

**To: Mayor and Members of Woodstock Council**

**From: Eric Gilbert, Manager of Development Planning, Community Planning**

## **Application for Zone Change**

### **ZN 8-23-03 – Starbank Developments 1678 Corporation**

#### **REPORT HIGHLIGHTS**

---

- The purpose of the application for zone change is to amend the provisions of the ‘Special Regional Commercial Zone (C6-4)’ to increase the permitted gross floor area for a banking institution on the subject lands.
- A retail market impact study was provided with the application that indicated that the additional floor area for banking space is not expected to have a negative impact on the viability of the City’s Central Area or the broader trade area.
- Planning Staff are recommending approval of the application as the proposal is consistent with the policies of the Provincial Policy Statement and maintains the general intent and purpose of the Official Plan.

#### **DISCUSSION**

---

##### **Background**

OWNER: Starbank Developments 1678 Corp.  
21 Roysun Road, Unit 17, Woodbridge ON L4L 8R3

APPLICANT: Maurizio Rogato- Blackthorn Development Corp.  
P.O. Box 943, Kleinburg ON L0J 1C0

LOCATION:

The subject property is described as Part of Lot 18, Concession 2 (East Oxford), Parts 12 & 14 of 41R-8707, City of Woodstock. The property is located on the east side of Norwich Avenue, between Parkinson Road and Montclair Drive, and is municipally known as 427 Norwich Avenue.

COUNTY OF OXFORD OFFICIAL PLAN:

Schedule “W-1” City of Woodstock  
Land Use Plan

Regional Node Commercial Development  
with Special Policy 7.3.3.4.8 (a)

CITY OF WOODSTOCK ZONING BY-LAW NO. 8626-10:

Existing Zoning: Special Regional Commercial Zone (C6-4)

Proposed Zoning: Amended Special Regional Commercial Zone (C6-4)

PROPOSAL:

An application for zone change has been received to amend the provisions of the 'Special Regional Commercial Zone (C6-4)' to increase the permitted gross floor area for a banking institution on the subject lands from 511 m<sup>2</sup> (5,500 ft<sup>2</sup>) to 871 m<sup>2</sup> (9,371 ft<sup>2</sup>).

There is an existing banking institution (Libro Credit Union) present with a floor area of 266.8 m<sup>2</sup> (2,872 ft<sup>2</sup>). The applicant is proposing a new building for a banking institution with an approximate floor area of 603.85 m<sup>2</sup> (6,500 ft<sup>2</sup>), immediately east of the existing Petsmart store.

A Retail Market Impact Study was submitted by the applicant In support of the proposed increased gross floor for a banking institution.

The subject lands are approximately 3.86 ha (9.55 ac) in area, and contain a commercial development consisting of 5 plazas, with an existing total floor area of approximately 8,506 m<sup>2</sup> (91,558 ft<sup>2</sup>).

Surrounding land uses to the north and south are commercial, with industrial uses to the east and residential uses to the west, across Norwich Avenue.

Plate 1, Existing Zoning & Location Map, shows the location of the subject lands and the existing zoning in the immediate vicinity.

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

Plate 3, Applicant's Sketch, provides the layout of the site, including the building proposed for the new banking institution.

## **Application Review**

### 2020 Provincial Policy Statement (PPS)

Section 1.1.1 of the PPS indicates that healthy, liveable and safe communities are sustained by promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long-term, accommodating an appropriate range and mix of residential, employment (including industrial and commercial), institutional, recreation, park and open space uses to meet long-term needs.

The policies of Section 1.1.3.1 state that settlement areas shall be the focus of growth and development.

Further, Section 1.3.1 of the PPS directs that planning authorities shall promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment, institutional uses and broader mixed uses to meet long-term needs;
- b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- c) facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;
- d) encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities; and,
- e) ensuring the necessary infrastructure is provided to support current and projected needs.

Further, according to Section 1.7, long-term prosperity should be supported by maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets.

