

To: Warden and Members of County Council

From: Director of Community Planning

Application for Official Plan Amendment OP 22-13-8 – Hacienda Leasing Inc.

RECOMMENDATIONS

1. That Oxford County Council approve Application OP 22-13-8, submitted by Hacienda Leasing Inc., for lands legally described as Part of Lot 23, Registered Plan No. 573, being Parts 13, 29 & 30, Reference Plan No. 41R-9971, in the City of Woodstock, to redesignate lands from Traditional Industrial to Service Commercial to facilitate an expansion to an existing automobile dealership;
2. And further, that the necessary by-law to approve Amendment No. 287 be raised.

REPORT HIGHLIGHTS

- The purpose of the Official Plan Amendment is to re-designate the subject lands from 'Traditional Industrial' to 'Service Commercial' to facilitate an expansion to an existing automobile dealership.
- The application for Zone Change proposes to rezone the property from 'General Industrial Zone (M3)' to 'Special Highway Commercial Zone (C4-18)', similar to the zoning of the existing auto dealership. The subject lands were recently severed from a larger parcel to the immediate east on May 5, 2022 and are being added to the noted automobile dealership to the north.
- The proposal is consistent with the relevant policies of the Provincial Policy Statement and supports the strategic initiatives and objectives of the Official Plan respecting employment land and service commercial uses and can be supported from a planning perspective.

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 September 1, 2022 and notice of public meeting was issued on September 29, 2022. As of the writing of this report, no concerns have been received from the public.

Strategic Plan (2020-2022)

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

DISCUSSION

Background

Owner: Hacienda Leasing Inc.
1290 Dundas Street, Woodstock, ON N4S 7V9

Agent: Derek Truelove, Nesbitt Coulter LLP
35 Perry Street, Woodstock, ON N4S 3C4

Location:

The subject lands are described as Part of Lot 23, Registered Plan No. 573, being Parts 13, 29 & 30, Reference Plan No. 41R-9971, in the City of Woodstock. The lands are located on the south side of Dundas Street, between Beard's Lane and Oxford Road 4 and are municipally known as 1290 Dundas Street, City of Woodstock.

County of Oxford Official Plan:

Existing Designation:

Schedule "W-1"	City of Woodstock Land Use Plan	'Traditional Industrial'
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Proposed Designation:

Schedule "W-1"	City of Woodstock Land Use Plan	'Service Commercial'
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City of Woodstock Zoning By-Law 8626-10:

Existing Zoning: General Industrial Zone (M3)

Proposed Zoning: Special Highway Commercial Zone (C4-18)

Proposal:

Applications have been received by the County of Oxford and the City of Woodstock for amendments to the Official Plan and Zoning By-law to re-designate and rezone the subject lands from Traditional Industrial and 'General Industrial Zone (M3)' to Service Commercial and 'Special Highway Commercial Zone (C4-18)' to facilitate the expansion of an existing automobile dealership.

The subject lands have been conditionally severed through application B21-122-8 and are approximately 0.77 ha (3.2 ac) in area. The lands are proposed to be added to an existing automobile dealership with an overall lot size of 1.13 ha (2.8 ac). Surrounding land uses include industrial uses and service commercial uses on Dundas Street.

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

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

Plate 3, Applicant's Sketch, provides the dimensions of the subject lands.

Comments

2020 Provincial Policy Statement

The Provincial Policy 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.

Section 1.1.2 of the PPS states that sufficient lands shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years.

Section 1.1.3 further states that the vitality and regeneration of settlement areas is critical to the long-term economic prosperity of our communities. It is in the interest of all communities to use land and resources wisely, to promote efficient development patterns, protect resources, promote green spaces, ensure effective use of infrastructure and public service facilities and minimize unnecessary public expenditures.

Section 1.1.3.1 states that Settlement Areas will be the focus of growth and development.

Section 1.1.3.2 states that land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- efficiently use land and resources;
- are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
- minimize negative impacts to air quality and climate change, and promote energy efficiency;
- prepare for the impacts of a climate change;
- support active transportation;
- are transit-supportive, where transit is planned, exists or may be developed; and
- are freight-supportive.

Further, Section 1.3.2.1 states that planning authorities shall plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs.

Section 1.3.2.6 states that planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations.

In accordance with Section 1.2.6, major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.

