full life cycle;
- b) Minimize or, where possible, prevent or reduce increases in stormwater volumes and contaminant loads;
- c) Minimize erosion and changes in water balance, including through the use of green infrastructure;
- d) Mitigate risk to human health, safety, property and the environment;
- e) Maximize the extent of function of vegetative and pervious surfaces;
- f) Promote best practices, including stormwater attenuation and re-use, water conservation and efficiency and low impact development; and
- g) Align with any comprehensive municipal plans for stormwater management that consider cumulative impacts of stormwater from development on a watershed scale.

Official Plan

The subject lands are currently designated 'Community Facility' according to the City of Woodstock Land Use Plan. The Community Facility designation is intended to provide locations for large scale institutional, cultural and recreational uses which serve residents throughout the City and County. Permitted uses within the Community Facility designation include hospitals, community colleges, major recreational facilities, large cultural facilities, religious institutions, fairgrounds, chronic care facilities which provide continuous medical supervision for patients, facilities utilized primarily by service clubs, trade unions and community cultural groups, long-term care facilities such as nursing homes or homes for the aged, retirement homes, continuum-of-care housing which provide a range of accommodations from independent residential units to chronic care facilities within the same complex, emergency shelters, funeral homes, cemeteries and similar types of community oriented uses.

In addition to these uses, all forms of institutional uses permitted in the Residential Area designation including elementary and secondary schools, churches and day care facilities are permitted in the Community Facilities designation. Funeral homes and public uses such as fire, police and ambulance service uses are also permitted.

The subject application proposes to redesignate the lands to facilitate a mix of low, medium and high density residential development. 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 7.2.3.2.1, within established communities in existing built-up Community Planning Districts, it is anticipated that further residential development will largely occur through residential intensification consistent with the policies of the Low Density, Medium Density and High Density Residential Districts as applicable.

Low Density Residential Districts are those lands that are primarily developed or planned for 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 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 overall maximum net residential density is 30 units per hectare (12 units per acre), and the minimum net residential density is 22 units per hectare (9 units per acre).

As per Section 7.2.4.1.3 of the Official Plan, where infill development is proposed on vacant or underutilized sites within established residential areas by plan of subdivision, City Council and County Council will ensure that:

- the nature of the proposed residential development will be evaluated having regard to the type of housing found in the surrounding residential neighbourhood;
- any new residential lots with direct exposure to an established residential street will be consistent with the size of lots within a 2 block area on the same street and new residential development will maintain setbacks and spacing between dwellings consistent with the established built pattern;
- measures will be incorporated into subdivision design to buffer and screen existing residential uses from the new development;
- proposed multiple unit developments will comply with the multiple unit requirements for Low Density Residential Areas.

Additionally, all infill proposals will be subject to the following criteria:

- the location of vehicular access points, the effect of traffic generated by the proposal on the public road system, pedestrian and vehicular safety and surrounding properties is addressed and found to be acceptable;
- existing municipal services and community facilities will be adequate to accommodate the proposed infill project;
- stormwater run-off from the proposal will be adequately controlled and will not negatively affect adjacent properties;

- the extent to which the proposed development provides for the retention of any desirable vegetation or natural features that contribute to the visual character of the surrounding area;
- the effect of the proposed development on environmental resources or the effects of environmental constraints on the proposed development will be addressed and mitigated;
- compliance of the proposed development with the provisions of the Zoning By-Law and other municipal by-laws;
- consideration of the potential effect of the development on natural and heritage resources and their settings.

Medium Density Residential areas are primarily developed or planned for low profile multiple 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.

Any further Medium Density Residential designations [beyond those currently in the Official Plan] 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 are 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.

Lands designated for High Density Residential use are those lands that are primarily developed or planned for a limited range of large scale, multiple-unit forms of residential development. This designation shall be applied in a localized and site specific manner in locations where high density, high-rise development can:

- result in the preservation of features of the natural environment which may otherwise be compromised with more dispersed low-rise development, or constitute community land marks or reference points; or
- support the functionality of the municipal transit system; or
- support the viability and functionality of the Central Area.

The height and density limits applicable to the various forms of development allowed in the High Density Residential districts 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, the net residential density will normally not exceed 150 units/ha (60 units/ac).

