

REPORT TO COUNTY COUNCIL

Application for Official Plan Amendment OP 25-18-7 – Thames Valley District School Board

To: Warden and Members of County Council

From: Director of Community Planning

RECOMMENDATIONS

1. That Oxford County Council approve Official Plan Application OP 25-18-7, submitted by TVDSB (Hope Reformed Church) for lands described as Part of Lot 3, Concession 10 (Dereham), in the Town of Tillsonburg, to redesignate a portion of the subject lands to facilitate the development of a community facility (place of worship) on the subject lands;
2. And further, that Council approve the attached Amendment Number 349 to the County of Oxford Official Plan as well as the enacting by-law 6784-2026.

REPORT HIGHLIGHTS

- The application for Official Plan Amendment proposes to redesignate a portion of the subject lands from 'Low Density Residential' and 'Open Space' to 'Community Facility' to facilitate the development of a place of worship.
- Planning staff are recommending that the application be supported as it is consistent with the policies of the Provincial Planning Statement (PPS) and maintains the intent and purpose of the Official Plan respecting community facilities and institutional uses within residentially designated areas.

IMPLEMENTATION POINTS

These applications will be implemented in accordance with the relevant objectives, strategic initiatives and policies in the Official Plan.

Financial Impact

The approval of this application will have no financial impact beyond what has been approved in the current year's budget.

Communications

In accordance with the requirements of the Planning Act, notice of complete application regarding this proposal was provided to surrounding property owners on November 11, 2025, and notice of public meeting was issued on November 25, 2025. At the time of writing this report, one letter of opposition had been received.

2023-2026 STRATEGIC PLAN

Oxford County Council approved the [2023-2026 Strategic Plan](#) on September 13, 2023. The Plan outlines 39 goals across three strategic pillars that advance Council's vision of "Working together for a healthy, vibrant, and sustainable future." These pillars are: (1) *Promoting community vitality*, (2) *Enhancing environmental sustainability*, and (3) *Fostering progressive government*.

The recommendations in this report supports the following strategic goals.

Strategic Plan Pillars and Goals

PILLAR 1	PILLAR 2	PILLAR 3
		
Promoting community vitality	Enhancing environmental sustainability	Fostering progressive government
Goal 1.2 – Sustainable infrastructure and development Goal 1.3 – Community health, safety and well-being		

See: [Oxford County 2023-2026 Strategic Plan](#)

DISCUSSION

Background

Owner: Thames Valley District School Board (TVDSB)
1250 Dundas Street, London, ON N5W 5P2

Applicant: Hope Reformed Church of Tillsonburg c/o Theo Bouwheer
20 Hunter Crescent, Tillsonburg, ON N4G 5M9

Agent: Civic Planning Solutions Inc. c/o David Roe
61 Trailview Drive, Tillsonburg, ON N4G 0C6

Location:

The subject lands are described as Part of Lot 3, Concession 10 (Dereham), in the Town of Tillsonburg. The subject lands are located on the east side Cranberry Road, lying between Ostrander Road and Beckett Boulevard, and are municipally known as 20 Cranberry Road.

County of Oxford Official Plan:

Existing:

Schedule "T-1"	Town of Tillsonburg Land Use Plan	Residential and Open Space
Schedule "T-2"	Town of Tillsonburg Residential Density Plan	Low Density Residential

Proposed:

Schedule "T-1"	Town of Tillsonburg Land Use Plan	Community Facility
----------------	-----------------------------------	--------------------

Proposal:

The purpose of the application for Official Plan Amendment is to redesignate a vacant portion of the subject lands (lot to be severed) to facilitate the development of a new place of worship. Thames Valley District School Board as the owner of the lands, has conditionally sold a 1.2 ha (3 ac) portion of their landholding to Hope Reformed Church. Applications for zone change and consent have also been submitted to rezone the lands and sever them from the larger land holding, consisting of 26.5 ha (65.5 ac).

Surrounding land uses (of the lot to be severed and re-designated) include future residential development on the retained lands to south and east (currently in agricultural production), a watercourse and natural heritage features to the north, and low density residential development to the west, across Cranberry Road.

Plate 1 – Location Map with Existing Zoning illustrates the location of the subject property and the existing zoning in the immediate vicinity.

Plate 2 – 2020 Aerial Map, provides an aerial view of the subject lands.

Plate 3 – Applicant's Sketch, provides the dimensions of the subject lands and outlines the proposed lands to be redesignated, rezoned, and severed to facilitate the development of the place of worship.

Comments

2024 Provincial Planning Statement (PPS)

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.

As per Section 2.1.6 of the PPS, planning authorities should support the achievement of complete communities by:

- accommodating an appropriate range of mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated childcare facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;
- improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and
- improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

Section 2.3 of the PPS outlines that healthy, liveable, and safe communities are sustained by promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term and cost-effective development patterns and standards to minimize land consumption and servicing costs.

Section 2.3.1 directs that settlement areas shall be the focus of growth and development. Further, according to Section 2.3.1.2, land use patterns within settlement areas shall be based on densities and a mix of land uses which efficiently use land, resources, existing and planned infrastructure, and public service facilities. Further, 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 prioritizing planning and investment in the necessary infrastructure and public service facilities.

County of Oxford Official Plan

The subject lands are located within the 'Low Density Residential' designation according to the Town of Tillsonburg Residential Density Plan, as contained in the Official Plan. The northwest corner of the lot to be severed is designated 'Open Space' according to the Town of Tillsonburg Land Use Plan.

Low Density Residential Districts are those lands that are primarily developed or planned for a variety of low-rise, low density housing forms including both executive and smaller single detached dwellings, semi-detached, duplex, and converted dwellings, street-fronting townhouses, and other, similar forms of development. Within these areas, it is intended that there will be a mixing and integration of different forms of housing to achieve a low overall density of use. Furthermore, to facilitate the provision of conveniently and appropriately located neighbourhood serving uses and supportive amenities which enhance the quality of the residential environment.

