

To: Mayor and Members of City of Woodstock Council

From: Justin Miller, Development Planner, Community Planning

Applications for Official Plan Amendment and Zone Change OP25-12-8; ZN8-25-10 – The Corporation of the City of Woodstock

REPORT HIGHLIGHTS

- The Official Plan amendment proposes to redesignate the subject property from Open Space to High Density Residential to facilitate the development of the subject lands for residential use.
- The Zone Change application proposes to rezone the subject lands from 'Active Open Space (OS2)' to 'Special Residential 4 Zone (R4-22)' to facilitate a residential development with a minimum of 150 dwelling units, a minimum interior westerly side yard width of 11 metres, a minimum rear yard depth of 14 metres (adjacent to Highway 401), a minimum parking standard of 1.25 spaces per dwelling unit plus required visitor parking for apartment dwellings, a maximum height of 22 storeys, and additional dwelling types not typically permitted in the R4 Zone (multiple-attached dwellings and street row dwellings).
- Planning staff are recommending approval of the subject applications as they are consistent with the Provincial Planning Statement and support the strategic initiatives and objectives of the Official Plan respecting high density residential development.

DISCUSSION

BACKGROUND

OWNERS: Corporation of the City of Woodstock
c/o Brad Hammond
500 Dundas Street, Woodstock ON N4S 0A7

AGENT: GSP Group c/o Rachel Bossie
72 Victoria Street South, Suite 201, Kitchener ON N2G 4Y9

LOCATION:

The subject lands are described Part Lots 21-23 & 27, Plan 1600 in the City of Woodstock. The lands are located on the south side of Juliana Drive between Athlone Avenue and Bruin Boulevard and are municipally known as 760 Juliana Drive.

COUNTY OF OXFORD OFFICIAL PLAN:

Existing:

Schedule 'W-1'	City of Woodstock Land Use Plan	Open Space
Schedule "W-3"	City of Woodstock Residential Density Plan	Open Space
Schedule "W-4"	City of Woodstock Leisure Resources and Schools Plan	Open Space

Proposed:

Schedule 'W-1'	City of Woodstock Land Use Plan	Residential
Schedule "W-3"	City of Woodstock Residential Density Plan	High Density Residential

CITY OF WOODSTOCK ZONING BY-LAW 8626-10

Existing: 'Active Open Space Zone (OS2)

Proposed: 'Special Residential Type 4 Zone (R4-22)'

PROPOSAL:

Applications have been received to amend the Official Plan and the City's Zoning By-law to permit high density residential development on a portion of a former golf course site within the City. The subject lands are owned by the City, and, until recently, were leased to a private golf course. The City has now proposed that a portion of the subject lands, mostly outside of the riverine hazard in the general area of the former club house, be rezoned and redesignated to support high density residential uses.

The Official Plan amendment proposes to redesignate the subject lands from Open Space to High Density Residential to facilitate development on the subject lands. The portion of the former golf course to be redesignated from Open Space to High Density Residential is limited to those areas located outside of the flood hazard and has been supported by Upper Thames River Conservation Authority (UTRCA) staff (having jurisdiction over natural hazard identification and permitting).

The zone change application proposes to rezone the subject lands from 'Active Open Space (OS2)' to 'Special Residential Zone 4 (R4-22)'. The proposed zoning will facilitate a high density residential development with a minimum of 150 dwelling units, a minimum interior western side yard width of 11 metres, a minimum rear yard depth of 14 m (adjacent to Highway 401), a minimum parking standard of 1.25 spaces per dwelling unit plus required visitor parking for apartment dwellings, a maximum height of 22 storeys, and additional dwelling types not typically permitted in the R4 Zone (multiple-attached dwellings and street row dwellings).

As part of the application submissions, the City has provided details curated by GSP Group to support the proposal; as part of the applications, the following information was provided:

- a record of site condition and Phase 1 and 2 site assessments (environmental);
- a planning justification report;
- flood plain mapping to demonstrate that the site is outside of the regulatory floodplain;
- an archeological assessment that has been registered with the Province.

The application also contains a conceptual site design to demonstrate the development potential of the subject lands; however, the City intends to sell these lands as vacant lands and it is anticipated that new owner(s) will develop their own plans.

The former golf course is comprised of parcels of land on the north and south side of Juliana Drive, and the subject lands affected by the proposed Official Plan amendment and Zoning By-law amendment are located on the south side of Juliana Drive on the east side of the property in the general location of the former clubhouse. The City intends to sever these lands from the larger golf course property and sell them for private development. Currently, the remaining golf course lands are intended to continue as City-owned park spaces. The portion of the subject lands effected by the amendments comprises an approximate area of 2.14 ha (5.3 ac) and the City intends to sell them as vacant lands.

