

To: Mayor and Members of Tillsonburg Council

From: Marc Davidson, Senior Development Planner, Community Planning

Applications for Official Plan Amendment and Zone Change OP 24-06-7 and ZN 7-24-06 – Station View Developments Inc.

REPORT HIGHLIGHTS

- The purpose of the Official Plan Amendment and Zone Change applications is to facilitate a mixed-use development consisting of two groupings of buildings comprising up to 188 new residential units, together with approximately 1,592 m² (17,125 ft²) of commercial space in the Central Area of Tillsonburg.
- The Official Plan Amendment proposes to redesignate the subject lands from 'Entrepreneurial District' and 'Community Facility' to 'Entrepreneurial District' with special provisions to permit retail commercial uses and high-density residential land uses, with a proposed residential density of up to 215 units per hectare.
- The application for Zone Change proposes to rezone the lands from 'Special Major Institutional Zone (IN2-3)' and 'Entrepreneurial Zone (EC)' to 'Special Entrepreneurial Zone (EC-12)'. The proposed zoning includes several modifications to the standard provisions of the 'EC' Zone to facilitate the proposed development.
- The proposal is consistent with the relevant policies of the Provincial Planning Statement and supports the strategic initiatives and objectives of the Official Plan respecting residential development and commercial uses in the Central Area and can be supported from a planning perspective.

DISCUSSION

Background

OWNER:

Station View Developments Inc.
P.O. Box 365, Otterville, ON N0J 1R0

AGENT:

G. Douglas Vallee Limited
2 Talbot Street North, Simcoe, ON N3Y 3W4

LOCATION:

The subject lands are an entire block of land in the downtown area of Tillsonburg that is flanked on the north by Venison Street West, to the south by Bridge Street West, to the west by Rolph Street and to the east by Bidwell Street. The lands are legally known as Lots 797-801, 849-854, Part Lot 797A and 855, Part of Coon Alley and Part 1 of 41R-54113, Parts 1 and 2 of 41R-7407, Part 1 of 41R-8786 in the Town of Tillsonburg, and are municipally known as 25, 33, 29 Venison Street West, 135 and 139 Bidwell Street, and 130, 132, 140 Rolph Street.

COUNTY OF OXFORD OFFICIAL PLAN:

Existing:

Schedule "T-1"	Tillsonburg Land Use Plan	Entrepreneurial District (westerly portion) [Section 8.3.2.3.2.3 Specific Development Policies Entrepreneurial District] Community Facility (easterly section)
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Proposed

Schedule "T-1"	Tillsonburg Land Use Plan	Entrepreneurial District with special provisions permitting increased density
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TOWN OF TILLSONBURG ZONING BY-LAW NO. 3295:

Existing Zoning: Special Major Institutional Zone (IN2-3) (easterly section)
Entrepreneurial Zone (EC) (westerly section)

Proposed Zoning: Special Entrepreneurial Zone (EC-12)

PROPOSAL:

The County of Oxford and the Town of Tillsonburg have received applications for an Official Plan Amendment and Zone Change to facilitate the development of two groupings of buildings that would comprise of up to 188 new residential units (including 25 townhouse units and 163 apartment units), together with approximately 1,592 m² (17,125 ft²) of commercial space. Most of the amenity area for the residential units is proposed to be in the centre of the site.

The applicant proposes to redesignate the subject lands to 'Entrepreneurial District' with special provisions that would include the above noted commercial space and allow for a residential density on the entire site of approximately 215 units per hectare.

Building A is a proposed mixed-use residential and commercial building that consists of three components:

1. five 2-storey townhouses fronting onto Bidwell Street; one 2-storey townhouse unit fronting onto Venison Street; and commercial space fronting onto Venison Street, with an apartment building facing Bidwell Street;
2. Commercial space and an apartment dwelling fronting onto Bridge Street; and
3. 3 townhouses and apartment dwelling facing Rolph Street, commercial space at the corner of Venison and Rolph Street, and two townhouse units facing Venison Street.

The proposed maximum height for Building A is 35 m (approximately 115 feet).

Building B is a proposed 3-storey (7 unit) multi-residential block (stacked townhouses) to be located on the north section of the property, fronting onto Venison Street. The proposed maximum height for Building B is 14 m (approximately 46 feet).