Open Space areas within Settlements include lands identified as being regulatory floodplain areas, public lands, pathways, and linkages between natural heritage features. In this instance, the open space designation reflects the historical use of the lands and surrounding natural heritage and hazard features.

Section 8.5.1 recognizes the important role of all institutions in meeting existing and future social services, health care, and education needs. The policies set out to minimize the potential effect of community facilities on adjacent neighbourhoods, recognize the changing nature of major community facilities, ensure that sufficient land and space is available to meet the demand, and recognize the opportunity to re-use surplus institutional properties.

Section 8.5.3 permits Minor Institutional Uses, such as schools, churches and daycare facilities as ancillary uses in the Residential Area designations. Further, the policies indicate that some Minor Institutional uses are also permitted within the Service Commercial, Central Area and Industrial Area designations.

Section 8.5.3.2 specifically outlines the criteria required for churches as a minor institutional use and the sensitive integration within Residential Areas. The policies:

- limit the size of the church complex to approximately 650 m² (7,000 ft²) of gross floor area in the Residential Area designation. Proposals for churches larger than this shall be considered a major religious institution under the Community Facilities designation and subject to the policies of Section 8.5.2;
- will ensure that buildings are sufficiently set back from adjacent residential uses to minimize potential adverse effects associated with the bulk, scale or layout of the buildings;
- will require fencing and/or landscaping buffering to reduce adverse effects of activity areas and visual intrusion on adjacent land uses;
- may require the paving of parking areas and driveway to prevent the raising of dust;
- will require on-site stormwater management;
- will ensure that light spill-over or glare from any source including signs onto adjacent residential uses will be mitigated by such means as directed lighting.

The Community Facility designation in Section 8.5.2 intends to provide for large scale institutional, cultural and recreational uses which serve residents throughout the Town, the southern part of Oxford County, and surrounding municipalities. Uses such as hospitals, recreational facilities, cultural and educational facilities, religious institutions, and nursing homes are types of permitted uses in the Community Facility designation. In addition to these uses, all forms of institutional uses permitted in Residential Areas include elementary and secondary schools, churches, day care facilities, and public uses (such as emergency services) are also permitted.

Proposals to amend the Official Plan for new community facilities are evaluated on the following:

- community facilities are generally located on an arterial or collector road;
- compatible with surrounding land uses, with regard to height, setbacks, parking requirements, site coverage and the layout of buildings;
- potential effect of traffic from the proposed use;
- availability of utilities and sewer and water facilities to service the site; and
- effect of the use on environmental resources.

Site plan control will be required for uses in the Community Facilities designation to assess the development criteria noted above.

[**Town of Tillsonburg Zoning By-law**](#)

The subject lands are zoned 'Future Development Zone (FD)' and it is proposed that the proposed land to be severed be rezoned to 'Major Institutional Zone (IN2)' to permit a place of worship.

The 'IN2' Zone permits a variety of uses including an arena or community centre, funeral home, fire, police or ambulance station, medical centre, nursing home, and any use permitted in the 'Minor Institutional Zone (IN1)', which includes a place of worship. The proposed lot would meet the applicable IN2 Zone provisions.

[**Agency Comments**](#)

Town of Tillsonburg Fire Department, Tillsonburg Hydro and Canada Post had no objections or concerns relating to the proposal.

Town of Tillsonburg Engineering Department indicated they had no concerns respecting the proposed official plan amendment application, but indicated that standard conditions of approval would be provided for the future consent application to create the subject parcel.

County of Oxford Public Works Department indicated no concern with the proposal and noted that sanitary and water service are being installed for the proposed place of worship as part of the Cranberry Road reconstruction project.

[**Town of Tillsonburg Council**](#)

Town of Tillsonburg Council recommended support of the proposed Official Plan Amendment and Consent applications and approved 'in principle' the proposed Zone Change Application at their November 24, 2025, meeting.

Planning Analysis

The purpose of the Application for Official Plan Amendment is to facilitate the severance of a vacant parcel of land for the development of a church (Hope Reformed Church of Tillsonburg) on the east side of Cranberry Road.

Provincial Planning Statement (PPS) 2024

Planning staff have reviewed the proposal under the policy direction of the PPS and of the opinion that the proposal is consistent with the policies of the PPS respecting development within settlement areas and the efficient use of existing land and infrastructure.

Official Plan

The proposed re-designation of a portion of the subject lands from 'Low Density Residential' to 'Community Facility' is considered appropriate to accommodate an institutional use to meet existing and future community needs.

The proposal is in keeping with the policies of the Community Facility designation. The proposed use is permitted in the Community Facility designation, and the proposed development is located on an arterial road (Cranberry Road). The surrounding lands are designated 'Low Density Residential' and zoned 'Future Development Zone (FD)', with the southeasterly portion identified in the Official Plan as a potential future school and park location, however the lands are not currently the subject of any development proposals. The proposed location of the lot to be severed for the church will provide adequate frontage to accommodate the church, while also ensuring the retained lands maintain sufficient frontage to allow for their appropriate development for residential purposes in the future.

The proposed church will have a floor area of approximately 1,300 m² (14,000 ft²) and no relief from the standard IN2 zoning provisions (e.g. parking, setbacks, lot coverage etc.) is being requested. As such, staff are generally satisfied that the proposed use and building will be compatible with the surrounding land uses with respect to height, building setbacks, on-site parking, and lot coverage and that any other specific site design considerations (e.g. buffering, screening, access, drainage etc.) can be appropriately addressed through the required site plan approval process.

County and Town Engineering/Public Works staff have reviewed the use with respect to traffic and municipal servicing and are of the opinion that Cranberry Road, being an arterial road, will be able to accommodate the expected traffic generated from the development and that any impact to local roads will be minimal. As noted by County Public Works, water and sanitary services are being installed to the subject lands as part of the Cranberry Road reconstruction project, scheduled to be completed in 2026. Further site design review will be completed through the required site plan approval process.

