

To: Mayor and Members of Woodstock Council

From: Justin Miller, Development Planner, Community Planning

Application for Zone Change – ZN8-23-10 1212949 Ontario Inc.

REPORT HIGHLIGHTS

- The purpose of the application for zone change is to rezone the subject lands from 'Future Development Zone (FD)' to 'Special Prestige Industrial Holding Zone (M1-sp(H))' to permit all of the uses within the M1 Zone, except a motel or hotel, and to include a number of special provisions including a 6.5 m (21.3 ft) setback from a stormwater management facility; reduced front yard depth, reduced rear yard depth and reduced side yard widths. Further, the proposed modifications include reducing the minimum landscaped open space requirement of for the lands to 12.2% of the lot area.
- The proposed zoning will also include special provisions to include a number of uses in addition to the standard 'M1' Zone. The additional uses are permitted in the Business Park designation, but clearly recognized as being ancillary uses in relation to the primary use of the lands for Business Park purposes. These 'additional' uses will be subject to a Holding Provision to be removed at such time as it is demonstrated that the area has sufficiently developed for primary business park purposes to warrant ancillary development envisioned by the Official Plan. These uses were considered and supported by City Council in consideration of a previous application for zone change which accompanied the recently draft approved application for draft plan of subdivision.
- Planning staff are recommending that the application be deferred to address issues arising from comments received through agency circulation.

DISCUSSION

Background

APPLICANT/OWNER:

1212949 Ontario Inc.
918 Dundas Street East, Suite 500, Mississauga ON
L4Y 4H9

AGENT:

Ruth Victor & Associates
191 Main Street South, Waterdown ON L0R 1R0

LOCATION:

The subject property is described as Part Lot 13, Concession 2 (Blandford), City of Woodstock. The property is located on the south side of Lansdowne Avenue, between Halifax Road and Oxford Road 4.

COUNTY OF OXFORD OFFICIAL PLAN:

Schedule "W-1"	City of Woodstock Land Use Plan	Business Park and Environmental Protection
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CITY OF WOODSTOCK ZONING BY-LAW NO. 8626-10:

Existing Zoning: Future Development Zone (FD)

Proposed Zoning: Special Prestige Industrial Holding Zone (M1-sp-H)

PROPOSAL:

An application for zone change has been received to rezone the subject lands from 'Future Development Zone (FD)' to 'Special Prestige Industrial Holding Zone (M1-sp(H))' to permit all of the uses within the M1 Zone, except a motel or hotel, and to include a number of special provisions including a 6.5 m (21.3 ft) setback from a stormwater management facility; reduced front yard depth, reduced rear yard depth and reduced side yard widths. Further, the proposed modifications include reducing the minimum landscaped open space requirement of for the lands to 12.2% of the lot area.

The proposed zoning will also include special provisions to include a number of uses in addition to the standard 'M1' Zone (namely, an assembly hall, a catering facility, a commercial school, a financial institution, an eating establishment, a medical clinic and/or a recreational building for indoor sports). The additional uses are permitted in the Business Park designation, but clearly recognized as being ancillary uses in relation to the primary use of the lands for Business Park purposes. These 'additional' uses will be subject to a Holding Provision to be removed at such time as it is demonstrated that the area has sufficiently developed for primary business park purposes to warrant ancillary development envisioned by the Official Plan. These uses were considered and supported by City Council (February 2023) in consideration of a previous application for zone change which accompanied the recently draft approved application for draft plan of subdivision.

An Environmental Impact Statement (EIS) was prepared and accepted by County, City and UTRCA staff with regard to the above-noted draft plan of subdivision. The EIS provided recommendations on the limit of development, including setbacks from stormwater management facilities and the existing watercourse, that have formed the basis of related requested setback relief.

The subject lands are approximately 6.6 ha (16.3 ac) in area and are currently vacant.

Surrounding land uses are generally vacant or agriculture. There is a Lampman-Lock Drain immediately to the west and associated environmental protection and flood prone areas.

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 buildings proposed for the site, as provided by the applicant.

Application Review

2020 Provincial Policy Statement (PPS)

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 and 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 regard to the Environmental Protection designation associated with the Lampman Lock Drain that traverses the subject lands, Section 2.1 [NATURAL HERITAGE] directs that natural features shall be protected for the long term and that the diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.

Sections 2.1.4 and 2.1.5 direct that development and site alteration shall not be permitted in significant wetlands and will only be permitted within other significant features where it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions. Section 2.1.8 of the PPS directs that development shall not be permitted on lands adjacent to significant natural heritage features unless it has been demonstrated that there will be no negative impacts.

Section 3.1 [NATURAL HAZARDS] states:

3.1.1 Development shall generally be directed, in accordance with guidance developed by the Province (as amended from time to time), to areas outside of:

- a) hazardous lands adjacent to the shorelines of the Great Lakes - St. Lawrence River System and large inland lakes which are impacted by flooding hazards, erosion hazards and/or dynamic beach hazards;
- b) hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards; and
- c) hazardous sites.