#### Official Plan

The subject lands are designated 'Regional Commercial Node Development' (RCN) according to the Land Use Plan for the City of Woodstock, as contained in the County Official Plan and are subject to the site-specific policies of Section 7.3.3.4.8 and 7.3.3.4.8(a).

According to Section 7.3.3.1, RCNs are intended to provide a wide range of commercial uses that meet specialized service and comparison shopping needs. RCNs, by reason of their size and range of uses, are regarded as major activity centres and may have trade areas that extend throughout large areas of the County. Within the context of the County of Oxford, Regional Commercial Nodes will serve a trade area population of approximately 50,000 people.

Uses permitted within Regional Commercial Nodes generally include a wide range of retail outlets, grocery and food stores, medical and dental offices and clinics, personal services, financial offices and services, convenience commercial uses, restaurants, home and auto supply stores, pharmacies and commercial recreation uses. In addition, uses such as retail warehouses, large specialty superstores, either in freestanding buildings or incorporated into a shopping area, may be permitted through site specific zoning.

The range of permitted uses will be determined through a market impact study undertaken at the time of designation or development of a RCN. Zoning of individual sites will reflect the range of permitted uses identified in the required market impact study.

Section 7.3.3.4.8 of the Official Plan establishes the overall policies applicable to the Regional Commercial Node designation. Further, the subject lands are part of a policy area that includes the lands on the east side of Norwich Avenue, between Montclair Drive and Parkinson Road and form part of the larger Norwich Avenue and Juliana Drive Regional Commercial Node. The subject lands were subject to site specific Official Plan and Zoning By-law amendments in the mid to later 2000s. The specific policies for this area that were originally established via the noted OPA and amendments indicate that the maximum gross leasable commercial floor area for the noted site shall be approximately 7,500 m<sup>2</sup> (80,730 ft<sup>2</sup>) and the maximum gross leasable commercial floor area for a financial institution on the site shall be approximately 511 square metres (5,500 square feet).

Notwithstanding the specific size and use restrictions noted above, the policies of the Official Plan for the Norwich Avenue/Juliana Drive RCN indicate that the use and size restrictions originally established may be reviewed in the future, without a requirement for an Official Plan amendment, subject to the submission of detailed market impact studies that are satisfactory to the County and City, provided that the market impact study will establish that there is sufficient market capacity in the Woodstock Trade Area to justify the removal of restrictions and to establish that the planned retail and service function of the Woodstock Central Area and other existing commercially designated areas in the Trade Area will not be jeopardized.

Zoning By-law

The applicant proposes to amend the provisions of the ‘Special Regional Commercial Zone (C6-4)’ specifically to increase the maximum gross floor area for a banking institution from 511 m<sup>2</sup> (5,500 ft<sup>2</sup>) to 871 m<sup>2</sup> (9,371 ft<sup>2</sup>).

The ‘C6-4’ zone permits a wide range of commercial uses including eating establishments, appliance sales and service shops, retail stores, retail food stores, furniture stores, as well as home and automotive supply stores.

The ‘C6-4’ zone also includes provisions which limit the total GFA of commercial development on the subject lands, as well as restrictions on the specific types of uses, (i.e. retail food store, non-department store retail, other non-retail uses, and a bank).

Use	GFA Limits – C6-4 Zone	Constructed	Available Space
Bank 16.3.4.2.1 iv)	511 m <sup>2</sup> (5,500 ft <sup>2</sup> )	266.7 m <sup>2</sup> (2,870.7 ft <sup>2</sup> ) – Credit Union	244.3 m <sup>2</sup> (2,629.6 ft <sup>2</sup> )

As noted, the applicant proposes to construct a new building east of the Petsmart retail store with a gross floor area of 603.85 m<sup>2</sup> (6,500 ft<sup>2</sup>). The proposed zoning amendment would increase the maximum permitted gross floor area for a bank to 871 m<sup>2</sup> (9,371 ft<sup>2</sup>).

Agency Comments

The application for zone change was circulated to those agencies considered to have an interest in the proposal, including the Woodstock Business Improvement Area and the Woodstock Chamber of Commerce.