Surrounding land uses include a variety of uses, including a mix of commercial and residential uses to the north, park/open space uses to the west, Highway 401 to the south, and commercial/hotel uses to the east.

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, Site Context Plan, provides a site plan illustrating the existing infrastructure and proposed right of way, as provided by the applicant.

Plate 4, Development Concept, provides a conceptual plan illustrating a potential development plan, as provided by the applicant.

APPLICATION REVIEW

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 2.1.3 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 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 2.2.1- 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 prioritize planning and investment in infrastructure and public service facilities.

Section 5.1 and 5.2 address natural hazards associated with the adjacent lands and the Thames River. Section 5.1 states that planning authorities, in collaborations with conservation authorities, shall identify hazardous lands and manage development in these areas, in accordance with provincial guidance. Section 5.2 states that development and site alteration shall not be permitted within areas that are rendered inaccessible to people and vehicles during times of flooding hazards and erosions hazards unless it has been demonstrated that the site has safe access appropriate for the nature of the development and natural hazard and a floodway.

OFFICIAL PLAN

The subject lands are designated 'Open Space' in the Official Plan. The application for Official Plan Amendment proposed to redesignate the lands to facilitate high density residential development.

The Open Space designation is intended to maintain and enhance important ecological functions, to recognize the role of those lands to development in the conservation of the natural environment, and to provide opportunities for both active recreation and the passive enjoyment of the environment in its natural state. The Open Space designation applies to flood plan areas, Conservation Authority lands and other public lands, Earth Science Areas of Natural and Scientific Interest, parks, pathways, recreation areas and stormwater management facilities. Through the Official Plan, the City recognizes the importance of open space and leisure facilities in provided recreation opportunities for its inhabitants to promote health and an enhanced quality of life.

In settlement areas (like Woodstock), uses are to be limited to:

- Active and passive recreation including hiking/cycling pathways, parks, conservation areas, sportsfields, golf courses, swimming areas, arenas and other leisure areas;
- Enjoyment of the environment in its natural state including the conservation of soils, fisheries and wildlife, and the preservation of natural features which are distinctive and/or valued by the community;
- enhancement of the urban environment through the introduction of greenspace areas, pathways and corridors into the built environment;
- structures that are accessory or ancillary to the Open Space use, such as accessory residences, a golf "pro" shop, a clubhouse, refreshment stand, bleachers, swimming pool, change-house, or structures that are integral to the recreational use of the land.

High Density Residential areas are primarily developed or planned for a limited range of large-scale multiple unit forms of residential development. This designation is to be applied in a localized and site-specific manner in locations where 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
- Result in the efficient use of land which may be difficult to develop at a lower residential density due to the presence of environmental constraints and the costs of mitigation such constraints; or
- Constitute community landmarks 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 limitation applicable to various forms of development in the High Density designation shall be determined on the basis of the nature, character and scale of adjacent land uses and are to 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 maximum net residential density in the High Density Residential designation is 150 units per hectare (60 units per acre).

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;
- 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.

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 residential development through adequate setbacks, buffering and screening;
- the development results in a gradual transition from low profile residential buildings to higher profile residential buildings and vice versa;
- 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 is 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.

ZONING BY-LAW

The subject lands are currently zoned 'Active Open Space (OS2)', and the applicant proposes to rezone the lands to 'Special Residential Type 4 Zone (R4-22)' to facilitate high density residential development on the subject lands. Although the City has provided a conceptual plan with its application, the requested special provisions are intended to provide flexibility, to be consistent with similar developments and to reflect on-site constraints associated with Highway 401 and Cedar Creek.

The requested special provisions will facilitate a residential development with a minimum of 150 dwelling units, a minimum interior western side yard width of 11 metres, a minimum rear yard depth of 14 m (adjacent to Highway 401), a minimum parking standard of 1.25 spaces per dwelling unit plus required visitor parking for apartment dwellings, a maximum height of 22 storeys for an apartment building, and additional dwelling types not typically permitted in the R4 Zone (multiple-attached dwellings and street row dwellings).

AGENCY COMMENTS

The City of Woodstock Engineering Department has provided ongoing comments and information that are reflected in the draft By-law associated with this report. The Department has indicated their satisfaction and support for their proposal.

The Oxford County Public Works Department has reviewed the applications and indicated that they have no comments.

