

**To: Mayor and Members of Town of Tillsonburg Council**

**From: Amy Hartley, Development Planner, Community Planning**

## **Applications for Official Plan Amendment and Zone Change OP 26-05-7 and ZN 7-26-03 – Town of Tillsonburg Non-Profit Housing Corporation**

### **REPORT HIGHLIGHTS**

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- Applications have been initiated to amend the Official Plan and Town’s Zoning By-law to facilitate the development of a three storey, 30-unit apartment building.
- The subject lands are proposed to be developed to accommodate the 30-unit apartment building containing affordable housing units in partnership with Oxford County’s Human Services Department.
- The zone change application proposes to rezone a portion of the subject lands from ‘Service Commercial Zone (SC)’ to ‘Special Medium Density Residential Zone (RM-sp)’ to permit 30 apartment units with a number of site-specific provisions to facilitate the development.
- Planning staff support the applications as they are consistent with PPS direction and Official Plan policies respecting residential intensification, increased supply and diversity of dwelling types and locational criteria respecting the designation of new medium density residential areas.

### **DISCUSSION**

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#### **BACKGROUND**

OWNERS: Town of Tillsonburg Non-Profit Housing Corporation  
53 Queen Street, Tillsonburg, Ontario N4G 3G9

AGENT: City Planning Solutions c/o John Fleming  
59 Coachwood Crescent, London, Ontario N6K 3C8

LOCATION:

The subject lands are described as Lots 48, 48A, 49 and 49A, Plan 500, Town of Tillsonburg. The lands are located on the east side of Tillson Avenue, lying between Lindsay Street and Barker Street and are municipally known as 288 and 296 Tillson Avenue, Town of Tillsonburg.

COUNTY OF OXFORD OFFICIAL PLAN:

**Existing:**

Schedule "T-1"	Town of Tillsonburg Land Use Plan	'Service Commercial'
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**Proposed:**

Schedule "T-1"	Town of Tillsonburg Land Use Plan	'Residential'
Schedule "T-2"	Town of Tillsonburg Residential Density Plan	'Medium Residential Density' with special development policies

TOWN OF TILLSONBURG ZONING BY-LAW 3295:

Existing Zoning: 'Service Commercial Zone (SC)'

Proposed Zoning: 'Special Medium Density Residential Zone (RM-sp)'

PROPOSAL:

Applications have been initiated to amend the Official Plan and the Town's Zoning By-law to permit the construction of a three storey apartment building containing 30 apartment units. The Official Plan amendment proposes to redesignate the subject lands from 'Service Commercial' to 'Medium Density Residential' with special development policies to permit an increased residential density on the site being higher than the permitted net residential density for medium density developments.

The zone change application proposes to rezone the subject lands from 'Service Commercial Zone (SC)' to 'Special Medium Density Residential Zone (RM-sp)'. The proposed zoning will facilitate the proposed 30-unit apartment building with the following site-specific provisions:

- to permit a reduced lot area per dwelling unit of 125 m<sup>2</sup> (1,345.5 ft<sup>2</sup>) where 160 m<sup>2</sup> (1,722.2 ft<sup>2</sup>) is required;
- to deem Tillson Avenue as the required front lot line;
- to reduce the front yard setback to 4.5 m (14.7 ft) where 7.5 m (24.6 ft) is required;
- to reduce the exterior side yard setback to 3.4 m (11.1 ft) where 7.5 m (24.6 ft) is required;
- to reduce the required setback from an arterial road (Tillson Avenue) to 14.5 m (47.6 ft) where 20.5 m (67.3 ft) is required; and
- to reduce the required parking to 1 space per unit where 1.25 spaces per unit is required.

Surrounding land uses include existing low density residential development consisting primarily of single detached dwellings, industrial uses to the immediate west, service commercial uses to the south, and Gylveszy Park to the northeast of the subject lands.

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

Plate 2, Aerial Map (2020) with Existing Zoning, provides an aerial view of the subject lands and surrounding uses as existing in the Spring of 2020.

Plate 3, Applicant's Sketch, identifies the general site area as provided by the applicant.

Plate 4, TGO Transit Route Map, identifies the subject site in context to the TGO Transit Route, stop # 6 is located immediately in front of the subject lands.

## **APPLICATION REVIEW**

### 2024 PROVINCIAL PLANNING STATEMENT

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

Section 2.2 of the PPS provides that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the immediate area by:

- a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;
- b) permitting and facilitating:
  1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and
  2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;
- c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and
- d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.

Section 2.2.1- Housing provides that Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

- a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options, including affordable housing needs;
- b) permitting and facilitating:
  1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including *additional needs housing* and needs arising from demographic changes and employment opportunities; and

2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g. shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;

- c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation.