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

1. The existing bank on the site is approximately 267 m<sup>2</sup> in size.
2. The additional bank is proposed at 604 m<sup>2</sup>.
3. The total bank area GFA permitted on site should be increased from 511 m<sup>2</sup> to 871 m<sup>2</sup>.
4. In our review we identified the Sherwin Williams paint store to be 297 m<sup>2</sup> in size and if considered a non-department store DSTM, the minimum GFA of this store should be 325 m<sup>2</sup>. We will review our files.

Oxford County Public Works Department indicated an updated Traffic Impact Study will be required as part of the site plan approval process.

The City of Woodstock Engineering Department (Development Division) and City Parks Department indicated they had no comments respecting the application.

### Public Consultation

Notice of the zone change was provided to the public and surrounding property owners on February 24, 2023 and June 23, 2023 in accordance with the requirements of the Planning Act. At the time of writing this report, no comments or concerns have been received from the public.

## **Planning Analysis**

The applicant proposes to amend the 'Special Regional Commercial Zone (C6-4)' to facilitate the development of additional banking space on the subject lands. Specifically, the application proposes to increase the total gross floor area for a banking institution in the 'C6-4' zone from 511 m<sup>2</sup> (5,500 ft<sup>2</sup>) to 871 m<sup>2</sup> (9,371 ft<sup>2</sup>).

Staff are of the opinion that the subject proposal is consistent with the policies of the PPS as the development application promotes an efficient use of existing infrastructure and vacant and underutilized lands within an established settlement area. Further to this, the commercial development will contribute to the range of economic activities and promote economic development and, based on the size and nature of the proposed commercial development, staff are satisfied that the proposal will not negatively impact the vitality and planned function of Woodstock's downtown.

As per the requirements of the RCN policies, a Retail Market Impact Analysis was provided by the applicant in support of the subject application. The analysis investigated the current and future banking space demand and supply as well as the implications on the planned function of the City's Central Area. The study concluded that there exists sufficient market demand in the Woodstock trade area to support additional banking space of 725 m<sup>2</sup> (7,800 ft<sup>2</sup>) by 2031, and 1,450 m<sup>2</sup> (15,600 ft<sup>2</sup>) by 2041, primarily driven through increased population growth in the City and the broader Woodstock Trade Area.

The study also noted that there are no limitations on financial institutions within the service commercial designation, and noted that the Regional Commercial Node and the Central Area are two distinctive areas with unique characteristics that tend to attract different stores and have different types of shopping experiences. The study also opined that Downtown Woodstock is transitioning to more of a cultural and entertainment draw, and given the expanding residential population of the City and broader area, the demand for financial institution branch space at locations such as RCN will grow.

In light of the conclusions of the analysis, Planning staff are of the opinion that the proposed zone change to facilitate additional financial institution space on the subject property is in keeping with the RCN policies in the Official Plan. Additional floor area for financial institutional uses is warranted and can be supported by the recent and projected population growth within the broader Woodstock Trade Area. Further, Planning staff note that a banking institution is permitted on the subject property, and this request will allow for an additional 360 m<sup>2</sup> (3,875 ft<sup>2</sup>) beyond what is already permitted for the site.

The additional building will be subject to site plan approval, where matters such as lot grading, parking, and traffic will be addressed to the satisfaction of the City and County. The applicant has submitted an application for site plan approval that is currently under review.

In light of the foregoing, Planning staff are satisfied that the proposal is consistent with the policies of the Provincial Policy Statement and meets the general intent and purpose of the Official Plan, and can be given favourable consideration.

## **RECOMMENDATIONS**

---

It recommended that the Council of the City of Woodstock approve the application for Zone Change for lands described as Part Lot 18, Concession 2 (East Oxford), Parts 12 & 14 of 41R-8707, City of Woodstock, to amend the provisions of the 'Special Regional Commercial Zone (C6-4)' to increase the maximum permitted gross floor area for a financial institution.

