

To: Mayor and Members of City of Woodstock Council

From: Justin Miller, Development Planner, Community Planning

Applications for Official Plan Amendment and Zone Change OP24-07-8 and ZN8-24-07 – County of Oxford

REPORT HIGHLIGHTS

- The purpose of the Official Plan Amendment is to create a special policy area within the Central Business District to permit a residential development within the Pedestrian Predominant Area that does not contain a commercial component to facilitate the development of an 8 storey residential development.
- The zone change application proposes to rezone the subject lands from 'Central Commercial Zone (C5)' to 'Special Central Commercial Zone (C5-sp) to permit an eight-storey apartment dwelling house with 36 dwelling units, parking on the first and second storeys, no commercial component and 32 parking spaces.
- Planning staff are recommending approval of the application as the proposal is consistent with the Provincial Policy Statement and conforms to relevant policies of the Official Plan.

DISCUSSION

Background

APPLICANT/OWNER: County of Oxford c/o Rebecca Smith
21 Reeve Street, Woodstock ON N4S 7Y3

LOCATION:

The subject lands are described as Part Lot 1, w/s Light Street, Plan 10, in the City of Woodstock. The lands are located on the north side of Dundas Street, between Vansittart Avenue and Light Street and are municipally known as 385 & 387 Dundas Street.

COUNTY OF OXFORD OFFICIAL PLAN:

Schedule "W-1"	City of Woodstock Land Use Plan	Central Area
Schedule "W-2"	City of Woodstock Residential Density Plan	Central Business District

CITY OF WOODSTOCK ZONING BY-LAW 8626-10:

Existing Zoning: Central Commercial Zone (C5)

Proposed Zoning: Special Central Commercial Zone (C5-sp)

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 add a special provision to the Central Business District Area to facilitate the construction of an eight-storey apartment dwelling house with 36 dwelling units.

The applicant proposes to rezone the subject lands from 'Central Commercial Zone (C5)' to 'Special Central Commercial Zone (C5-sp)'. The applicant is proposing parking on the first and second storeys, with no commercial component on the ground floor and 32 parking spaces where a minimum of 18 parking spaces are required in the General Provisions of the Zoning By-law.

The subject lands comprise approximately 941.8 m² (10,137.8 ft²) and comprise lands that previously contained the Capitol Theatre and an existing multi-use building that will be demolished. Surrounding uses are predominantly commercial with accessory residential units in the upper level.

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

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

Plate 3, Applicant's Sketch provides the building location, elevations and proposed layout.

Plate 4, Downtown Woodstock BIA Letter providing concerns regarding the lack of commercial use in the proposal.

Application Review

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.

The policies of Section 1.1 state 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 state that settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted. Further, 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 1.1.3.6 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 Housing, specifically ss. 1.4.3, states 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.

Official Plan

The subject lands are currently designated 'Central Business District' according to the Land Use Plan for the City of Woodstock in the County Official Plan. The Central Business District in Woodstock is intended to be the most intensive, functionally diverse and dominant business, cultural and administrative centre in the County and the full range of commercial, entertainment, recreation, institutional and open space and accessory residential uses are permitted.

Within the Central Business District, medium and high density residential development is generally permitted without the requirement to provide a commercial component. However, free-standing residential development is not permitted on lands having frontage on Dundas Street between Vansittart and Beale Street. Section 7.2.7 of the Official Plan further deals with the High Density Residential policies in stating that the height and density limitations applicable to the various forms of development shall be determined on the basis of the nature, character and scale of adjacent land uses. The net residential densities will not normally exceed 150 units/ha (60 units/ac).

Further, the Official Plan's Central Area Strategy includes policies to increase the residential population living within and in the vicinity of the Central Area. These policies specifically encourage medium and high density residential development throughout the Central Business District without a ground floor commercial component except for lands falling within the Pedestrian Predominant Area (as defined in Section 7.3.2.3.1). The subject lands are located within the Pedestrian Predominant Area which are identified as the section of Dundas Street between Vansittart Street /Broadway and Beale Street/Bay Street. The Pedestrian Predominant Area is intended to be the most vibrant commercial and pedestrian oriented area of the Central Business District.