The applicant proposes to rezone the subject lands from 'Special Major Institutional Zone (IN2-3)' and 'Entrepreneurial Zone (EC)' to 'Special Entrepreneurial Zone (EC-12)' with the following proposed modifications to the standard provisions of the EC Zone:

- Include art gallery; assembly hall; automated banking machine; bakeshop; bar or tavern; convenience store; eating establishment excluding a drive-through facility, a market, (including an outdoor patio/terrace and pop-up style food vending as part of the market); farm produce retail outlet; fitness club; liquor, beer, and/or wine store; market; retail food store; and retail store as additional permitted uses;
- Define a Stacked Townhouse (Multiple Unit Dwelling) as “a dwelling of two or more storeys in height and containing four or more dwelling units, which may have direct access at street level and/or a common shared entrance at street level or above the first floor which the occupants have the right to use in common (halls and/or stairs and/or elevators and yards)”;
- Define the lot line abutting Bridge Street as the front lot line;
- Reduce the Minimum Rear Yard Depth to 2.5 m (8.2 ft);
- Increase the allowable projection of canopies, balconies, terraces, steps and other protrusions either mechanical functional or decorative for the Rear Yard and Exterior Side Yard to permit a nil setback to the rear or exterior side lot line;
- Allow for a Combined Maximum Lot Coverage of 55% (Residential and Non-Residential Uses);
- Allow for a Combined Minimum Landscaped Open Space of 30% (Residential and Non-Residential Uses);
- Increase the Maximum Height of Apartment Dwelling to 35 m (114.8 ft);
- Increase the Maximum Height of Multiple Unit Dwelling to 14 m (45.9 ft);
- Reduce the required Minimum Amenity Area to 10 m² per Residential Unit (inclusive of private balconies/terraces, shared roof terraces, outdoor courtyard space and interior shared amenity space);
- Reduce the required Children’s Play Area to a combined total of 40m²;
- Reduce the required parking provisions to:
 - 1 space per 20 m² for eating establishment;
 - 1 space per 40m² for all other non-residential uses;
 - 1.2 spaces per residential dwelling unit;
- For Multiple Unit Dwellings and Apartment Dwellings:
 - remove the provision for Maximum Number of Dwellings per Lot;
 - remove the provision for Minimum Lot Area per Residential Unit;
 - allow for a Minimum Front Yard Depth of 0 m;
 - allow for a reduced Exterior Side Yard Depth of 3.0 m (9.84 ft);

- allow for underground parking;
- For Non-Residential Uses:
 - allow for an Exterior Side Yard Depth of 3.0 m (9.84 ft);
- To allow for pillars and other ceiling support elements to project a maximum of 0.3 m (0.98 ft) into a required parking space.

The subject property is approximately 0.89 ha (2.2 ac) in area. Surrounding land uses include residential uses to the north and east; the Station Arts Centre situated south of the site; and institutional uses including a place of worship and Woodingford Lodge LTC to the west.

A Planning Justification Report (PJR), Transportation Impact Statement and Parking Study, Functional Servicing Report, and Shadow Impact Analysis were completed in support of the applications.

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

Plate 2 – 2020 Aerial Map provides an aerial image of the subject lands and the surrounding area.

Plate 3 - Applicant's Sketch, illustrates the proposed concept for the site, as submitted by the Applicant.

Plate 4 – Municipally-owned parking within proximity to the proposed Station View Project, illustrates the existing Municipally-owned parking opportunities, as submitted by the Applicant.

Application Review

2024 PROVINCIAL PLANNING STATEMENT (PPS)

The Provincial Planning Statement is a policy statement issued under Section 3 of the Planning Act that came into effect on October 20, 2024. The PPS 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.

Chapter 1, Introduction, states that a prosperous and successful Ontario will also support a strong and competitive economy that is investment-ready and recognized for its influence, innovation and diversity. Ontario's economy will continue to mature into a centre of industry and commerce of global significance. Central to this success will be the people who live and work in this province.

Chapter 2 focuses on fostering sustainable, inclusive and competitive communities by ensuring well planned growth that meets the needs of current and future populations. Section 2.1 establishes the importance of maintaining sufficient land for housing and employment growth, supporting diverse land uses, and creating complete communities that are accessible and equitable.

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.

Section 2.8.1 Supporting a Modern Economy, outlines that Planning authorities shall promote economic development and competitiveness by providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs. It also encourages intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities.

Section 2.9 Energy Conservation, Air Quality and Climate Change, directs that Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approached that:

- a) support the achievement of compact, transit-supportive, and complete communities;
- b) incorporate climate change considerations in planning for and the development of infrastructure, including stormwater management systems and public service facilities;
- c) support energy conservation and efficiency;
- d) promote green infrastructure, low impact development and active transportation, protect the environment and improve air quality; and
- e) take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the impacts of a changing climate.

Chapter 3 Infrastructure and Facilities, establishes that infrastructure and public service facilities shall be provided in an efficient manner while accommodating projected needs.

Section 3.1 outlines that planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they:

- a) are financially viable over their life cycle, which may be demonstrated through asset management planning;

- b) leverage the capacity of development proponents, where appropriate; and
- c) are available to meet current and projected needs.

Further, before consideration is given to developing new infrastructure and public service facilities;

- a) the use of existing infrastructure and public service facilities should be optimized; and
- b) opportunities for adaptive re-use should be considered, wherever feasible.