Additionally, the proposal to redesignate the small northwest portion of the lot severed from Open Space to Community Facility does not impact any natural heritage features or areas subject to natural hazards and is in keeping with the intent and purpose of the applicable Official Plan policies.

As such, staff are satisfied that the proposal complies with the policies contained in Section 8.5.2.1 for new and expanding Community Facility designations.

CONCLUSIONS

In light of the foregoing, Planning staff are satisfied that the proposed development is consistent with the policies of the Provincial Planning Statement and is in-keeping with the strategic initiatives and objectives contained in the Official Plan. As such, staff are satisfied that the applications can be given favourable consideration.

SIGNATURES

Report author:

Original Signed By

Amy Hartley
Development Planner

Departmental Approval:

Original Signed By

Eric Gilbert, MCIP, RPP
Manager of Development Planning

Original Signed By

Paul Michiels
Director of Community Planning

Approved for submission:

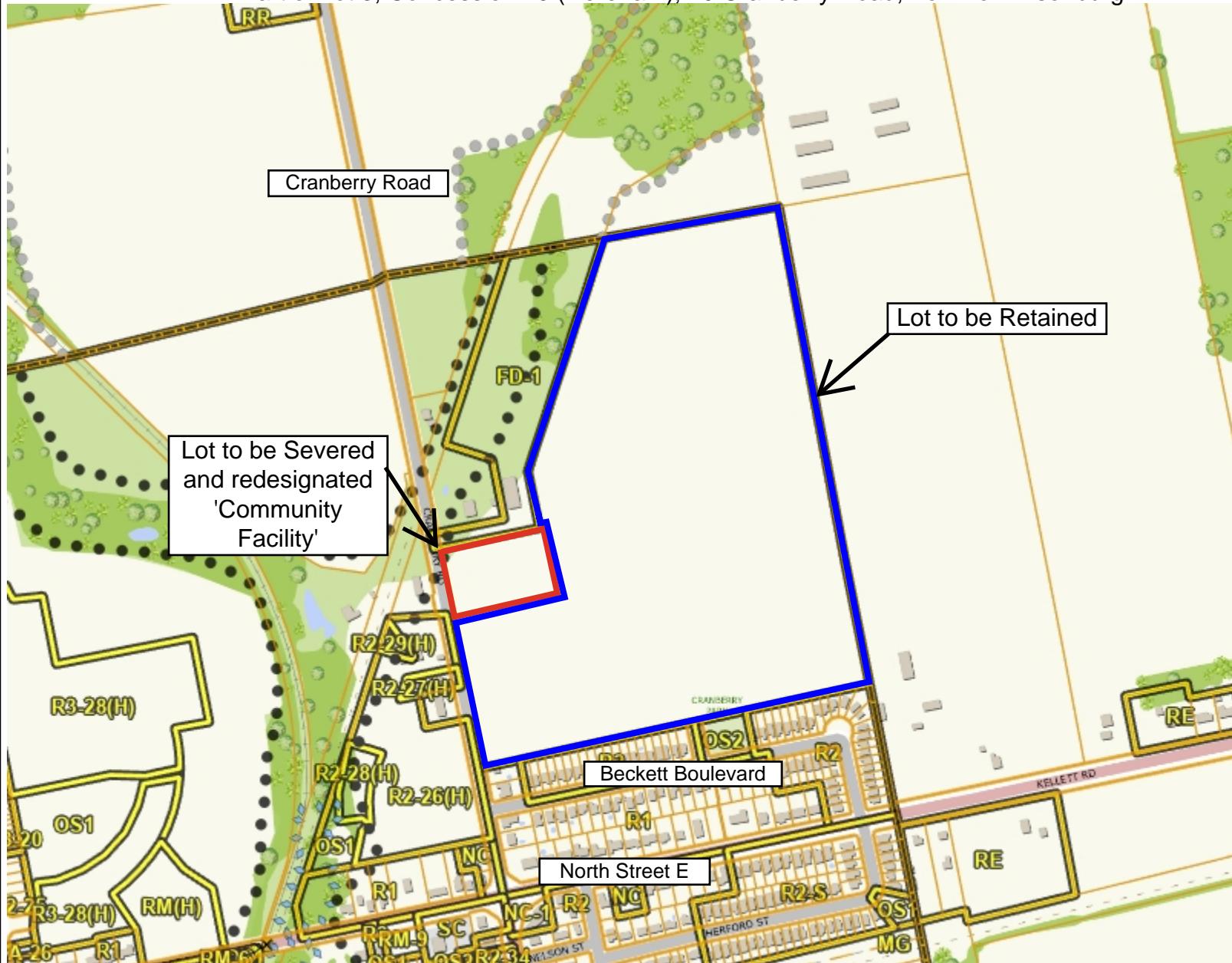
Original Signed By

Benjamin R. Addley
Chief Administrative Officer

ATTACHMENTS

- Attachment 1 – Plate 1, Location Map with Existing Zoning
- Attachment 2 – Plate 2, 2020 Aerial Map
- Attachment 3 – Plate 3, Official Plan Designation
- Attachment 4 – Plate 4, Applicant's Sketch
- Attachment 5 – Letter of Objection dated November 21, 2025
- Attachment 6 – Official Plan Amendment, OPA 349

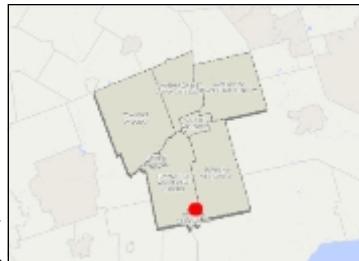
Plate 1: Location Map with Existing Zoning
 File Nos.: OP25-18-7, B25-49-7 & ZN7-25-09 (Thames Valley District School Board)
 Part of Lot 3, Concession 10 (Dereham); 20 Cranberry Road, Town of Tillsonburg