Any further High Density Residential designations [beyond those currently in the Official Plan] will be consistent with the following location 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;
- sites which are close to community services and neighbourhood conveniences such as shopping plazas, institutional, recreational and open space facilities;
- sites which are adjacent to the Central Area, designated Shopping Centres or Community Facilities.

High density residential development will generally be discouraged adjacent to Low Density Residential development except where such low density residential 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 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 are 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.

All proposals for high density residential development shall be subject to site plan control. When considering any specific proposal for high density residential development, City Council will be satisfied that the criteria of Section 7.2.8 is adequately addressed.

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

Section 10.3.3 of the Official Plan respecting Plans of Subdivision provides that County Council and City Council will evaluate applications for plans of subdivision on the basis of the requirements of the Planning Act as well as criteria including, but not limited to, the following:

- whether the proposal is consistent with the objectives and policies of the Official Plan;
- that there is capacity available in the municipal water and sewage treatment systems and there is suitable provision for roads, water, storm and sanitary sewers, waste disposal, recyclable collection, public utilities, fire and police protection, parks, schools and other community facilities;
- the plan is designed to effectively accommodate Environmental Resources and mitigate environmental and human-made constraints;
- the plan is designed to reduce any negative effect on surrounding land uses, the transportation network, or significant natural features;
- the plan is designed to be integrated with adjacent developments;
- the plan is designed to be compatible with the existing features and topography of the site. Subdivisions proposing extensive areas of cut and fill will be discouraged.

Section 7.6 of the Official Plan contains the Transportation Policies for the City of Woodstock. Vansittart Avenue is designated as an arterial road, which serves moderate to high volumes of intra-urban and long distance traffic movements at moderate speeds and has limited property access. Lakeview Drive is designated as a minor collector road, which serves light volumes of traffic for short distances between local and arterial streets and provides access to individual properties.

The design of subdivisions within the City will take into account the following design criteria:

- the design of residential plans of subdivisions shall minimize the intersection of local streets with arterial roads;
- the subdivision of lands adjacent to an arterial road for the purpose of low density residential development will generally provide for reverse frontage lots and other suitable measures that would restrict vehicular access from individual properties to the arterial road;

- the subdivision or severance of land adjacent to an arterial or collector road, for purposes other than low density residential development shall minimize the number of access points to the arterial or collector road through measures such as the provision of common driveways or a service road.

City Council, in its evaluation of major development proposals, shall consider the potential effect of the development on the safety, efficiency and volume of traffic flow on adjacent streets. Property owners may be required to contribute to the cost of road improvements which, in the opinion of City Council, are necessary to provide for safe vehicular turning movements to and from the site and to minimize the disruption to traffic flow. Examples of such improvements include road channelization to provide left turn lanes and the construction of raised medians.

To assist City Council in its consideration of traffic concerns and road improvement needs related to a major development proposal, an applicant may be required to prepare a traffic impact assessment.

As a condition of draft plan approval, County Council will require an applicant to satisfy conditions prior to final approval and registration of the plan of subdivision or condominium. The applicant will be required to meet conditions of draft approval within the specified time period, failing which, draft plan approval may lapse.

To provide for the fulfilment of these conditions and for the installation of services according to municipal standards, County Council shall require an applicant to enter into a subdivision agreement with the Area Municipality and, where necessary, the County, prior to final approval of the plan.

[City of Woodstock Zoning By-law](#)

The subject lands are currently zoned 'Community Facility Zone (CF)'. The purpose of the proposed zone change application is to rezone the subject lands from 'Community Facility Zone (CF)' to 'Residential Zone 2 (R2)', 'Special Residential Zone 3 (R3-sp)', 'Special Residential Zone 4 (R4-sp)' and 'Special Active Use Open Space Zone (OS2-sp)'.

Block 1 is proposed to be zoned R2, Block 2 R3-sp, Block 3 R4-sp, Block 4 OS2-sp, and Block 5 OS2.

Based on review of the proposed concept plan, the semi-detached dwellings proposed in the Low Density Block appear to comply with the provisions of the R2 Zone.

