AGENDA

COUNTY OF OXFORD COUNCIL

Wednesday, January 28, 2026, 9:30 a.m.
21 Reeve Street, Woodstock and online
www.oxfordcounty.ca/livestream

1. CALL TO ORDER

2. APPROVAL OF AGENDA

3. DISCLOSURES OF PECUNIARY INTEREST AND THE GENERAL NATURE THEREOF

4. ADOPTION OF COUNCIL MINUTES OF PREVIOUS MEETING

   4.1 January 14, 2026

5. PUBLIC MEETINGS

   5.1 Resolution to go into a Public Meeting pursuant to the Planning Act

      5.1.1 Application for Official Plan Amendment OP 24-02-7 – Town of Tillsonburg

      The Official Plan Amendment proposes to accommodate the development of a 47-unit apartment building containing affordable and attainable housing units, in partnership with Oxford County's Human Services Department in the Town of Tillsonburg.

      *See Report CP 2026-23

      5.1.2 Application for Draft Plan of Condominium CD 24-06-1 – 2825085 Ontario Inc.

      Application for Draft Plan of Condominium proposing a standard condominium with 17 townhouse units to be serviced by municipal water and wastewater services, in the Township of Blandford-Blenheim.

      *See Report CP 2026-25

   5.2 Resolution to Adjourn the Public Meeting

   5.3 Consideration of Report CP 2026-23 Application for Official Plan Amendment OP 24-02-7 – Town of Tillsonburg

   5.4 Consideration of Report CP 2026-25 Application for Draft Plan of Condominium CD 24-06-1 – 2825085 Ontario Inc.

6. DELEGATIONS, PRESENTATIONS AND CONSIDERATION THEREOF

7. CONSIDERATION OF CORRESPONDENCE

8. REPORTS FROM DEPARTMENTS

8.1 COMMUNITY PLANNING

8.1.1 CP 2026-08 Updates to County and Area Municipal Growth Forecasts and Land Needs Assessment

RECOMMENDATIONS:

1. That Oxford County Council adopt the updated Growth Analysis and Land Needs Assessment, prepared by Watson & Associates Economists Ltd., dated January 9, 2026, as contained in Attachment 1 to Report CP 2026-08, as the official growth forecasts and allocations for the County and Area Municipalities for the period 2021 to 2061;
2. And further, that Oxford County Council authorize Planning staff to distribute the final document to the Area Municipalities for their information and reference.

8.1.2 CP 2026-23 Application for Official Plan Amendment OP 24-02-7 – Town of Tillsonburg

RECOMMENDATIONS:

1. That Oxford County Council approve Official Plan Application OP 24-02-7, submitted by the Town of Tillsonburg for lands described as Lots 25 and 26 and Part of Willow Street, Plan 966, municipally known as 31 Earle Street Tillsonburg, to redesignate a portion of the subject lands from ‘Low Density Residential’ and ‘Environmental Protection’ to ‘Medium Density Residential’ with site specific policies to facilitate the development of a 4 storey, 47 unit apartment building on the subject lands;
2. And further, that Council approve the attached Amendment Number 347 to the County of Oxford Official Plan, as well as the enacting By-Law 6798-2026.

8.1.3 CP 2026-25 Application for Draft Plan of Condominium CD 24-06-1 – 2825085 Ontario Inc.

RECOMMENDATION:

1. That Oxford County Council grant draft plan approval for the proposed draft plan of condominium (CD 24-06-1), submitted by 2825085 Ontario Inc., for lands described as Lot 6 and Part Lots 5 and 7, Block A, Plan 104 and Part Lot 13, Concession 6 (Blenheim), Part 1, Plan 41R-10730, in the Township of Blandford-Blenheim (Village of Drumbo), municipally known as 23 Henry St, Drumbo, with a lapsing date of 3 years from the date of draft plan approval, subject to the conditions attached to this report as Schedule ‘A’ being met prior to final approval.

8.2 WOODINGFORD LODGE

8.2.1 WDFL 2026-02 Long-Term Care Committee of Management Quarterly Report January 2026

RECOMMENDATION:

1. That Oxford County Council receives the Committee of Management Updates from Woodingford Lodge for information as per requirements under the Fixing Long-Term Care Act (FLTCA), 2021, Section 135.

9. UNFINISHED BUSINESS

9.1 Pending Items List

9.2 Reconsideration of Report WDFL (CS) 2025-06

Deferred from November 26, 2025

Councillor Schaefer - Notice of Motion

Be it resolved that Council reconsider Resolution No. 8 from the meeting of October 8, 2025 with respect to adoption of the recommendations contained in Report WDFL (CS) 2025-06.

10. MOTIONS

11. NOTICE OF MOTIONS

12. ENQUIRIES

13. CLOSED SESSION

To consider Report WDFL (CS) 2026-01 regarding a position, plan, procedure, criteria or instruction to be applied to any negotiations carried out by the municipality or local board.

13.1 WDFL (CS) 2026-01

14. CONSIDERATION OF MATTERS ARISING FROM THE CLOSED SESSION

14.1 WDFL (CS) 2026-01

15. BY-LAWS

15.1 By-law No. 6798-2026

Being a By-Law to adopt Amendment Number 347 to the County of Oxford Official Plan.

15.2 By-Law No. 6799-2026

Being a By-Law to remove certain lands from Part Lot Control.

15.3 By-law No. 6800-2026

Being a By-law to confirm all actions and proceedings of the Council of the County of Oxford at the meeting at which this By-law is passed.

16. ADJOURNMENT

OXFORD COUNTY COUNCIL

MINUTES

January 14, 2026

Council Present	Warden Marcus Ryan Deputy Warden Bernia Martin Councillor Jerry Acchione Councillor Deb Gilvesy Councillor David Mayberry Councillor Jim Palmer Councillor Mark Peterson Councillor Brian Petrie Councillor Phil Schaefer Alternate Councillor Connie Lauder
Council Absent	Councillor Deborah Tait
Staff Present	B. Addley, Chief Administrative Officer M. Abercrombie, Director of Public Works M. Dager, Director of Long-Term Care R. Hall, Director of Paramedic Services C. King, Director of Financial Services L. Mansbridge, Clerk P. Michiels, Director of Community Planning A. Smith, Director of Human Resources and Corporate Services R. Smith, Director of Human Services

1. CALL TO ORDER

Oxford County Council meets in regular session this fourteenth day of January, 2026 in the Council Chamber, County Administration Building, Woodstock at 9:30 a.m. with Warden Ryan in the chair.

2. APPROVAL OF AGENDA

RESOLUTION NO. 1

Moved By: Bernia Martin
Seconded By: Mark Peterson

Resolved that the Agenda be approved.

DISPOSITION: Motion Carried

3. DISCLOSURES OF PECUNIARY INTEREST AND THE GENERAL NATURE THEREOF

NIL

4. ADOPTION OF COUNCIL MINUTES OF PREVIOUS MEETING

4.1 December 10, 2025

RESOLUTION NO. 2

Moved By: David Mayberry
Seconded By: Brian Petrie

Resolved that the Council Minutes of December 10, 2025, be adopted.

DISPOSITION: Motion Carried

5. PUBLIC MEETINGS

5.1 Resolution to go into a Public Meeting pursuant to the Planning Act

RESOLUTION NO. 3

Moved By: Brian Petrie
Seconded By: David Mayberry

Resolved that Council rise and go into a Public Meeting pursuant to the Planning Act, and that the Warden chair the Public Meeting.

DISPOSITION: Motion Carried

5.1.1 Application for Official Plan Amendment OP 25-15-7 - Michael Perovich

The Chair calls Paul Michiels, Director of Community Planning, forward to present the Application for Official Plan Amendment OP 25-15-7 - Michael Perovich.

P. Michiels, through the use of a map, indicates that the Official Plan Amendment proposes to redesignate a portion of the subject lands from ‘Open Space’ to ‘Low Density Residential’ to facilitate the future creation of residential infill lots through severance in the Town of Tillsonburg.

The Chair opens the meeting to comments and questions from Members of Council. There are none.

The Chair opens the meeting to comments and questions from members of the Public.

David Rowe, Agent for the Applicant, joins the meeting in the Council Chamber and speaks in support of the Application.

The Chair opens the meeting to comments and questions from Members of Council. D. Rowe responds to questions from Councillor Mayberry.

