

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

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 Town's Zoning By-law to facilitate the development of a four storey, 47-unit apartment building.
- The central portion of the subject lands is proposed to be developed to accommodate the 47-unit apartment building containing affordable and attainable housing units in partnership with Oxford County's Human Services Department. The south portion of the lands will remain as a woodlot, and the northern portion encompassing a former elementary school will continue as a police training facility.
- The zone change application proposes to rezone a portion of the subject lands from 'Minor Institutional Zone (IN1)' to 'Special Medium Density Residential Zone (RM-sp)' to permit 47 apartment units with a reduced lot area per dwelling unit of 114 m^2 (1,227 ft²). The remainder of the lands will continue to be zoned 'IN1'.

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

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 subject lands are further designated as a 'Public Elementary School', however, the Elliot Fairbairn School on the subject lands was closed and purchased by the Town of Tillsonburg in 2005. The amendment will remove this designation to reflect the Town's ownership of the lands.

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.

Surrounding land uses include existing low density residential development consisting primarily of single detached dwellings, the old elementary school building which is being utilized as an OPP training facility, a locally significant woodlot located to the south of the proposed building that will remain and significant woodland areas along Vienna Road, commercial uses along Simcoe Street, as well as industrial uses to the south of the subject lands.

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.

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 2.2 of the PPS 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 immediate 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 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; and
- d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.

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 4.1 of the PPS speaks to Natural Heritage, indicating that areas containing significant natural heritage shall be protected for the long term and 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.

OFFICIAL PLAN

Section 2.1.1 of the Official Plan provides that growth and development will be focused in settlement areas and their vitality and regeneration will be promoted. Development will be directed to settlements with centralized waste water and water supply facilities to minimize risks of contamination to air, land, surface water and groundwater, to preserve agricultural land and to reduce the cost of public service facilities and infrastructure. Settlements will be required to develop with land use patterns and a mix of uses and densities that efficiently use land and resources, are appropriate for, and efficiently use, existing or planned infrastructure and public service facilities, support active transportation and minimize negative impacts to air quality and climate change and promote energy efficiency.

Additionally, all forms of housing are required to meet the social, health and well-being needs of current and future residents which will be facilitated through the County. A minimum target of 20 percent shall be established as the proportion of all housing in the County which is to be affordable.

Intensification will be promoted in appropriate locations within settlements, particularly those served by centralized waste water and water supply facilities and all forms of housing required to meet the social, health and well-being needs of current and future residents will be permitted and facilitated in appropriate locations throughout the County.

Section 8.2.2.1 ensures that adequate affordable housing for low and moderate income households and those with special needs are available in the Town.

Section 8.2.2.2 – Tenure and Mix, provides that it is an objective of the Official Plan to provide a range of tenure forms throughout the Town, consistent with the demand, and to maintain an appropriate supply of affordable rental and ownership housing in the Town, while recognizing that housing needs to be suitably maintained and adequate for habitation. Town Council shall encourage the creation of housing opportunities that may result in a mix of tenure forms, such as ownership, rental and cooperative, throughout the Town. Such encouragement will include the provisions of opportunities for the development of a variety of housing forms and by permitting sensitive infilling and accessory apartments in built-up areas.

The subject lands are designated 'Low Density Residential', according to the Town of Tillsonburg Residential Density Plan. The subject application proposes to redesignate the lands to facilitate medium density residential development.

Areas designated for Low Density Residential use are generally intended to provide a variety of low-rise, low-density housing forms. In these Districts, it is intended that there will be a mixing and integration of different forms of housing to achieve a low overall density of use.

The maximum net residential density for an individual development in the Low Density Residential District is 30 units per hectare (12 units per acre) and the minimum net residential density shall be 15 units per hectare (6 units per acre).