Section 2.3.1 of the PPS indicates that settlement areas shall be the focus of growth and development and land use patterns within settlement areas shall be based on densities and a mix of land uses which;

- a) Efficiently use land and resources;
- b) Optimize existing and planned infrastructure and public service facilities;
- c) Support active transportation;
- d) Are transit-supportive as appropriate, and
- e) Are freight supportive.

Section 2.3.1.3 also directs that planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritize planning and investment in infrastructure and public service facilities.

Section 2.8.1.3 provides that on lands within 300 m of employment areas, development shall avoid, or where avoidance is not possible, minimize and mitigate potential impacts on the long-term economic viability of employment uses within existing or planned employment areas, in accordance with Provincial guidelines.

Section 2.8.2 provides that planning authorities shall designate, protect and plan for all employment areas in settlement areas by:

- a) Planning for employment area uses over the long-term that require those locations including manufacturing, research and development in connection with manufacturing, warehousing and goods movement, and associated retail and office uses and ancillary facilities;
- b) Prohibiting residential uses, commercial uses, public service facilities and other institutional uses;
- c) Prohibiting retail and office uses that are not associated with the primary employment use;
- d) Prohibiting other sensitive land uses that are not ancillary to uses permitted in the employment area; and
- e) Including an appropriate transition to adjacent non-employment areas to ensure land use compatibility and economic viability.

#### OFFICIAL PLAN

Section 2.1.1 of the Official Plan provides that growth and development will be focused in settlement areas and their vitality and regeneration will be promoted. Development will be directed to settlements with centralized 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 cost of public service facilities and infrastructure. Settlements will be required to develop with land use patterns and a mix of uses and densities that efficiently use land and resources, are appropriate for, and efficiently use, existing or planned infrastructure and public

service facilities, support active transportation and minimize negative impacts to air quality and climate change and promote energy efficiency.

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

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

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

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

The subject lands are designated 'Service Commercial', according to the Town of Tillsonburg Land Use Plan. The subject application proposes to redesignate the lands to facilitate medium density residential development.

Areas designated for Service Commercial use are generally intended to provide a broad range of commercial uses that, for the most part, are not suited to locations within the Central Area because of their site area, access or exposure requirements or due to compatibility conflicts with residential development, while providing limited amount of retail use and serving vehicular traffic and single purpose shopping trips.

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

The maximum net residential density in the Medium Density Residential Districts is 62 units per hectare (25 units per acre) and no building shall exceed four storeys in height at street elevation. The proposed development, at 30 units, would have a net residential density of 80 units per hectare (33 units per acre). Special development policies have been requested to recognize an increased net density for this medium density residential development.

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

- sites which abut arterial or collector roads or sites situated in a manner which prevents traffic movements from the site from flowing through any adjoining Low Density Residential Districts;
- sites which are close to community supportive facilities such as schools; shopping plazas, institutional, recreational and open space areas;

- sites which are adjacent to the Central Area, designated Shopping Centres and Service Commercial Areas, Community Facilities, High Density Residential Districts or developed Medium Density Residential Districts.

In addition to the requirement for compliance to the locational policies; when considering proposals to designate lands for medium density residential development, Town Council and County Council will be guided by the following:

- the size, configuration and topography of the site provides sufficient flexibility in site design to mitigate adverse effects on the amenities and character of any adjacent Low Density Residential area through adequate buffering and screening;
- the location of vehicular access points and the likely effects of traffic generated by the proposal on the public road system and surrounding properties relative to pedestrian and vehicular safety is acceptable;
- adequate hard service capacity including water distribution, sanitary and storm sewers, power and gas distribution facilities is available or will be available to accommodate the proposed development;
- adequate off-street parking and outdoor amenity areas can be provided;
- the availability of, and proximity to, existing or proposed services and amenities such as day care, schools, leisure facilities, shopping and parks to serve the new development;
- the effect of the proposed development on environmental resources or the effect of environmental constraints on the proposed development will be addressed and mitigated as outlined in Section 3.2.

#### ZONING BY-LAW

The subject lands are currently zoned 'Service Commercial Zone (SC)'. The applicant proposes to rezone the subject lands to 'Special Medium Density Residential Zone (RM-sp)' to facilitate the proposed three storey, 30 unit apartment building.

The RM zone requires a minimum lot area of 160 m<sup>2</sup> (1,722 ft<sup>2</sup>) per dwelling unit, lot frontage of 20 m (65.5 ft), maximum lot coverage of 40%, front yard depth of 7.5 m (24.6 ft), rear yard depth of 10.5 m (34.4 ft), interior side yard of 7.5 m (24.6 ft), exterior side yard width of 7.5 m (24.6 ft), minimum 30% landscaped open space and a minimum amenity area of 40 m<sup>2</sup> (430.6 ft<sup>2</sup>) per dwelling unit.

