

To: Mayor and Members of Town of Tillsonburg Council
From: Amy Hartley, Development Planner, Community Planning

Supplementary Report Applications for Official Plan Amendment and Zone Change OP 24-02-7 and ZN 7-24-01 – Town of Tillsonburg

REPORT HIGHLIGHTS

- Applications have been initiated by the Town of Tillsonburg to amend the Official Plan and the Town's Zoning By-law to facilitate the development of a four storey, 47-unit apartment building.
- The applications were previously considered at the October 14, 2025, Council meeting wherein concerns were raised regarding the proposed density, as well as traffic impacts and concerns. Council directed staff to produce a report addressing the concerns raised, and further, that the intersection of Simcoe and Cedar Street be referred to the traffic consultant leading the Town's Transportation Master Plan review.

DISCUSSION

BACKGROUND

OWNER: Town of Tillsonburg (c/o Cephas Panschow)
10 Lisgar Avenue, Tillsonburg, ON N4G 5A5

LOCATION:

The subject lands are described as Lots 25 & 26, and Part of Willow Street, Plan 966 in the Town of Tillsonburg. The subject lands are located on the south side of Earle Street lying between Cedar Street and Pine Avenue and are municipally known as 31 Earle Street, Town of Tillsonburg.

COUNTY OF OXFORD OFFICIAL PLAN:

Existing:

Schedule "T-1"	Town of Tillsonburg Land Use Plan	Residential
Schedule 'T-2'	Town of Tillsonburg Residential Density Plan	Low Density Residential and Environmental Protection

Schedule 'T-3'	Town of Tillsonburg Leisure Resources and School Facilities Plan	Public Elementary School
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Proposed:

Schedule 'T-2'	Town of Tillsonburg Residential Density Plan	Medium Density Residential with special development policies (approximately 1.3 acres in area indicated on Plate 2)
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TOWN OF TILLSONBURG ZONING BY-LAW NO. 3295

Existing Zoning: 'Minor Institutional Zone (IN1)'

Proposed Zoning: 'Special Medium Density Residential Zone (RM-sp)'

PROPOSAL:

Applications have been initiated to amend the Official Plan and Town's Zoning By-law to permit the construction of a four-storey apartment building containing 47 apartment units. The Official Plan amendment proposes to redesignate the central portion of the subject lands from 'Low Density Residential' to 'Medium Density Residential' with special development policies to permit the increased residential density on the site being higher than the permitted net residential density for medium density developments. The northern portion of the lands will remain designated as 'Low Density Residential', no development is proposed on this portion of the lands at this time.

The zone change application proposes to rezone the central and southern portion of the subject lands from 'Minor Institutional Zone (IN1)' to 'Special Medium Density Residential Zone (RM-sp)'. The proposed zoning will facilitate the proposed 47-unit apartment building and will reduce the required lot area per dwelling unit to 114 m² (1,227 ft²), whereas 160 m² (1,722 ft²) is required.

Following the October 14, 2025, Public Meeting, the Town of Tillsonburg Council adopted resolution #2025-359, deferring the applications to Staff to provide additional information and clarification about concerns raised at the public meeting. Additionally, Council requested that the intersection of Simcoe and Cedar Street be referred to the traffic consultant leading the Town's Transportation Master Plan review.

Following this direction of Council, this report will address concerns relating to traffic within the area and the information noted in the Traffic Impact Study submitted in support of the application, as well as the request for increased density to facilitate the subject proposal. No amendments have been made to the proposal as a result of the initial public meeting.

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, Proposed Concept Plan, provides the layout of the proposed development and location of parking areas and the proposed area to be redesignated through the subject application. The townhouses shown on the applicant sketch are not part of the current application.

Plate 4, Comments from Traffic Engineer, provides a response and analysis from the consultant hired by the Town to facilitate the Town's Transportation Master Plan updates.

AGENCY COMMENTS

Town of Tillsonburg Manager of Engineering clarified that the TIS does not indicate a failure at the intersection of Simcoe Street and Cedar Street but that the intersection is operating at a Level of Service (LOS) F (which is based on scale of A to F). The LOS F at the northbound left-turn occurs at peak PM hours, however it is noted by the TIS author that "the movement is well within the lane capacity, and the delay is typical" and "the proposed development can be accommodated by the existing study area road system, and no off-site road improvements will be required."

PUBLIC CONSULTATION

Notice of complete application regarding this proposal was provided to the public and surrounding neighbours on August 15, 2025, and notice of public meeting was issued on September 30, 2025, in accordance with the requirements of the Planning Act.

Letters of concern were received prior to the Council meeting on October 14, 2025, and a number of adjacent landowners attended to provide their concerns. In summary, the concerns were relating to the following:

- Increased density utilizing local roads;
- Removal of park land, and play areas;
- Traffic and safety resulting from the development;
- Over-concentration of community-housing;
- Security of maintaining affordable units;
- Cost of infrastructure upgrades.

Planning Analysis

Report CP 2025-300 provided a comprehensive analysis concluding that the proposal was consistent with the policies of the Provincial Planning Statement (2024), supported the strategic initiatives and objectives of the Oxford County Official Plan, and further, would achieve a priority project and strategic directions outlined in the Town of Tillsonburg Community Strategic Plan for an Affordable housing collaboration with Oxford County. However, based on direction from Council additional information for clarification is provided below.

Proposed Density

As noted in Report CP 2025-300, the Town of Tillsonburg is proposing an apartment building on a portion of the subject lands with potentially 47 apartment units. Based on the lot area of the lands to be developed, which does not include the woodlot area to the south of the development, the proposed overall net residential density is 87 units per hectare (36 units per acre). The density that has been proposed is to protect the existing woodlot, maximize and utilize the developable area efficiently while accommodating as many affordable units as possible.