Upper Thames River Conservation Authority has provided the following comments:

The UTRCA is satisfied with the extent of the Open Space designation and OS2 Zone identified on the Development Concept. A setback from the OS2 zone to the proposed R4 zone is not required by the UTRCA.

The Development Concept generally retains the flood hazard within the City-owned property. While typically UTRCA requires that the entirety of the hazard be contained within a single block it is understood that the small outer portions of the flood hazard within the proposed development block allow for the proposed property line to align with the surveys previously completed by the City. Please note that this exception is being made due to the history of the file and on-going discussions with City staff.

The UTRCA regulates lands within 15 m of the regulatory flood hazard in accordance with O.Reg 41/24. Any development or site alteration within the regulated area will require a Section 28 permit from the UTRCA.

PUBLIC CONSULTATION

Notice of complete application regarding this proposal was provided to the public and surrounding neighbours on October 8, 2025, and notice of public meeting was issued on December 23, 2025, in accordance with the requirements of the Planning Act. At the time of the writing of this report no comments were received from the public.

Planning Analysis

Applications have been received to amend the Official Plan and the City's Zoning By-law to permit a high-density residential development. The City has submitted the applications to facilitate development of the subject lands for high density residential uses and intends to sell the lands proposed for development.

The Site Context Plan (Plate 3), submitted with the applications, includes the location of existing infrastructure (water, gas and sewer) and a future extension of Lampman Place on the subject lands; a future owner will need to be informed of these features on the subject lands and accommodate them in their site design. The City's Transportation Master Plan recommended extending Lampman Place south of Juliana Drive, via a signalized intersection, through the subject lands to eventually replace the intersection of Bruin Boulevard at Juliana Drive; this feature has been shown on Plate 3 and the City has completed an Environmental Assessment for this extension.

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 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, only a small portion of the former golf course site is subject to these applications; the remainder of the former golf course is intended to remain as a City park to address the flood hazards associated with Cedar Creek and to prevent development in areas that would be subject to flooding and/or erosion.

High density residential development in this location is supported through the Official Plan policies because of the site's location on an arterial road, the lack of adjacent low density residential uses, and close proximity to community services and neighbourhood conveniences within the regional commercial node on Norwich Avenue. The subject lands are located on Juliana Drive which are designated as an arterial road. The subject lands are immediately adjacent to parklands to the west, commercial uses to the east, high density residential uses to the north and Highway 401 to the south; as such, the development is not anticipated to impact surrounding residential uses. Additionally, the lands immediately to the east, primarily developed for hotel uses, are designated Regional Commercial in the Official Plan and are adjacent to Regional Commercial uses, providing significant community services and neighbourhood conveniences. The Official Plan generally describes High Density areas to have a density between 70 units per hectare and 150 units per hectare. In support of the applications, the applicant has also provided a Development Concept Plan (Plate 4) that illustrates the potential of the site to accommodate a density of 146 units per hectare (259 dwelling units) on the subject lands.

With respect to the requested zoning by-law amendment, the application requests a 'Special Residential 4 Zone (R4-22)' to facilitate residential development with a minimum of 150 dwelling units, a minimum westerly interior side yard width of 11 metres, a minimum rear yard depth of 14 m (adjacent to Highway 401), a minimum parking standard of 1.25 spaces per dwelling unit plus required visitor parking for apartment dwellings, a maximum height of 22 storeys, and additional dwelling types not typically permitted in the R4 Zone (multiple-attached dwellings and street row dwellings).

City staff have requested a minimum of 150 dwelling units for the zone to establish a minimum density of approximately 70 units per hectare to ensure that the development will meet or exceed the minimum density for High Density areas despite provisions for lower density development types (like multiple-attached dwellings and street row dwellings). As the City does not intend to develop the subject lands, the establishment of a minimum number of dwelling units in zoning ensures that future plans will meet a minimum density unless a new owner applies for an additional zone change or minor variance (which will then be considered by Council or Committee of Adjustment).

To address flooding and erosion hazards associated with Cedar Creek on the adjacent lands, a minimum westerly side yard width of 11 m (36.1 ft) is requested. Through consultation with UTRCA, the extent of the riverine hazard which would restrict development projects approximately 10.9 m (35.8 ft) into the proposed zone boundary at its greatest distance. The requested 11 m setback will ensure that any future development is safely located to the satisfaction of UTRCA. Within the R4 Zone, interior side yard widths range from 7.5 m (24.6 ft) to 15 m (49.2 ft) depending on the height of a building proposed. In this case, because the adjacent lands are intended to be maintained as City-owned park space, a setback of greater than 11 m will not be required to ensure compatibility with adjacent development, and the minimum setback of 11 m adequately addresses the riverine hazard.