Areas designated for Medium Density Residential uses are primarily developed or planned for low profile municipal unit development that exceed densities established for Low Density Residential Districts. These districts are intended to include townhouses, converted dwellings and apartment buildings. In these Districts, it is intended that there will be a mixing and integration of different forms of housing to achieve a medium overall density of use.

The maximum net residential density in the Medium Density Residential Districts is 62 units per hectare (25 units per acre) and no building shall exceed four storeys in height at street elevation. The proposed development, at 47 units, would have a net residential density of 87 units per hectare (36 units per acre). Special development policies have been requested to recognize an increased net density for medium density residential developments.

Any further Medium Density Residential designations [beyond those currently in the Official Plan] will be consistent with the following location criteria:

- sites which abut arterial or collector roads or sites situated in a manner which prevents traffic movements from the site from flowing through any adjoining Low Density Residential Districts;
- sites which are close to community supportive facilities such as schools; shopping plazas, institutional, recreational and open space areas;
- sites which are adjacent to the Central Area, designated Shopping Centres and Service Commercial Areas, Community Facilities, High Density Residential Districts or developed Medium Density Residential Districts.

In addition to the requirement for compliance to the locational policies; when considering proposals to designate lands for medium density residential development, Town 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 Low Density Residential area through adequate buffering and screening;

- 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.

The southern portion of the subject lands contains an area of locally significant woodland. Section 3.2 of the Official Plan requires that, where site alteration is occurring within or 50 m adjacent to Locally Significant Natural Heritage Features, an Environmental Impact Study be prepared.

New permitted uses, or expansions/enlargements to existing uses, buildings, or structures that require a Planning Act approval and are to be located within or adjacent to a natural heritage feature, may only be permitted if it can be demonstrated through an Environmental Impact Study (EIS), prepared to the satisfaction of the Municipality in accordance with the policies contained in Section 3.2 of the Plan, that there will be no negative impacts to the natural heritage features and/or their ecological functions.

ZONING BY-LAW

The subject lands are currently zoned 'Minor Institutional Zone (IN1)'. The applicant proposes to rezone a portion of the lands to 'Special Medium Density Residential Zone (RM-sp) to facilitate the proposed four storey, 47 units apartment building.

The RM zone requires a minimum lot area of 160 m² (1,722 ft²) per dwelling unit, lot frontage of 20 m (65.5 ft), maximum lot coverage of 40%, front yard depth of 7.5 m (24.6 ft), rear yard depth of 10.5 m (34.4 ft), interior side yard of 7.5 m (24.6 ft), exterior side yard width of 7.5 m (24.6 ft), minimum 30% landscaped open space and a minimum amenity area of 40 m² (430.6 ft²) per dwelling unit.

The proposed apartment building as depicted on Plate 3 appears to meet these zoning provisions notwithstanding the site-specific request to reduce the lot area per dwelling unit to 114 m² (1,227 ft²).

The parking requirements as contained in Section 5.24 require 59 parking spaces be provided for the 47 units proposed. The applicant has indicated approximately 71 spaces and the required accessible parking spaces.

AGENCY COMMENTS

Tillsonburg Chief Building Official indicated that the proposed split zoning for the parcel will require a defined boundary and that the proposal will be subject to site plan control and approval.

Oxford County Public Works indicated no concerns with the proposal and provided comments on the Functional Servicing Brief which will be addressed at the time of site plan approval.

Tillsonburg Engineering Department indicated no objections to the proposal. Concerns and comments relating to the waste management collection, stormwater management and functional servicing report were provided and will be addressed at the time of site plan approval.

Canada Post indicated that a centralized lock box assembly is required where a common lobby, common indoor or sheltered space is provided. The installation and maintenance of the mailbox is the responsibility of the developer/owner.

Tillsonburg Hydro, Tillsonburg Fire Department indicated no objections to the applications.

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. As of the date of this report no comments have been received.

Planning Analysis

Applications have been received to amend the Official Plan and the Town's Zoning By-law to facilitate the construction of a four storey apartment building containing 47 units. The applicant 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.