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

The Chair calls Paul Michiels, Director of Community Planning, forward to present the Application for Official Plan Amendment OP 25-18-7 - Thames Valley District School Board.

P. Michiels, through the use of a map, indicates that the Official Plan Amendment proposes to redesignate a portion of the subject lands from 'Low Density Residential' and 'Open Space' to 'Community Facility' to facilitate the development of a place of worship in the Town of Tillsonburg.

The Chair opens the meeting to comments and questions from Members of Council. There are none.

The Chair opens the meeting to comments and questions from members of the Public.

David Rowe, Agent for the Applicant, joins the meeting in the Council Chamber and speaks in support of the Application.

The Chair opens the meeting to comments and questions from Members of Council. There are none.

5.2 Resolution to Adjourn the Public Meeting

RESOLUTION NO. 4

Moved By: Jim Palmer
Seconded By: Brian Petrie

Resolved that Council adjourn the Public Meeting and reconvene as Oxford County Council with the Warden in the chair.

DISPOSITION: Motion Carried

5.3 Consideration of Report CP 2026-04 Application for Official Plan Amendment OP 25-15-7 – Michael Perovich

RESOLUTION NO. 5

Moved By: Deb Gilvesy
Seconded By: Jerry Acchione

Resolved that the recommendations contained in Report CP 2026-04 titled "Application for Official Plan Amendment OP 25-15-7 – Michael Perovich", be adopted.

DISPOSITION: Motion Carried

5.4 Consideration of Report CP 2026-05 Application for Official Plan Amendment OP 25-18-7 – Thames Valley District School Board

RESOLUTION NO. 6

Moved By: Deb Gilvesy
Seconded By: Connie Lauder

Resolved that the recommendations contained in Report CP 2026-05 titled "Application for Official Plan Amendment OP 25-18-7 – Thames Valley District School Board", be adopted.

DISPOSITION: Motion Carried

6. DELEGATIONS, PRESENTATIONS AND CONSIDERATION THEREOF

NIL

7. CONSIDERATION OF CORRESPONDENCE

7.1 Southwestern Integrated Fibre Technology

November 7, 2025
Re: 2026 SWIFT Board Member Representation

RESOLUTION NO. 7

Moved By: Bernia Martin
Seconded By: David Mayberry

Resolved that correspondence Item 7.1 on the Open meeting Agenda of January 14, 2026, be received;

And further, that Oxford County Council nominate Councillor David Mayberry as a Western Ontario Warden Caucus (WOWC) member representative on the Southwest Integrated Fibre Technology Board (SWIFT) for a two year term, ending in 2028.

DISPOSITION: Motion Carried

7.2 Township of Central Frontenac

December 10, 2025
Re: Resolution on the Proposed Amendments to the Conservation Authorities Act

7.3 Land Division Committee

December 10, 2025
Re: 2025 LDC Recap

7.4 Town of Kingsville

December 11, 2025
Re: Opposition to Proposed Consolidation of Conservation Authorities

7.5 Town of Smiths Falls

December 16, 2025
Re: Curbside Blue Box Collection & Consolidation of Conservation Authorities

7.6 Ministry of Municipal Affairs and Housing

January 8, 2026
Re: Minister's Restructuring Order Filing Notice

RESOLUTION NO. 8

Moved By: Brian Petrie
Seconded By: Phil Schaefer

Resolved that Correspondence Items 7.2 to 7.6 on the Open meeting Agenda of January 14, 2026 be received.

DISPOSITION: Motion Carried

8. REPORTS FROM DEPARTMENTS

8.1 COMMUNITY PLANNING

8.1.1 CP 2026-04 Application for Official Plan Amendment OP 25-15-7 – Michael Perovich

RECOMMENDATIONS:

1. That Oxford County Council approve Official Plan Application OP 25-15-7, submitted by Michael Perovich for the lands described as Part of Lot 1606, Plan 500, being Part 1 on Plan 41R-1737 in the Town of Tillsonburg, to redesignate a portion of the subject lands from ‘Open Space’ to ‘Low Density Residential’ to facilitate the creation of two residential infill lots;

2. And further, that Council approve the attached Amendment Number 348 to the County of Oxford Official Plan as well as the enacting By-law 6783-2026.

The Report was dealt with following the Public Meeting.

8.1.2 CP 2026-05 Application for Official Plan Amendment OP 25-18-7 – Thames Valley District School Board

RECOMMENDATIONS:

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

2. And further, that Council approve the attached Amendment Number 349 to the County of Oxford Official Plan as well as the enacting by-law 6784-2026.

The Report was dealt with following the Public Meeting.

8.2 FINANCIAL SERVICES

8.2.1 FS 2026-01 OILC Debenture Issues – Oxford, Woodstock, Tillsonburg and Blandford-Blenheim

RECOMMENDATIONS:

1. That By-law 6785-2026, being a by-law to authorize the borrowing by issuing debentures, for a term of 10 years, in the amount of $1,319,974.00, for the purposes of the County of Oxford, be presented to Council for enactment;

2. And further, that By-law 6786-2026, being a by-law to authorize the borrowing by issuing debentures, for a term of 20 years, in the amount of $806,605, for the purposes of the County of Oxford, be presented to Council for enactment;

3. And further, that By-law 6787-2026, being a by-law to authorize the borrowing by issuing debentures, for a term of 20 years, in the amount of $2,900,000.00, for the purposes of the City of Woodstock, be presented to Council for enactment;

4. And further, that By-law 6788-2026, being a by-law to authorize the borrowing by issuing debentures, for a term of 20 years, in the amount of $4,900,000.00, for the purposes of the City of Woodstock, be presented to Council for enactment;

5. And further, that By-law 6789-2026, being a by-law to authorize the borrowing by issuing debentures, for a term of 20 years, in the amount of $4,200,000.00, for the purposes of the City of Woodstock, be presented to Council for enactment;

6. And further, that By-law 6790-2026, being a by-law to authorize the borrowing by issuing debentures, for a term of 25 years, in the

amount of $882,000.00, for the purposes of the Town of Tillsonburg, be presented to Council for enactment;

7. And further, that By-law 6791-2026, being a by-law to authorize the borrowing by issuing debentures, for a term of 20 years, in the amount of $1,181,500.00, for the purposes of the Town of Tillsonburg, be presented to Council for enactment;

8. And further, that By-law 6792-2026, being a by-law to authorize the borrowing by issuing debentures, for a term of 15 years, in the amount of $2,056,300, for the purposes of the Town of Tillsonburg, be presented to Council for enactment;

9. And further, that By-law 6793-2026, being a by-law to authorize the borrowing by issuing debentures, for a term of 10 years, in the amount of $1,000,000.00, for the purposes of the Township of Blandford-Blenheim, be presented to Council for enactment.

RESOLUTION NO. 9

Moved By: Jerry Acchione
Seconded By: Deb Gilvesy

Resolved that the recommendations contained in Report FS 2026-01 titled "OILC Debenture Issues – Oxford, Woodstock, Tillsonburg and Blandford-Blenheim", be adopted.

DISPOSITION: Motion Carried

8.2.2 FS 2026-02 2026 Interim Levy By-law

RECOMMENDATION:

1. That By-law 6794-2026, being a by-law to provide for an interim tax levy for purposes of the County of Oxford for the 2026 fiscal year, be presented to Council for enactment.

RESOLUTION NO. 10

Moved By: Phil Schaefer
Seconded By: David Mayberry

Resolved that the recommendation contained in Report FS 2026-02 titled " 2026 Interim Levy By-law ", be adopted.

DISPOSITION: Motion Carried

9. UNFINISHED BUSINESS

9.1 Pending Items List

No discussion takes place regarding the Pending Items List.

9.2 Reconsideration of Report WDFL (CS) 2025-06

Deferred from November 26, 2025
Councillor Schaefer - Notice of Motion

Be it resolved that Council reconsider Resolution No. 8 from the meeting of October 8, 2025 with respect to adoption of the recommendations contained in Report WDFL (CS) 2025-06.

10. MOTIONS

NIL

11. NOTICE OF MOTIONS

NIL

12. ENQUIRIES

NIL

13. CLOSED SESSION

RESOLUTION NO. 11

Moved By: Connie Lauder
Seconded By: Phil Schaefer

That Council rise and go into a Closed Session to consider Report PW (CS) 2026-01 regarding a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the municipality or local board.