Section 3.6 Sewage, Water and Stormwater, notes that planning for sewage and water services shall accommodate forecasted growth in a timely manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services.

Section 3.9, Public Spaces, Recreation, Parks, Trails and Open Space, outlines that healthy, active and inclusive communities should be promoted by:

- a) planning public streets, spaces and facilities to be safe, meet the needs of persons of all ages and abilities, including pedestrians, foster social interaction and facilitate active transportation and community connectivity;
- b) planning and providing for the needs of persons of all ages and abilities in the distribution of a full range of publicly accessible building and natural settings for recreation, including facilities, parklands, public spaces, open spaces areas, trails and linkages, and, where practical, water based resources;

OFFICIAL PLAN

The subject lands are currently designated Entrepreneurial District (westerly section) and Community Facility (easterly section) as per Schedule "T-1" of the Official Plan. The applicant proposes to change the designation for the entire site to a special provision Entrepreneurial District which proposes to permit additional retail commercial uses and increased densities of 215 units per hectare.

Section 2.1 of the Official Plan speaks to Planning Principles and outlines that growth and development will be focused in 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.

The Official Plan indicates that intensification will be promoted in appropriate locations within settlements, particularly those serviced by centralized wastewater and water supply facilities, in accordance with the applicable policies of this Plan. The Plan includes a minimum target of 15 percent of all new residential dwelling units are to be developed through residential intensification within built-up areas of the Town.

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 which will allow 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.

Subsection 8.3.2.3.2.3 Specific Development Policies outlines that within the area on the subject property currently designated Entrepreneurial District, permitted uses will include High Density Residential use on this specific site. High Density Residential development will be in accordance with Section 8.2.6

Subsection 8.2.6 – High Density Residential Areas provides criteria for those areas that are planned for a limited range of intensive large-scale, multiple unit forms of residential development. This designation shall be applied in a localized and site-specific manner in locations where high-density high-rise development can:

- result in the preservation of features of the natural environment which may otherwise be compromised with more dispersed low-rise development, or
- result in the efficient use of land which may be difficult to develop at a lower residential density due to the presence of environmental constraints and the costs of mitigating such constraints, or
- constitute community landmarks or reference points, or
- support the viability and functionality of the Central Area.

The height and density limitations applicable to the various forms of development allowed in the High-Density Residential area shall be determined on the basis of the nature, character and scale of adjacent land uses. Height and density limitations will be specified in the Zoning By-law and may vary from location to location. Unless there are specific site or area characteristics which favour higher limits, net residential densities will normally not exceed 111 units per hectare (45 units per acre).

In addition to areas predominantly composed of existing or planned High Density Residential development as identified on Schedule T-2, any further designations will be consistent with the following location criteria:

- sites which abut arterial or collector roads will have direct access to the arterial or collector road;

- on vacant or under-utilized sites adjacent to development which is already built at medium or high densities;
- close to shopping, recreation, cultural and community facilities;
- within or near the periphery of the Central Area in accordance with the policies of Section 8.3.4.

High Density Residential development will generally be discouraged adjacent to Low Density Residential development except where such low-density development is proposed for redevelopment to higher density land uses or where considerable separation between the low-density area and the proposed high density development exists.

The vision for the Central Area is articulated in Section 8.3.2.1. In the future, the Central Area of the Town of Tillsonburg will remain as the most functionally diverse area of the Town and will serve as the primary business, cultural and administrative centre. The commercial core of the Central Area will remain a viable regional retail shopping district capable of meeting the day to day and specialty needs of residents of the Town as well as serving the southern part of Oxford County and portions of Elgin and Norfolk Counties. At the same time the Central Area will increasingly serve as a people place and will have increased day and night activity through the introduction of residential development within and near the Central Area and through better integration of the Central Area with the wider community. A strategic objective of the Official Plan is to increase the residential population living within and in the vicinity of the Central Area. The creation of mixed-use buildings and residential intensification is supported.

New buildings and spaces will reflect a human scale of development which results in a significantly enhanced pedestrian environment. The heritage resources of the Central Area will be protected through heritage conservation and enhanced through new development which respects nearby heritage buildings.

Section 8.3.2.3.2.2- POLICIES FOR REDEVELOPMENT AND NEW DEVELOPMENT OF VACANT LAND provides review criteria for new development proposals within the Entrepreneurial District, as contemplated by this application. Review criteria include:

- compatibility-appropriate buffering measures are incorporated into the development to minimize potential incompatibilities with adjacent residential uses;
- existing municipal services and community facilities are adequate to accommodate the development;
- adequate off-street parking shall be provided;
- site plan control will be applied to redevelopment and new development to ensure compatibility with adjacent residential uses.

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 Official Plan.