Zoning By-law

An apartment dwelling house is a permitted use in the 'C5' zone. The applicant proposes to rezone the subject lands from 'C5' to 'C5-sp' to include special provisions to remove the requirement for commercial on the first storey of the building and to permit a maximum of 8 storeys where 6 are permitted in the Zoning By-law.

The Zoning By-law requires properties along this portion of Dundas Street to have commercial spaces on the first floor of any structure; this provision is intended to ensure that the Central Business District is characterized by local commercial uses with a consistent façade of storefronts.

The purpose of the parking provisions of the By-law are to ensure that adequate off-street parking is provided for customers and residents of the downtown area, while recognizing that patrons of the downtown do not have to rely on vehicles to travel throughout the downtown and that additional parking may be provided by public facilities.

The Zoning By-law permits an apartment in the C5 Zone to be 8 storeys, except along a specific section of Dundas Street where the maximum height is 6 storeys. This exception was established to create a consistent and compatible streetscape in the downtown core.

Agency Comments

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

1. Relief is not required for parking. The site is in Schedule E and the parking space requirement is one space per unit (36 units x 0.5 = 18 spaces). The site is providing 32 spaces.
2. Visitor parking spaces are exempt.
3. As noted above, the special provisions shall permit an 8 storey apartment dwelling house with 36 dwelling units that includes parking on the main floor.
4. The site is subject to site plan approval.
5. The proposal is considered a change to a more sensitive land use and requires the Record of Site Condition according to the RSC provisions under the Environmental Protection Act before a building permit can be issued.
6. Currently under the C5 zone provisions, relief is required to increase the building height to 8 storeys from 6 storeys. It should be noted the 8 storey does not fill the entire site, a podium is proposed and the upper 6 stories are projected in to create roof top patios on the 2nd floor roof. Relief is also required to permit the parking of vehicles on the main floor.

The City of Woodstock Engineering Department (Development Division) indicated that a detailed engineering review will be completed at the time of site plan approval.

The County Public Works Department has indicated that they have no comments regarding the zone change application; however, will provide further comments during the site plan control process.

The Downtown Woodstock BIA has provided a letter outlining concerns with no commercial use proposed. This letter has been attached as Plate 4.

Public Consultation

Notice of complete application and public meeting was provided to the public and surrounding property owners on June 21, 2024 and July 29, 2024 in accordance with the requirements of the Planning Act. At the time of writing this report no comments have been received with the exception of the previously noted letter from the Woodstock BIA, attached as Plate 4.

Planning Analysis

The applicant proposes to add a special provision to the Central Business District designation to permit a residential development within the Pedestrian Predominant Area without a commercial component. The applicant also proposes to rezone the subject lands from C5 to C5-sp to similarly permit a residential development with no commercial component. The purpose of the applications is to rezone the subject lands to facilitate the development of an eight-storey 36-unit apartment dwelling house with parking on the first and second storeys. The proposed structure will be a mix of affordable and market rent dwelling units. Special provisions are requested to remove the requirement for commercial on the first storey of the building and to permit 8 storeys where a maximum of 6 storeys is permitted in this area of Dundas Street.

The proposed development of the subject lands is considered to be an efficient use of lands, municipal services and infrastructure. Additionally, staff are of the opinion that this proposal will assist in providing a mix of housing types to accommodate current and future residents of the regional market area. It is the opinion of this Office that the subject application is consistent with the policies of the PPS.

The subject lands comprise approximately 941.8 m² (10,137.8 ft²) and the applicant's proposal is to develop 36 residential units on the site. As such, the proposal constitutes a net residential density of approximately 382 units/ha (155 units/ac), which exceeds the high density range provisions of 150 units/ha (60 units/ac). That being said, City Council may consider slight variations to these provisions without the need for an official plan amendment.

The Official Plan recognizes the importance of increasing the supply of affordable housing within Woodstock and directs that the City may consider the use of reduced municipal infrastructure requirements and lot standards on a site-specific basis to facilitate the delivery of affordable housing provided that the use of such measure continues to meet the overall objectives of the Plan.

With respect to parking, , the applicant is providing parking in excess of the required minimum (0.5 spaces per dwelling unit/18 spaces) on the ground floor and second floor of the building with access to Opera House Lane. The municipal parking lot located on Light Street can also be used for visitor parking and permits can be purchased for additional vehicles that tenants may own.

