

To: Mayor and Members of Town of Tillsonburg Council

From: Amy Hartley, Development Planner, Community Planning

Application for Zone Change ZN 7-26-07 – Town of Tillsonburg (Parking Provisions)

REPORT HIGHLIGHTS

- At the regular Council meeting of April 13, 2026, Council directed staff to submit a zone change application to amend Table 5.24.2.1 – Parking Standards, to increase the required parking spaces for residential uses from 1.25 per dwelling unit to 1.5 per dwelling unit.
- This report analyzes the existing parking requirements, compares the parking rates of neighbouring and similar municipalities, reviews technical updates for clarification and proposes alternative provisions to facilitate Council's request.
- Planning staff are recommending approval of the proposed parking provision amendments to implement visitor parking and increase required parking for residential dwelling developments comprised of 10 units or less.

DISCUSSION

BACKGROUND

APPLICANT: Corporation of the Town of Tillsonburg
10 Lisgar Avenue, Tillsonburg, ON N4G 5A5

LOCATION:

The proposed amendment will apply to all lands within the Town of Tillsonburg.

PROPOSAL:

The Town of Tillsonburg Council at their regular Council meeting of April 13, 2026, directed staff to submit a zone change application "to amend Table 5.24.2.1 – Parking Provisions, Land Use Category: Residential Uses, Number of Vehicle Parking Spaces Required from 1.25 per dwelling unit to 1.5 per dwelling unit."

On June 17, 2025, through a housekeeping amendment (ZN 7-25-01) Council approved a reduction to the parking provisions within the Town for a residential unit in a portion of a non-residential building, multiple unit dwelling or apartment dwelling to require 1.25 parking spaces per dwelling unit plus accessible parking requirements rather than 1.5 parking spaces per dwelling unit. This change was based on more recent developments within the Town that were approved

and constructed and were more reflective of the parking requirements that have been provided for these types of developments. These changes were proposed after consultation with Planning, Building, By-law and Engineering staff.

Through the subject application Planning staff have undertaken a review of recent development applications and approvals and neighbouring and similar municipalities parking rates and requirements. As such, the proposed amendments are summarized in the table below and the compiled information from other municipalities is appended to this report.

Section	Proposed Amendment	Type of Amendment (Technical/Clarifying)
Table 5.24.2.1 – Parking Standards	• separate parking provisions for developments containing less/more than 10 units	Technical
Table 5.24.2.1 – Parking Standards	• increase parking requirement for developments containing 10 units or less to 1.5 spaces per dwelling unit	Technical
Table 5.24.2.1 – Parking Standards	• maintain the requirement for 1.25 spaces for developments containing more than 10 units plus visitor parking	Technical – new requirement for visitor parking
Table 5.24.2.1 – Parking Standards	• change wording to note that accessible parking is included in the total parking requirements as per Section 5.24.2.3	Clarifying
Section 5.24.2.2 – Visitor Parking	• require visitor parking for developments with more than 10 units at a rate of 1 additional space for every 10 required parking spaces	Technical – new requirement for visitor parking
Section 5.24.2.4 – Tandem Parking	• specify that tandem parking is limited to not more than two parking spaces within an individual driveway	Clarifying
Section 5.24.2.5 – Electric Vehicle Charging Facilities	• new provision to clarify that where electric vehicle charging is added or proposed in a parking lot that these spaces do not count towards the total required parking	Technical/Clarifying
Table 5.24.3 – Location and Setback Requirements for Parking Areas	• Allow accessible and visitor parking to be located in the front yard within the RM, RH and R3 zone except for street fronting townhouses	Technical

Plate 1, Comparison Table of Parking Rates for Neighbouring and Similar Municipalities, provides data from other municipalities Zoning By-law with respect to parking rates for various residential uses.

APPLICATION REVIEW

PLANNING ACT

Section 2 of the Planning Act identifies the provision of a full range of housing, and the orderly development of safe and healthy communities as a matter of Provincial interest.

2024 PROVINCIAL PLANNING STATEMENT

The Provincial Planning Statement is a policy statement issued under Section 3 of the Planning Act which applies to all decisions in respect of the exercise of any authority that affects a planning matter made on or after October 20, 2024. The following outlines the key PPS policies that have been considered but is not intended to be an exhaustive list.