Subsection 8.3.2.2.6 – PARKING AND TRANSPORTATION includes an objective to provide a safe, convenient, efficient and integrated transportation system which will promote cycling and walking in the Central Area while continuing to provide adequate facilities to meet vehicular needs within the area. The policies also provide that except where exempted in the Zoning By-law, the amount and location of parking required to support the various functions of the Central Area is appropriate yet encourages the increased use of bicycles and walking. In this regard Town Council:

- will establish appropriate parking standards, including requirements for barrier free parking in appropriate locations;
- will consider shared parking arrangements involving the joint use of parking facilities by various uses;
- may establish areas exempted from providing parking when new development occurs;
- will provide sufficient short-term and longer-term parking facilities for the Central Area;
- may investigate and, if appropriate, implement measures to permit overnight parking for residential uses in the Central Area in municipal parking facilities;
- may provide designated parking spaces for horse and buggy as required;
- will consider municipal by-laws affecting on-street parking when reviewing parking requirements for individual developments in the Central Area;
- may permit increased height or density within the Central Area in accordance with the bonus zoning provisions of Section 10, Implementation Measures.

The policies of this section also direct Town Council to maintain a cash-in-lieu or parking by-law to permit a cash payment to the Town in lieu of all or part of the Zoning By-law requirements for parking as permitted by the Planning Act. Money generated shall be used for the payment of interest and principal on any municipal debenture for parking facilities, acquisition of lands and/or the provision of additional municipal parking or for improvements to existing municipal parking facilities. Town Council will consider the following factors when reviewing cash-in-lieu of parking applications:

- the parking surplus or deficiency in the surrounding area;
- site constraints which prevent or constrain the provision of parking;
- potential impacts of on-site parking on pedestrian movement or activity;
- potential over-development of the site;
- alternative parking arrangements available in the surrounding area;

Permitted uses in the Entrepreneurial District include residential units in association with a commercial, institutional or business use are also permitted.

Subsection 8.3.2.3.2.2 Policies for Redevelopment and New Development of Vacant Land outlines that Low and Medium Density Residential development shall be in accordance with the policies of Sections 8.2.4 and 8.2.5.

TOWN OF TILLSONBURG ZONING BY-LAW NO.3295

The site is presently zoned 'Special Major Institutional Zone (IN2-3)' and 'Entrepreneurial District (EC)'. The existing Institutional zoning permits a nursing home and retail outlet, business office, or eating establishment accessory to a permitted use. This zoning also permits a maximum number of residential suites of up to 120 units. The zoning also includes a number of special provisions that were approved to implement a previous proposal for a five storey retirement home, located on the eastern portion of the site.

The applicant proposes to rezone the subject lands from 'Special Major Institutional Zone (IN2-3)' and 'Entrepreneurial Zone (EC)' to 'Special Entrepreneurial Zone (EC-12)' with the following proposed modifications to the standard provisions of the EC Zone:

- Include art gallery; assembly hall; automated banking machine; bakeshop; bar or tavern; convenience store; eating establishment excluding a drive-through facility, including a market (an outdoor patio/terrace and pop-up style food vending as part of the market);

farm produce retail outlet; fitness club; liquor, beer, and/or wine store; market; retail food store; and retail store as additional permitted uses;

- Define a Stacked Townhouse (Multiple Unit Dwelling) as “a dwelling of two or more storeys in height and containing four or more dwelling units, which may have direct access at street level and/or a common shared entrance at street level or above the first floor which the occupants have the right to use in common (halls and/or stairs and/or elevators and yards)”;
- Define the lot line abutting Bridge Street as the front lot line;
- Reduce the Minimum Rear Yard Depth (abutting Venison St) to 2.5 m (8.2 ft);
- Increase the allowable projection of canopies, balconies, terraces, steps and other protrusions either mechanical functional or decorative for the Rear Yard and Exterior Side Yard to permit a nil setback to the rear or exterior side lot line;
- Allow for a Combined Maximum Lot Coverage of 55% (Residential and Non-Residential Uses);
- Allow for a Combined Minimum Landscaped Open Space of 30% (Residential and Non-Residential Uses);
- Increase the Maximum Height of Apartment Dwelling to 35 m (114.8 ft);
- Increase the Maximum Height of Multiple Unit Dwelling to 14 m (45.9 ft);
- Reduce the required Minimum Amenity Area to 10 m² per Residential Unit (inclusive of private balconies/terraces, shared roof terraces, outdoor courtyard space and interior shared amenity space);
- Reduce the required Children’s Play Area to a combined total of 40 m²;
- Reduce the required parking provisions to:
 - 1 space per 20 m² for eating establishment;
 - 1 space per 40 m² for all other non-residential uses;
 - 1.2 spaces per residential dwelling unit;
- For Multiple Unit Dwellings and Apartment Dwellings:
 - remove the provision for Maximum Number of Dwellings per Lot;
 - remove the provision for Minimum Lot Area per Residential Unit;
 - allow for a Minimum Front Yard Depth of 0 m;
 - allow for a reduced Exterior Side Yard Depth of 3.0 m (9.84 ft);
- For Non-Residential Uses:
 - allow for an Exterior Side Yard Depth of 3.0 m (9.84 ft);
- To allow for pillars and other ceiling support elements to project a maximum of 0.3 m (0.98 ft) into a required parking space.