With respect to the elimination of the requirement of first floor commercial space, the applicant has provided a concept plan (Plate 3) showing a first floor with large windows that mimics surrounding commercial uses and provides a compatible façade with the downtown aesthetics. Further, there would not appear to be a shortage of available commercial space in the downtown core at this time, and it is the opinion of staff that exempting this site from the requirement to provide commercial space on the ground floor in this location in exchange for affordable rental units can be considered acceptable in this instance as it supports the City's and Oxford County's goals of increasing the number of affordable residential units within Woodstock.

With respect to the requested increase from 6 storeys to 8 storeys, the applicant has provided a concept plan that shows the building will be 'stepped back' from the adjacent properties to provide a meaningful transition to a taller height. For Council's information, the immediately adjacent properties appear to be approximately two storeys (west) and three storeys (east).

Detailed matters such as lot grading, access, stormwater management, and servicing will be addressed through the site plan approval process, to the satisfaction of the City and County.

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 development within the Central Area. As such, staff are satisfied that the applications can be given favourable consideration.

RECOMMENDATIONS

1. That the Council of the City of Woodstock support the application to amend the Official Plan (File No. OP 24-07-8), submitted by Oxford County, for lands legally described as Part Lot 1, w/s Light Street, Plan 10 in the City of Woodstock, to add a site-specific provision to the Central Business District to facilitate the development of an eight-storey 36-unit residential apartment dwelling house without ground floor commercial space on the subject lands; and
2. That the Council of the City of Woodstock approve in principle the zone change application (File No. ZN 8-24-12) submitted by Oxford County, for lands legally described as Part Lot 1, w/s Light Street, Plan 10 in the City of Woodstock, to rezone the subject lands from from 'Central Commercial Zone (C5)' to 'Special Central Commercial Zone (C5-sp)' to facilitate the development of an eight-storey 36-unit residential apartment dwelling house without ground floor commercial space on the subject lands.

SIGNATURES

Authored by:

Justin Miller
Development Planner

Approved for submission:

Eric Gilbert, RPP, MCIP
Manager of Development Planning

AMENDMENT NUMBER XXX
TO THE COUNTY OF OXFORD OFFICIAL PLAN

the following schedule attached hereto constitutes
Amendment Number XXX to the County of Oxford Official Plan.

1.0 PURPOSE OF THE AMENDMENT

The purpose of this amendment is to add a site specific provision to the Central Business District Area designation to facilitate the development of an 8-storey, 36 unit apartment development with no commercial component on the ground floor.

2.0 LOCATION OF LANDS AFFECTED

This amendment applies to lands described as Part Lot 1, w/s Light Street, Plan 10, in the City of Woodstock. The lands front on the north side of Dundas Street, between Vansittart Avenue and Light Street and are municipally known as 385 & 387 Dundas Street.

3.0 BASIS FOR THE AMENDMENT

The amendment has been initiated to add a site specific provision to the Central Business District Area designation to facilitate the development of the lands as indicated in the 'Purpose of the Amendment' section above.

It is the opinion of Council that the amendment is consistent with the policies of the PPS as the development is an efficient use of land and municipal services within a fully serviced settlement area. The development also contributes to housing types and densities required to meet the projected requirements of current and future residents of the City and the broader regional market area. Further, the proposed development supports the strategic initiatives and objectives of the Official Plan with respect to ensuring that adequate affordable housing for low and moderate income households is available in the City of Woodstock.

Council is further satisfied that the Official Plan criteria respecting the Central Business District have been adequately addressed. The subject lands are in the City's Downtown Core and amenity and shopping spaces are in the immediate vicinity. Adequate servicing capacity exists to serve the proposed development, and the development will be subject to the site plan approval process, where matters related to servicing, landscaping, fencing, grading, access and parking will be addressed to the satisfaction of the City and County.

In light of the foregoing, it is the opinion of Council that the proposed Official Plan Amendment is consistent with the policies of the PPS and supports the objectives and strategic initiatives of the Official Plan.

4.0 DETAILS OF THE AMENDMENT

- 4.1 That Schedule “W-1” – City of Woodstock Land Use Plan, is hereby amended by changing the land use designation of those lands identified as “ITEM 1” on Schedule “A” attached hereto include a special provision to the Central Business District to permit an 8-storey apartment with no commercial component on the ground floor.

5.0 IMPLEMENTATION

This Official Plan Amendment shall be implemented in accordance with the implementation policies of the Official Plan.