Section 2.1 of the PPS directs that planning authorities should support the achievement of complete communities by accommodating an appropriate range and mix of land uses, housing options, transportation options with multi-modal access, employment, public service facilities and other institutional uses to meet long-term needs, improve social equity and overall quality of life for people of all ages, abilities and incomes, including equity-deserving groups.

Section 2.2 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 (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; and
- d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.

Section 2.3.1, General Policies for Settlement Areas, directs that Settlement Areas shall be the focus of growth and development. Further, 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.

OFFICIAL PLAN

Section 2.1 of the Official Plan sets out various Planning Principles, which indicate that growth and development will be focused within settlements and their vitality and regeneration will be promoted. Further, it states that the majority of growth will be directed to settlements with centralized wastewater and water supply facilities to minimize risks of contamination to air, land, surface water and groundwater, to preserve agricultural land and to reduce the per capita and per unit costs of public service facilities and infrastructure. The Official Plan also notes that 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 of planned infrastructure and public service facilities, support active transportation and existing of planned transit, are freight-supportive, minimize negative impacts to air quality and climate change and promote energy efficiency.

Growth Management Policies are contained in Section 4 of the Official Plan. These policies provide that appropriate areas will be identified and designated to accommodate projected growth during the planning period of this Plan while respecting County objectives to preserve prime agricultural areas and environmental resources. County Council and Area Councils will establish sufficient servicing levels for designated growth areas to allow for a variety of land uses, promote efficient land utilization and minimize potential impacts on environmental and agricultural resources.

Subsection 8.2.2.5 – RESIDENTIAL INTENSIFICATION AND REDEVELOPMENT notes that residential intensification is permitted in appropriate locations within the Residential and Central Areas of the Town, subject to complying with the policies of the associated land use designations pertaining to the density, form, and scale of residential development being proposed. It is not intended that residential intensification will occur uniformly throughout the Town. The location, form and intensity of residential intensification will be determined by the policies of the various land use designations, with the intention of permitting smaller scale developments, such as individual infill lots, in areas designated as Low Density Residential and directing larger scale projects to areas designated as Medium and High Density Residential and the Central Area.

Residential intensification and compact urban form shall be facilitated through appropriate zoning standards and Town Council may consider the use of reduced municipal infrastructure requirements and lot standards on a site or area specific basis, provided that such standards are still in keeping with the overall objectives of the Plan.

Sections 8.2.4.1.4 (All Infill Proposals) and Section 8.2.5 (Medium Density Residential Areas) require that adequate off-street parking and outdoor amenity areas will be provided. Additionally, when considering new High Density Residential development as per Section 8.2.6 site-specific criteria assesses whether adequate off-street parking and outdoor amenity areas can be provided.

Section 8.2.7 outlines Site Design Policies for Multiple Unit Residential Development which provides direction for the situating and design of buildings, driveways and parking areas, pedestrian activity, landscaping, play and recreational opportunities, utilities and operational facilities, and safety/comfort, such as:

Section 8.2.7.2 specifically notes that communal parking areas should generally be not more than 45 metres (150 feet) from the units they are intended to serve and where significant numbers of communal parking spaces are situated beyond this distance, drop-off facilities close to building entrances should be provided. Separate and distinct visitor parking areas will be provided.

Section 10.3.5 establishes that the zoning by-law is the primary means of implementing this the policies of this Plan. The zoning by-law defines the uses permitted in specific locations within a municipality and the specific development standards relating to those uses.

ZONING BY-LAW

The Town of Tillsonburg Zoning By-law was passed on April 14, 2008, and recently underwent a significant housekeeping amendment to reflect updated legislation and Provincial Planning policy in April of 2024. During this amendment the required parking for a residential unit in a portion of a non-residential building, multiple unit dwelling or apartment dwelling was decreased from 1.5 parking spaces per dwelling unit to 1.25 parking spaces per dwelling unit.

Section 5.24.5 of the Zoning By-law provides an exception for parking space requirements in the Central Commercial Zone (CC). Notwithstanding the minimum parking requirement within Table 5.24.2.1;

- no additional parking space shall be required for any change of use within an existing building; and
- for uses located within a building or portion of a building constructed after the date of passing of the By-law, the minimum parking requirements set out in Table 5.24.2.1 shall be applied at a rate of 50%, with some further exceptions, including for residential uses.

AGENCY COMMENTS

Town of Tillsonburg Development Commissioner noted that the zoning by-law was recently amended and questioned whether any development have been constructed with the reduced rate and whether there was any evidence to suggest that the reduced rate has caused negative impacts on private property or resulted in surcharging/loading of parked vehicles on municipal rights-of-way.