DISPOSITION: Motion Carried at 9:50 a.m.

Oxford County Council meets in Closed Session in Room 129 as part of a regular meeting, this fourteenth day of January, 2026.

9:52 a.m. with Warden Ryan in the chair.

Council Present
Warden Marcus Ryan
Deputy Warden Bernia Martin
Councillor Jerry Acchione
Councillor Deb Gilvesy
Councillor David Mayberry
Councillor Jim Palmer
Councillor Mark Peterson
Councillor Brian Petrie
Councillor Phil Schaefer

	Alternate Councillor Connie Lauder
Council Absent	Councillor Deborah Tait
Staff Present	B. Addley, Chief Administrative Officer M. Abercrombie, Director of Public Works M. Dager, Director of Long-Term Care R. Hall, Director of Paramedic Services C. King, Director of Financial Services L. Mansbridge, Clerk P. Michiels, Director of Community Planning A. Smith, Director of Human Resources and Corporate Services R. Smith, Director of Human Services

DISCLOSURES OF PECUNIARY INTEREST AND THE GENERAL NATURE THEREOF:

NIL

DELEGATIONS AND PRESENTATIONS:

NIL

CONSIDERATION OF CORRESPONDENCE:

NIL

UNFINISHED BUSINESS:

NIL

ENQUIRIES:

NIL

REPORTS FROM DEPARTMENTS:

13.1 PW (CS) 2026-01

RESOLUTION NO. 12

Moved By: Phil Schaefer
Seconded By: Mark Peterson

Resolved that Council reconvene in Open Session.

DISPOSITION: Motion Carried at 9:55 a.m.

All Members of Council and Staff return to the Council Chamber at 9:57 a.m.

14. CONSIDERATION OF MATTERS ARISING FROM THE CLOSED SESSION

14.1 PW (CS) 2026-01

RESOLUTION NO. 13

Moved By: Bernia Martin
Seconded By: Jim Palmer

Resolved that the recommendation contained in Report PW (CS) 2026-01, be adopted.

DISPOSITION: Motion Carried

15. BY-LAWS

15.1 By-law No. 6783-2026

Being a By-Law to adopt Amendment Number 348 to the County of Oxford Official Plan.

15.2 By-law No. 6784-2026

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

15.3 By-Law No. 6785-2026

Being a By-law of the County of Oxford to authorize the borrowing upon serial debentures in the principal amount of $1,319,974.00 towards the cost of certain capital work of the County of Oxford set out in Schedule “A” to this By-law.

15.4 By-law No. 6786-2026

Being a By-law of the County of Oxford to authorize the borrowing upon serial debentures in the aggregate principal amount of $806,605.00 towards the cost of certain capital works of the County of Oxford set out in Schedule “A” to this By-law.

15.5 By-law No. 6787-2026

Being a By-law of the County of Oxford to authorize the borrowing upon serial debentures in the principal amount of $2,900,000.00 towards the cost of a certain capital work of the Corporation of the City of Woodstock set out in Schedule “A” to this By-law.

15.6 By-law No. 6788-2026

Being a By-law of the County of Oxford to authorize the borrowing upon serial debentures in the principal amount of $4,900,000.00 towards the cost of a certain capital work of the Corporation of the City of Woodstock set out in Schedule “A” to this By-law.

15.7 By-law No. 6789-2026

Being a By-law of the County of Oxford to authorize the borrowing upon serial debentures in the aggregate principal amount of $4,200,000.00 towards the cost of certain capital works of the Corporation of the City of Woodstock set out in Schedule “A” to this By-law.

15.8 By-law No. 6790-2026

Being a By-law of the County of Oxford to authorize the borrowing upon serial debentures in the principal amount of $882,000.00 towards the cost of a certain capital work of the Corporation of the Town of Tillsonburg set out in Schedule “A” to this By-law.

15.9 By-law No. 6791-2026

Being a By-law of the County of Oxford to authorize the borrowing upon serial debentures in the aggregate principal amount of $1,181,500.00 towards the cost of a certain capital works of the Corporation of the Town of Tillsonburg set out in Schedule “A” to this By-law.

15.10 By-law No. 6792-2026

Being a By-law of the County of Oxford to authorize the borrowing upon serial debentures in the principal amount of $2,056,300.00 towards the cost of a certain capital work of the Corporation of the Town of Tillsonburg set out in Schedule “A” to this By-law.

15.11 By-law No. 6793-2026

Being a By-law of the County of Oxford to authorize the borrowing upon serial debentures in the principal amount of $1,000,000.00 towards the cost of a certain capital work of the Corporation of the Township of Blandford-Blenheim set out in Schedule “A” to this By-law.

15.12 By-law No. 6794-2026

Being a By-law to establish an Interim Levy for the year 2026.

15.13 By-law No. 6795-2026

Being a By-law to adopt the estimated expenditure for the year 2026.

15.14 By-law No. 6796-2026

Being a By-law to establish water and wastewater rates for various systems in the County of Oxford for the calendar year 2026, commencing January 1, 2026.

15.15 By-law No. 6797-2026

Being a By-law to confirm all actions and proceedings of the Council of the County of Oxford at the meeting at which this By-law is passed.

RESOLUTION NO. 14

Moved By: Mark Peterson
Seconded By: Phil Schaefer

Resolved that the following By-laws be read a first and second time: 6783-2026 to 6794-2026 inclusive, and By-laws 6796-2026 and 6797-2026.

DISPOSITION: Motion Carried

RESOLUTION NO. 15

Moved By: Mark Peterson
Seconded By: Phil Schaefer

Resolved that the following By-laws be given a third and final reading: 6783-2026 to 6794-2026 inclusive and By-laws 6796-2026 and 6797-2026.

DISPOSITION: Motion Carried

RESOLUTION NO. 16

Moved By: Mark Peterson
Seconded By: Phil Schaefer

Resolved that By-law 6795-2026 be read a first and second time.

DISPOSITION: Motion Carried

RESOLUTION NO. 17

Moved By: Mark Peterson
Seconded By: Phil Schaefer

Resolved that By-law 6795-2026 be read a third and final time.

DISPOSITION: Motion Carried

16. ADJOURNMENT

RESOLUTION NO. 18

Moved By: Mark Peterson
Seconded By: Bernia Martin

Resolved that the Council Meeting of January 14, 2026 be adjourned until the next meeting scheduled for January 28, 2026.

DISPOSITION: Motion Carried at 10:02 a.m.

Minutes adopted on January 28, 2026 by Resolution No. ____.

_____

MARCUS RYAN, WARDEN

_____

LINDSEY A. MANSBRIDGE, CLERK

Oxford County
Growing stronger together

Report CP2026-08
COMMUNITY PLANNING
Council Date: January 28, 2026

REPORT TO COUNTY COUNCIL

Updates to County and Area Municipal Growth Forecasts and Land Needs Assessment

To: **Warden and Members of County Council**

From: **Director of Community Planning**

RECOMMENDATIONS

1. **That Oxford County Council adopt the updated Growth Analysis and Land Needs Assessment, prepared by Watson & Associates Economists Ltd., dated January 9, 2026, as contained in Attachment 1 to Report CP 2026-08, as the official growth forecasts and allocations for the County and Area Municipalities for the period 2021 to 2061;**

2. **And further, that Oxford County Council authorize Planning staff to distribute the final document to the Area Municipalities for their information and reference.**

REPORT HIGHLIGHTS

- Final draft updates to the County's growth forecasts and land needs assessment (LNA) have been completed and are now being presented to Council for adoption. Once adopted, the updated growth forecasts and LNA will provide the updated information necessary to inform the County's growth management policies and various other County and Area Municipal initiatives and projects (e.g. master plans, secondary plans/servicing studies, area studies etc.).

- The updates indicate the County is expected to continue to experience substantial population, household, and employment growth over the 40 year forecast period (2021-2061). Further, all eight Area Municipalities are expected to experience residential and employment growth over the 20-30 year planning period and most will need to designate additional land for settlement purposes to accommodate their forecasted growth, in accordance with Provincial policy.

- The forecasts and land needs assessment were developed in close consultation with a Technical Advisory Committee consisting of select County and Area Municipal staff, who provided input and feedback on local concerns, trends, initiatives and other considerations.