The following special provisions are requested:

R3-sp Block 2 (Multiple Attached Townhouse Units)

- Reduce the minimum lot area from 150 sq m per unit to 130 sq per unit;
- Provide for a reduced front yard depth of 5.5 m to the main building;
- Reduce the exterior side yard width to 3.5 m;
- Reduce the rear yard depth to 4.5 m;
- Increase the maximum building height from 3 to 4 storeys (14 m);
- Relief from parking requirements in Section 5.4.2.4 to waive the requirement for visitor parking.

R4-sp Block 3 (Apartment dwellings)

- Reduce the front yard depth and exterior side yard width from 6 m to 4.5 m (to Street A);
- Reduce the rear yard depth from 7.5 m to 6.5 m;
- Provide for a reduced interior side yard width of 3 m (adjacent to Open Space Zone);
- Reduce the exterior side yard width from 7.5 m to 6 m (Vansittart Avenue);
- Reduce the minimum required landscaped open space from 35% of lot area to 27% of lot area;
- Reduce the minimum amenity area per dwelling unit from 20 sq m to 19 sq m;
- Relief from parking requirements in Section 5.4.2.4 to waive the requirement for visitor parking.

OS2-sp Block 4 (Park Block)

- Reduce the minimum lot area from 2,000 m² to 1,800 m²;
- Reduce the minimum lot depth from 30 m to 29 m.

Agency Comments

The following is a summary of the comments received through agency circulation:

The City of Woodstock Engineering Department (Development Division) and Oxford County Public Works Department provided comments and conditions of draft approval regarding this proposal which are included as Attachment 5 to this report for Council's consideration.

The City of Woodstock Building Department provided comments indicating that the building department is supportive of the proposed development. The reduced yard depths are contained within the proposed development and are not located adjacent to the existing residential dwellings. The reduced yard depths are generally adjacent to public streets and park land. Various zone changes have been approved for higher density developments with reduced yard widths and reduced parking space requirements.

The Upper Thames River Conservation Authority, and Thames Valley District School Board, indicated they had no objections respecting the applications. Enbridge Gas and Canada Post requested that standard conditions of draft approval be included to address their requirements for new development.

City of Woodstock Council

City Council considered the applications for Official Plan Amendment and draft plan of subdivision approval and the associated zoning by-law amendment application at their February 20, 2025 Council meeting and adopted resolutions indicating that they do not support the proposed Official Plan Amendment or proposed draft plan of subdivision. City Council also refused the zoning by-law amendment sought to implement the proposed development.

Planning Analysis

As indicated, the applications for Official Plan Amendment, draft plan of subdivision approval and zone change propose to redevelop an existing underutilized institutional site for residential purposes, as described previously in this report.

2024 Provincial Planning Statement

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 proposal will increase the housing supply to help address the full range of housing affordability needs and will assist the City with providing and building homes that respond to changing market needs and local demand, to support a diverse and growing population and workforce in the City and broader region. The development is also consistent with Sections 2.1.4, and 2.2.1 of the PPS as it will permit and facilitate housing options required to meet the social, health, economic and well-being requirements for current and future residents, facilitate residential intensification, including the development and redevelopment of underutilized commercial and institutional sites for residential uses, represents the development and introduction of new housing options within previously developed areas and redevelopment, which results in a net increase in residential units.

Technical Studies

a) Transportation Impact Study and Parking Study

The applicant submitted a Transportation Impact Study (TIS) prepared by R.C. Spencer & Associates Inc. The study evaluated the impacts on the transportation network that could potentially result from the development of the subject lands. The findings of the study were peer reviewed by an external peer review consultant who indicated they are in agreement with the study's methodology and conclusions.

The TIS concluded that for the worst case horizon year 2034 in the AM and PM peak hours, provided existing signal timings are optimized, there are no traffic issues anticipated at any of the study area's intersections; the level of service at the site accesses are satisfactory, and the signalized intersection levels of service remain at a 'satisfactory' level of service 'C' during the AM peak hour and a 'good' level of service 'B' during the PM peak hour. The study concluded that the adjacent traffic signal and roadways have sufficient capacity to accommodate the site generated traffic, and the proposed site access locations and controls are in keeping with the most current transportation planning 'best practices'. As no geometric and / or traffic control improvements are required to accommodate the development proposal, it is the engineers' opinion that the proposed development will not adversely impact area traffic operations.