Section 3.1.2 directs that development and site alteration shall not be permitted within:

- a) the dynamic beach hazard;
- b) defined portions of the flooding hazard along connecting channels (the St. Marys, St. Clair, Detroit, Niagara and St. Lawrence Rivers);
- c) areas that would be rendered inaccessible to people and vehicles during times of flooding hazards, erosion hazards and/or dynamic beach hazards, unless it has been demonstrated that the site has safe access appropriate for the nature of the development and the natural hazard; and
- d) a floodway regardless of whether the area of inundation contains high points of land not subject to flooding.

Official Plan

The subject lands are primarily designated 'Business Park' according to the Land Use Plan for the City of Woodstock, as contained in the Official Plan. Lands associated with the Lampman-Lock Drain are designated Environmental Protection.

Lands designated as Business Park are generally intended to accommodate a range of low intensity industrial, technological, office and business support uses within a comprehensively planned business park setting.

Uses within the Business Park designation will generally be characterized by free-standing, low profile buildings on individual lots in a planned subdivision. Business Parks will have the highest development standards of all industrial designations.

Permitted uses within the Business Park designation generally include light industrial uses that involve assembly, fabrication, distribution, packaging, storage and manufacturing or printing within wholly enclosed buildings, business support services, technological industries and office uses. Showroom, retail, wholesale and sales uses operating in association and ancillary to the permitted uses set out above may be permitted in buildings in the Business Park designation provided that such space does not exceed 50% of the gross leasable area of the permitted use. Day care facilities solely for employees of a permitted use in the Business Park will be permitted within the industrial or office building.

Uses permitted within the Business Park designation will comply with the Environmental Resource Protection policies and Environmental Constraints policies of Section 3.2.

In addition to the primary uses permitted above, the following ancillary uses may be permitted within the Business Park designation:

- uses which primarily serve employees of the Business Park and the general public in the immediate area such as eat-in restaurants, medical or dental offices and clinics, day care facilities, financial institutions and commercial recreational facilities;
- trade schools, conference facilities, assembly halls and catering facilities;
- hotels or motels;
- facilities used primarily by fraternal lodges, service clubs, trade unions, community cultural organizations and similar groups. Such facilities may also include meeting rooms and banquet halls utilized by the general public;
- police, fire or ambulance depots; and
- wholesale or warehouse outlets as defined by the Zoning By-law.

Ancillary uses will be subject to the following evaluation criteria:

- they are located on an arterial or collector road;
- they are located at the periphery of the Business Park;
- the proposed uses are compatible with existing and proposed uses in the surrounding area; and
- where a development is proposing facilities designed to accommodate a variety of separate uses, such as an industrial mall facility, no more than 50% of the total gross floor area of the development will be utilized for ancillary uses permitted in the Business Park designation.

The subject lands are within an area commonly known as the East Woodstock Secondary Plan Study Area (EWSP) and are subject to a number of specific policies that were incorporated into the Official Plan via Official Plan Amendment No. 113 in 2008. These specific policies direct that hotels or motels are not permitted and that municipal recreation facilities may be permitted within the EWSP area.

Further, notwithstanding the policies for Business Parks outlined above, development within the Business Park designation adjacent to residential uses will be buffered from the industrial uses through requirements for setbacks, landscape strips, screening and other measures. In addition, parking lot lighting and signage will be directed away from residential uses and the design of the building roof will screen mechanical equipment from public view and adjacent residential properties.

Development adjacent to a Provincially Significant Wetland shall be in accordance with the policy contained in Section 3.2.4.2.1 – Significant Wetlands and Section 3.2.6 – Environmental Impact Studies (EIS). Where an EIS or other appropriate study is required, such study shall be prepared in consultation with the Conservation Authority having jurisdiction and shall be approved by County Council and/or City Council.

New development and/or site alteration within and on lands within 50 metres (165 feet) of a woodlot or other significant environmental feature will require the preparation of an EIS in accordance with Section 3.2.6 which demonstrates that development will not negatively affect the natural features or ecological functions of the area.

In accordance with Section 3.2.8.1 of the Official Plan, where new or revised flood plain mapping has been approved by the Conservation Authority having jurisdiction, the extent of the flood plain may be modified without amendment to the Plan. Where the extent of the flood plain is reduced, the abutting land use designation shall apply.

The policies of the Official Plan also direct that Environmental Protection Areas include natural heritage features such as significant wetlands, significant habitat of endangered or threatened species, significant valleylands, significant woodlands, and significant life science areas of natural and scientific interest. Permitted uses within Environmental Protection Areas include passive recreational uses, minor additions to existing buildings, established agricultural activities on existing cleared areas, and other limited environmental uses. Development may be permitted in lands adjacent to an Environmental Protection Area provided an Environmental Impact Study is completed and demonstrates the potential development will not result in any loss of wetland functions, subsequent demand for future development which will negatively impact on existing wetland functions, conflict with existing site-specific wetland management practices, and result in no loss of contiguous wetland area.