Where avoidance is not possible, planning authorities shall protect the long-term viability of existing or planned industrial, manufacturing or other uses that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses are only permitted if the following are demonstrated in accordance with the following:

- There is an identified need for the proposed use;
- Alternative locations for the proposed use have been evaluated and there are no reasonable alternative locations;

- Adverse effect to the proposed sensitive land uses are minimized and mitigated; and
- Potential impacts to industrial, manufacturing or other uses are minimized and mitigated.

Further, Section 1.3.2.4 states that planning authorities may permit conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.

Notwithstanding policy 1.3.2.4, lands within existing employment area may be converted to a designation that permits non-employment uses provided the area has not been identified as provincially significant through a provincial plan exercise or as regionally significant by a regional economic development corporation and subject to the following:

- There is an identified need for the conversion and the land is not required for employment purposes over the long term;
- The proposed uses would not adversely affect the overall viability of the employment area; and
- Existing infrastructure and public service facilities are available to accommodate the proposed uses.

Official Plan

The subject lands are designated 'Traditional Industrial' according to the City of Woodstock Land Use Plan.

Chapter 7 of the Official Plan contains policies specific to the City of Woodstock and provides guidance with respect to the designation of industrial and service commercial lands in the City.

Section 7.3.1 provides that it is the strategic aim of the City to improve the economic strength of Woodstock, and meet the needs of existing, new and/or relocating Traditional Industrial Uses by designating industrial areas for this purpose.

Traditional Industrial areas include those lands that consist of existing industrial uses and lands which are planned for the full range of industrial-type activity including light, medium and heavy industrial uses. The policies of the Official Plan direct that City and County Councils shall ensure that there is sufficient land available to accommodate new industrial operations as well as the expansion and relocation of existing industrial operations within the Traditional Industrial designation.

Permitted uses within traditional industrial areas include assembling, manufacturing, fabricating, processing, repair and recycling activities, environmental industries, warehousing, distribution, indoor and outdoor storage facilities, construction uses, utilities, transportation and storage uses and research and technological service industries.

In order to maintain the viability of Traditional Industrial Areas, City Council will exercise strict control over the amount of non-industrial activity permitted in such designations and will require that ancillary uses be located at or near the periphery of the industrial designation on arterial or collector roads.

City and County Council will ensure that the re-designation of lands in Traditional Industrial Areas for any other use is only permitted where it will not negatively affect the industrial land supply and the intended function of designated employment areas.

City Council shall ensure that there is sufficient land available to accommodate new industrial operations as well as the expansion and relocation of existing industrial operations within the Traditional Industrial Area designation.

The re-designation of industrial parcels or lands located within an employment area shall only be considered through a comprehensive review, where it has been demonstrated that there is a need for such re-designation and where the following criteria have been satisfied. The requirement for a comprehensive review is not intended to apply to isolated parcels of industrially designated or zoned land which are not part of an employment area, or those that are contemplated by Section 7.3.6.2.

Prior to considering proposals to redesignate industrial land for non-industrial purposes, where a comprehensive review is not warranted, City Council and County Council shall ensure:

- that 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 industrial land with a variety of lot sizes will remain to accommodate employment forecasts and to meet the needs of industry;
- that there is an adequate supply of immediately serviceable industrial land;
- that there is sufficient industrial land available in proximity to major transportation facilities including railway facilities, major expressways and arterial roads in the City;
- that there are traditional industrial locations which provide visibility and public exposure to the major road system in the City for industries and businesses desiring such locations.

Permitted uses within the Service Commercial designation include video rental establishments, commercial recreational establishments, automotive service stations, gas bars, car wash facilities, retail sales of automobile supplies, automated teller machines or kiosks, tourist information outlets or kiosks, hotels, motels, automotive services, automotive dealerships, building supply outlets and hardware stores, sale of seasonal produce, furniture stores and home furnishing stores, nurseries and garden centres, animal hospitals and boarding kennels, assembly halls and private clubs, personal and business services, convenience commercial uses, retail food stores, recreation and entertainment uses, restaurants and fast food outlets, uses which require large areas for on-site storage of goods or vehicles and other types of commercial uses that offer a service to the traveling public, business and industry.

Zoning By-law

The subject lands are zoned 'General Industrial Zone (M3)' in the City's Zoning By-Law. The M3 zone permits a wide variety of industrial uses, subject to the provisions of Section 19.2. The applicant proposes to rezone the subject lands to 'Special Highway Commercial Zone (C4-18)' to match the zoning of the lands to which they will be added, as per the previously noted application for consent.