Tillsonburg BIA does not support the proposed change to increase to 1.5 spaces per residential unit. Additionally, the BIA recommended the implementation of a decided Commercial Parking Policy tailored to the downtown core to foster economic development, downtown vitality and urban infill. As well as, requesting clarification on the effective date of any approved changes, to reduce the required parking for the StationView Development to 0.75 spaces per residential unit. The full motion from the Board is appended to this report.

Town of Tillsonburg Chief Building Official commented on the draft provisions and reviewed them in context to interpretation and by-law enforcement. The comments have been reflected in the draft provisions.

PUBLIC CONSULTATION

In accordance with the *Planning Act*, notice of complete application and notice of public meeting were published in the newspaper regarding this proposal on August 27, 2026.

Planning Analysis

The changes proposed within the Zoning By-law respecting the parking provisions contained within Section 5.24 can be outlined in two general categories:

1. Clarifying; and
2. Technical Changes or Amended/New Provisions.

Clarifying

These modifications are classified as minor modifications that would not change the intent of any section but clarifying what the intended meaning or interpretation is. Most of the modifications have been identified by staff or proponents as being confusing or not consistent with the historical interpretation of the by-law.

For example, currently the Table in Section 5.24.2.1 states that multi-unit dwellings shall have 1.25 space per dwelling unit 'plus' accessible parking in the total parking requirements per Section 5.24.2.3. However, Section 5.24.2.3 states that accessible parking is 'as part of' the total parking requirement. The wording within Section 5.24.2.1 has been updated to clarifying that accessible parking is included in the total parking requirement as per the *Accessibility for Ontarians with Disabilities Act* which outlines the requirements for accessible parking to be provided. The effect of this change would be that accessible parking requirements are considered as part of the regular required parking rather than being in addition to regular parking spaces.

Technical Changes or Amended/New Provisions

As a result of Council's resolution which directed staff to submit a zone change application to amend the parking provisions for multiple unit dwellings, other provisions have also been reviewed to ensure that they align with current development and patterns of use.

New provisions that are being proposed through this amendment include; provisions for Electric Vehicle Charging Facilities and identifying that these charging facilities do not count towards the total required parking spaces, and the inclusion of visitor parking as a requirement for developments that are more than 10 units at a rate of 1 additional parking space for every 10 spaces required.

Other changes included a requirement for development with less than 10 dwelling units within the multiple dwelling unit category for parking calculations to provide 1.5 parking spaces per dwelling unit. Planning staff are of the opinion that this amendment will satisfy Council's request by requiring more parking for smaller developments.

Additionally, Planning staff are proposing that the parking rate of 1.25 per dwelling unit for multiple dwelling unit development be maintained for developments with more than 10 units, however, a new visitor parking requirement be introduced at a rate of 1 visitor parking space for every 10 required parking spaces. This provision will require more parking for larger residential developments that may have an increased number of visitors that could not be typically accommodated through on-street parking in the immediate vicinity due to their location on collector or arterial roads which often do not have on-street parking. Based on a review of neighbouring and similar municipalities (attached as Plate 1) this parking rate aligns with other municipal zoning by-laws. Based on feedback from Town staff it was determined that signage for visitor spaces will not be required at this time and will be the developer's responsibility to decide

if any parking spaces would be specifically designated for visitor parking. Planning staff note that this provision will be monitored and could be amended in the future if needed.

It is noted for Council that the amended provisions will apply to developments that have existing approvals which did not request a parking reduction and have not commenced construction or submitted for building permit approval. This may require those approved developments to seek further planning relief from the Zoning By-law provisions if the new parking rate cannot be accommodated in their proposed design. The following applications have been approved since June 16, 2025, when the parking rate was reduced which will need to comply with the new parking rates:

Application/address	# of units	Proposed parking	New parking required	Deficiency
31 Earle Street (ZN 7-24-01)	47 units	~71 spaces	64 spaces	Meets new provisions
1 Walnut Drive (ZN 7-25-11)	16 units	22 spaces	22 spaces	Meets new provisions
75 Hale Street (ZN 7-26-05)	28 units	37 spaces	38 spaces	1 additional space

For Council's information, only one planning application has requested a variance to the 1.25 parking spaces per dwelling unit for an apartment dwelling unit. Council approved 1 space per dwelling unit for the Tillsonburg Non-Profit Housing Corporation development at 288 Tillson Avenue.