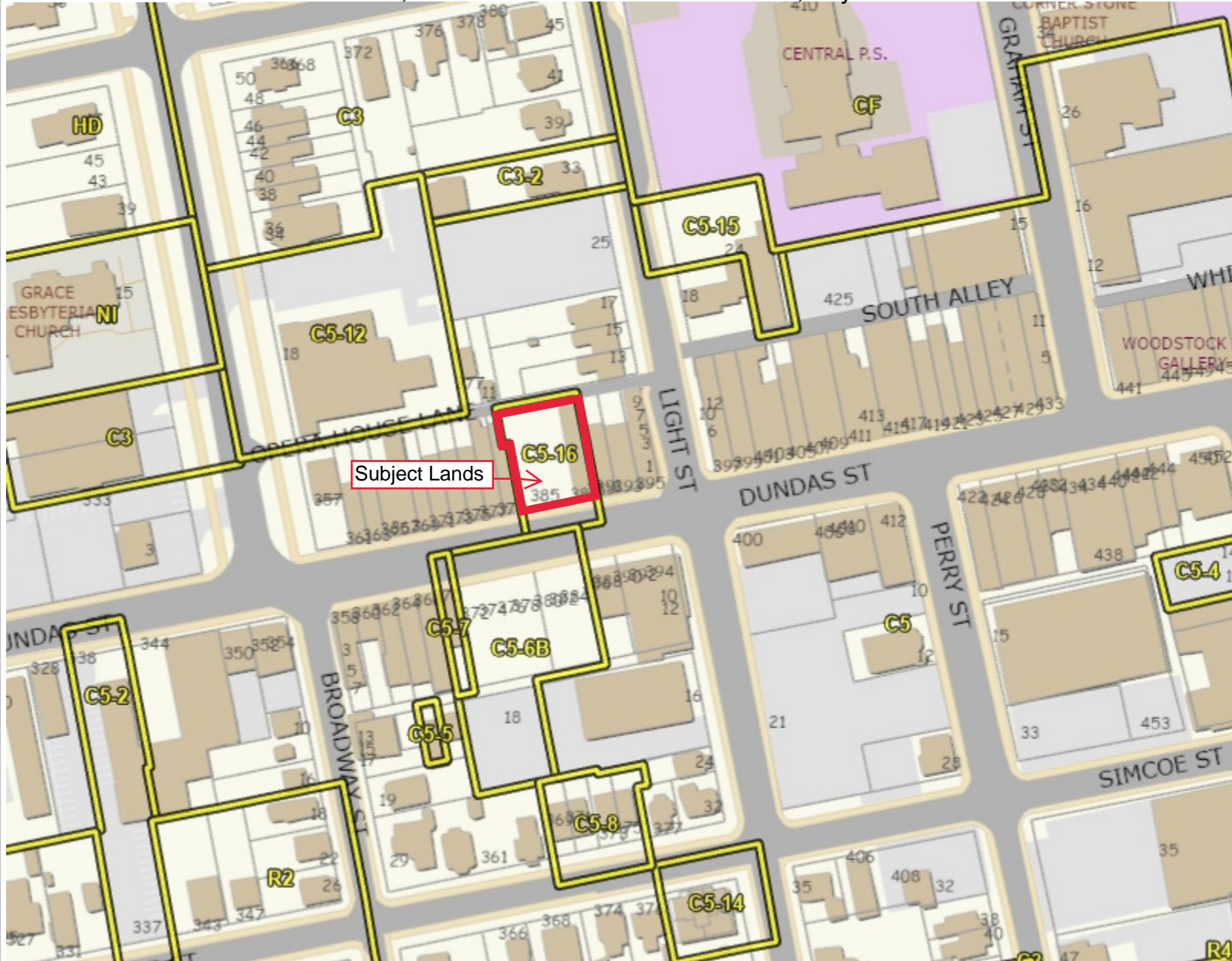
6.0 INTERPRETATION

This Official Plan Amendment shall be interpreted in accordance with the interpretation policies of the Official Plan.