Supporting Studies

An Environmental Impact Study, Traffic Impact Brief, Planning Justification Report and Functional Servicing Report have been submitted to support the subject application.

Environmental Impact Study

The requirement for the Environmental Impact Study (EIS) was triggered by the presence of a Locally Significant Woodland located adjacent to the proposed development. The EIS was peer reviewed and comments from the consultant were incorporated into the design and layout of the proposed development in order to avoid conflicts and impacts on the feature. In light of the foregoing, planning staff consider the proposed residential development to be consistent with the Official Plan policies respecting development adjacent to significant woodlands and natural heritage features.

Transportation Impact Brief

A Transportation Impact Brief was prepared by Paradigm Transportation Solutions Limited which assessed and analyzed the existing traffic conditions, and future traffic conditions with recommendations to accommodate the proposed development.

Based on the findings and conclusions of the study, it is anticipated that the proposed development can be accommodated within the Town's existing street and road network, with the required additional demand being able to be accommodated within the existing streets and parking areas.

Further conclusions of the report note:

- Existing Traffic Conditions: study area intersection are 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 forecast to operate at similar levels of service as existing conditions;
- Total Traffic Conditions: study area intersections are forecast 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.

Functional Servicing Report

The Functional Servicing Report submitted by the applicant for the development has been reviewed by Town and County staff. Staff are satisfied that the servicing of the lands from existing municipal services or any required extensions or upgrades are feasible in this regard, and the applicant will be required to submit detailed servicing drawings and any required further technical studies for review and final approval as part of the site plan approval process.

Provincial Planning Statement (PPS) 2024

Planning staff are of the opinion that the subject proposal is consistent with the policies of the PPS as the development is considered to be an efficient use of land and municipal services within a fully serviced settlement area. The proposal will increase the housing supply to help address the full range of housing affordability needs and will assist the Town with providing and building homes that respond to changing market needs and local demand, to support a diverse and growing population and workforce in the Town and broader region. The development is also consistent with Sections 2.1.4, and 2.2.1 of the PPS as it will permit and facilitate housing options required to meet the social, health, economic and well-being requirements for current and future residents, facilitate residential intensification, including the development and redevelopment of underutilized commercial and institutional sites for residential uses, represents the development and introduction of new housing options within previously developed areas and redevelopment, which results in a net increase in residential units.

County of Oxford Official Plan

The Official Plan recognizes the importance of increasing the supply of affordable housing within Woodstock and directs that the Town Council 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 the proposed Official Plan amendment to provide increased residential density on the site, it is the opinion of Planning staff that the Official Plan criteria respecting the designation of additional Medium Density Residential areas have been satisfactorily addressed and are assessed below

The size of the subject area to be developed is adequate and of a sufficient size to accommodate the proposed medium density development. The area to be redesignated is a total of approximately 0.54 ha (1.33 ac), the woodlot to the south of the developed area will be maintained and continue to be designated as Environmental Protection, the front portion of the subject lands will remain designated as Low Density Residential. The subject lands are generally flat and bounded by public streets on all sides. The subject lands are in close proximity to existing residential development, Elliot Fairbairn Park, and are less than 200 m from designated shopping areas and service commercial uses and amenities on Simcoe Street. As such, staff are satisfied that the proposed developable lands provide flexibility for site design, transitioning to surrounding existing low-density development, buffering with the presence of the woodlot adjacent to industrial uses south along Cedar Street, and provide adequate amenities in the surrounding area.