- The draft study findings were also shared with Area Municipal Councils via an information package and individual presentations by the consultant and planning staff. A summary of the findings was also made available to various stakeholder groups (e.g. local development industry and agricultural groups) and the broader public for review and feedback.

IMPLEMENTATION POINTS

Once adopted by Council, the updated growth forecasts will be incorporated into the Official Plan (OP) to ensure it reflects the most the most up to date Council adopted forecasts for informing planning for growth and other policies (Note: In Oxford, an OP amendment is not required to incorporate or utilize updated Council approved growth forecasts for planning purposes). The updated forecasts will also serve to inform a range of other County and Area Municipal initiatives and projects (e.g. servicing studies, master plans, secondary plans, area studies, housing studies, etc.)

Financial Impact

The findings and recommendations contained in the updated Growth Forecasts and Land Needs Assessment report may have potential financial implications related to planning for growth (e.g. the cost of undertaking secondary planning and servicing studies for settlement expansions) and related infrastructure that may need to be further considered as part of future County and Area Municipal budgets and implementation processes.

That said, the recommendations in the report will have not direct financial impacts for 2026, beyond those approved in the current year's budget.

Communications

The following communication and consultation steps were undertaken for this project:

- A Speak Up Oxford page was created and updated as the project has progressed.
- A Technical Advisory Committee (TAC), comprised of County staff and staff representatives from each of the eight Area Municipalities, was established to allow for regular review and input at various stages throughout the project.
- An initial stakeholder questionnaire was sent out to members of the development industry in September 2024 (via Survey Monkey) to obtain their feedback and insights on residential and employment development trends, opportunities, and challenges. Responses were compiled and shared with the consultant team to help further inform various aspects of the study.
- The draft growth forecasts and municipal allocations were presented to County Council on November 13, 2024 through staff report CP 2024-323 that included an attached information package and presentation. The release of this staff report and accompanying information was communicated as part of the standard Council agenda process.
- A development industry information session was held virtually in July 2025 to present the draft findings of the study (including from the LNA) and obtain further feedback. A few questions and comments were received during and after the meeting.

- Planning staff responded to questions/comments and attended meetings with individuals and groups who expressed interest in the study, including: the Town of Tillsonburg Economic Advisory Committee; Oxford County Federation of Agriculture (OCFA); Rural Oxford Economic Development Corporation (ROEDC - staff); and several private landowners and their consultants.
- Presentations and an accompanying information package were provided to each of the area municipal Councils in September-October 2025. These meetings were open to the public and webcast.
- The draft report was provided to Ministry of Municipal Affairs and Housing (MAH), who reviewed the forecast component and confirmed that the County forecasts were consistent with current Ministry of Finance (MOF) projections.

Overall, no major concerns were raised with the findings or the methodology, with the comments received generally summarized as follows:

- Growth should be compact and avoid the loss of agricultural land as much as possible.
- Some area municipalities indicated an eagerness to proceed with the next phase of implementation (i.e. settlement area boundary expansions) to ensure sufficient land supply continues to be available for development.
- Various developers and owners of land adjacent to the existing settlement area boundaries expressed interest in being involved in the next phase (settlement area boundary expansions) and these have been noted for future consultation.
- A number of rural area landowners and agricultural organizations (i.e. OCFA, OFA) expressed interest in being involved in any subsequent review/study to implement the findings from the rural ‘dry’ industrial component of this study.
- A letter was received from one development stakeholder (See Attachment 3) opining that the forecasted need for low density housing is too low and the density and intensification assumptions are too high, resulting in less land need than is appropriate. Watson & Associates reviewed their submission and concluded that the alternative assumptions it presented were not appropriate based on the County’s current and anticipated future demographics, 2024 County Housing Needs Assessment, and objectives to promote higher density for all forms of housing (See Attachment 4).

2023-2026 STRATEGIC PLAN

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

The recommendations in this report support the following strategic goals.

Strategic Plan Pillars and Goals

PILLAR 1	PILLAR 2	PILLAR 3
Promoting community vitality	**Enhancing environmental sustainability**	**Fostering progressive government**
Goal 1.1 – 100% Housed Goal 1.2 – Sustainable infrastructure and development	Goal 2.2 – Preserve and enhance our natural environment	Goal 3.1 – Continuous improvement and results-driven solutions Goal 3.4 – Financial sustainability

See: Oxford County 2023-2026 Strategic Plan

DISCUSSION

Background

The 2024 Provincial Planning Statement (PPS) indicates that planning authorities/municipalities shall ensure sufficient land is made available to accommodate an appropriate range and mix of employment, housing, and other land uses to meet projected needs for a time horizon of between 20 and 30 years (planning for employment and infrastructure may potentially exceed 30 years). Further, the PPS requires that the upper-tier municipality, in consultation with the lower-tier municipalities, shall identify, coordinate and allocate population, housing and employment projections for lower-tier municipalities.

To provide the technical basis for addressing this PPS requirement and various other planning considerations, the County has retained Watson & Associates Economists Ltd. (Watson), in association with Dillon Consulting Ltd, to undertake updates to the Population, Household and Employment Forecasts (i.e. Growth Forecasts) and Land Needs Assessment (LNA) for the County and eight Area Municipalities. The findings in this report will serve to update the County's previous Growth forecasts and Land Needs Assessment (adopted by Council in 2020) and inform the County's growth management policies and various other County and Area Municipal projects and initiatives.

The report assessed the adequacy of the residential and employment land supply in the County and each of the eight Area Municipalities, including the potential need to designate additional land for residential and/or employment purposes to accommodate the forecast growth over a 20 to 30 year planning period (i.e. 20-year period from 2024-2044, 25-year from 2024-2049, and 30 year period from 2024-2054). The report also assessed opportunities to accommodate the forecasted residential growth through intensification, as well as the potential demand for rural 'dry' employment uses (i.e. industrial uses that don't require large amounts of water or produce large

amounts of effluent and are generally land extensive, with minimal building coverage and employment density), as components of the overall LNA.

Watson and Associates has developed the updated growth forecasts and LNA in close consultation with a Technical Advisory Committee (TAC), comprised of select County staff and staff representatives from each of the eight Area Municipalities. This process provided numerous opportunities for County and Area Municipal review and input on local concerns, trends, initiatives and other considerations relating to growth being considered as part of the report. The TAC reviewed the proposed draft growth forecasts and LNA, as detailed in this report and Attachment 1, and indicated general acceptance of the findings.

The results from the first phase of the update project (i.e. draft County and Area Municipal growth forecasts and related assumptions) were presented to County Council on November 13, 2024 via a staff report CP 2024-323 and accompanying information package and consultant presentation. That report recommended that Council receive the report and authorize staff to circulate the report and draft findings to the area municipalities for information and proceed with the next steps in the study process (i.e. further stakeholder consultation and land needs analysis). At that meeting, Council passed a resolution adopting the report recommendations but also expressing concerns with respect to the impacts of higher rates of growth on service delivery costs and requesting that staff return a report on the current and projected costs of direct and indirect services delivered by Oxford County and what level of growth Oxford can sustainably accommodated. Staff are currently working to bring a report back to Council for their further consideration in this regard.

A number of matters have subsequently been further reviewed and considered based on the feedback received through the extensive consultation undertaken on the draft forecasts and LNA. In some cases this has resulted in updates/revisions being incorporate into the final draft report, including but not limited to:

- Clarifying that the anticipated level of intensification (i.e. percentage) over the longer term could potentially be further reviewed as part of future secondary planning processes, if deemed necessary based on continued growth monitoring;
- Reallocating some of the growth between Serviced Villages within the same Township to better reflect servicing capacity limitations; and
- Further review of the commercial and institutional land requirements for the planning period, as compared to the anticipated amount to be accommodated in new Community Areas (i.e. greenfield development) through the net-to-gross adjustment, which resulted in adjustments to the Community Area land need for some municipalities (e.g. Tillsonburg);
- Clarifying that ‘rural dry-industrial uses’ are to be located within designated rural settlement areas, which include Serviced Villages (e.g. with servicing limitations) and/or, where appropriate, partially or privately serviced settlements.

The final Draft Report – Growth Analysis and Land Needs Assessment, by Watson & Associates Economists (Attachment 1) and accompanying presentation (Attachment 2) detail the various project findings and recommendations, which are also summarized in below in the Comments section of this report.