## **SIGNATURES**

---

**Authored by:**

*Original Signed By*

Eric Gilbert, MCIP, RPP  
Manager of Development Planning

**Approved for submission:**

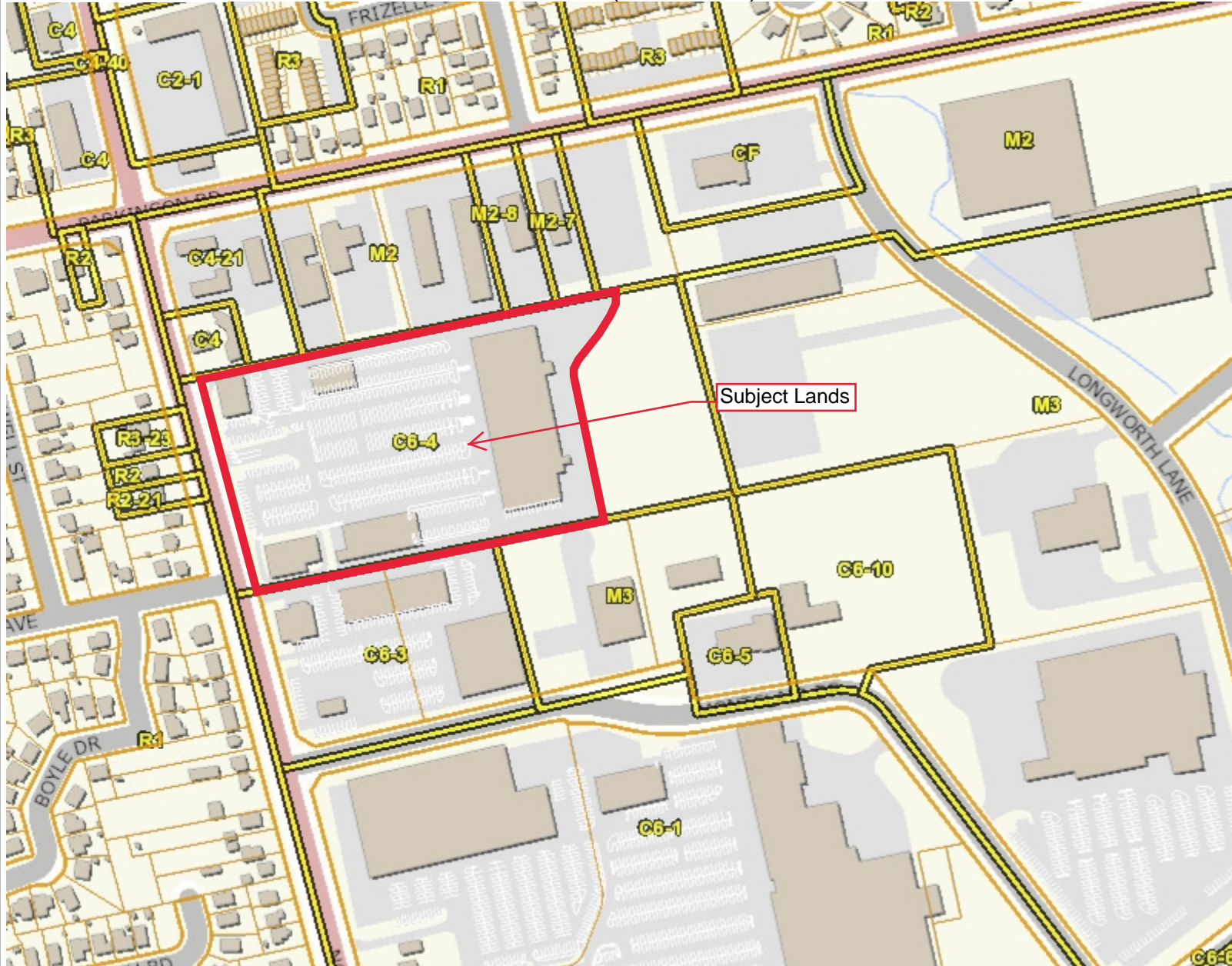
*Original Signed By*

Gordon K. Hough, RPP  
Director

Plate 1: Existing Zoning & Location Map

File No: ZN 8-23-03: Starbank Developments Corp.