While the subject lands do not provide direct access to an arterial road, Simcoe Street, an arterial road on the Transportation Network Plan (Schedule T-4), is within 200 m of the subject lands. Staff also note that the subject lands were previously utilized as an elementary school which would have produced more vehicular trips on and off the subject site than the proposed apartment building. Official Plan policy 8.2.2.1 directs that Council may consider the use of reduced municipal infrastructure requirements to facilitate the delivery of affordable housing; staff are satisfied that the proposed apartment building containing affordable units can be maintained on reduced municipal infrastructure requirements. As noted, the Traffic Impact Brief assessed the existing and proposed traffic conditions and no impact is anticipated to Simcoe Street or Cedar Street as a result of the proposed development, no off-site roadway improvements were recommended, the required off-street parking can be accommodated, and the location of the site access from Cedar Street is appropriate and will generate minimal traffic impact on the neighbourhood roadway.

The proposed net residential density of the site is higher than what is contemplated by the Medium Density Residential designation, however, the proposed building height is within the range permitted, further the typology of a low-rise apartment is an appropriate type of development within this designation. The proposed apartment building will contain affordable housing units, as such, the number of units has been increased in order to maximize the efficient use of the lands and accommodate the need for affordable housing units resulting in an overall increased net residential density of 87 units per hectare (36 units per acre). Planning staff are satisfied that the proposed additional density within the Medium Density Residential designation is appropriate as the proposed building will physically represent a medium density development and the increased unit count will contribute towards the County's goal of a minimum target of 20% of housing being affordable. Additionally, the proposed development will achieve a priority project and strategic

directions outlined in the Town of Tillsonburg Community Strategic Plan for an Affordable housing collaboration with Oxford County.

Based on the EIS that was submitted in support of the application, planning staff consider the proposed residential development to be consistent with the Official Plan policies respecting development adjacent to significant woodlands and natural heritage features and would result in no negative impacts to the adjacent woodlot.

The Functional Serving Report provided by the applicant was reviewed by Town and County staff and no concerns were raised with respect to hard service capacity. The proposed development will utilize existing municipal infrastructure and not require extensions or significant upgrades to service the proposed development. The development will be subject to site plan approval process, where matters related to detailed servicing, landscaping, fencing, buffering, grading, access and parking will be required to be addressed to the satisfaction of the Town and County.

Town of Tillsonburg Zoning By-law

With respect to the proposed zoning amendment, the lot area requirements for apartment dwellings are intended to ensure that the overall density of development is appropriate and adequate space is available for parking, stormwater management, and amenity areas. Staff are satisfied that the proposed lot area per dwelling unit of 114m² (1,227 ft²) will still provide for sufficient residential living space and providing the required number of off-street parking spaces, as well as maintaining adequate landscaped open space and amenity area for the purposes of drainage and stormwater management.

This office is of the opinion that the proposed amendment to the Official Plan to accommodate the proposed development of the subject lands generally conforms with the relevant policies of the Official Plan, and the proposed zoning by-law amendment is appropriate and can be given favourable consideration.