AGENCY COMMENTS

Canada Post has reviewed the proposal for the above noted Development and has determined that the completed project will be serviced by centralized mail delivery provided through Canada Post Community Mailboxes AND by the multi-unit policy serviced by developer/owner installed Lock Box Assembly. Multi-unit buildings and complexes (residential and commercial) with a common lobby, common indoor or sheltered space, require a centralized lock box assembly which is to be provided by, installed by, and maintained by the developer/owner at the owner’s expense. Buildings with 100 units or more MUST have a rear loading Lock Box Assembly with dedicated secure mail room

Tillsonburg Hydro indicated that they require 6-meter clearance between the existing high voltage pole line conductors to any new structures/buildings along Venison St W. The existing pole is offset from property line by 3 meters therefore any new building fronting Venison St W including

any balcony, overhang, roof extension etc. must be offset minimum 3 meters from the property line to ensure clearances are met.

Southwestern Public Health requests notification if the following types of facilities are considered for this Land Use: food premises, recreational water facilities, or personal service settings along with the submission of applicable floor plans prior to construction of these facilities.

Downtown Tillsonburg BIA passed a motion that the Board of Management supports the Zone Change and Official Plan Amendment for the Station View Developments Inc. proposal as presented.

Town of Tillsonburg Water/Wastewater indicated that all services from previous lots should be terminated at the main.

Town of Tillsonburg Recreation, Culture & Parks provided the following comment:

Based on the submission, it appears that the proposal is requesting reductions in Amenity Area and Children's Play Area as follows:

- Amenity Area: reduction of 5,455 m² requested.
- Children's Play Area: reduction of 68.5 m² requested.

The Town of Tillsonburg Recreation, Culture & Parks (RCP) Director is reviewing options for how to mitigate this requested relief and would be happy to discuss this with the applicant. The Town of Tillsonburg will calculate the Cash-in-Lieu of Parkland amount required.

Town Building and Planning Services indicated that the Town of Tillsonburg Finance Department will calculate the Cash-in-Lieu of Parking amount required once you confirm these numbers. Please identify the location of snow storage and how it will be managed. Please provide as much information as possible on the proposed tenancy of the residential units.

Oxford County Public Works provided the following comments:

- All services from previous lots should be terminated at the mains.
- As stated in the FSR, County Public Works has indicated that sanitary capacity of the sewershed will be determined by means of flow testing at the capacity limiting pipe downstream of the subject lands. The flow monitoring is being conducted on a section of sanitary sewer running on Rolph Street from Hale Street to Washington Grand Avenue.
- Flow monitoring will be collected for 3 months (including the month of April 2024), and a report will be provided to demonstrate the available capacity. Email confirmation has been received that flow testing is in progress.

Tillsonburg Engineering Services Department provided the following comments:

- Stormwater Management (SWM) Plan will be required for Site Plan Approval. The SWM Plan shall analyze pre- and post-development conditions and address how the post-development flows are being controlled to match the pre-development values. The SWM Plan shall use the parameters outlined in the Tillsonburg Development Guidelines and Design Criteria which can be found here <https://www.tillsonburg.ca/town-hall/departments/engineering/developmentguidelines-design-criteria/>.
- Staff note that depending on the results of this SWM Plan, the site design – and therefore requested relief – may change.

PUBLIC CONSULTATION

Notice of Complete Application and Notice of Public Meeting regarding the applications for Official Plan Amendment and Zone Change were provided to surrounding property owners in accordance with the requirements of the Planning Act on June 17, 2024, and November 11, 2024, respectively. The statutory Public Meeting for the zone change was held as part of the Tillsonburg Town Council meeting on November 25, 2024.

A letter from an adjacent landowner was received noting objections with the proposal, stating that the lot would be better suited for a green space/farmers market location. It also notes concerns with amenities that would be required by the proposed development.

An email was also received which is attached to this report. In addition, a petition was received with approximately 45 signatures requesting that Council not approve the Station View Development Inc. proposal which is also attached to this report.

PLANNING ANALYSIS

The subject applications for Official Plan and Zoning amendments propose to facilitate the development of two buildings that would comprise of up to 188 new residential units, together with approximately 1,592 m² (17,125 ft²) of commercial space. The development is comprised of an entire block within the Central Area of Downtown Tillsonburg.

The applicant proposes to redesignate the subject lands to 'Entrepreneurial District' with special provisions that would include the above noted commercial space and allow for a residential density on the entire site of 215 units per hectare (87 units / ac).