The application requests a 14 m (46 ft) rear yard setback from Highway 401. The requested setback is consistent with the standard setback required by the Ministry of Transportation and it is noted that a land use permit must be issued by the MTO for all developments adjacent to the Highway 401 corridor prior to the issuance of any building permits.

The application has also requested a minimum parking standard of 1.25 spaces per dwelling unit plus visitor parking for apartment dwelling houses. City staff have indicated they support this parking rate as it has been demonstrated appropriate in other locations throughout the city for high density residential uses.

The application has also requested a maximum height of 22 storeys. Without site-specific zoning, the R4 Zoning permits a maximum height of 8 storeys. Through site-specific provisions, like the one requested, the City has approved several developments with heights greater than 8 storeys. Within the area of the subject lands, a 10 storey apartment has been approved across the street on the north-side of Juliana Drive, and a 13 storey apartment has been approved to the west of the subject lands at the intersection of Juliana Drive and Alberta Avenue. Recent approvals have demonstrated that the area is becoming a node for higher density residential developments within the City. Through the process leading to these applications, the applicant has provided a number of design charrettes to demonstrate how high density uses can be achieved on the subject lands; Plate 4 (Development Concept) shows a 22 storey tower on the subject lands that has been reviewed and preliminarily supported by City staff. The subject lands are generally surrounded by parkland to the west, a mix of commercial and residential uses to the north (across Juliana Drive), Highway 401 to the south, and commercial/hotel uses to the east, and no negative impacts resulting from the increased heights are anticipated. Notably, the concept plan showing the 22 storey apartment also includes an 8 storey parking podium to accommodate the required parking on the subject lands.

The application also requested that in addition to the permitted uses in the R4 Zone (apartment dwelling house), that multiple-attached dwelling houses and street row dwelling houses be permitted. These additional dwelling types are intended to provide a prospective buyer with additional flexibility in the site design while the minimum number of dwelling units maintains the overall density of the subject lands. These additional dwelling types will be required to be constructed in accordance with Section 8.2 which are the zone provisions for the R3 Zone. The R4 Zone does not establish zone provisions that are compatible with siting multiple-attached dwellings or street row dwellings.

This Office is 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 natural hazards, infill and intensification, and high density residential development and the proposed zoning by-law amendment is considered appropriate for the proposed residential use of the lands and can be given favourable consideration.

RECOMMENDATIONS

That the Council of the City of Woodstock advise County Council that the City supports the application to amend the Official Plan (File No. OP 25-12-8), submitted by The Corporation of the City of Woodstock, for lands legally described as Part Lots 21-23 & 27, Plan 1600, City of Woodstock, to re-designate the subject lands to High Density Residential to facilitate the development of a high density residential use on the subject lands;

That the Council of the City of Woodstock approve in principle the zone change application (File No. ZN 8-25-10) submitted by The Corporation of the City of Woodstock for lands legally described as Part Lots 21-23 & 27, Plan 1600, in the City of Woodstock, to rezone the lands to 'Special Residential Zone 4 (R4-22)' to facilitate a high density residential use with site specific provisions for a minimum number of dwelling units, interior side yard width, rear yard depth, parking and development form.

SIGNATURES

Authored by: *Original Signed By* Justin Miller
Development Planner

Approved for submission: *Original Signed By* Eric Gilbert, MCIP, RPP
Manager of Development Planning

Plate 1: Location Map with Existing Zoning

File Nos: OP 25-12-8 & ZN 8-25-10 - City of Woodstock

Part Lots 21-23 & 27, Plan 1600 - 760 Juliana Dr., Woodstock

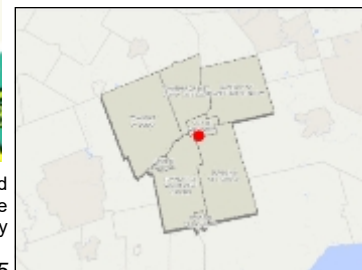


Approximate Area to be
Rezoned and Redesignated

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

September 18, 2025



Approximate Area to be
Rezoned and Redesignated

Legend

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

January 5, 2026

Plate 3: Site Context Plan

File Nos: OP 25-12-8 & ZN 8-25-10 - City of Woodstock
Part Lots 21-23 & 27, Plan 1600 - 760 Juliana Dr., Woodstock