Planning staff consider the suggested modifications to maintain a rate of 1.25 parking spaces per dwelling unit for multiple dwelling unit development but requiring visitor parking for these type of residential developments an appropriate balance between requiring more parking spaces and area to address issues relating to congestion resulting from on street parking and permitting and facilitating residential intensification throughout the Town to increasing housing supply and density, while minimizing housing cost.

Other methods that can be explored by Council to alleviate on street congestion include restricting on-street parking or only allowing parking on one side of Town owned rights-of-way, increase parking enforcement or require residential parking permits for on-street parking, and maintaining appropriate front yard setbacks to ensure that new residential driveways can accommodate off-street parking without impeding into the municipal right-of-way.

Based on the foregoing, staff are satisfied that the proposed amendments to the parking provisions will provide additional parking supply for compact and more dense developments while also maintaining PPS direction to permit and facilitate all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents and all types of residential intensification. The proposed amendments will provide an appropriate balance between Official Plan policies respecting the creation of complete communities, residential intensification, which efficiently use land and resources while also being transit-supportive, and ensuring that appropriate zoning standards are in place respecting adequate off-street parking.

Planning staff are satisfied that the draft by-law is consistent with the policies of the Provincial Planning Statement and are in keeping with the policies of the Official Plan. As such, Planning staff are recommending approval of the proposed amendments.

RECOMMENDATIONS

It is recommended that the Council of the Town of Tillsonburg approve the zone change application (ZN 7-26-07), submitted by the Town of Tillsonburg, to introduce parking amendments to the Town Zoning By-law No. 3295 as described in Report CP 2025-287.

SIGNATURES

Authored by: *Original Signed By*

Amy Hartley
Development Planner

Approved for submission: *Original Signed By*

Eric Gilbert, MCIP, RPP
Manager of Development Planning

Parking Requirements (minimum number of spaces)

	Residential (single detached)	Residential (semi/duplex)	Residential (townhouse)	Residential (apartment)	Visitor
St Thomas	1 per dwelling unit	1 per dwelling unit	1.25 per dwelling unit	1.25 per dwelling unit	N/A
Aylmer	2 per dwelling unit	2 per dwelling unit	1.4 per dwelling unit (stacked), 2 per dwelling unit (street)	1 per dwelling unit	N/A
Norfolk County	2 per dwelling unit	2 per dwelling unit	2 per dwelling unit	1.5 per dwelling unit	1 visitor/ 3 units
Haldimand County	2 per dwelling unit	2 per dwelling unit	1.5 per dwelling unit	1.25 per dwelling unit	
Woodstock	2 per dwelling unit	2 per dwelling unit	1.5 per dwelling unit	1.5 per dwelling unit (1 per dwelling unit in downtown)	1 visitor/ 10 units
Ingersoll	2 per dwelling unit	2 per dwelling unit	2 per dwelling unit (street fronting)	1.5 per dwelling unit	N/A
Stratford	2 per dwelling unit	2 per dwelling unit	1.5 per unit (2 per dwelling unit for street townhouse)	1.25 per dwelling unit	0.25 visitor/ dwelling unit
Orangeville	2 per dwelling unit	2 per dwelling unit	1.5 per dwelling unit	1.5 per dwelling unit	N/A
Owen Sound	1 per dwelling unit	1 per dwelling unit	1.25 per dwelling unit (1 per dwelling unit street fronting)	1.25 per dwelling unit	N/A
Brantford	1 per dwelling unit	1 per dwelling unit	1 per dwelling unit (1.5 per dwelling unit for block townhouse)	1.5 per dwelling unit	0.15 visitor/ dwelling unit
Strathroy	3 per dwelling unit	1.5 per dwelling unit	1.5 per dwelling unit	1.25 per dwelling unit	0.15 visitor/ dwelling unit
Township of Wilmot	2 per dwelling unit	2 per dwelling unit	2.5 per dwelling unit	1.5 per dwelling	N/A
Brant County	2 per dwelling unit	2 per dwelling unit	2 per dwelling unit, plus 0.35 visitor spaces per unit	1 per dwelling unit, plus 0.25 spaces per additional bedroom beyond a 1 bedroom	0.35 visitor spaces per unit
Port Colborne	1 per dwelling unit	1 per dwelling unit	1 per dwelling unit	1.25 per dwelling unit	N/A