Comments

The following subsections provide a summary of the growth forecasts and LNA and associated recommendations contained in the final Draft Report - Growth Analysis and Land Needs Assessment Report, by Watson & Associates Economists (Attachment 1).

Growth Forecasts

The growth forecast component of the Final Draft Growth Analysis and Land Needs Assessment report addresses the amount, type, and location of population, housing and employment growth for the County and eight Area Municipalities for a 40-year period (2021 to 2061). A 40-year forecast period was selected for a number of reasons:

- To ensure the County and Area Municipalities have the necessary forecast information available to be able to assess potential growth needs for a period of time somewhat beyond the maximum 30-year PPS planning horizon for residential land need, where deemed necessary and/or appropriate to do so (e.g. to account for the additional lead time required to complete secondary planning and other studies required to maintain a 30-year land supply).
- To recognize the fact that the PPS permits planning authorities to plan for a period beyond 30 years when planning for infrastructure, public service facilities, strategic growth areas, and employment areas.
- To ensure the County has the necessary forecast information to be able to update and maintain its residential growth land needs information for an ongoing, rolling 30 year planning period between studies (i.e. the interim period between the adoption of the forecasts and the completion of the next growth forecast update in approximately 5 years) to support various planning related projects, monitoring, and analysis.

The 2024 PPS directs that planning authorities shall base population and employment forecasts on the Ontario Population Projections published by the Ministry of Finance (MOF) and may modify, as appropriate. It is generally understood that reasonable modifications to the MOF forecasts can be made based on other information sources. Accordingly, the development of the proposed forecasts attached to this report involved assessment of the MOF Fall 2024 Population Projections for Oxford County (released October 1, 2024), in addition to examination of macro-economic influences and broader regional growth drivers, recent development and demographic trends, and other long range planning assumptions for the County and the Area Municipalities. The Fall 2024 MOF forecast to 2051 appears to be a reasonable reflection of expected growth in Oxford and generally correspond with the recommended (most likely) scenario that Watson would have recommended for Oxford in the absence of such Provincial direction. For these reasons, the proposed population forecast to 2051, with modification to the timing of the growth in the first few years, is consistent with the Fall 2024 MOF population projections.

The following sections provide an overview of the key findings.

a) Background Review

Extensive background review was undertaken to develop an understanding of the overall demographic and socio-economic context for the County and Area Municipalities to inform the updates to the population, housing and employment forecasts. From that review, several factors were identified as having a significant impact on population and employment growth in the County and Area Municipalities over the 40-year forecast period (2021-2061), including:

- Age Structure - Age structure is a key influence on the forecast. The population in the County is aging, with the 75+ age group representing the fastest growing population cohort to 2051. This is anticipated to place increasing demand on the need for housing for seniors and affordable housing, as well as community and social services. However, significant intra-provincial migration of younger adults with or without children, will provide population growth in younger age cohorts that will contribute to the labour force and need for a range of housing options.
- Net Migration – The recent high levels of growth in Oxford County have largely been driven by out-migration from the Greater Golden Horseshoe (GGH). A review of growth and development trends over the last decade indicates a changing role for the County within Southwestern Ontario. The County's adjacency to the rapidly growing GGH where housing prices are generally higher and/or the availability of ground-related housing is low, coupled with the trend towards working from home, proximity to major highways, employment opportunities, and lifestyle amenities make the County attractive to potential residents. The outlook for Oxford is for higher growth than in prior forecasts.
- Employment Growth and Economic Shifts - The County has a notable number of in-bound commuters from Waterloo Region, the City of London, and Middlesex and Elgin Counties, particularly related to the broad range of industrial activities throughout the County. Much of the rapidly growing industrial base is also oriented to relationships with the GGH employment market. The County's proximity to Highways 401 and 403 also represent a key driver of the County's economic competitive position.

  Industrial growth in the County is expected to remain strong, along with continued growth in population related employment (e.g. commercial and institutional type uses that primarily provide goods and services to the resident population). Work at home and off-site (i.e. contractors and construction sector) employment is also anticipated to comprise a notable amount of future employment growth. Collectively, strong residential growth, a competitive local and regional economy, and increased remote work opportunities, are expected to drive significant employment growth opportunities across the County.
- Growth Distribution - The distribution of growth within Oxford continues to be largely in keeping with historic patterns. Much of the residential growth since 2016 has been in Woodstock, Tillsonburg and Ingersoll, with considerable residential growth also occurring in several of the Townships. The distribution of employment growth over the 2016-2024 period varied, but all municipalities experienced growth to varying degrees. All Area Municipalities are forecast to experience higher population, housing and employment growth relative to historical growth levels over the forecast horizon.

b) Population and Housing Forecast 2021-2061

The County is forecast to experience substantial population growth over the 2021-2061 period, driven primarily by relatively strong levels of net migration.

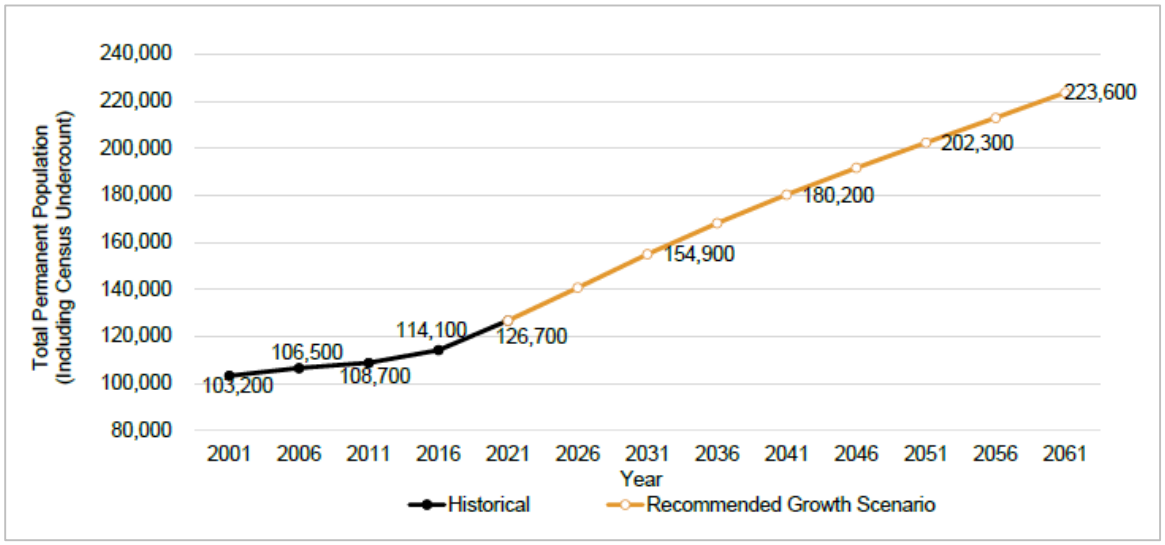
Oxford County has a historical average growth rate of 1.1% and experienced robust population growth from 2016-2021. Based on housing construction and permits since 2021, the forecast growth rate for the County is 1.4% which is expected to be largely sustained through the forecast period.

By 2061, the County's population is forecast to grow by approximately 96,900 people from the 2021 population of 126,700 to a total population 223,600 (see Figure 1 below) and the number of households is forecast to grow by approximately 42,000, based on an average yearly increase of 1,050 new housing units (see Figure 2 below). The proportion of housing unit types over the 40-year period is expected to be:

- 52% low density (i.e. single detached and semi-detached dwellings);
- 22% medium density (i.e. townhouses and apartments in duplexes); and
- 26% high density (i.e. studio, 1-bedroom, 2-bedroom, and larger apartments and secondary suites/additional residential units).