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

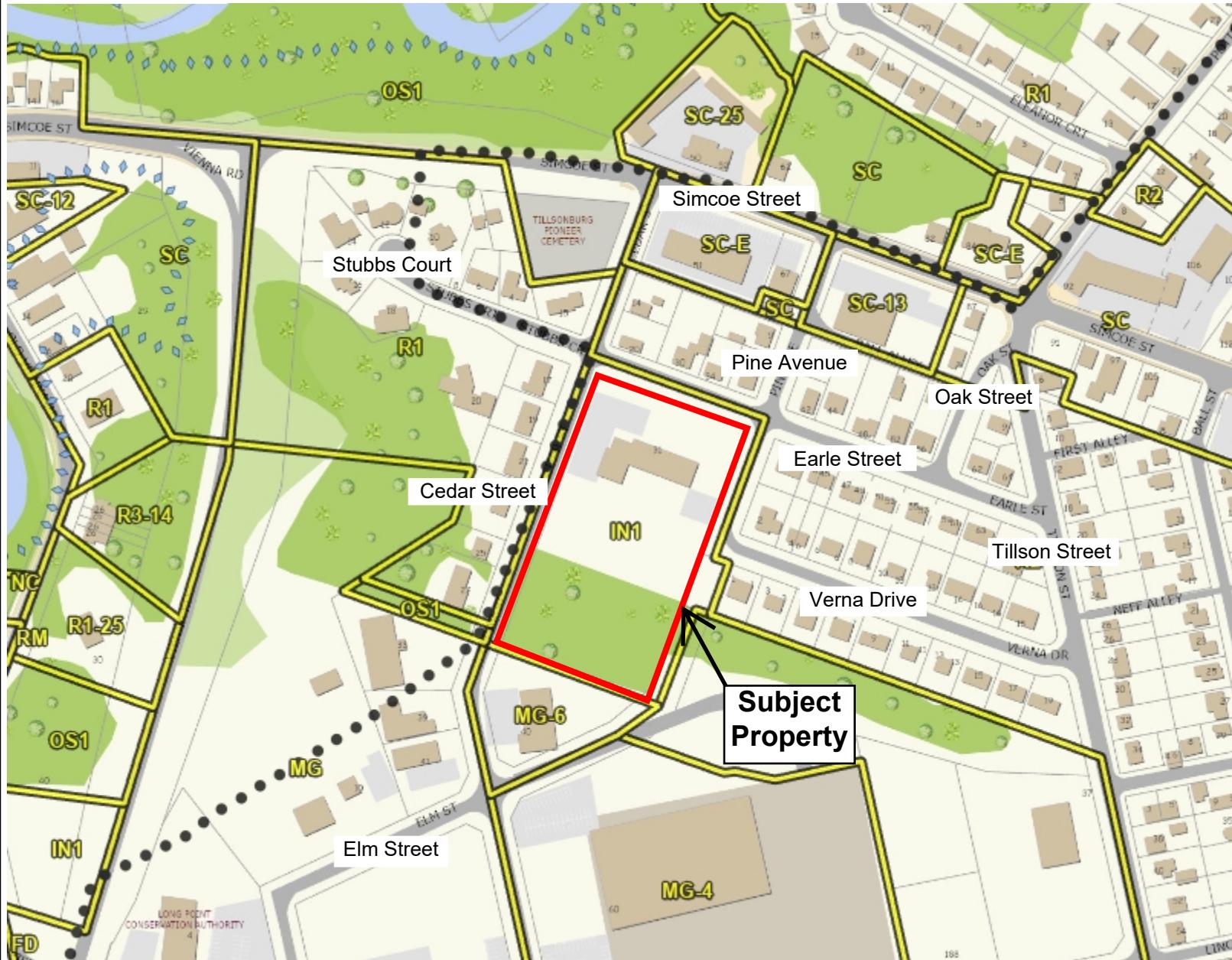
Authored by: *Original signed by*

Amy Hartley
Development Planner

Approved for submission: *Original signed by*

Eric Gilbert, MCIP, RPP
Manager of Development Planning

Plate 1: Location Map with Existing Zoning
File Nos.: OP 24-02-7 and ZN 7-24-01 (Town of Tillsonburg)
Lots 25-26, Plan 966; 31 Earle Street, Town of Tillsonburg