The study also reviewed the proposed parking being provided for the townhouse and apartment dwelling blocks and concluded that the proposed parking being provided was sufficient to meet the expected parking demand from the proposed land uses, as predicted by the Institute of Transportation Engineers.

b) Noise Feasibility Study

In support of the proposed development, the applicant submitted a Noise & Vibration Feasibility Study prepared by HGC Engineering. A n analysis was conducted for noise generated from road traffic on Vansittart Avenue. The analysis indicated that the proposed development is feasible with the noise control measures implemented:

- Central air conditioning is required for apartment dwellings and the semi-detached dwelling adjacent to Vansittart Avenue;
- An acoustic barrier is required for the flanking rear yard for one semi-detached unit adjacent to Vansittart Avenue;
- Upgraded building constructions are required for the south and west facades of the southern apartment building, west façade of the northern apartment building and the flanking semi-detached dwelling adjacent to Vansittart Avenue. When detailed floor plans and building elevations are available for the dwelling units with exposure to the roadways, window glazing construction should be refined on actual window to floor ratios;
- When lot grading and numbering information is available, the acoustic requirements should be refined;
- The use of warning clauses in the property and tenancy agreements is recommended to inform future residents of traffic noise issues and proximity to existing commercial 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.

c) Functional Servicing Report

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

Stormwater management will be addressed in accordance with City standards and one block has been identified in the draft plan for stormwater management facilities. Final detailed plans will be required prior to the registration of the draft plan.

Official Plan Amendment and Draft Plan of Subdivision

With respect to the Official Plan amendment, staff are satisfied that the proposed amendment is appropriate and consistent with policies relating to the designation and development of lands for residential purposes.

The proposal will provide an appropriate mix and range of housing types and densities for current and future residents of the City and represents an infilling opportunity to provide additional housing supply to satisfy the City's housing needs.

Planning staff are of the opinion that the proposal is consistent with the criteria respecting infill subdivisions as the proposed design will serve to mitigate the potential impact of the medium and high density blocks on surrounding existing low density residential development. Block 1, abutting

and adjacent to existing low density residential development, will consist of semi-detached dwellings which will provide a transition to and separation from the planned medium and high density development to the west. Further, the medium density block will serve as a transition and buffer between the proposed low density development and the high density apartment block located on the westerly portion of the subject lands. Planning staff note that no relief of the required rear yard depths or lot area, frontage or depth has been requested for the low density block. Additionally, the submitted and peer-reviewed TIS indicated no negative impacts to surrounding transportation networks is expected as Vansittart Avenue is identified as an arterial road and Lakeview is identified as a minor collector road according to Schedule W-5 of the Official Plan. It is noted that apart from the extent of Lakeview Drive (which includes a landscaped median) between Vansittart Avenue and the planned local street, other traffic from the development is not expected to traverse through existing neighbourhoods. As such, planning staff are satisfied that there will be no negative impacts on existing neighbourhoods resulting from traffic or vehicular movements by new residents of the proposed development, in accordance with the traffic-related criteria of the Official Plan for the designation of additional medium density and high density areas.

It is the opinion of this Office that the criteria respecting the designation of additional medium density and high density residential sites has also been satisfactorily addressed. The subject lands are located at the intersection of an arterial road and minor collector road, and the proposed intersection of Street A and Vansittart Avenue has been designed to facilitate right hand turns north out of the site and east into the site to provide a second access to the property for emergency services, to alleviate potential congestion at the Lakeview Drive and Vansittart Avenue signalized intersection, and to reduce the traffic entering and exiting the development from Lakeview Drive. The size, configuration and topography of the site provides the opportunity for a gradual transition from high density to medium density and low density uses within the development. The site is located adjacent to other lands designated Community Facility to the west, which includes a five storey apartment building and a number of neighbourhood serving commercial uses including a pharmacy, dental office, and convenience store. Vacant land located at the northwest corner of the intersection of Vansittart Avenue and Lakeview Drive is also zoned for a five storey apartment building or further commercial development. The proposed density of the site, abutting a main arterial road leading into and out of the City will both support the functionality of the City's transit service and serve as a community reference point, supporting the provincial interest as outlined in the Planning Act to support transit and a strategic goal of the Official Plan for additional high density residential designations. The submitted functional servicing report has indicated that the proposed development can be adequately serviced from existing municipal infrastructure in the proximity, and the site is in close proximity to open space, and recreational amenities including David Lowed Memorial Park, J.J. Williams Park, and the trails near the Pittock Reservoir and Cowan Park. There are no significant natural heritage features on the site; however, the applicant has prepared a tree preservation report to minimize the number and significance of trees impacted by the proposal and to provide compensation to the City for trees that are removed.