The proposed apartment building requires a number of site-specific zoning provisions to facilitate the development. The following amendments have been requested:

- to permit a reduced lot area per dwelling unit of 125 m<sup>2</sup> (1,345.5 ft<sup>2</sup>) where 160 m<sup>2</sup> (1,722.2 ft<sup>2</sup>) is required;
- to deem Tillson Avenue as the required front lot line;
- to reduce the front yard setback to 4.5 m (14.7 ft) where 7.5 m (24.6 ft) is required;
- to reduce the exterior side yard setback to 3.4 m (11.1 ft) where 7.5 m (24.6 ft) is required;
- to reduce the required setback from an arterial road (Tillson Avenue) to 14.5 m (47.6 ft) where 20.5 m (67.3 ft) is required; and
- to reduce the required parking to 1 space per unit where 1.25 spaces per unit is required.

The parking requirements as contained in Section 5.24 require 38 parking spaces be provided for the 30 units proposed. The applicant has indicated approximately 30 regular spaces which include the required accessible parking spaces will be accommodated on site.

### AGENCY COMMENTS

Town of Tillsonburg Fire Department and Tillsonburg Hydro indicated they had no comments or concerns with the application.

Canada Post indicated that the project will be serviced by developer/owner installed Lock Box Assembly within the building.

Town of Tillsonburg Engineering Department noted that the front yard setback reduction would limit future road widenings and noted high truck traffic on Tillson Avenue. All other comments will be addressed through site plan approval.

Town of Tillsonburg Building Services indicated the required parking is 1.25 spaces per unit and the accessible spaces required. Based on the layout provided, relief is required to be made to 1 space per unit including accessible parking spaces. A record of site condition will be required prior to building permit issuance.

Southwestern Public Health indicated no objection to the applications and provided the attached Built Environment and Health Public Policy comments in support of the application.

Oxford County Public Works noted that the Applicant should be aware that water servicing capacity within the Town of Tillsonburg is limited. Approval of this Official Plan Amendment does not constitute or imply the reservation or allocation of water servicing capacity. Available water capacity will be evaluated at time of Site Plan Application.

### PUBLIC CONSULTATION

Notice of complete application regarding this proposal was provided to the public and surrounding neighbours on February 24, 2026, and notice of public meeting was issued on March 30, 2026, in accordance with the requirements of the Planning Act. As of the date of this report no comments have been received.

## **Planning Analysis**

Applications have been received to amend the Official Plan and the Town's Zoning By-law to facilitate the construction of a three storey apartment building containing 30 units. The applicant proposes to redesignate the subject lands from 'Service Commercial' to 'Medium Density Residential' with special development policies to permit the increased residential density on the site being higher than the permitted net residential density for medium density developments.

### Provincial Planning Statement (PPS) 2024

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

residents, facilitate residential intensification, including the development and redevelopment of underutilized commercial and institutional sites for residential uses, represents the development and introduction of new housing options within previously developed areas and redevelopment, which results in a net increase in residential units. The proposed development will also serve as a transition between the employment uses to the west and existing low density residential development to the south, east and north.

### County of Oxford Official Plan

The Official Plan recognizes the importance of increasing the supply of affordable housing within Tillsonburg and directs that the Town Council may consider the use of reduced municipal infrastructure requirements and lot standards on a site-specific basis to facilitate the delivery of affordable housing provided that the use of such measure continues to meet the overall objectives of the Plan.

With respect to the proposed Official Plan amendment to provide increased residential density on the site, it is the opinion of Planning staff that the Official Plan criteria respecting the designation of additional Medium Density Residential areas have been satisfactorily addressed and are assessed below.

The size of the subject site is adequate and of a sufficient size to accommodate the proposed medium density development. The subject lands are a total of approximately 0.37 ha (0.91 ac) in size, are generally flat and bounded by public street on three sides, including Tillson Avenue, an arterial road on the Transportation Network Plan (Schedule T-4). The subject lands are in close proximity to existing residential development, some service commercial uses to the south including a café/restaurant, massage therapist and chiropractor, and Gylveszy Park. As such, staff are satisfied that the proposed developable lands provide flexibility for site design, transitioning to surrounding existing low-density development, buffering between the adjacent industrial uses west along Tillson Avenue, and provide adequate access to amenities in the surrounding area.

While no designated shopping are within the immediate area, a TGO Transit stop is located in front of the subject property on Tillson Avenue, as identified on Plate 4 of this report. Both the red and blue line transit routes stop immediately in front of the subject property which will utilize existing infrastructure (municipal transit) to support residential intensification. Sufficient recreation and community facilities exist nearby with Gylveszy Park and the Trans Canada Trail being located to the northeast and north of the subject lands, respectively. Staff are satisfied that the subject property being located on an arterial road (being Tillson Avenue) and having direct access to municipal transit service will allow the residents to access shopping and amenities within Town that are in close proximity accessed by vehicle or public transit.