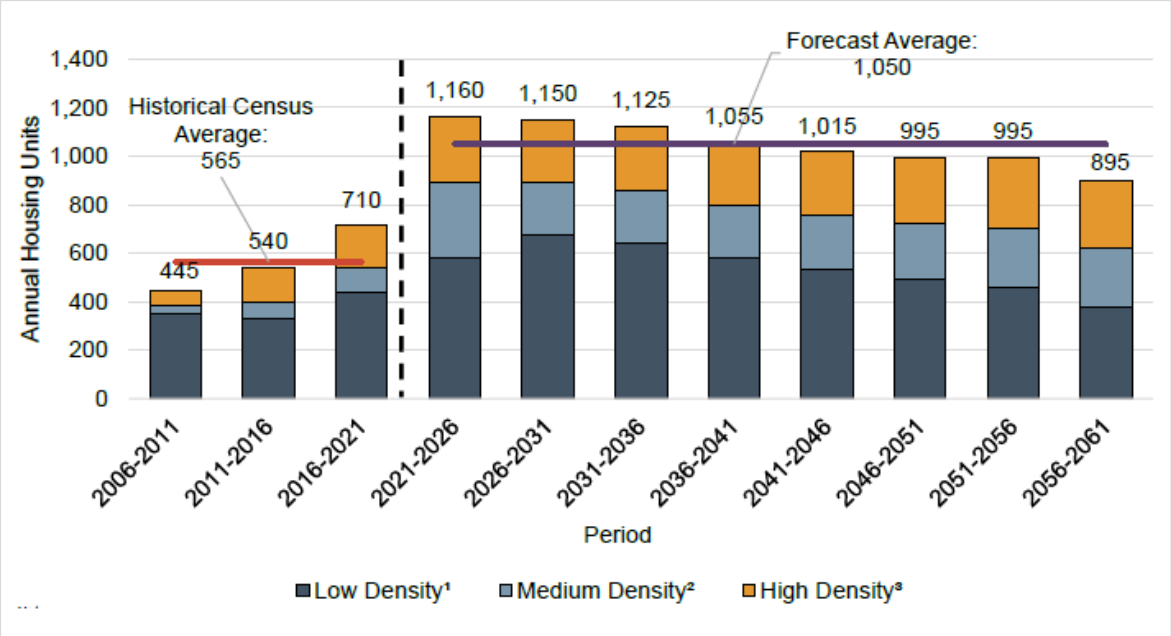
All the Area Municipalities are forecast to experience substantial housing growth during the forecast period, with such growth concentrated primarily in Woodstock, Tillsonburg and Ingersoll and, to a lesser extent, the five Townships. The number of persons per unit (PPU) is forecast to decline from 2.65 in 2021 to 2.49 in 2061. The decrease in PPU is largely due to an aging population; however, the downward trend is not as steep as in previous forecasts due to expected in-migration of younger adults and children and the growing prevalence of multi-generational households.

Figure 1: Oxford County Population Forecast (2021-2061)



Note: Population includes net Census undercount estimated at 4.1% and figures have been rounded.
Sources: Historical 2001 to 2021 data from Statistics Canada Table 17-10-0152-01; forecast prepared by Watson & Associates Economists Ltd.

Figure 2: Incremental Housing Growth in New Units (2021-2061)



[1] Low Density includes singles and semi-detached houses.
[2] Medium Density includes townhouses and apartments in duplexes.
[3] High Density includes bachelor, 1-bedroom, and 2-bedroom+ apartment units and secondary suites (additional residential units)
Note: Figures have bee rounded and may not add up precisely.
Source: Historical data derived from Statistics Canada Census profiles; forecast prepared by Watson & Associates Economists Ltd.

Tables 1 and 2 below summarize the population and household forecasts for the County and all eight Area Municipalities over the 40-year forecast period (2021-2061).

Table 1: Total Population by Area Municipality (2021-2061)

Municipality	Total Population by Area Municipality (2021-2061)								
	2021	2026	2031	2036	2041	2046	2051	2056	2061
Woodstock	48,700	54,200	60,000	66,000	71,100	76,100	80,800	85,600	90,300
Ingersoll	14,300	15,400	16,700	18,100	19,100	20,100	20,900	21,700	22,600
Tillsonburg	18,800	21,400	24,300	27,600	30,100	32,600	34,900	37,100	39,300
Blandford-Blenheim	7,900	8,400	9,000	9,400	9,900	10,300	10,700	11,000	11,400
East Zorra-Tavistock	8,200	9,300	10,200	10,800	11,600	12,300	13,000	13,700	14,400
Norwich	11,900	13,000	14,200	14,600	15,400	16,200	17,000	17,700	18,500
South-West Oxford	8,000	8,700	9,300	9,500	9,900	10,400	10,800	11,200	11,600
Zorra	9,000	10,300	11,300	12,100	13,000	13,700	14,300	14,800	15,500
County	**126,800**	**140,700**	**155,000**	**168,100**	**180,100**	**191,700**	**202,400**	**212,800**	**223,600**

* Note: includes Census undercount estimated at approximately 4.1%

Table 2: Total Households by Area Municipality (2021-2061)

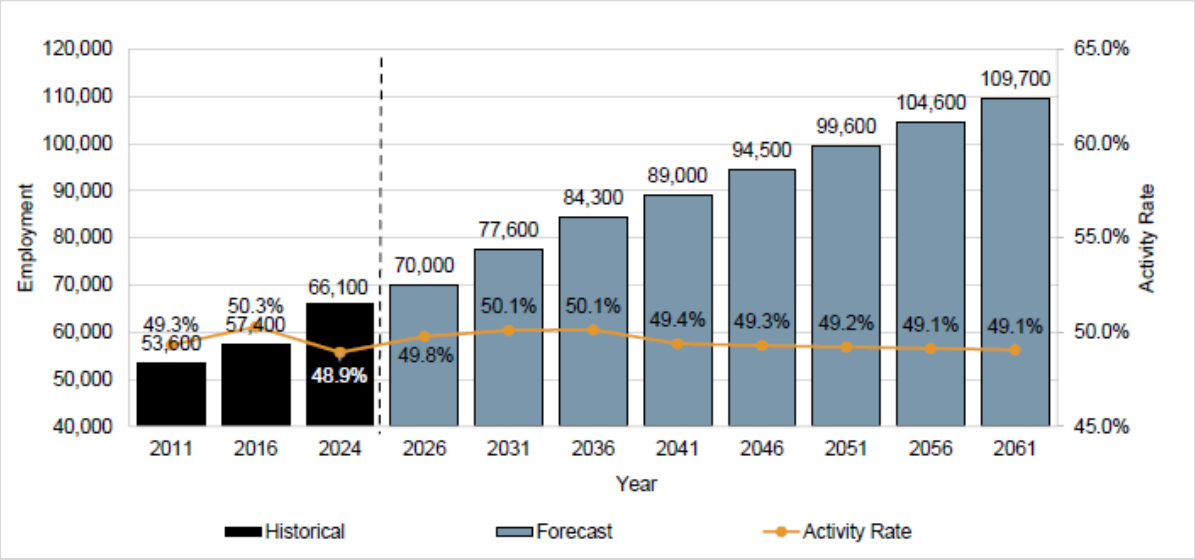
Municipality	Total Households by Area Municipality (2021-2061)								
	2021	2026	2031	2036	2041	2046	2051	2056	2061
Woodstock	18,890	21,340	23,800	26,340	28,625	30,850	33,050	35,265	37,240
Ingersoll	5,495	5,915	6,430	7,010	7,470	7,905	8,320	8,735	9,095
Tillsonburg	8,030	9,200	10,465	11,895	13,070	14,195	15,290	16,365	17,335
Blandford-Blenheim	2,775	2,990	3,200	3,385	3,580	3,760	3,940	4,115	4,265
East Zorra-Tavistock	2,980	3,400	3,765	4,015	4,340	4,655	4,960	5,260	5,535
Norwich	3,845	4,300	4,670	4,880	5,220	5,545	5,870	6,190	6,485
South-West Oxford	2,635	2,865	3,045	3,150	3,320	3,480	3,630	3,790	3,930
Zorra	3,155	3,605	3,985	4,305	4,650	4,960	5,270	5,570	5,890
Oxford	**47,805**	**53,615**	**59,360**	**64,980**	**70,275**	**75,350**	**80,330**	**85,290**	**89,775**

c) Employment Forecast 2024-2061

The forecast employment growth for the County is based on a comprehensive review of employment growth potential within the County's commuter-shed and an assessment of other key growth drivers. Based on this analysis, total employment in the County is forecast to grow by 1.4% annually resulting in approximately 43,600 new jobs by 2061 for a total of approximately 109,700 jobs (see Figure 3). All Area Municipalities in the County are expected to experience some employment growth over the forecast period.