The C4-18 zone permits a health club, rental establishment, paper products and associated party supply store in addition to the wide variety of highway commercial type uses permitted in the C4 zone. The resulting lot to be enlarged via the previously noted consent application will comply with the provisions of the C4-18 Zone.

Agency Comments

The City of Woodstock Parks Department indicated that there are a number of mature trees on the lands to be severed, redesignated and rezoned. Tree compensation at the rate of 3:1 would be required at time of site plan approval. All trees on these parcels are regulated under the City of Woodstock tree by-laws and require permission from the Parks department for removal. At time of Site Plan Approval the entire property will need to be brought up to current landscape guideline standards.

The City of Woodstock Engineering Department (Development Division) indicated that if approved, site plan approval will be required where grading, servicing, SWM, landscaping, etc. will be reviewed in further detail in regard to the proposed car dealership/parking lot expansion plans.

The City of Woodstock Development Commissioner, City of Woodstock Building Department, and Oxford County Public Work Department indicated that they have no concerns respecting the applications.

City of Woodstock Council

Woodstock City Council recommended support of the proposed Official Plan amendment and approved the proposed zoning by-law amendment 'in principle', at the City's regular meeting of Council on October 20, 2022.

Planning Analysis

The application proposes to re-designate the subject lands from Traditional Industrial to Service Commercial, and to rezone the site from 'General Industrial Zone (M3)' to 'Special Highway Commercial Zone (C4-18)' to facilitate a lot addition and an expansion of an existing automobile dealership.

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 services within a settlement area.

To satisfy the requirements of the PPS, as well as the Official Plan policies relating to the conversion of employment lands, Planning staff have relied on the population projections and land need analysis from the Oxford County Phase 1 Comprehensive Review prepared by Hemson Consulting. The findings of the report were approved by the City and County Councils in April 2020 as an unbiased and appropriate indication of the growth potential of the City and County over the 20 year planning horizon.

Based on the Hemson report, Planning staff have determined that Woodstock has a potential employment land shortage of 562 gross ha (1,388.6 ac). That said, in January 2018, the City of Woodstock incorporated approximately 620 ha (1,531.9 ac) of land from the Township of Norwich for employment purposes. Further, on March 9, 2022, County Council approved the South-East Woodstock Secondary Plan and OP 20-05-8 to redesignate 204 ha (504 ac) for employment purposes.

In light of the recent annexation and approval of OP 20-05-8, staff are satisfied that re-designating the subject lands for service commercial purposes will not impact the City's availability of manufacturing-based employment lands.

The proposed applications for Official Plan amendment and Zone Change will provide an opportunity for an expansion of an existing automobile dealership, and the re-designation and rezoning, as proposed, will ensure that the newly enlarged lot approved through consent application B21-122-8 has a consistent designation and zoning. The subject property is located within an area characterized by industrial and highway commercial uses.

With respect to the Official Plan policies regarding the conversion of traditional industrial land, planning staff are of the opinion that the policy criteria can be satisfactorily addressed. The land proposed to be designated Service Commercial can be considered a compatible land use with the remaining Traditional Industrial lands, and an adequate supply of unconstrained and immediately serviceable industrial land in proximity to major transportation facilities will continue to exist.

The proposed zoning will ensure that the subject lands have a consistent zoning with the lands to which they will be merged, and the proposed lot to be severed, lot to be retained, and lot to be enlarged will continue to be compliant with the relevant zone provisions.

Detailed matters such as lot grading, stormwater management, landscaping and servicing will be addressed through the site plan approval process, to the satisfaction of the City. Approval of the requested Official Plan amendment and zone change are conditions of provisional consent.

Conclusions

In light of the foregoing, Planning staff are of the opinion that the proposal is consistent with the policies of the Provincial Policy Statement and supports the strategic initiatives and objectives of the Official Plan respecting service commercial lands and employment uses. As such, staff are satisfied that the applications can be given favourable consideration.

SIGNATURES

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
Interim Chief Administrative Officer

ATTACHMENTS

Attachment 1	Plate 1, Location Map & Existing Zoning
Attachment 2	Plate 2, Aerial Map (2020)
Attachment 3	Plate 3, Applicant's Sketch
Attachment 4	Official Plan Amendment No. 287