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



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

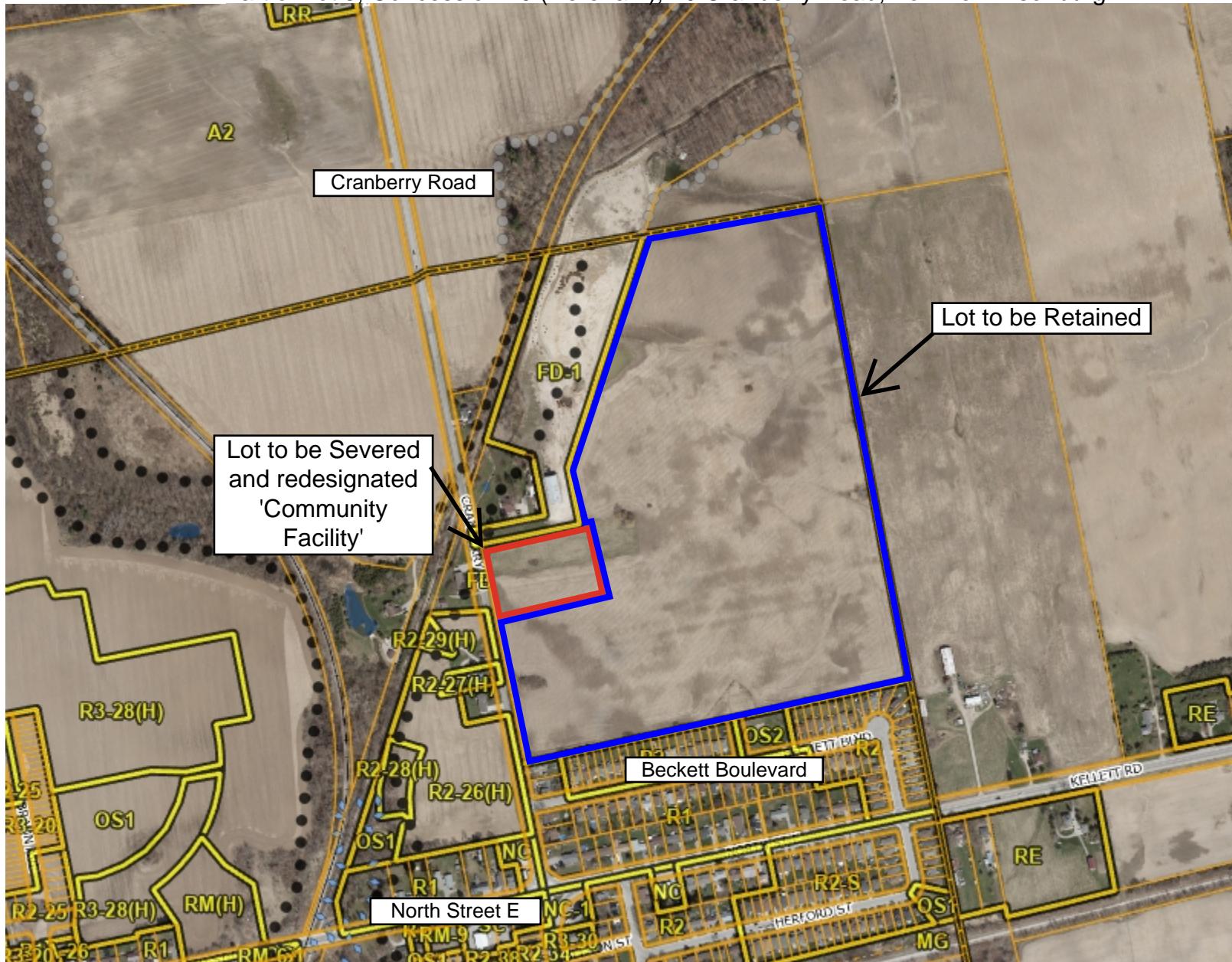
September 23, 2025

 Oxford County
Growing stronger together

Plate 2: 2020 Aerial Map

File Nos.: OP25-18-7, B25-49-7 & ZN7-25-09 (Thames Valley District School Board)