In support of these applications the proponents have submitted a Transportation Impact Study and Parking Study, a Functional Servicing Report, a Planning Justification Report and a Shadow Study.

Transportation Impact Study and Parking Study

The applicant submitted a Transportation Impact Study (TIS) and Parking Study prepared by Paradigm Transportation Solutions. The study evaluated the impacts on the transportation network that could potentially result from the development of the subject lands and the surrounding neighbourhood. A total of 293 parking spaces will be provided in two underground floors with vehicular access provided through a driveway access to Rolph Street. To comply with the current zoning requirements the proposal would require 432 parking spaces.

It is the opinion of the Transportation Engineering Consultant that the proposed parking supply is considered adequate for the subject development based on alternative demand assessments, the potential for reducing parking demand and the availability of off-site parking for commercial/restaurant users.

Further conclusions of the report note:

- Existing Traffic Conditions: All study area intersections are currently operating at acceptable levels of service;
- Development Trip Generation: The proposed development is forecast to generate 93 morning peak hour trips and 201 peak evening trips;

- Background Traffic Conditions: All study area intersections are forecast to operate at acceptable levels of service under 2029 and 2034 background traffic conditions;
- Total Traffic Conditions: All study area intersections and the site driveway intersections are forecast to operate at acceptable levels of service under 2029 and 2034 total site conditions;
- Site Driveway: The site driveway intersection on Rolph Street is forecast to operate at satisfactory levels of service (Level A/B). An auxiliary southbound left-turn lane is not warranted on Rolph Street at the site driveway under 2029 or 2034 total traffic conditions.
- Parking Review: The proposed parking supply of 293 spaces is considered adequate based on alternative parking demand assessments, potential for reducing parking demand through transportation demand management measures and opportunity for shared parking, and the availability of proximate off-site parking.

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.

Town of Tillsonburg Cash in Lieu of Parking By-law No. 2649 and related appraisals

On November 8, 1993, Town of Tillsonburg Council passed By-law No. 2649 to fix requirements incidental to the approval by the Corporation of cash payments in lieu of providing required off-street parking accommodation.

The proposed development presently requires 432 parking spaces, while the applicant is proposing to provide 293 parking spaces. By-law 2649 outlines that cash in lieu of parking is required for all development within the area delineated as Schedule 'D'. Also within By-law are 2 calculations for determining the value of cash in lieu of parking. They are surface parking facilities (on-surface parking), and the second is a parking structure. Staff engaged the services of a certified land appraiser for the purposes of determining the value of land to complete both calculations.

In reviewing Schedule 'D' of the above noted by-law it was determined that a portion of the subject lands were situated within the area in which cash in lieu of parking was to be collected by the Town. Staff notes that this amount is typically collected at the time of site plan control. For the purposes of the calculation staff have determined that the centreline of Coon Alley (former road allowance, now closed) were the lands which would require cash in lieu of parking. This is 49.7% of the area of the proposed development.

The calculation for cash in lieu of parking is based on a number of factors including: current estimated construction cost of a parking space, the land area required for one parking space, the land value per square metre and the number of deficient parking spaces. The by-law also includes a discount factor.

Based on the formula as contained in the by-law, it was determined that the applicable cash in lieu of parking payment for the 139 deficient parking spaces, provided as surface parking would be \$343,310. If the spaces were to be constructed as covered parking, the amount would be \$1,899,490.

Staff recommend that the appropriate cash in lieu of parking payment would be \$170,625, which represents 49.7% of the total cost, consistent with the proportion of the property within the cash

in lieu of parking area as included in By-law No 2649. This amount is based on the parking deficiencies included in the proposal, the valuation of the land as determined by the appraisal, and based on a municipally owned surface parking lot that is typical within the downtown. This calculation will be revisited at the time of Site Plan Control and will be collected at that time.

Functional Servicing Report, G. Douglas Vallee Limited

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.

Shadow Impact Study, Martin, Simmons, Sweers Architects

A Shadow Impact Study was provided by Martin, Simmons, Sweers Architects to assess the impact of the proposed development on the surrounding neighbourhood. This study provided the following conclusions:

- The surrounding shadow impacts have been mitigated for the surrounding residents to the north. During the Spring and Fall equinox, there are little to no shadow impacts between the hours of 10:00 am and 2:00pm. There are brief periods of shadows cast before and after these intervals;
- During the Summer solstice there are no shadows cast upon the residential properties to the north;
- During the Winter solstice, long shadows can be expected due to the low angle of the sun at this time of the year, with the impacts on the amenity area of the properties immediately north being generally minimal;
- The study is considered favourable as there are limited shadow impacts, especially during the warmer seasons when people tend to enjoy the outdoors;
- The limited impacts that do occur are during the season where people do not spend a lot of time doing outdoor activities;
- This study confirms that the shadowing impacts are considered minimal and reasonable, particularly when compared to the average time people spend outdoors in the particular seasons.