Concession 2, Part Lot 18 (East Oxford), 427 Norwich Ave., City of Woodstock



**Legend**

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



0 102 205 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

February 9, 2023



**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

July 4, 2023



**Plate 3: Applicant's Sketch**  
**File No: ZN 8-23-03: Starbank Developments Corp.**  
**Concession 2, Part Lot 18 (East Oxford), 427 Norwich Ave., City of Woodstock**

**SURVEY INFORMATION**

PLAN OF SURVEY OF PART OF LOT 18 CONCESSION 2 IN THE GEOGRAPHIC TOWNSHIP OF EAST OXFORD NOW IN THE CITY OF WOODSTOCK COUNTY OF OXFORD

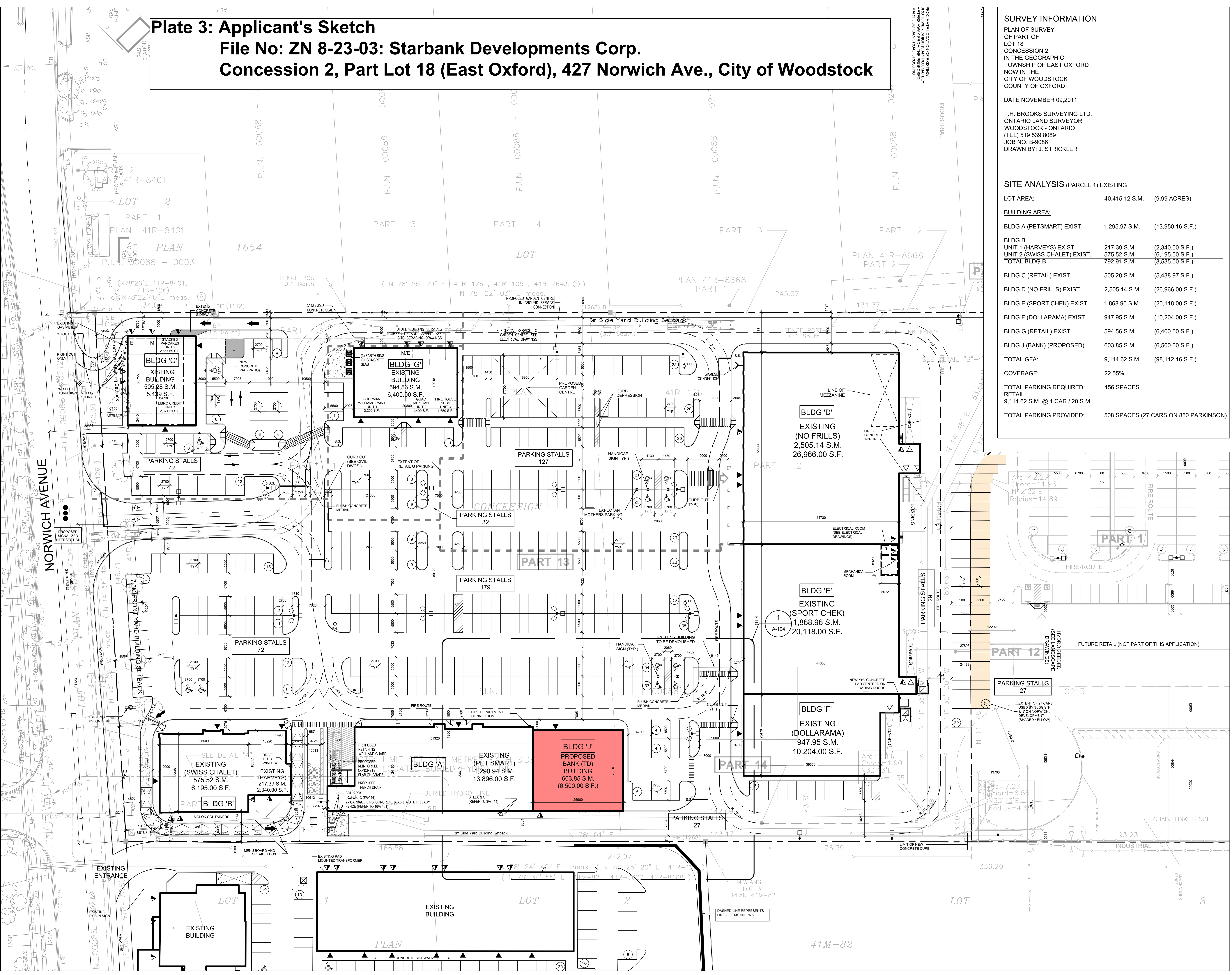
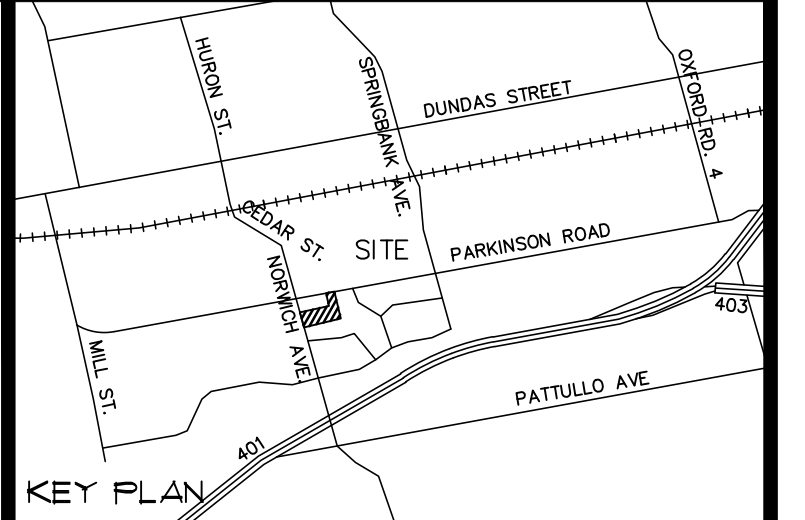
DATE NOVEMBER 09, 2011