Typically, affordable housing proposals do need to include a balance of market-based units to ensure the project remains feasible to undertake. The actual number of affordable units and market-based units are not determined until a Request for Proposals (RFP) is sent out and proposals are received from proponents. Proposals received are then ranked and evaluated with respect to the number of affordable units, level of affordability provided, and the required level of funding required. The commitments are secured through a long-term agreement with Oxford County.

The subject proposal is considered a Medium Density Proposal as the proposed building type and character are in line with the Medium Density policies in the Official Plan. The proposed building is a low profile (4 storey) multiple unit development which allows the building appearance to be considered Medium Density, even if the overall net density exceeds what is permitted.

Traffic Analysis and Impacts on Surrounding Neighbourhood

A Traffic Impact Study (TIS) was submitted in support of the applications and proposed 47-unit apartment building. The report provided the following conclusions regarding the existing traffic conditions and the traffic conditions as a result of the proposed development:

- Existing Traffic Conditions: study area intersection is operating at acceptable levels except for the northbound left-turn movement at Simcoe Street and Cedar Street/Commercial Access. It is noted that the movement is well within the lane capacity, and the delay is typical of a side-street stop-control approach to an arterial roadway;
- Development Trip Generation: The proposed development is forecast to generate 16 morning peak hour trips and 29 evening peak hours trips;
- Background Traffic Conditions: study area intersections are forecasted to operate at similar levels of service as existing conditions;
- Total Traffic Conditions: study area intersections are forecasted to operate at similar levels of service as background traffic conditions;
- Site Access: site access intersections are noted to forecast and operate at satisfactory levels of service (Level A) during morning and evening hours under 2027 and 2032 total traffic conditions;
- Roadway Traffic Volumes: proposed development will have minimal impact on the neighbourhood road system;
- Off-site Roadway Improvement: no off-site road improvements will be required as a result of the proposed development.

At the October 14, 2025, Council meeting, concerns were raised regarding the findings of the TIS and specifically, the intersection of Simcoe Street and Cedar Street. The TIS concluded that the intersection of Simcoe and Cedar is currently operating at a Level of Service (LOS) F (LOS is graded on a scale of A to F). Additionally, concerns were raised regarding when a road is reconsidered from a local road to a collector. The TIS also concluded that the proposed development would not require off-site road improvements and there will be minimal impact on the neighbourhood road system.

Council also requested that the operating level of the intersection of Simcoe and Cedar be referred to the traffic consultant who is completing the updates to the Transportation Masterplan for the Town. The consultant provided a response which is appended to this report as Plate 4. The consultant advised they had no concerns with the TIS for 31 Earle and further expanded on the conclusions of the TIS.

Traffic Volume

The traffic consultant summarizes that the left turn at the Simcoe/Cedar intersection is currently operating with a delay of 69 seconds per vehicle. The PM peak forecasted growth to 2032 will result in a delay of 110 seconds per vehicle. Additionally, the current volume making a left turn in the PM peak onto Simcoe is 18, whereas the 2032 forecasts 24 turns in the PM peak, resulting in a 6 vehicle increase. It is noted by the consultant that the increase is not due to the proposed development and is primarily due to an 11% growth in traffic on Simcoe Street.

Road Improvements

The traffic consultant also commented on the need for improvements and noted that traffic signals can alleviate road delay, however at this specific intersection, with 24 vehicles making a left turn at PM peak and a small amount of traffic from the commercial driveway on the north side of Simcoe, traffic signals are not warranted. It is noted that traffic signals are typically warranted where there are an average 120 vehicles per hour on a sideroad and 50 vehicles per hour turning left. Additionally, the collision data from 2019 to 2023 noted one (1) collision at the Simcoe/Cedar intersection.

Further, the traffic consultant found that there is no need to widen Cedar Street as there are only 93 vehicles per hour (two way) and the planning capacity for a local road is approximately 1000 vehicles per hour (two way). Widening Cedar Street is not required nor would it improve the side left turn delays on Simcoe Street which are a result of the existing and forecasted traffic volumes on Simcoe Street, not resulting from the proposed development.

In summary, Planning Staff are of the opinion that the proposal is consistent with the policies of the Provincial Planning Statement and supports the strategic initiatives and objectives of the Official Plan. This office is also of the opinion that the proposed Zoning By-law amendment is appropriate and can be given favourable consideration. The proposed density is appropriate for the subject lands, adequate off-street parking is provided, the required setbacks are maintained, and amenity and landscaped open space are provided. Additionally, the TIS and supplementary comments provided by the traffic engineering consultant indicate that the surrounding local and arterial roads and intersections can satisfactorily accommodate the minor increase in traffic expected to be generated by the development.

RECOMMENDATIONS

That the Council of the Town of Tillsonburg advise County Council that the Town supports the application to amend the Official Plan (File No. OP 24-02-7), submitted by the Town of Tillsonburg for lands legally described as Lots 25 & 26, and Part of Willow Street, Plan 966, in the Town of Tillsonburg to facilitate the development of a 4 storey, 47 unit apartment building on the subject lands;

That the Council of the Town of Tillsonburg approve in principle the zone change application (File No. ZN 7-24-01) submitted by the Town of Tillsonburg for lands legally described as Lots 25 & 26, and Part of Willow Street, Plan 966, in the Town of Tillsonburg, to rezone the lands to 'Special Medium Density Residential Zone (RM-sp)' to facilitate a 4 storey 47 unit apartment building with reduced lot area per dwelling unit requirements.

SIGNATURES

Authored by: *Original signed by* Amy Hartley
Development Planner

Approved for submission: *Original signed by* Eric Gilbert, MCIP, RPP
Manager of Development Planning