The proposed net residential density of the site is higher than what is contemplated by the Medium Density Residential designation, however, the proposed building height is within the range permitted, further the typology of a low-rise apartment is an appropriate type of development within this designation. The proposed apartment building will contain affordable housing units, as such, the number of units has been increased in order to maximize the efficient use of the lands and accommodate the need for affordable housing units resulting in an overall increased net residential density of 80 units per hectare (33 units per acre). Planning staff are satisfied that the proposed additional density within the Medium Density Residential designation is appropriate as the proposed building will physically represent a medium density development and the increased unit count will contribute towards the County's goal of a minimum target of 20% of housing being

affordable. Additionally, the proposed development will achieve a strategic direction outlined in the Town of Tillsonburg Community Strategic Plan for sustainable Community Growth.

#### Town of Tillsonburg Zoning By-law

With respect to the proposed zoning amendment, the lot area requirements for apartment dwellings are intended to ensure that the overall density of development is appropriate and adequate space is available for parking, stormwater management, and amenity areas. Staff are satisfied that the proposed lot area per dwelling unit of 125 m<sup>2</sup> (1,345 ft<sup>2</sup>) will still provide for sufficient residential living space.

The applicants have requested that the frontage of the subject property be deemed to be Tillson Avenue for clarity and transparency and reduces the number of site-specific provisions required to accommodate the development.

Additionally, a reduction to the front yard setback from 7.5 m (24.6 ft) to 4.5 (14.7 ft) from Tillson Avenue and to reduce the minimum exterior side yard from 7.4 m (24.2 ft) to 3.4 m (11 m). Front yard and exterior side yard provisions are intended to ensure that such structures remain sufficiently setback from the public right of way to allow for uniform sightlines for vehicle and pedestrian safety and to provide adequate space for typical road maintenance efforts. Due to the irregular shape of the subject lands the proposed building is situated in a way to accommodate an appropriate location for the proposed driveway which is sufficiently setback from the intersection. The proposed location of the building further provides sufficient buffering between the surrounding low-density development in the area and will serve as an appropriate transition to existing industrial development present on the west side of Tillson Avenue. Staff are satisfied that the proposed reduction to the front and exterior side yard setbacks are appropriate to accommodate the development.

A reduction is proposed to the setback from the centreline of an arterial road (Tillson Avenue) to 14.5 m (47.5 ft) where 20.5 m (67.2 ft) is required. The setbacks from the centreline of arterial roads are required to ensure there is sufficient space for future road widenings if needed. Staff are satisfied that the setback from the centreline of Tillson Avenue is appropriate as the other buildings along Tillson Avenue are setback closer to or at a similar distance than what is being proposed and is in keeping with the character of the neighbourhood. If a road widening on Tillson Avenue is required, it will be transferred through the site plan approval process.

The applicants are further requesting a reduction to the overall parking ratio from 1.25 spaces per unit to 1 space per unit, including the required accessible spaces. The applicant has a large portfolio operating seniors affordable housing developments and have recognized a trend where there is no need for more than one parking space per unit. It is anticipated that many of the tenants have modest incomes and due to their age or circumstances, they do not own or operate a motor vehicle based on the applicant's experience with their other developments in Town. Planning staff are satisfied that due to the tenancy of the building, secured through agreements registered on title, the future parking demand is expected to be in line with past experience as well as the presence of the TGO Transit stop in front of the building will provide an alternative form of transportation to lessen the demand the parking onsite.

### Conclusion

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

## **RECOMMENDATIONS**

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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 26-05-7), submitted by the Town of Tillsonburg Non-Profit Housing Corporation for lands legally described as Lots 48, 48A, 49 and 49A, Plan 500, in the Town of Tillsonburg to facilitate the development of a 3 storey, 30 unit apartment building on the subject lands;

That the Council of the Town of Tillsonburg approve in principle the zone change application (File No. ZN 7-26-03) submitted by the Town of Tillsonburg Non-Profit Housing Corporation for lands legally described as Lots 48, 48A, 49 and 49A, Plan 500, in the Town of Tillsonburg, to rezone the lands to 'Special Medium Density Residential Zone (RM-sp)' to facilitate a 3 storey 30 unit apartment building with site-specific provisions.

## **SIGNATURES**

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**Authored by:**                      *Original signed by*

Amy Hartley  
Development Planner

**Approved for submission:**    *Original signed by*

Eric Gilbert, MCIP, RPP  
Manager of Development Planning