Staff are satisfied that the proposed development will have minimal shadowing impact on the adjacent properties as outlined in the above analysis.

Official Plan and Zoning By-law Planning Justification Report, G. Douglas Vallee Limited

A Planning Justification Report was provided in support of the applications, which included the following analysis.

The public consultation originally conducted in 2022 resulted in a major redesign to reduce impacts, including the complete removal of surface area parking. The use of land is maximized to include high quality buildings and structures, private amenity space and public amenity space to encourage social interaction by those who will live in the development and those who live in the area.

There are minimal impacts on the few adjacent existing residential dwellings along Venison St West and Bidwell St. The Official Plan policies encourage the periphery to intensify with re-development and become the transitional area along the edge of the Central Area. The existing areas have not developed as envisioned by the Official Plan. New development in the periphery is anticipated to be the catalyst to inspiring re-development in the existing residential area. In the meantime, compatibility is achieved through the application of existing and proposed buffers in the form of physical separations, the existing tree canopy, proposed landscaping, building type and design elements. The design of the buildings implements strategic urban design elements to create an appropriate human scale interface with all sides of the municipal block, including the use of the existing pedestrian sidewalks. The intent of the planning policy is achieved through the proposed Official Plan and Zoning By-law amendments and the assurance that these design elements are implemented are further controlled through the site plan approval process.

Staff is of the opinion that the Planning Justification Report is consistent with the Provincial Planning Statement and provides a thorough justification for the proposed development.

Provincial Planning Statement

Planning Staff are of the opinion that the proposal is consistent with and supports the relevant policies of the Provincial Planning Statement as the proposed development is an efficient use of municipal services and lands within a designated settlement area. The proposed development contributes to an overall mix of housing types to accommodate current and future residents of the broader market area.

Further, the inclusion of commercial floor space will assist in providing for an appropriate range of employment uses within the mixed use development to meet the long-term needs of the Town in this regard.

The proposed development is also consistent with the provisions of the PPS that relate to healthy, active and inclusive communities with the provision of open space and planning and providing for the needs of persons of all ages and abilities.

Official Plan Amendment

The proposed Official Plan Amendment requests to redesignate the site from Entrepreneurial District (westerly section) and Community Facility (easterly section). The site is proposed to be redesignated to a special provision Entrepreneurial District which proposes to permit an increased density of 215 units per hectare and to permit a variety of retail commercial uses as outlined in the proposed Zoning By-law amendment.

Specific development policies for the subject lands are provided in subsection 8.3.2.3.2.3. For the subject lands, the following policies take precedence:

- within this area, permitted non-residential uses shall be restricted by the implementing zoning by-law to home base businesses, business and professional offices and medical or dental offices.
- Notwithstanding any policies of this Section to the contrary, within the area designated Entrepreneurial District on Schedule T-1, permitted uses will include High Density Residential on this specific site. High Density Residential development will be in accordance with Section 8.2.6.

The proposal requests to modify this provision of the Official Plan to allow a wider range of retail commercial uses as outlined in the corresponding zoning by-law amendment. The proposed development is situated adjacent to the Central Business District of Tillsonburg in an area where intensification should be promoted, particularly as these lands are serviced by centralized wastewater and water supply facilities. The compact form of the proposal, and its related features, will be facilitated by the corresponding zoning by-law amendment.

While the application proposes a density of 215 units per hectare, it is noted that portions of the site are currently designated for High Density Residential use and the development concept disperses the density through varying building types and units across the entire block, assisting to maintain compatibility with the adjacent land uses. The proposal represents a significant investment in the Central Area, and the mixed use development will support many of the Official Plan goals to increase residential density in the Central Area to support and increase the viability of the downtown. The proposal provides an excellent infill development that efficiently utilizes the existing infrastructure, public services, and recreational facilities to the benefit of both the Town and the future residents. Staff is supportive of the proposed modifications to both the permitted uses and densities as requested by the proponents.

Zoning By-law Amendment

The applicant proposes to rezone the subject lands from 'Special Major Institutional Zone (IN2-3)' and 'Entrepreneurial Zone (EC)' to 'Special Entrepreneurial Zone (EC-12)'

With regard to the additional retail commercial uses that have been requested, staff is of the opinion that with the inclusion of the residential uses, it is important to have a range and diversity of commercial uses available to address the needs of the additional residents. This will compliment the existing commercial uses that are in close proximity to Broadway and the principal retail and service area of the Town.

The modifications to the zoning standards also propose a number of provisions, including defining a Stacked Townhouse (Multiple Unit Dwelling), deeming the front lot line to be the lot line abutting Bridge Street, reducing the minimum rear yard and exterior side yard provisions. These proposed modifications are intended to assist with the interpretation of zoning provisions for the review of the development.