The applicant is proposing to establish new site-specific policies that apply to the lands to increase the maximum density for the medium density block from the current maximum of 70 units/ha (30 units/ac) to 75 units/ha (31 units/ac), and to increase the maximum density of the high density block from the current maximum 150 units/ha (60 units/ac) to 151 units/ha (61 units/ac). Staff are satisfied that these represent minor departures from the maximum permitted densities and that the proposed medium and high density blocks will be sufficiently large to accommodate the planned development. The development of these blocks will also be subject to

site plan approval, where matters such as landscaping, amenity areas, landscaping, servicing, grading and parking will be reviewed to the satisfaction of the City and County.

Zoning

Planning staff are 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 semi-detached dwellings, townhouses, and other multi-unit development, such as apartment buildings and includes special zone provisions that will assist in efficiently utilizing lands for residential purposes.

Special zoning provisions for the proposed stacked townhouses (defined in the Zoning By-Law as multiple attached dwellings) in the R3-sp Zone include reduced front yard depths (5.5 m or 18 ft) while maintaining sufficient area to accommodate parking as required by the Zoning By-law (6 m or 19.6 ft), reduced rear yard depths and exterior side yard widths to Street A, reduced lot area and increased building height from 3 to 4 storeys. Planning staff note that the current Community Facility zoning would permit varied institutional uses including a public hospital, retirement home, or long-term care home with a maximum height of 8 storeys.

Special zoning provisions for the apartment buildings in the R4-sp Zone include a reduced front yard depth and exterior side yard width to Vansittart Avenue and Street A, a reduced rear yard depth, and interior side yard width (adjacent to the Open Space Zone), reduced minimum landscaped open space and reduced minimum amenity area per dwelling unit.

City Building and Engineering staff did not raise any concerns with the proposed zoning revisions, and planning staff note that the revisions will not impact the size of parking spaces, will facilitate efficient and compact development and the proposed reduced development standards will not impact lands external to subdivision development.

In response to earlier concerns from the public and City staff respecting parking, the applicant is now providing the 1.5 parking spaces per townhouse unit for the medium density block and 1.5 parking spaces per unit for the high density block, but is seeking relief of the visitor parking requirements, which are typically required at a rate of 1 space per 10 required parking spaces. The proposal provides 342 parking spaces out of the 377 spaces required for the medium and high density blocks. In support of the request the applicant provided a parking study that concluded the proposed parking supply will exceed the expected parking demand for the 160 apartment units and 68 townhouse units. 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 less than other relief granted for apartment developments that have been successfully implemented in other areas of the City and there is an opportunity for on-street parking on Street A.

CONCLUSIONS

This office is of the opinion that the proposed amendment to the Official Plan to accommodate the proposed development of the subject lands complies with the relevant policies of the Official Plan as it pertains to infill development on underutilized lands, as well as the designation of additional medium and high density residential lands, within the City of Woodstock.

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

SIGNATURES

Report author:

Original Signed By

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Manager of Development Planning

Departmental approval:

Original Signed By

Paul Michiels
Director of Community Planning

Approved for submission:

Original Signed By

Benjamin R. Addley
Chief Administrative Officer

ATTACHMENTS

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 – Plate 4, Proposed Draft Plan of Subdivision
Attachment 5 – Agency Comments
Attachment 6 – Conditions of Draft Approval
Attachment 7 – Official Plan Amendment, OPA 333
Attachment 8 – Public Comments