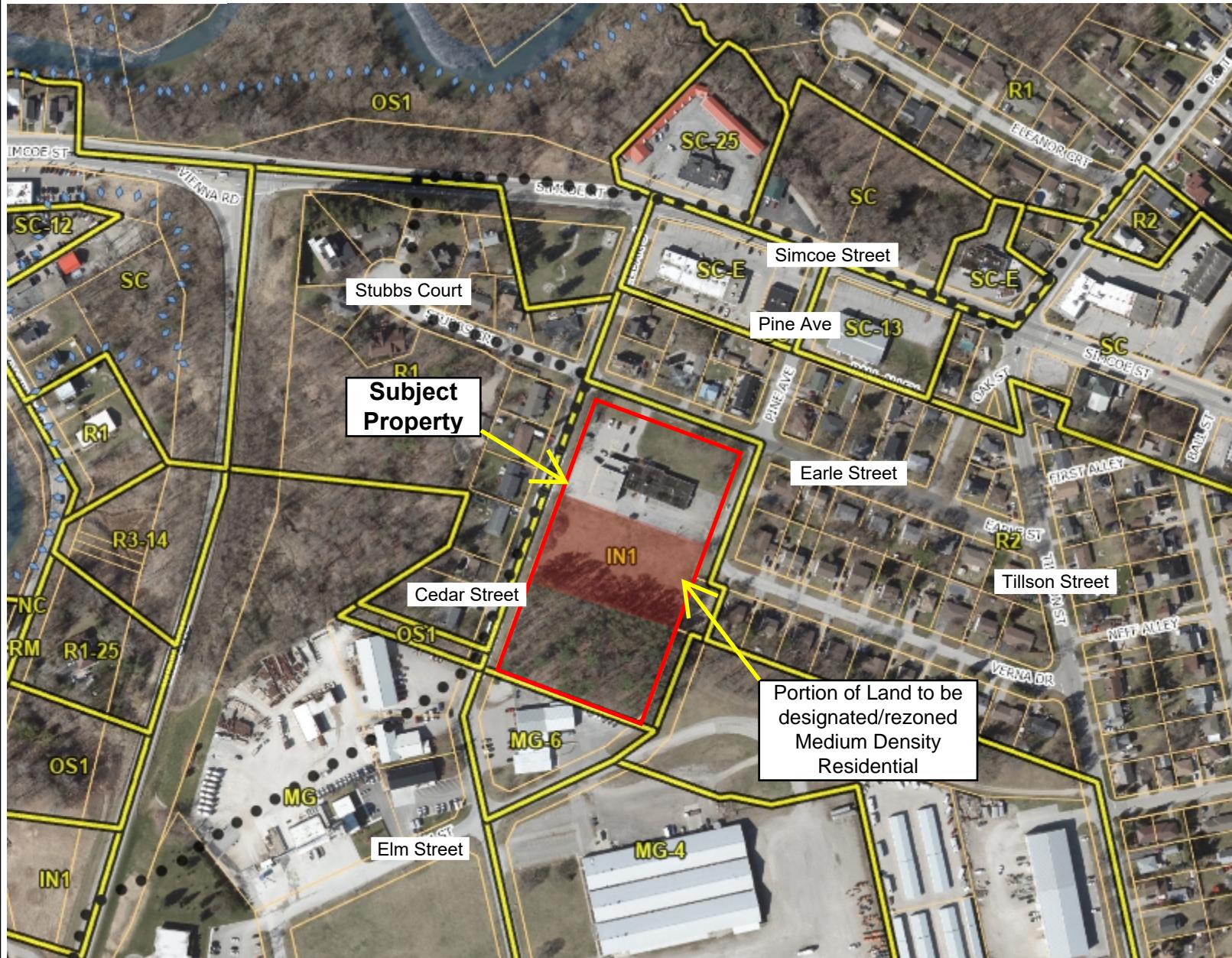
Legend

- 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

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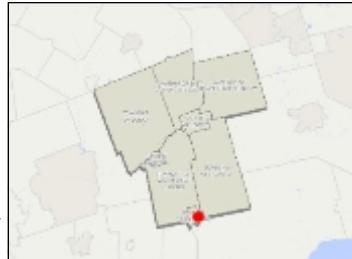
March 22, 2024



Legend

- Zoning Floodlines Regulation Limit
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Notes



