

To: Mayor and Members of Tillsonburg Council

From: Amy Hartley, Development Planner, Community Planning

Applications for Official Plan Amendment, Consent and Zone Change OP25-19-7, B25-49-7 and ZN 7-25-09 - Thames Valley District School Board

REPORT HIGHLIGHTS

- The application for Official Plan Amendment proposes to redesignate a portion of the subject lands from 'Low Density Residential' to 'Community Facility' to facilitate the development of a place of worship.
- The application for Consent proposes to sever a vacant parcel to facilitate the construction of a new church (Hope Reformed Church) in the Town of Tillsonburg. The parcel to be retained will remain vacant and no development is proposed at this time.
- The associated Zone Change proposes to rezone the severed parcel from 'Future Development Zone (FD)' to 'Major Institutional Zone (IN2)' to facilitate the development of the proposed place of worship.
- Planning staff are recommending that the applications be supported as they are consistent with the policies of the Provincial Planning Statement (PPS) and maintain the intent and purpose of the Official Plan respecting community facilities within residentially designated areas.

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.

OFFICIAL PLAN:

Existing:

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

Proposed:

Schedule "T-1"	Town of Tillsonburg Land Use Plan	Community Facility
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TOWN OF TILLSONBURG BY-LAW NO. 3295:

Existing Zoning: 'Future Development Zone (FD)'

Requested Zoning: 'Major Institutional Zone (IN2)'

SERVICES:

Lot to be Retained: none

Lot to be Severed: municipal water and municipal sanitary sewer

ROAD ACCESS:

Lot to be Retained: paved municipal road (Cranberry Road)

Lot to be Severed: paved municipal road (Cranberry Road)

PROPOSAL:

The purpose of the application for Official Plan Amendment, Consent and Zone Change is to redesignate, sever and rezone a vacant parcel of land to facilitate the construction of a new place of worship. It is noted that the applications are submitted by TVDSB as the owner of the lands, but the lands are conditionally sold to the Hope Reformed Church. The proposed lot to be retained will remain vacant and no development is proposed at this time. It is proposed that the lot to be severed be rezoned from 'Future Development Zone (FD)' to 'Major Institutional Zone (IN2)' to permit the proposed place of worship.

	<u>Lot to be Severed</u>	<u>Lot to be Retained</u>
Area	1.2 ha (3 ac)	26.5 ha (65.5 ac)
Frontage	93.5 m (306.8 ft)	195.2 m (640.4 ft)
Depth	129.8 m (425.8 ft)	462 m (1,515 ft)

Surrounding lands uses include agricultural production, natural heritage features, and low density residential development to the south of the subject lands.

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

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 lot to be severed.

Application Review

2024 Provincial Planning Statement

The 2024 Provincial Planning Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. Under Section 3 of the Planning Act, where a municipality is exercising its authority affecting a planning matter, such decisions shall be consistent with all policy statements issued under the Act. The following outlines the key PPS policies that have been considered but is not intended to be an exhaustive list.

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.

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.

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. 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.

The Community Facility designation in Section 8.5.2 intend 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 educations 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.

Zoning By-law

The subject lands are zoned 'Future Development Zone (FD)' and it is proposed that the severed lands 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 'IN2' Zone requires a lot area of 900 m² (9,687.8 ft²), and lot frontage of 20 m (65.6 ft).

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 requested the following conditions:

- The Owners shall covenant and agree to satisfy all requirements financial and otherwise, of the Town of Tillsonburg regarding the installation of services and drainage facilities to the satisfaction of the Town of Tillsonburg Engineering Services Department. Any work being done in the Town's right-of-way will require an Encroachment Permit and inspection by the Owners consultant for the entire duration of any works being completed in the Town's right-of way. The Owner(s) shall agree to submit a sealed letter to the Town of Tillsonburg from their consulting engineer stating that all servicing and restoration work has been completed to the Town of Tillsonburg Development Guidelines and Design Criteria.
- The Owners shall submit a Lot Grading Plan and Site Servicing Plan for the lot to be severed to the satisfaction of the Town of Tillsonburg Engineering Services Department.
- The Owner(s) must submit a Surveyors Real Property Report to confirm lot sizes and building setbacks to the satisfaction of the Town
- The Owner(s) shall provide payment of cash-in-lieu of parkland to the Town of Tillsonburg for the lot to be severed as per the Tillsonburg Rates and Fees By-Law as amended.