While it is anticipated that the County will see substantial industrial employment, population related employment (e.g. commercial and institutional) remains a large component of forecast employment growth for most of the Area Municipalities.

Figure 3: Oxford County Employment Forecast (2024-2061)



Notes:
- Figures have been rounded.
- Activity rate uses population, adjusted to account for net Census undercount.
- Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.

Table 3 below illustrates the employment forecasts for the County and Area Municipalities over the 40-year forecast period (2021-2061).

Table 3: Total Employment by Area Municipality (2024-2061)

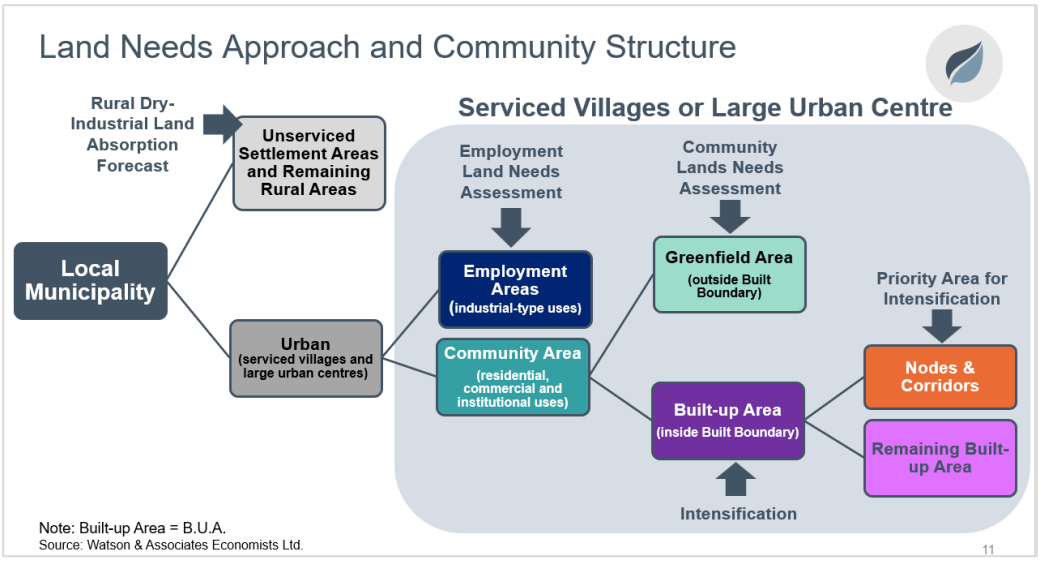
Municipality	Total Employment by Area Municipality (2024-2061)								
	2024	2026	2031	2036	2041	2046	2051	2056	2061
Woodstock	29,285	31,335	35,235	38,755	41,125	43,965	46,605	49,235	51,885
Ingersoll	9,895	10,500	11,620	12,640	13,250	14,020	14,740	15,430	16,150
Tillsonburg	10,370	11,100	12,380	13,630	14,530	15,540	16,480	17,410	18,340
Blandford-Blenheim	1,878	1,985	2,165	2,325	2,425	2,545	2,685	2,805	2,915
East Zorra-Tavistock	3,205	3,355	3,625	3,825	4,015	4,235	4,415	4,605	4,805
Norwich	5,074	5,230	5,570	5,800	6,030	6,280	6,510	6,730	6,970
South-West Oxford	3,418	3,505	3,665	3,780	3,880	4,010	4,100	4,220	4,340
Zorra	2,998	3,105	3,355	3,565	3,735	3,905	4,045	4,185	4,345
Oxford	**66,123**	**70,115**	**77,615**	**84,320**	**88,990**	**94,500**	**99,580**	**104,620**	**109,750**

Land Needs Assessment

The Land Needs Assessment (LNA) compared the forecasted demand for housing and employment uses to the available supply of vacant land designated for settlement area uses to determine the amount of additional land needed to accommodate the forecasted growth. The LNA considers the lands needed to accommodate growth in the County's fully serviced settlement areas (Large Urban Centres and Serviced Villages), as these settlements are to be the focus of growth and development in the County.

For the purposes of the LNA, the County's serviced settlement areas are divided into Community Areas (comprised of residential, commercial and institutional uses) and Employment Areas (comprised of industrial uses). The Community Areas are then further divided into Built-up Areas (BUA) and Greenfield Areas to assess intensification potential. See Figure 4 for a visual representation of the community structure used in this study.

Figure 4: Oxford County Lands Needs Approach and Community Structure



The results are provided for a 20, 25 and 30-year planning period to provide flexibility for future implementation, as the PPS requires that municipalities maintain a minimum 20-year supply of land to accommodate forecasted growth, but allows municipalities to plan for up to a 30-year supply. Generally, the maximum 30-year period is used by municipalities for planning for growth, as it provides the longest lead time for comprehensively planning for complete communities and the provision of related infrastructure and public service facilities through various growth-related studies (e.g. secondary plans, servicing strategies, master plans etc.). However, it may also be appropriate to consider a shorter planning period in certain circumstances (e.g. based on infrastructure and servicing considerations and/or other constraints, phasing of development, uncertainty/shifts in development trends, etc.). To date, the County and Area Municipalities have generally been utilizing the maximum 25-year planning period permitted under the previous PPS for growth planning purposes. That said, going forward the County and Area Municipalities will need to further consider what planning period (e.g. within the permitted PPS range of 20 to 30 years for residential) would be the most appropriate for various planning purposes (e.g. as part of a new Official Plan/OP Review, secondary planning for settlement expansion etc.).

The forecasted housing growth is broken down into forecasted low density (single-detached and semi-detached dwellings), medium density (townhouses), and high density (all apartment-type units). The proportion of each unit type varies by area municipality (i.e. based on demographics and existing approved development) and between the BUA and Greenfield areas (i.e. low and medium density units are generally directed to Greenfield Areas and medium and high-density units are directed to the BUA). This breakdown is carried through into the land needs assessment and the amount of land need for each unit type is determined through density assumptions for those unit types.

Further discussion on the specific findings of the LNA is as follows:

a) Community Areas

At the outset of the analysis, a set amount of the forecast housing demand was assigned to the BUA (25% for the Large Urban Centres and Zorra Township and 9-15% for the other four Townships), based on an assessment of opportunities to accommodate that growth through intensification within that area (i.e. through analysis of existing vacant lands or underutilized lots, approved but not built development, Central Area Design studies, redevelopment etc.). The remaining housing demand was assigned to the Greenfield Areas and is compared to the available supply of vacant land and approved development identified for residential uses. The remaining amount of land required for residential uses is then increased (i.e. net to gross) to reflect that 55-60% of the lands would be used for residential uses and 40-45% would be used for related commercial, institutional, and infrastructure uses (roads, stormwater management, parks, etc.). The result is the amount of land need or surplus in gross developable hectares (i.e. excluding constrained or undevelopable lands). A land need means that a settlement area expansion would be required within the specified planning period to accommodate all of the forecasted Community Area growth for a particular Area Municipality and/or Settlement.

Key findings regarding the Community Area (residential, commercial and institutional uses) land needs assessment are as follows:

- The County will require an estimated additional 400 gross developable hectares (990 gross

developable acres) of Community Area lands over the 20-year period, increasing to approximately 830 gross developable hectares (2,050 gross developable acres) over the 30-year period.

- The Township of Zorra is the only area municipality that will not require an expansion to their Serviced Settlement Area(s) to accommodate Community Area uses. Appendix E in Attachment 1 of this report provides further details on the Community Area land requirements, which are also summarized in Table 4 below. Although no land need has been identified for the Township of Blandford-Blenheim as a whole (due to a surplus of lands designated for residential in Drumbo), a future settlement area expansion in Plattsville may need to be considered if servicing capacity limitations in Drumbo are expected to remain a constraint over the long term.

- The Area Municipalities are all expected be able to accommodate the forecasted land requirement for commercial and institutional uses through their existing land supply and the provision for commercial and institutional uses in the Community Area land need assessment. The exception is the Town of Tillsonburg which is estimated to require an additional 10 gross developable hectares (25 gross developable acres) of additional Community Area land for commercial and institutional purposes.

b) Employment Areas

Employment Area (i.e. industrial) land need was determined by taking the number of forecast jobs, adjusted for intensification of existing industrial uses (10% in the Large Urban Centres and 5% in the Service Villages), times the employment density (15 jobs per net hectare in the Large Urban Centres and 7-10 jobs per net hectare in the Serviced Villages) and comparing it to the vacant supply of land identified for industrial employment uses. The result is the amount of land need/surplus in gross developable hectares (i.e. excluding constrained or undevelopable lands). A land need means that a settlement area expansion will be required to accommodate the forecast growth.