Plate 1: Location Map and Existing Zoning

File No.: OP 24-07-8 and ZN8-24-07: County of Oxford

Plan 10, Lot 1 - 385 and 387 Dundas Street, City of Woodstock



Legend

- Zoning Floodlines
- Regulation Limit
- ♦♦ 100 Year Flood Line
- ▲ 30 Metre Setback
- ♦♦ Conservation Authority Regulation Limit
- ♦♦ Regulatory Flood And Fill Lines
- Land Use Zoning (Displays 1:16000 to 1:500)

Notes



0 51 102 Meters

NAD_1983_UTM_Zone_17N



This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

March 15, 2024



Legend

- Parcel Lines**
- Property Boundary
 - Assessment Boundary
 - Unit
 - Road
 - Municipal Boundary

Notes



0 13 26 Meters

NAD_1983_UTM_Zone_17N



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March 15, 2024

Plate 3: Applicant's Sketch

File No.: OP 24-07-8 and ZN8-24-07: County of Oxford

Plan 10, Lot 1 - 385 and 387 Dundas Street, City of Woodstock



ZONING DATA CHART		
TYPE OF ZONE	CENTRAL COMMERCIAL C5-16	PROVIDED
MINIMUM LOT AREA	No Provision	941.771m ²
MAXIMUM BUILDING AREA	No Provision	941.771m ²
MINIMUM FRONTAGE	No Provision	26.578m
MAXIMUM BUILDING AREA (%)	No Provision	100%
MAXIMUM BUILDING HEIGHT	8 STOREYS	8 STOREYS
MINIMUM LANDSCAPING (%)	20%	28.3% (PATIO AREA = 266.446m ²)
SETBACK LOCATION		
FRONT YARD	No Provision	0m
EXTERIOR SIDE YARD	No Provision	N/A
INTERIOR SIDE YARD	No Provision	0m
INTERIOR SIDE YARD	No Provision	0m
REAR YARD	No Provision	0m
MAXIMUM OPEN STORAGE		
OFF STREET LOADING SPACES	NIL	0
OFF STREET PARKING (SEE CHART)	15 MINIMUM	SEE CHART

PARKING DATA CHART			
TYPE OCCUPANCY	RATE	AREA	SPACES REQUIRED
RESIDENTIAL	1.0 PER DWELLING UNIT	36 UNITS	36
VISITOR PARKING	NIL		0
TOTAL REQUIRED			36
BARRIER FREE REQUIRED			36 x 4% = 1.44
EXISTING SPACES			0
PROPOSED SPACES			32 (RELIEF REQUESTED)
TOTAL PROVIDED (INCLUDING BARRIER FREE SPACES)			32 (1 TYPE 'A', 1 TYPE 'B')