With regard to the request to increase the allowable projections for the apartment dwellings and townhouse dwellings, it is noted that these setbacks, if granted, will also be reviewed through the site plan approval process and building permit process once detailed building designs and site plans are prepared to ensure that concerns respecting spatial separation distances and required clearances to electrical conductors are satisfied.

The applicants have requested to increase the permitted lot coverage, reduce the minimum landscaped open space requirements and reduce the related amenity areas. The potential impacts of the increased lot coverage on municipal stormwater infrastructure will be mitigated through the detailed design of the site and the required stormwater management strategy, reviewed through the site plan approval process. The applicant will also be required to pay cash in lieu of parkland; this payment is intended to be utilized by the Town to establish, improve and expand existing park and recreational areas for the benefit of residents. Staff are also satisfied that there are a number of existing leisure and recreational amenities in proximity to the Central Area, including open spaces and the Veterans Memorial Trail which can be utilized by the

residents of this development, in addition to the private amenity area or central courtyard as proposed in the site design.

Staff have reviewed the proposed the reduction in parking standards and the Traffic Impact Statement and related Parking Study submitted in support of the applications. The study concluded that the reduction in required parking spaces from 432 parking spaces to 293 parking spaces is adequate based on alternative demand assessments, the expected reduced parking demand generated by the development, the proximity to the Central Area (rendering a private vehicle less important), and the availability of existing parking in both existing parking lots and on-street parking opportunities that exist in the area.

Further, the Town is considering lowering the parking requirements for a residential unit in a portion of a non-residential building, multiple unit dwelling, or apartment dwelling from 1.5 spaces per dwelling unit to 1.25 per dwelling unit, to be consistent with previous parking relief granted for multi-residential development throughout the Town. This reduction, proposed through the Town's Comprehensive Zoning Amendment (ZN 7-25-01), if approved by Council would reduce the required parking for the residential component from 282 spaces to 235 spaces. As noted above, it is recommended that the development be required to provide to cash in lieu of parking requirements associated with Tillsonburg By-law No 2649, payable at the time of site plan approval to provide funds for the Town to create additional parking supply in the Central Area.

As a result, Town staff and Planning staff are supportive of the reduction for the required parking provisions as there remains significant opportunities for parking in the downtown area, and the reduced parking requirements sought through this application have been successfully implemented elsewhere in the Town in locations that would be more dependent on private automobile use.

As part of the parking supply provided, the applicant is proposing a significant number of parking spaces provided by underground parking structures. As is typical for these uses, a zoning provision has been requested to allow encroachments into a required parking space for the columns, walls and support beams that are typical of such structures. The functionality of each space will be reviewed by staff through the site plan approval process.

Other requested zoning provisions seek to remove the provisions for the number of dwellings per lot, and the minimum lot area per residential unit. Staff is of the opinion that the removal of these provisions are acceptable as the density of the development will be limited through provisions included in the Official Plan Amendment and zoning by-law amendment.

Overall, this Office is supportive of the proposed modifications to the Zoning By-law as they represent appropriate deviations from the zoning by-law for a significant development as proposed, in an appropriate location in the Central Area. It is recommended that Holding Provisions be utilized (as has been the standard practice in the Town for High Density Residential developments) to ensure that all appropriate development agreements are in place prior to the issuance of any building permits.

Conclusions

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

RECOMMENDATIONS

1. That the Council of the Town of Tillsonburg advise County Council that the Town supports the application to amend the Official Plan (File No. OP24-06-7), submitted by Station View Development Inc., for lands legally described as Lots 797-801, 849-854, Part Lot 797A and 855, Part of Coon Alley and Part 1 of 41R-54113, Parts 1 and 2 of 41R-7407, Part 1 of 41R-8786, Town of Tillsonburg to re-designate the subject lands from Entrepreneurial District and Community Facility to Entrepreneurial District with special provisions to permit retail commercial uses and high-density residential land uses with a density of up to 215 units per hectare;
2. And further, that the Council of the Town of Tillsonburg approve in principle the zone change application (File No. ZN 7-24-06) submitted by Station View Developments Inc., for lands legally described as Lots 797-801, 849-854, Part Lot 797A and 855, Part of Coon Alley and Part 1 of 41R-54113, Parts 1 and 2 of 41R-7407, Part 1 of 41R-8786, Town of Tillsonburg, to rezone the lands 'EC-12, with appropriate Holding Zones, to facilitate the proposed mixed-use development;
3. And further, that Council of the Town of Tillsonburg direct staff to collect a cash in lieu of parking payment, based on the valuation of the cost to construct additional surface parking at the time of Site Plan Approval, as outlined in Report CP 2025-100.

SIGNATURES

Authored by:

"Original Signed by"

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