Zoning By-law

The applicant proposes to rezone the subject lands to Special Prestige Industrial Holding Zone (M1-sp-H) to permit a warehouse with office development, excluding a hotel or motel. The 'M1' zone permits a range of light industrial and office uses.

As noted, the applicant proposes to construct a number of warehouse buildings on the subject lands requiring site-specific reduced zone provisions. Through the circulation of the application to relevant agencies, a number of issues have been identified that need to be addressed prior to further review of the requested site-specific zone provisions.

For Council's information, the subject lands are a portion of a larger parcel that recently received draft plan approval in February, 2023. The zoning of the whole of the lands was considered at that time, and Council supported the rezoning of the lands (excluding areas to be zoned Open Space to reflect stormwater management and the existing watercourse that traverses the lands) to M1, subject to a Holding provision as outlined previously in this report.

The special provisions proposed for the subject lands (being the lands that are specifically subject to this report) will not be applied to the whole of the lands.

Agency Comments

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

1. The application is to rezone the entire lands as per Plate 1 to a M1- special?
2. The same zoning would apply to the concept site plan provided?
3. If the M1 zone is proposed, why would we deviate from the required yard depths? The front yard and exterior yard widths should be held at 25m.
4. In respect to the concept site plan and if the proposal becomes a lot, there is no rear lot line based on the triangular shape, the yard adjacent to the storm pond is an interior side yard, we are supportive of the Building D having a reduced interior side yard to 6m.
5. If approved, the site plan process will require on-site truck turning movements to be provided to the satisfaction of the Engineering Dept.

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

1. The subject property is located in the UTRCA regulation limit.
2. Municipal watermain is available on OR4 and Lansdowne Ave. Municipal sanitary sewer is currently not available.
3. It does not appear that the conceptual site plan has accounted for the 3m road widening Blocks along Lansdowne Ave. that will be transferred to the City as a condition of draft plan of subdivision approval (SB 10-08-8). Please review and confirm. Building and parking area setbacks may be affected.
4. Please confirm if the original TIS prepared at time of draft plan of subdivision approval considered the uses and sizes of buildings that are being proposed on the conceptual site plan. An amendment to the original TIS should be provided. The amended TIS should also consider the accesses proposed from Oxford Road 4 (refer to condition 37 of draft plan of subdivision approval).

Public Consultation

Notice of the application for zone change was provided to the public and surrounding property owners on August 8, 2023 and September 29, 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 purpose of the application is to rezone the subject lands to include a number of modified zoning provisions within the M1 Zone to facilitate the redevelopment of a warehousing facility. In light of the comments received through the agency circulation process for this application, a number of issues were identified that require further consideration before the application proceeds with a recommendation from staff. At this time, Planning staff recommend deferral of the application.

For Council's information, the applicant/agent has been advised of the staff recommendation to defer this proposal and the applicant has indicated that they are agreeable to the deferral.

RECOMMENDATIONS

It recommended that the Council of the City of Woodstock defer the application for lands described as Part Lot 13, Concession 2 (Blandford) in the City of Woodstock, to rezone the subject property from 'Future Development (FD) to 'Special Prestige Industrial Holding Zone (M1-sp-H)' to facilitate the development of a warehousing facility with office space.

SIGNATURES

Authored by:

Justin Miller
Development Planner

Approved for submission:

Gordon K. Hough, RPP
Director



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



0 205 409 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, 2023



Legend

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Regulation Limit
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Notes



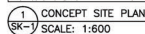
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NAD_1983_UTM_Zone_17N



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January 5, 2023



2023-06-16

No.	DESCRIPTION	DATE
R E V I S I O N S		

1	ISSUED FOR CLIENT REVIEW	2023-03-2
No.	DESCRIPTION	DATE
ISSUED FOR		



SITE STATISTICS		
ZONING REGULATIONS	REQUIRED	PROMISED
MINIMUM LOT AREA	1.0 ha	0.6 ha
MINIMUM LOT FRONTAGE	60 m	29.0 m
MINIMUM LOT DEPTH	100 m	423.3 m
MINIMUM FRONT YARD (LANDSCAPING)	25 m	21.47 m
MINIMUM REAR YARD	25 m	6.5 m
MINIMUM SIDE YARD	6 m	6.5 m
MINIMUM EXTERIOR SIDE YARD (CUSTOM ROAD 4)	25 m	22.7 m
MINIMUM SEPARATION FROM ARTERIAL RD (FROM CENTERLINE OF ROAD)	27.5 m	41.03 m
MINIMUM SEPARATION FROM SIMA FACILITY EP ZONE	120 m (from EP1) 50 m (from EP2)	12.5 m 6.2 m
MINIMUM UNOCCUPIED OPEN SPACE	20 % of LOT AREA	12.51 %
MINIMUM GRASS FLOOR AREA	800 sqm	35,467 sqm
MINIMUM HEIGHT	5 storeys	4 storeys
CORNER LOT SITE TRIANGLE	9 m MIN. SEPARATION	18.0 m