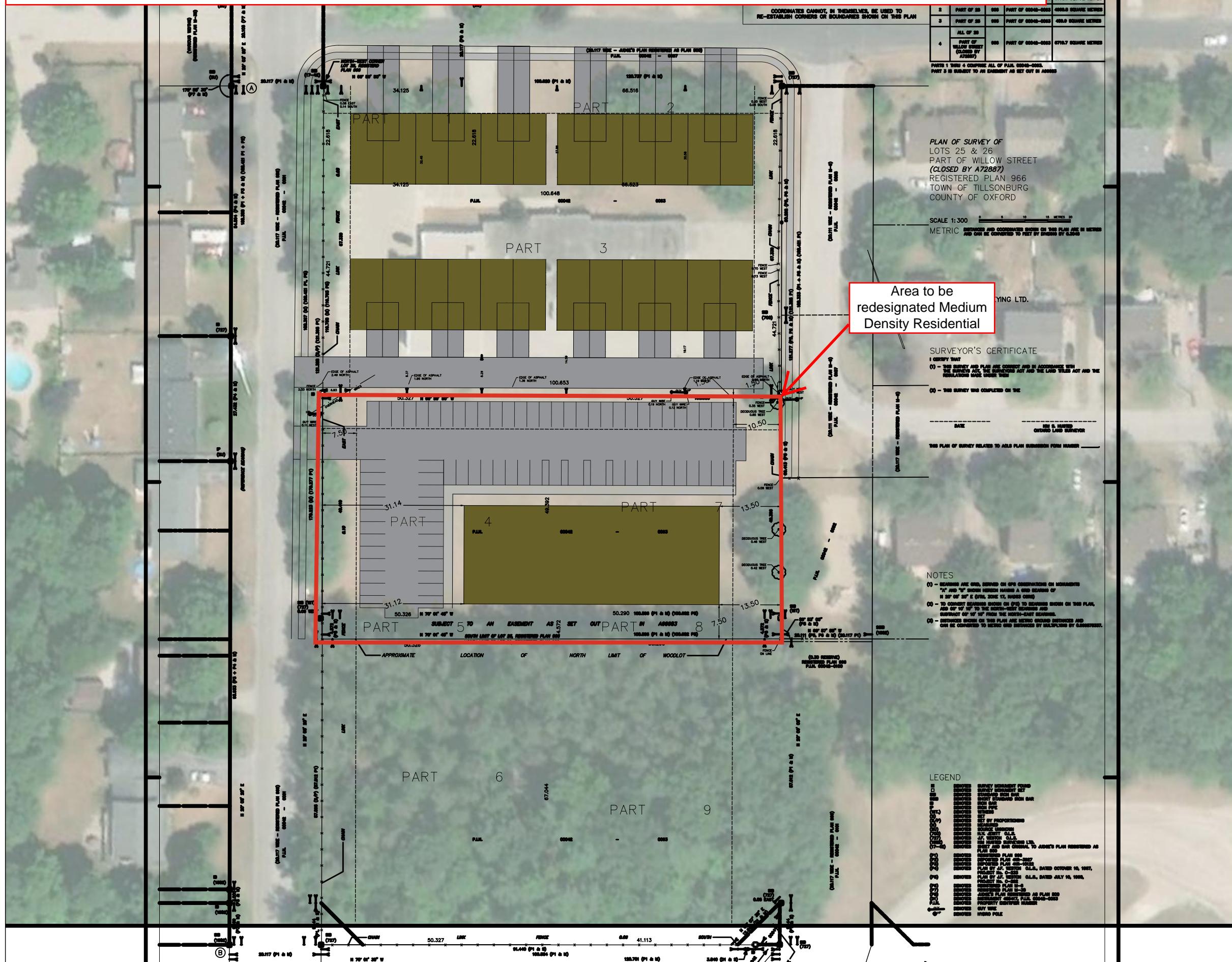
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Plate 3: Proposed Concept Plan

File Nos.: OP 24-02-7 and ZN 7-24-01 (Town of Tillsonburg)

Lots 25-26, Plan 966; 31 Earle Street, Town of Tillsonburg



CONCEPT PLAN SKETCH

CJDL
Centre for
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Linguistic
Studies

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