T.H. BROOKS SURVEYING LTD.  
 ONTARIO LAND SURVEYOR  
 WOODSTOCK - ONTARIO  
 (TEL) 519 539 8089  
 JOB NO. B-9086  
 DRAWN BY: J. STRICKLER

---

**SITE ANALYSIS (PARCEL 1) EXISTING**

LOT AREA:	40,415.12 S.M.	(9.99 ACRES)
<b>BUILDING AREA:</b>		
BLDG A (PETSMART) EXIST.	1,295.97 S.M.	(13,950.16 S.F.)
BLDG B (HARVEYS) EXIST.	217.39 S.M.	(2,340.00 S.F.)
UNIT 2 (SWISS CHALET) EXIST.	575.52 S.M.	(6,195.00 S.F.)
TOTAL BLDG B	792.91 S.M.	(8,535.00 S.F.)
BLDG C (RETAIL) EXIST.	505.28 S.M.	(5,438.97 S.F.)
BLDG D (NO FRILLS) EXIST.	2,505.14 S.M.	(26,966.00 S.F.)
BLDG E (SPORT CHEK) EXIST.	1,868.96 S.M.	(20,118.00 S.F.)
BLDG F (DOLLARAMA) EXIST.	947.95 S.M.	(10,204.00 S.F.)
BLDG G (RETAIL) EXIST.	594.56 S.M.	(6,400.00 S.F.)
BLDG J (BANK) (PROPOSED)	603.85 S.M.	(6,500.00 S.F.)
TOTAL GFA:	9,114.62 S.M.	(98,112.16 S.F.)
COVERAGE:	22.55%	
TOTAL PARKING REQUIRED:	456 SPACES	
RETAIL	9,114.62 S.M. @ 1 CAR / 20 S.M.	
TOTAL PARKING PROVIDED:	508 SPACES (27 CARS ON 850 PARKINSON)	



NO.	DATE	REVISIONS	BY

**DRAWING ISSUE**

DATE	PARTICULARS	BY
01.3.23	Issued for Design Approval	RDG
	Issued for Site Plan Approval	
	Issued for Pricing and Budgeting	
	Issued for Building Permit	
	Issued for Tendering	
	Issued for Construction	
	Issued for Record Set of Drawings	

This drawing, as an instrument of service, is provided by and is the property of Venchiarutti Gagliardi Architect Inc. The contractor must verify and accept responsibility for all dimensions and conditions on site and must notify Venchiarutti Gagliardi Architect Inc. of any variations from the supplied information.

