

## REPORT TO COUNTY COUNCIL

# Application for Official Plan Amendment OP 25-01-8 – B & R Holding Inc.

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

**From:** Director of Community Planning

## RECOMMENDATIONS

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1. That Oxford County Council approve Application No. OP 25-01-8 submitted by B & R Holding Inc., for lands described as Block 1, Plan 41M-311 in the City of Woodstock, to add a special policy area to lands designated Business Park;
2. And further, That Oxford County Council approve the attached Amendment No. 340 to the County of Oxford Official Plan and raise the necessary by-law to approve Amendment No. 340.

## REPORT HIGHLIGHTS

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- The Official Plan amendment is proposing to add a special policy to the Business Park Designation to permit an indoor recreational use, with a maximum area of 945 m<sup>2</sup> (10,171.9 ft<sup>2</sup>) within a portion of an existing building.
- The proposal is consistent with the relevant policies of the 2024 Provincial Planning Statement and supports the strategic initiatives and objectives of the Official Plan and can be supported from a planning perspective.

## IMPLEMENTATION POINTS

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The 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 Planning Act, notice of complete application regarding this proposal was provided to surrounding property owners on February 28, 2025 and notice of public meeting was issued on March 31, 2025.




## 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 support 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 Goal 1.3 – Community health, safety and well-being Goal 1.4 – Connected people and places		

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

## DISCUSSION

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### Background

**Owner:** B & R Holding Inc.  
28 Sinclair Street, Guelph, ON N1L 1R6

**Location:**

The subject lands are described as Block 1, Plan 41M-311, in the City of Woodstock. The lands are located on the north-west corner of Woodall Way and Sprucedale Road and are municipally known as 427 Woodall Way.

**County of Oxford Official Plan:**

Existing:

Schedule 'W-1'	City of Woodstock Land Use Plan	'Business Park'
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Proposed:

Schedule 'W-1'	City of Woodstock Land Use Plan	Business Park with Special Policy Area
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**Proposal:**

Applications have been received to amend the Official Plan and the City's Zoning By-law to permit an indoor recreational facility use, with a maximum gross floor area of 945 m<sup>2</sup> (10,171.9 ft<sup>2</sup>), within a portion of an existing building. The subject lands currently contain a warehouse building with a gross floor area of 2,787 m<sup>2</sup> (29,999 ft<sup>2</sup>). The proposed Official Plan Amendment would add a special policy to the current Business Park designation that applies to the property to permit an indoor recreational facility, subject to the above noted maximum gross floor area.

The subject lands comprise an approximate area of 12,362 m<sup>2</sup> (134,139.8 ft<sup>2</sup>) and contain a recently constructed warehouse building. The application proposes to permit an indoor recreational facility within a portion of the existing building on the site. The applicant has specifically identified uses like an indoor playground, table tennis, etc. as intended uses. The maximum permitted gross floor area for the proposed indoor recreational building is intended to ensure that the site can provide adequate parking for all of the proposed uses in the existing building, and that it will continue to be used primarily for other Business Park uses.

Surrounding land uses are a mix of residential uses, industrial/business park uses and community facilities. Specifically, there are residential uses to the west, a large place of worship immediately to the north, and Cowan Fields and associated amenities further to the north.

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, consists of a site plan illustrating the layout of the proposed development, as provided by the applicant.

## Comments

### 2024 Provincial Planning Statement

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(6) of the PPS states that the achievement of complete communities accommodates 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 2.3.1 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.

### Official Plan

The subject lands are designated as Business Park in the Official Plan. The application for Official Plan amendment proposes to add an indoor recreational facility as a permitted use within the Business Park designation on this site. Areas within the Business Park designation are intended to accommodate a range of low intensity, industrial, technological, office, and business support uses within a comprehensively planned business park setting. In addition to the intended uses, daycares are also permitted for employees of a permitted use within an industrial or office building. Uses within the Business Park designation will generally be characterized by free-standing, low profile buildings on individual lots in a planned subdivision. Business Parks are intended to have the highest development standards of all industrial designations.

City Council may consider conversion to new uses within the Business Park designation for isolated parcels, subject to the following criteria:

- The land proposed to be redesignated is located adjacent to compatible land uses and does not have the effect of redesignating isolated parcels surrounded by industrially designated lands;
- an adequate supply of unconstrained Business Park industrial land with a variety of lot sizes will remain to accommodate employment forecasts and to meet the needs of industry;

- there is an adequate supply of immediately serviceable Business Park industrial land; and
- the proposal will not re-designate Business Park industrial lands in locations which are in proximity to major transportation facilities including railway facilities, major expressways and arterial roads or which provide visibility and public exposure to the major road system.

The subject lands are also subject to the policies of the South-East Woodstock Secondary Plan. Specific to this proposal, the secondary plan policies permit limited minor institutional uses such as municipal parks and recreational facilities, excluding sensitive land uses, within the Business Park designation.