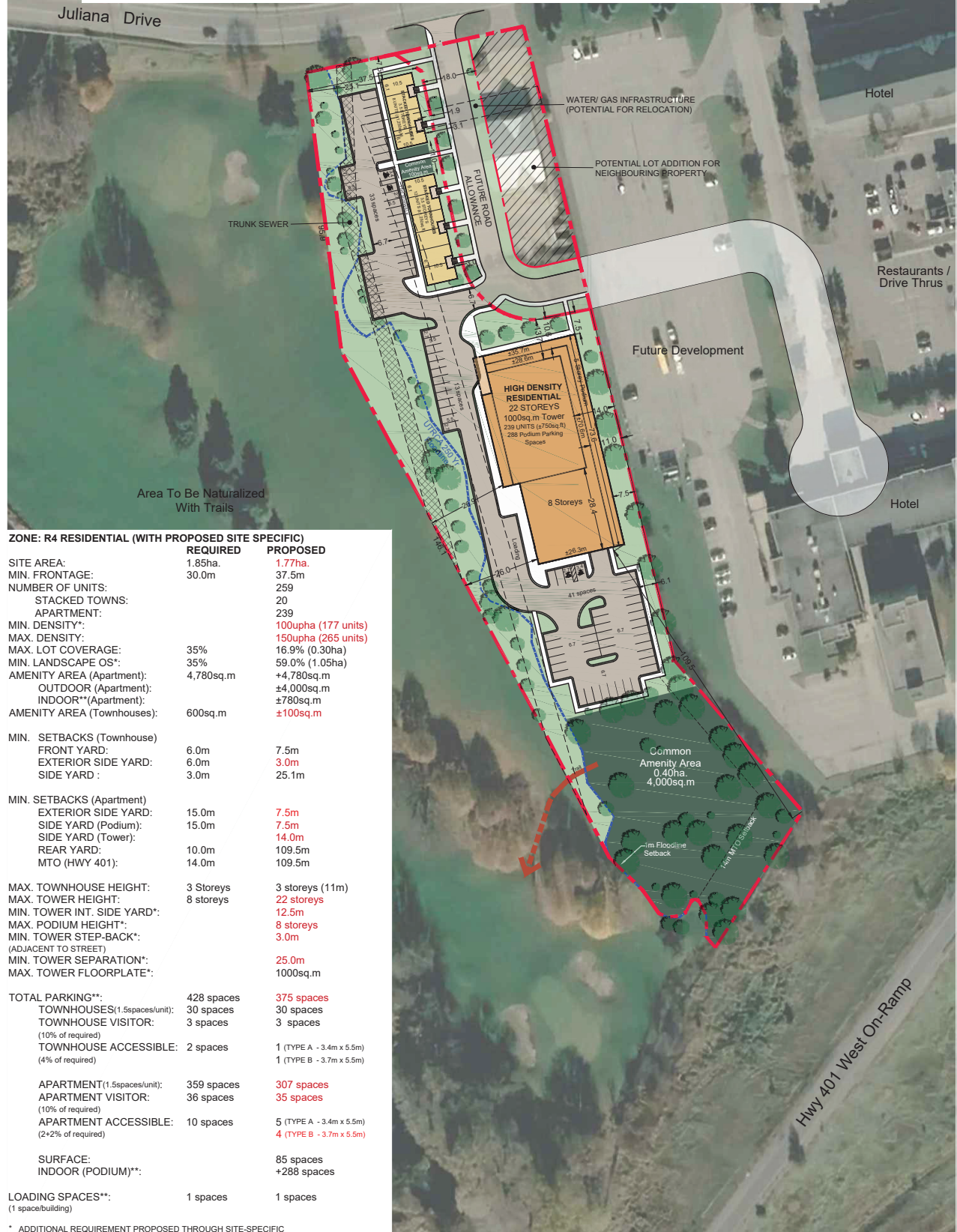


Site Context Plan
Source: GSP Group (2025)

Figure
2

Plate 4: Development Plan

File Nos: OP 25-12-8 & ZN 8-25-10 - City of Woodstock
Part Lots 21-23 & 27, Plan 1600 - 760 Juliana Dr., Woodstock



DEVELOPMENT CONCEPT
760 Juliana Drive, Woodstock

0 5 10 20 50 75
Metres

NOTE: This concept should be considered as a preliminary demonstration model that illustrates an 'order of magnitude' development scenario for the site. The number of units, floor area and parking supply are approximate and subject to more detailed design as well as municipal planning approvals. Stormwater Management Pond may be required and subject to detailed design.

Scale 1:1,250 | April 29, 2025 | Project No.: 20164 | Drawn By: SL



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group