Part of Lot 3, Concession 10 (Dereham); 20 Cranberry Road, Town of Tillsonburg



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

November 26, 2025



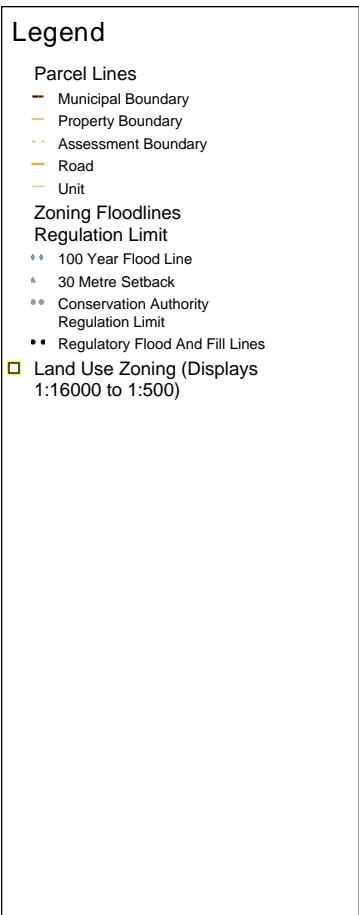
0

192

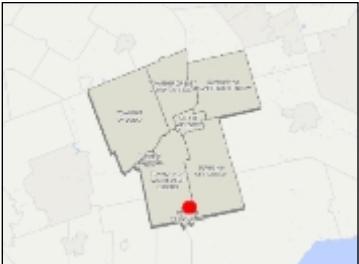
383 Meters



NAD 1983 UTM Zone 17N



Notes



SKETCH

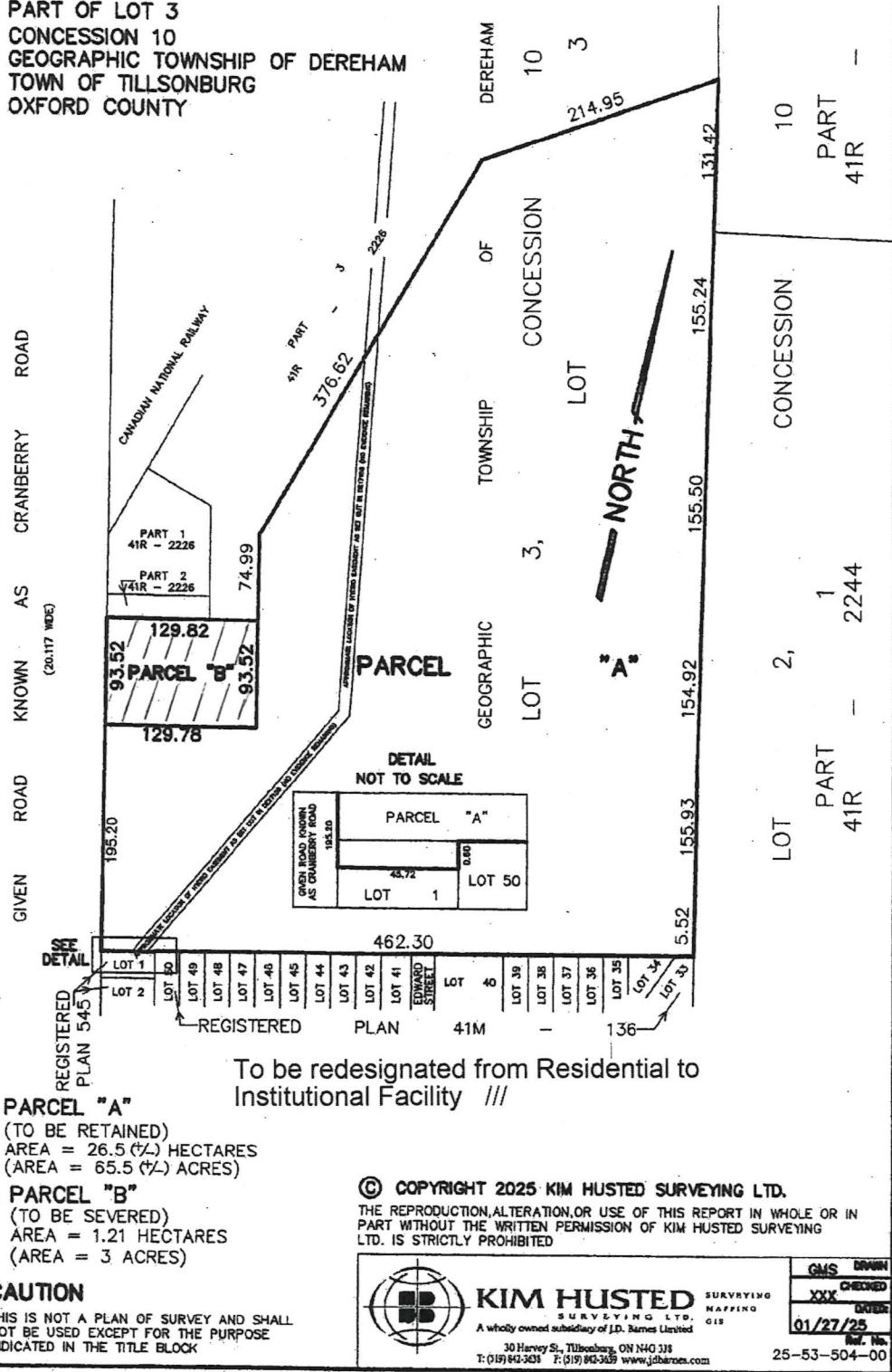
**PREPARED ILLUSTRATING PROPOSED SEVERANCE
FOR: HOPE REFORMED CHURCH OF TILLSONBURG
NOT TO SCALE**

PROPERTY DESCRIPTION:

PART OF LOT 3

CONCESSION 10

GEOGRAPHIC TOWNSHIP OF DEREHAM
TOWN OF TILLSONBURG
OXFORD COUNTY



PARCEL "A"

PARCEL A
(TO BE RETAINED)

(TO BE RETAINED)
AREA = 26.5 (+/-) HECTARES
(AREA = 65.5 (+/-) ACRES)

PARCEI "B"

PARCEL B
(TO BE SEVERED)

(TO BE SEVERED)
AREA = 1.21 HECTARES
(AREA = 3 ACRES)

CAUTION

THIS IS NOT A PLAN OF SURVEY AND SHALL
NOT BE USED EXCEPT FOR THE PURPOSE
INDICATED IN THE TITLE BLOCK

© COPYRIGHT 2025 KIM HUSTED SURVEYING LTD

© OCTOBER 2023 KIM HUSTED SURVEYING LTD.
THE REPRODUCTION, ALTERATION, OR USE OF THIS REPORT IN WHOLE OR IN
PART WITHOUT THE WRITTEN PERMISSION OF KIM HUSTED SURVEYING
LTD. IS STRICTLY PROHIBITED



KIM HUSTED
SURVEYING LTD.

A wholly owned subsidiary of J.D. Barnes Limited
30 Harvey St., Tilsonburg, ON N4G 3J8

YING NG	GMS XXX 01/27/25	DRAIN CHECKED DAKER
	Ref. No. 25-53-504-00	

Plate 3: Applicant's Sketch

File Nos.: OP 25-18-7, B25-49-7 & ZN 7-25-09 (Thames Valley District School Board)
Part of Lot 3, Concession 10 (Dereham); 20 Cranberry Road, Town of Tillsonburg

Amy Hartley

From: shannon collins [REDACTED]
Sent: Friday, November 21, 2025 2:20 PM
To: Planning
Subject: File OP 25-18-7 Hope reform church

You don't often get email from [REDACTED]. [Learn why this is important](#)

Hello

I wanted to share in writing that myself and my husband are against this zoning change. We do not feel like this development is in the best interests of our neighbourhood.