### **Zoning By-law**

The subject lands are currently zoned 'Special Prestige Industrial Zone (M1-8)', and the applicant proposes to amend the special provisions of the existing M1-8 zone to allow a Recreational Building (Indoor Sports) as an additional permitted use. Recreational Building (Indoor Sports) is a defined term in the City's Zoning By-law that means a building designed and intended to accommodate indoor sports and recreation. Currently within the City, indoor playgrounds are located within zones that permit Recreational Buildings.

The M1-8 Zone currently permits all of the uses within the M1 Zone except a hotel and, additionally, permits a municipal recreational facility. The M1-8 Zone also establishes alternate zone standards for front yard depth and side yard widths. The M1 Zone permits limited industrial and office uses.

The parking provisions for warehouse uses (1 space per 200 m<sup>2</sup> gross floor area) are significantly lower than they are for recreational buildings (1 space per 25 m<sup>2</sup> gross floor area), and the parking available on-site has limited the amount of floor area that is able to be utilized for the proposed recreational (indoor sports) use. The requested maximum gross floor area for a recreational building of 945 m<sup>2</sup> (10,171.9 ft<sup>2</sup>) ensures the total parking available on-site will be sufficient to accommodate all the proposed uses in the existing building. By limiting the area available for a recreational building, the proposal would meet the applicable M1-8 Zone provisions.

### **Agency Comments**

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

1. The applicant should be aware of the rules of redevelopment in respect of development charges. Development charges shall be collected where a building is being converted from one principal use to another. Development charges are collected at the time of building permit application.
2. The applicant should be aware that a building permit is required for the change of use of the space from industrial to commercial and may include upgrades of fire separations, increasing the number of washrooms and any other changes required by the building code.

### City of Woodstock Council

City of Woodstock Council recommended support of the proposed Official Plan amendment and approved the proposed zoning by-law amendment 'in principle', at the City's regular Council meeting of April 17, 2025.

### Planning Analysis

The application is proposing to amend the Official Plan to permit an indoor recreational facility with a maximum gross floor area of 945 m<sup>2</sup> (10,171.9 ft<sup>2</sup>) within a portion of an existing building. The subject lands contain a recently constructed warehouse building. 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, will provide additional recreational uses to serve the City, and the use will not conflict with or detract from the employment uses in the vicinity.

The subject lands are included within the South-East Woodstock Secondary Plan area which permits limited minor institutional uses such as municipal parks and recreational facilities, excluding sensitive land uses, within the Business Park designation. Planning staff consider the indoor recreational use to be similar in nature to the municipal recreational uses permitted by the current Official Plan designation and more compatible with abutting community facilities and residential uses than other business park developments. The proposal is an appropriate use of a large free-standing structure that is typical of development within the Business Park designation. The indoor recreational use is also considered compatible with surrounding business park uses, and if the use ceases the space can be easily reverted and re-used for other uses permitted in the M1-8 Zone. No exterior changes are proposed to the existing building, although the City's Building Department has identified that upgrades (fire separation, washrooms etc.) may be required with the change in use in accordance with the Ontario Building Code.

Planning staff are supportive of the applicant's request to permit an indoor recreational use with a maximum gross floor area of 945 m<sup>2</sup> (10,171.9 ft<sup>2</sup>) on the subject site. Limiting the floor area permitted for the indoor recreational use means that the majority of the building floor area will remain for Business Park uses and ensure that adequate parking will still be provided on the subject lands after the establishment of the recreational use, which requires greater parking than other typical Business Park uses. Additionally, the current zoning already permits a municipal recreational facility, so the addition of an indoor recreational building as a permitted use would represent only a minor deviation from the existing permitted uses in the M1-8 Zone to reflect the fact the proposed indoor recreational use is not owned or maintained by the City.

Planning staff are of the opinion that the proposed amendment to the Official Plan to accommodate the proposed development of the subject lands generally complies with the relevant policies of the Official Plan respecting Business Park uses for properties within the South East Woodstock Secondary Plan and the proposal is consistent with the applicable policies of the Provincial Planning Statement. As such, staff are satisfied that the application can be given favourable consideration as a Business Park with site specific policies.

## CONCLUSIONS

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Planning staff are of the opinion that the proposal is consistent with the policies of the Provincial Planning Statement and supports the strategic initiatives and objectives of the Official Plan and can be supported from a planning perspective.

## SIGNATURES

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### Report author:

Original Signed By \_\_\_\_\_

Justin Miller  
Development Planner

### Departmental Approval:

Original Signed By \_\_\_\_\_

Eric Gilbert, MCIP, RPP  
Manager of Development Planning

Original Signed By \_\_\_\_\_

Paul Michiels  
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, Aerial Map (2020)  
Attachment 3 – Plate 3, Applicant's Sketch  
Attachment 4 – Official Plan Amendment, OPA 340