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.

Public Consultation

Notice of the Application for Consent was provided to the public and surrounding property owners on October 13, 2025, in accordance with the requirements of the Planning Act. At the time of writing this report, a letter of opposition was received.

Planning Analysis

The purpose of the Applications for Official Plan Amendment, Consent and Zone Change are to sever a vacant parcel to facilitate and permit the development of a church (Hope Reformed Church of Tillsonburg) with 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 effective use of existing infrastructure and efficient use of lands and resources.

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 institution to meet existing and future social service 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)' however, no development proposals have been brought forward at this time. The proposed location of the severed lot for the proposed church allow for adequate frontage to accommodate both the church and any future residential development on local streets, and will not compromise the anticipated development of the retained lands for residential use.

The proposed church is approximately 1,300 m² (14,000 ft²) and no other relief of the zoning provisions have been requested through the zone change application. Staff are satisfied that the proposed use and building will be compatible with the surrounding land uses with respect to height, building setbacks, parking requirements, and site coverage.

Staff have reviewed the use with respect to traffic and municipal servicing. The proposed church is intended to hold services each Sunday with some smaller events and gatherings occurring during the week that will attract a smaller number of people to the site. With this in mind, the existing arterial road will be able to accommodate the expected traffic generated from the development and impact to local roads is anticipated to be minimal. As noted by County Public Works, water and sanitary services are being installed to the subject lands are part of the Cranberry Road reconstruction project. Site specific design review will be completed as part of the site plan approval application.

Town of Tillsonburg Zoning By-law

The Zone Change proposes to rezone the severed lands from 'Future Development Zone (FD)' to 'Major Institutional Zone (IN2)' to permit institutional uses on the lot to be severed. The requested amendment will facilitate the development of the proposed place of worship, being a church. The proposed lot to be severed meets the provisions of the IN2 Zone with respect to lot frontage, lot depth and lot area.

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.

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. OP 25-18-7), submitted by TVDSB (Hope Reformed Church) for lands legally described as Part of Lot 3, Concession 10 (Dereham), in the Town of Tillsonburg to facilitate the creation of a lot and development of a community facility (church) on the subject lands;
2. And further, that the Council of the Town of Tillsonburg approve in principle the zone change application (File No. ZN 7-25-09) submitted by TVDSB (Hope Reformed Church) for lands legally described as Part of Lot 3, Concession 10 (Dereham), in the Town of Tillsonburg, to rezone the lands to 'Major Institutional Zone (IN2)' to facilitate a place of worship on the subject lands;
3. And further, that the Council of the Town of Tillsonburg advise the Oxford County Land Division Committee that the Town supports the Application for Consent B25-49-7, submitted by TVDSB (Hope Reformed Church). for lands described as Part of Lot 3, Concession 10 (Dereham), in the Town of Tillsonburg, subject to the following conditions:
 1. The Owner(s) shall covenant and agree to satisfy all requirements financial and otherwise, of the Town of Tillsonburg regarding the installation of services and drainage facilities to the satisfaction of the Town of Tillsonburg. Any work being done in the Town's right-of-way will require an Encroachment Permit and full-time inspection by the Owner(s) consultant for the entire duration of any work being completed in the Town's right-of-way. The Owner(s) shall agree to submit a sealed letter to the Town of Tillsonburg from the consulting engineer stating that all servicing and restoration work has been completed to the Town of Tillsonburg Development Guidelines and Design Criteria.
 2. The Owner(s) shall submit a Lot Grading Plan and Site Servicing Plan for the proposed severed lot to the satisfaction of the Town of Tillsonburg Engineering Services Department.
 3. The Owner(s) shall submit a Surveyor's Real Property Report to confirm lot sizes and building setbacks, to the satisfaction of the Town of Tillsonburg.
 4. The Owner(s) shall provide payment of cash-in-lieu of parkland to the Town of Tillsonburg for the lot to be severed as per the Tillsonburg Rates and Fees By-Law as amended, to the satisfaction of the Town of Tillsonburg Engineering Services.
 5. The Clerk of the Town of Tillsonburg advise the Secretary-Treasurer of the Land Division Committee that all requirements of the Town of Tillsonburg have been complied with.

SIGNATURES

Authored by:

“Original signed by”

Amy Hartley
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Approved for submission:

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