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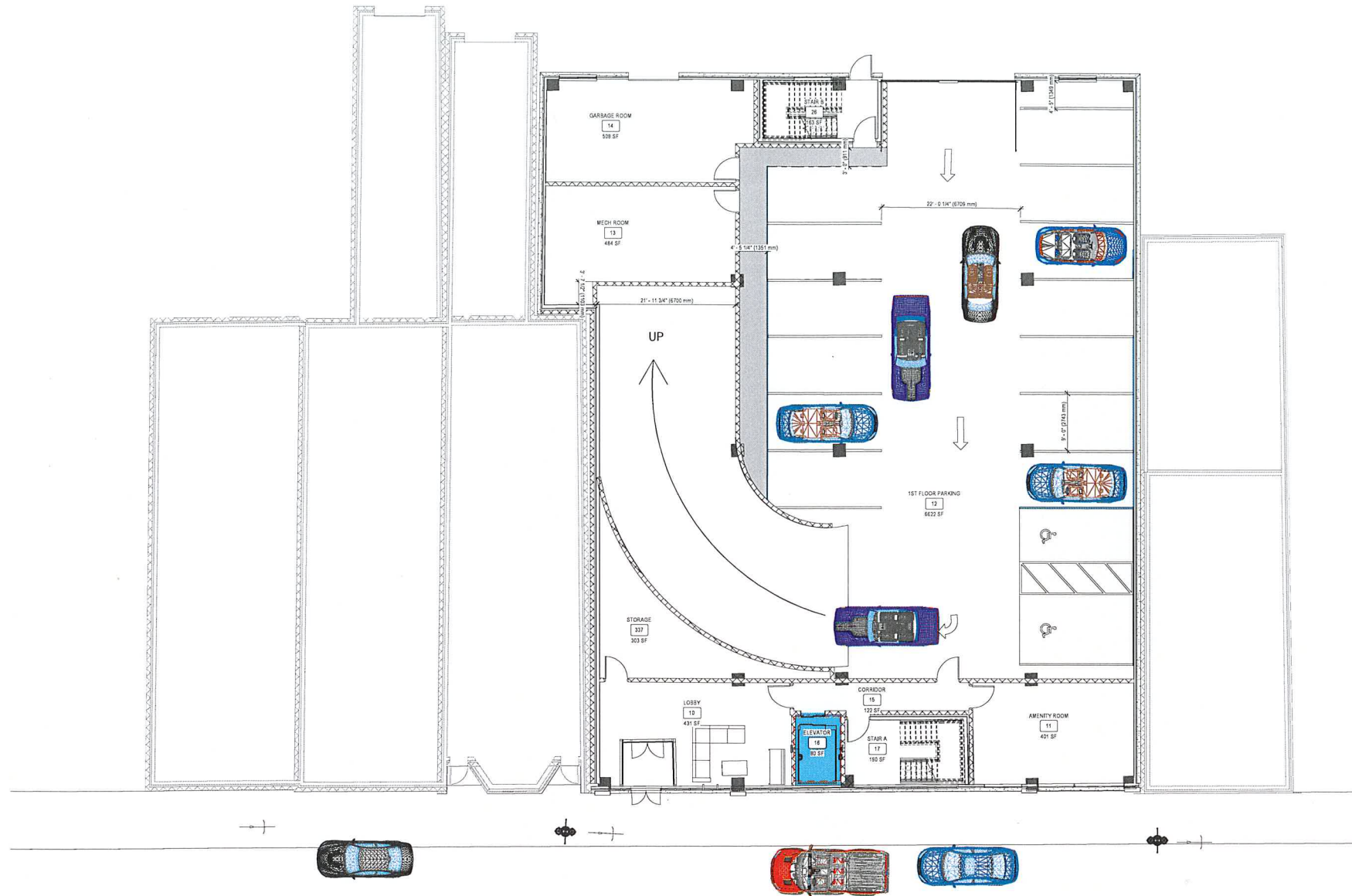
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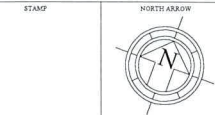
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① P1 GROUND FLOOR PLAN
1/8" = 1'-0"

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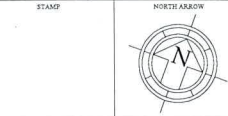
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P1 GROUND FLOOR
PLAN