Thanks
Shannon Collins

COUNTY OF OXFORD

BY-LAW 6784-2026

BEING a By-Law to adopt Amendment Number 349 to the County of Oxford Official Plan.

WHEREAS, Amendment Number 349 to the County of Oxford Official Plan has been recommended by resolution of the Council of the Town of Tillsonburg and the County of Oxford has held a public meeting and has recommended the Amendment for adoption.

NOW THEREFORE, the County of Oxford pursuant to the provision of the Planning Act, R.S.O. 1990, as amended, enacts as follows:

1. That Amendment Number 349 to the County of Oxford Official Plan, being the attached explanatory text, is hereby adopted.
2. This By-Law shall come into force and take effect on the day of the final passing thereof.

READ a first and second time this 14th day of January, 2026.

READ a third time and finally passed this 14th day of January, 2026.

MARCUS RYAN,

WARDEN

LINDSEY MANSBRIDGE,

CLERK

AMENDMENT NUMBER 349
TO THE COUNTY OF OXFORD OFFICIAL PLAN

the following Plan designated as Schedule "A", attached hereto, constitutes
Amendment Number 349 to the County of Oxford Official Plan.

1.0 PURPOSE OF THE AMENDMENT

The purpose of the Amendment is to re-designate certain lands in the Town of Tillsonburg from 'Low Density Residential' and 'Open Space' to 'Community Facility', to facilitate the development of a place of worship.

2.0 LOCATION OF LANDS AFFECTED

This Amendment applies to lands located at Part of Lot 3, Concession 10 (Dereham), in the Town of Tillsonburg. The lands front on the east side of Cranberry Road lying between Ostrander Road and Beckett Boulevard and are municipally known as 20 Cranberry Road, Town of Tillsonburg.

3.0 BASIS FOR THE AMENDMENT

The amendment has been initiated to re-designate certain lands in the Town of Tillsonburg from 'Low Density Residential' and 'Open Space' to 'Community Facility', to facilitate the development of a place of worship.

It is the opinion of Council that the amendment is consistent with the policies of the Provincial Planning Statement (PPS) as the development represents an efficient use of land and municipal services within a fully serviced settlement area and will support the development of complete communities by providing for the development of a large scale institutional use which will serve residents of the Town of Tillsonburg and surrounding area.

The proposed place of worship is larger than what is permitted for minor institutional uses in Residential Areas as noted in Section 8.5.3.2 of the Official Plan. As such, Council is satisfied that redesignating the lands as Community Facility to facilitate the development of a place of worship, being approximately 1,300 m² (14,000 ft²) is considered appropriate.

Council is further satisfied that the proposal is appropriate as it is located on an arterial road (Cranberry Road) which is able to appropriately accommodate the anticipated traffic. The surrounding land uses are predominantly residential and future development lands and Council is satisfied that the proposed church will be compatible with current land uses, and will not compromise the ability to accommodate future planned residential development within the area. Further, the proposal to redesignate the small northwest portion of the lot severed from Open Space to Community Facility does not impact any natural heritage features or areas subject to natural hazards and is in keeping with the intent and purpose of the applicable Official Plan policies.

In light of the foregoing, it is the opinion of Council that the proposed Official Plan Amendment is consistent with the policies of the PPS and supports the objectives and strategic initiatives of the Official Plan respecting institutional uses.

4.0 DETAILS OF THE AMENDMENT

- 4.1 That Schedule "T-1" – Town of Tillsonburg Land Use Plan, is hereby amended by changing the land use designation of those lands identified as 'ITEM 1' on 'Schedule A' attached hereto from 'Open Space' to 'Community Facility'.
- 4.2 That Schedule "T-1" – Town of Tillsonburg Land Use Plan, is hereby amended by changing the land use designation of those lands identified as 'ITEM 2' on 'Schedule A' attached hereto from 'Residential' to 'Community Facility'.
- 4.3 That Schedule "T-2" – Town of Tillsonburg Residential Density Plan, is hereby amended by removing the designation of Open Space from those lands identified as 'ITEM 1' on 'Schedule A'
- 4.4 That Schedule "T-2" – Town of Tillsonburg Residential Density Plan, is hereby amended by removing the designation of Low Density Residential from those lands identified as 'ITEM 2' on 'Schedule A'
- 4.5 That Schedule "T-3" – Town of Tillsonburg Leisure Resources and School Facilities Plan, is hereby amended by removing the designation of Open Space from those lands identified as 'ITEM 1' on 'Schedule A'

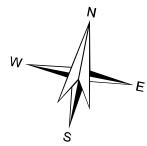
5.0 IMPLEMENTATION

This Official Plan Amendment shall be implemented in accordance with the implementation policy of the Official Plan.