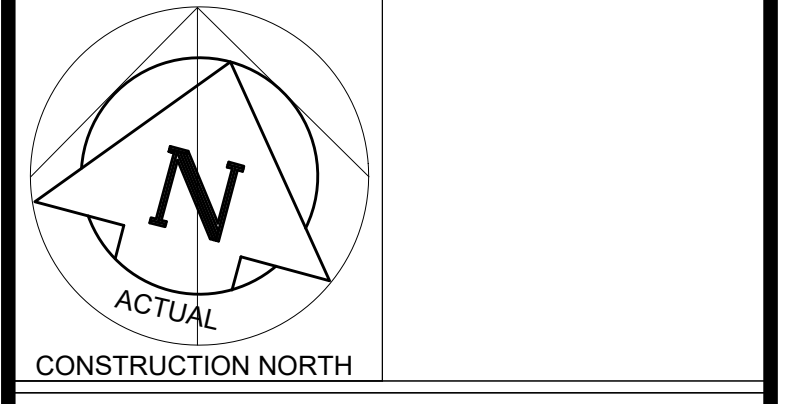
Venchiarutti Gagliardi Architect Inc. is not responsible for the accuracy of survey, structural, mechanical, electrical, etc. engineering information shown on this drawing. Refer to the appropriate engineering drawings before proceeding with the work.

Construction must conform to all applicable codes and requirements of authorities having jurisdiction. This drawing is not to be scaled.

Venchiarutti Gagliardi Architect Inc. is not responsible for any environmental conditions, geotechnical conditions or any pollutants found on site.

All architectural symbols indicated are graphic representations only.

This drawing is not to be used for construction purposes until the architectural seal is signed by the Architect of Record.



**VGA** Venchiarutti Gagliardi Architect Inc.  
 2651 John Street, Unit 18, Markham, ON L3R 2W5  
 T 905-477-1065 F 905-477-1067  
 www.vgarch.net

**PROJECT**

**PROPOSED COMMERCIAL DEVELOPMENT**

415 NORWICH AVENUE  
 WOODSTOCK, ONTARIO

DRAWING NAME  
**SITE PLAN (PARCEL 1)**  
 CITY FILE #

SCALE	DATE OF DWG	PROJECT NO.
AS NOTED	MAY 17, 2023	16041-J
DRAWN BY	SHEET NO.	
DWL	<b>A-101</b>	
CHKD BY		SCHEME 8
RDG		

THE CORPORATION OF THE  
CITY OF WOODSTOCK  
BY-LAW NUMBER \_\_\_\_\_

A By-law to amend Zoning By-law Number 8626-10, as amended.

WHEREAS the Municipal Council of the Corporation of the City of Woodstock deems it advisable to amend By-law Number 8626-10, as amended.

THEREFORE, the Municipal Council of the Corporation of the City of Woodstock, enacts as follows:

1. That Section 16.3 to By-law Number 8626-10, as amended, is hereby further amended by deleting subsection iv) of Section 16.3.4.2.1 and replacing it with the following:

"iv) Notwithstanding subsection iii) above, a bank, with or without facilities for drive through service	Maximum Gross Floor Area 871 m <sup>2</sup> "
--	--
2. This By-Law comes into force in accordance with Sections 34(21) and (30) of the Planning Act, R.S.O. 1990, as amended.

READ a first and second time this 13<sup>th</sup> day of July, 2023.

READ a third time and finally passed this 13<sup>th</sup> day of July, 2023.

---

Mayor – Jerry Acchione

---

Clerk – Amelia Humphries