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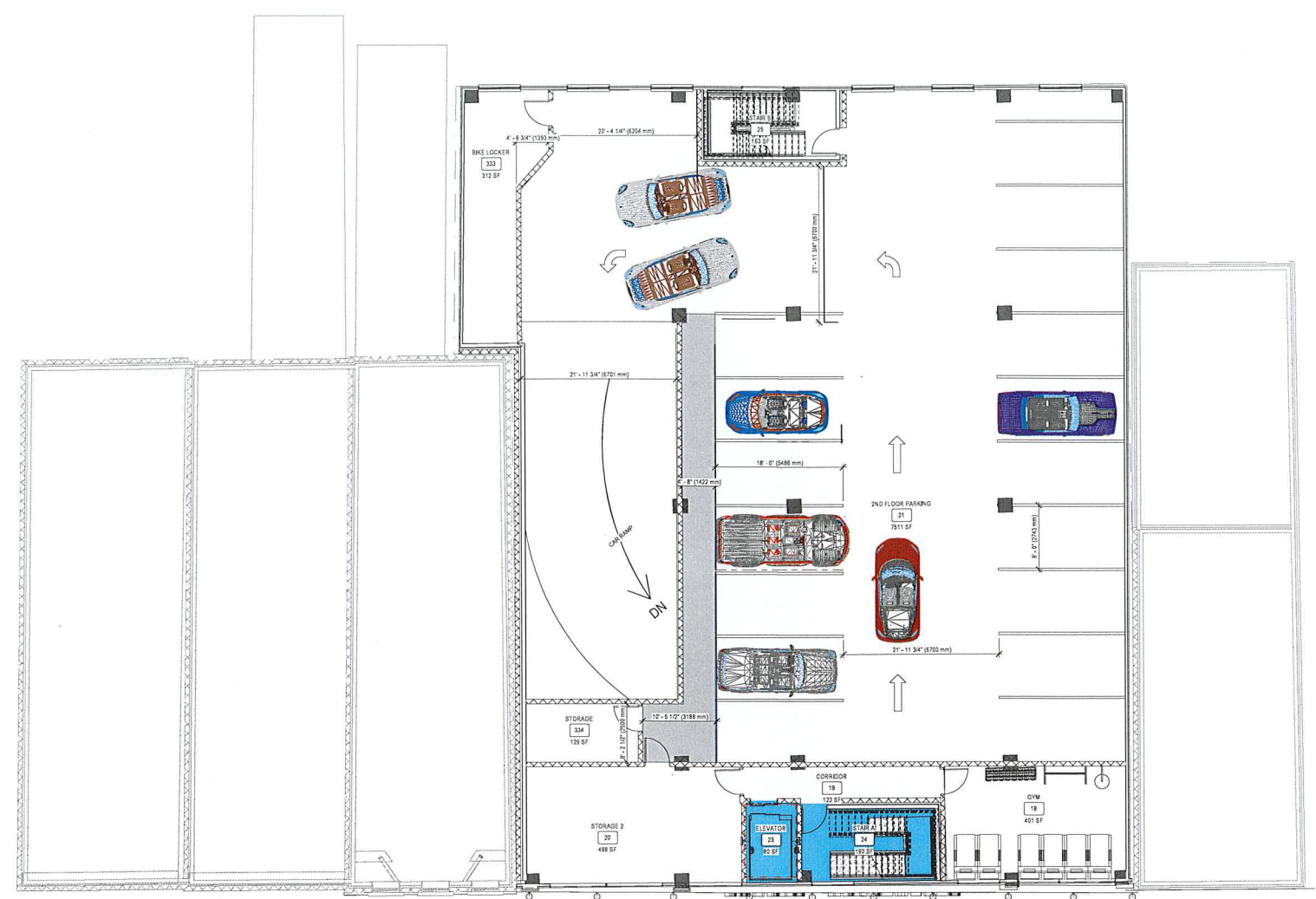
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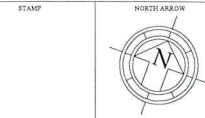
P2 2ND FLOOR PLAN

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1 P2 2ND FLOOR PLAN
 1/8" = 1'-0"

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① Level 3
1/8" = 1'-0"

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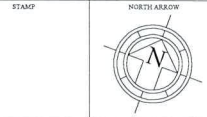
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① TYPICAL FLOOR PLAN 4TH - 8TH
3/16" = 1'-0"

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TYPICAL FLOOR
PLAN 4TH - 8TH

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Plate 4: Downtown Woodstock BIA Letter

File No.: OP24-07-8 and ZN 8-24-07: County of Oxford

Plan 10, Lot 1 - 385 and 387 Dundas Street, City of Woodstock



Downtown Woodstock BIA
476 Peel Street, 3rd Floor
Woodstock, ON N4S 1K1
Telephone (519) 537-5721

April 2, 2024

Justin Miller, Development Planner
Community Planning
County of Oxford
21 Reeve St
Woodstock, ON N4S 7Y3

RE: County of Oxford – File ZN8-24-07, Lot 1, Plan 10, 385-387 Dundas Street

Dear Mr. Miller,

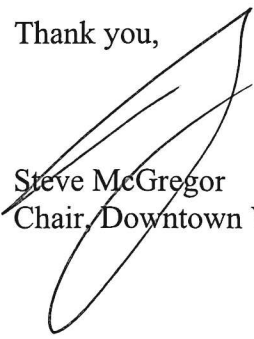
Please accept the following information pertaining to this application.

It is not the intent of the Downtown Woodstock BIA Board of Directors to speak against this project. We are supportive of increased density in downtown Woodstock and find the design is appropriate for the neighbourhood.

The concern is the lack of ground floor commercial space. We respect the design having the look and feel of ground floor commercial but understand that lack of ground floor commercial is in contradiction to the zoning requirements.

We support this development but do caution that this could set a precedent for future developments in downtown Woodstock. As well, the lack of commercial component should be inclusive of larger-scale developments, such as this. If a commercial component is possible in this development, it should be considered.

Thank you,



Steve McGregor
Chair, Downtown Woodstock BIA