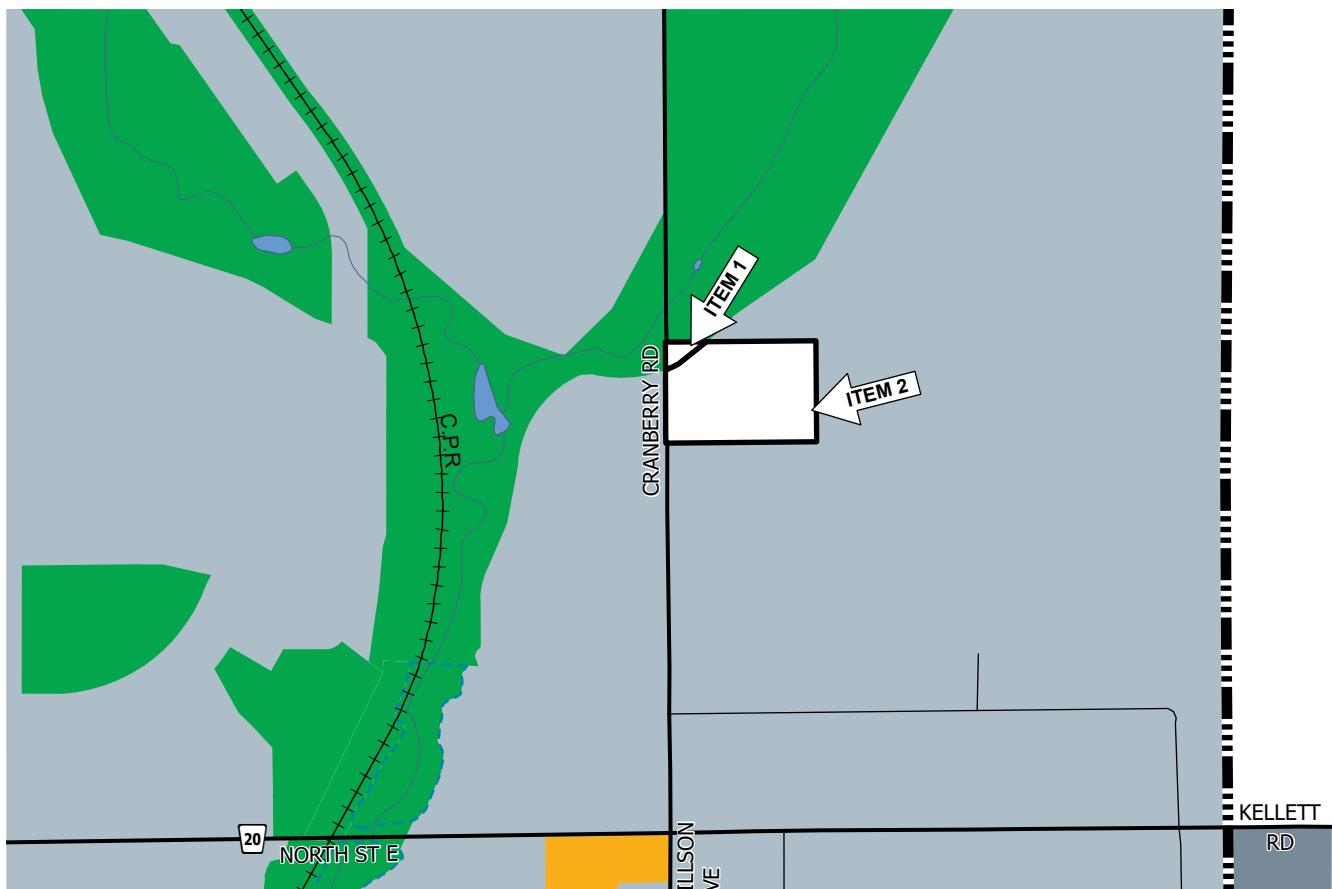
6.0 INTERPRETATION

This Official Plan Amendment shall be interpreted in accordance with the interpretation policy of the Official Plan.

SCHEDULE "A"
AMENDMENT No. 349
 TO THE
COUNTY OF OXFORD
OFFICIAL PLAN
 SCHEDULE "T-1"
TOWN OF TILLSONBURG
LAND USE PLAN



Metres
 0 100 200



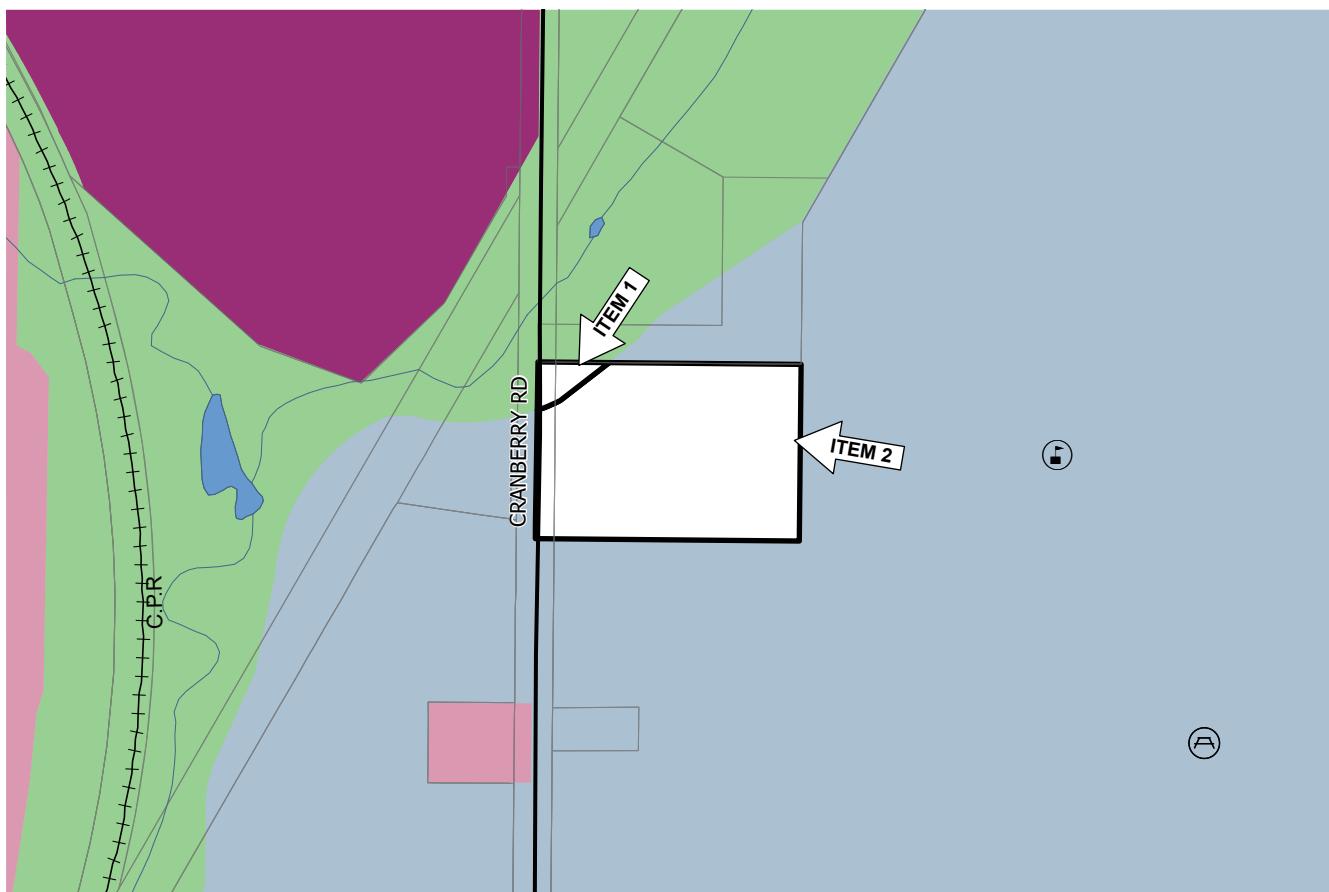
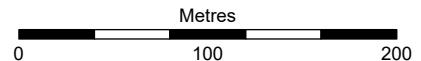
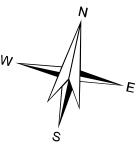
- AREA OF THIS AMENDMENT

- ITEM 1 - CHANGE FROM OPEN SPACE TO COMMUNITY FACILITY
- ITEM 2 - CHANGE FROM RESIDENTIAL TO COMMUNITY FACILITY

LAND USE PLAN LEGEND

	RESIDENTIAL
	SERVICE COMMERCIAL
	OPEN SPACE
	FUTURE URBAN GROWTH
	FLOODLINE

SCHEDULE "A"
AMENDMENT No. 349
 TO THE
COUNTY OF OXFORD
OFFICIAL PLAN
 SCHEDULE "T-2"
TOWN OF TILLSONBURG
RESIDENTIAL DENSITY PLAN



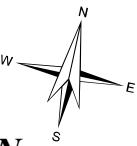
- AREA OF THIS AMENDMENT

ITEM 1 - REMOVE FROM OPEN SPACE
 ITEM 2 - REMOVE FROM LOW DENSITY RESIDENTIAL

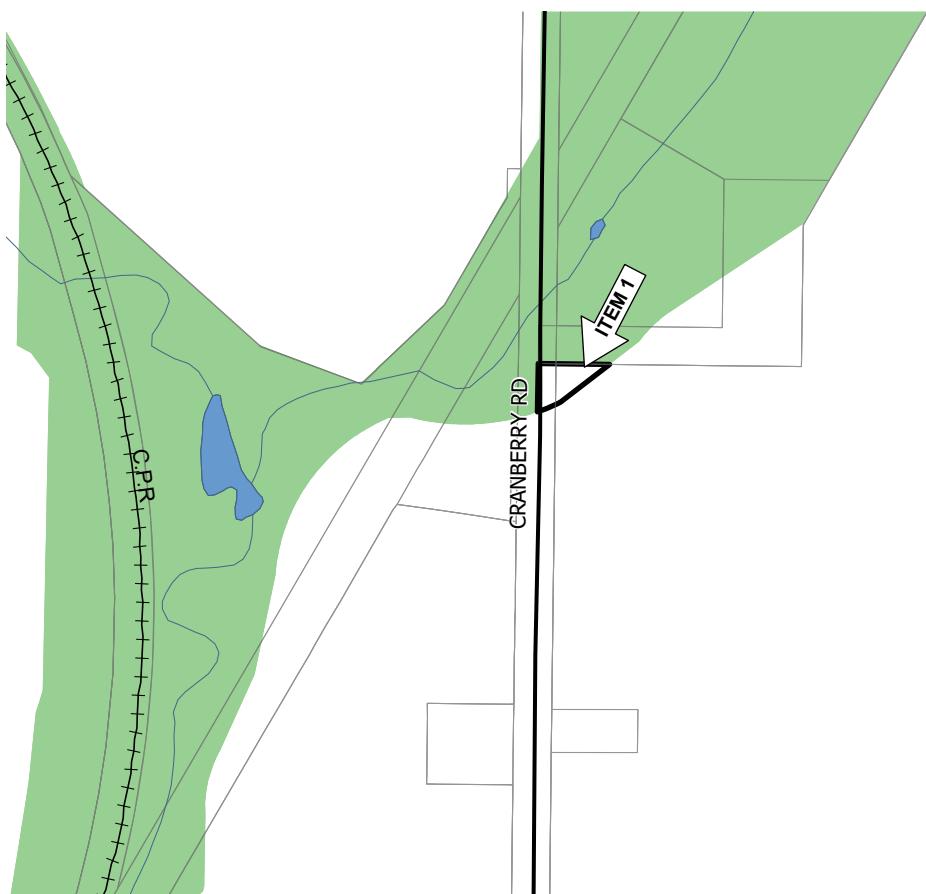
**RESIDENTIAL DENSITY PLAN
LEGEND**

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- OPEN SPACE
- PROPOSED PARK
- PROPOSED SCHOOL

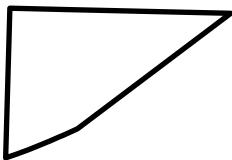
SCHEDULE "A"
AMENDMENT No. 349
 TO THE
COUNTY OF OXFORD
OFFICIAL PLAN
 SCHEDULE "T-3"
TOWN OF TILLSONBURG
LEISURE RESOURCES AND SCHOOL FACILITIES PLAN



Metres
 0 100 200



- AREA OF THIS AMENDMENT
 ITEM 1 - REMOVE FROM OPEN SPACE



LEISURE RESOURCES AND SCHOOL FACILITIES PLAN
LEGEND

- OPEN SPACE
- FLOODLINE