- The County is anticipated to require an additional 130 gross developable hectares (320 gross developable acres) of designated Employment Areas lands over the 20-year period, increasing to approximately 350 hectares (865 gross developable acres) over the 30-year period.

- All area municipalities, except for Ingersoll, Blandford-Blenheim, and Zorra, will require additional designated Employment Area lands over the 25 and 30-year periods. The majority of the additional Employment Area land need will be in the City of Woodstock and the Town of Tillsonburg. However, it should be noted that the City of Woodstock currently has sufficient land within existing municipal boundaries (i.e. primarily the remaining undesignated lands within the Southeast Woodstock Secondary Plan area) to accommodate its forecasted employment growth. The lands in Woodstock need to be re-designated for Employment purposes (as identified in the approved Secondary Plan) before formally becoming part of the supply.

c) Summary of Growth Land Need

Table 4 below summarizes the findings from the LNA for the County and Area Municipalities for the 20, 25 and 30 year planning periods.

Table 4: Total Land Need Summary

Municipality	20-year (2024-2044)			25-year (2024-2049)			30-year (2024-2054)		
	Community Area	Employment	Total	Community Area	Employment	Total	Community Area	Employment	Total
Woodstock	251	83	334	353	168	521	452	251	703
Ingersoll	2	0	2	20	0	20	36	0	36
Tillsonburg	74	30	104	129	49	178	180	68	248
Blandford-Blenheim	0	0	0	0	0	0	0	2	2
East Zorra-Tavistock	53	14	67	72	17	89	91	21	112
Norwich	9	0	9	26	3	29	43	5	48
South-West Oxford	11	1	12	21	3	24	30	6	36
Zorra	0	0	0	0	0	0	0	0	0
Oxford	**400**	**128**	**528**	**621**	**240**	**861**	**832**	**353**	**1,185**

* Note: surplus land supply is shown as '0' and all numbers are in gross developable hectares

As indicated in this table, over the 20-year planning period the County will require an additional 530 gross developable hectares (1,310 gross developable acres) of land to be designated as settlement area to accommodate forecasted growth, increasing to 1,180 gross developable hectares (2,920 gross developable acres) over the 30-year period.

Rural Dry-Industrial Employment Uses

In addition to the above noted LNA, the Final Draft Growth Analysis and Land Needs Assessment report also included a high-level demand assessment of rural dry-industrial employment uses in the County and identified related policy considerations. The general approach for this component of the study was to:

- Recognize that modest amount of ‘rural dry-industrial land’ may assist in complementing and supporting the County’s economic base by providing for employment opportunities that are not permitted in agricultural areas (i.e. not an agricultural use, agriculture- related use, or on-farm diversified use), but would also not be appropriate and/or necessary to accommodate only within fully-serviced settlements due to a variety of factors, such as limited or ‘dry’ servicing needs (i.e. don’t use and/or generate large quantities of water and/or wastewater), land extensive nature (e.g. lower employment density and lot coverage), incompatibility with other land uses (i.e. requiring large separation distances), etc.;
- Consider the types of sectors, uses, and forms that would be suitable for ‘rural dry- industrial’ lands, considering a review of development trends and uses in the County and surrounding area; and,
- Provide guidance to the County on appropriate scale and location criteria that would be reasonable to consider in identifying potential additional opportunities/sites for rural employment uses in the County (i.e. through a subsequent study).

This work is intended to provide the initial foundational analysis to support further County initiated study (in consultation or partnership with the Area Municipalities) to identify appropriate locations and/or locational options for rural dry-industrial uses throughout the County and related policy criteria and requirements.

The demand assessment found that, over the next 30 years, Oxford County is expected to absorb approximately 117 gross developable hectares (289 gross developable acres) of rural dry industrial land, supporting an estimated 470 jobs (assuming 4 jobs per net hectare). This translates into an average annual absorption of approximately 4 hectares (10 acres) per year across the County.

The need for rural dry-industrial land is expected to range across the five Townships, from 59 gross developable hectares (146 gross developable acres) in Blandford-Blenheim (due to good transportation access and limited Employment Area options within the Serviced Villages) to 13-16 gross developable hectares (32-40 gross developable acres) in the other Townships.

Other Key Findings and Recommendations

The Watson report also recommends that the County undertake a range of measures and actions to implement the findings of the report, including:

- Update the residential growth forecasts in the County Official Plan to reflect the new 2021-2061 forecasts;
- Update the intensification targets for the Large Urban Centres in the Official Plan to match the study (i.e. 25% for Woodstock, Ingersoll and Tillsonburg) and implement intensification targets for the Serviced Villages in the rural Townships (i.e. 9-15%, except Zorra at 25%);
- Consider the need to establish additional tests/criteria for settlement area boundary expansions in the Official Plan to ensure any privately initiated expansion proposals meet the County's growth planning objectives;
- Consider initiation of Settlement Area Boundary Expansion reviews and, where necessary, municipal boundary adjustment discussions to address the need for additional Community Area and/or Employment Area land for those area municipalities that require additional land;
- Initiate an 'urban structure' study to determine key areas for residential intensification and/or concentrations of other uses as per the PPS 2024 direction regarding intensification and identification of Strategic Growth Areas;
- Align required density ranges for new residential development in all the Large Urban Centres (i.e. the same density ranges for Ingersoll and Tillsonburg as in Woodstock) and increase the minimum requirements for residential density in the Serviced Villages;
- Review CIP programs and zoning requirements to ensure that intensification is promoted where appropriate;
- Investigate the feasibility of Community Planning Permit System in specific area municipalities, settlements, or areas within settlements;
- Continue to monitor growth and intensification on an ongoing basis to ensure that the policies remain appropriate; and,

- Initiate further study to determine how best to address the demand for rural dry industrial uses identified in this study (i.e. appropriate locations, permitted uses and development criteria, site design requirements etc.).

CONCLUSIONS

The findings of the Final Draft Growth Analysis and Land Needs Assessment report indicate that the County is expected to continue to experience substantial population, housing, and employment growth over the next 40 years and additional land will be required for settlement areas in most of the Area Municipalities over the 20 to 30-year planning period. Where the need for additional designated growth land has been identified, the County and/or Area Municipalities will need to undertake various additional studies, investigations, and discussions to appropriately plan for that growth land (e.g. secondary planning and servicing studies, municipal boundary adjustment discussion etc.).

The PPS requires that municipalities plan to accommodate their forecast growth (i.e. which is to be based on Ministry of Finance Forecasts). The PPS requires that municipalities maintain a 20 to 30-year supply of land to accommodate their forecasted growth (i.e. both residential and employment), and further, ensure a minimum 15-year supply of land is available to accommodate forecasted residential growth at all times, including a minimum 3 year supply of residential lands with suitable zoning and servicing capacity (e.g. water, wastewater, roads, etc.) for development. Although some of the forecasted residential growth identified through the current updates is to be accommodated through further 'growing in', as reflected in the report's intensification assumptions, some 'growing out' is still expected to be required to accommodate the entirety of the forecasted greenfield demand. That said, how best to plan for and sustainably accommodate the forecasted growth identified through these updates will need to be determined through future study and processes (e.g. secondary planning, servicing strategies etc.) and involve assessing and balancing multiple interests and considerations (e.g. servicing capacity and efficiency, efficient densities and use of land, conservation of agricultural land and natural features, creation of complete communities, addressing a variety of housing needs, etc.)

The City of Woodstock and Township's of East Zorra-Tavistock, Norwich, and South-West Oxford currently have less than a 15-year supply of designated residential land (i.e. excluding existing Future Urban Growth lands) and the Town of Tillsonburg has less than a 20-year supply. As such, these area municipalities will need to consider initiating and/or completing Secondary Planning/Settlement Area Boundary Expansion processes as soon as possible to address the minimum residential land supply requirements of the PPS. In this regard, it is noted that a settlement area boundary expansion process has already been initiated for East Zorra-Tavistock (and is nearing completion) which will address their identified residential land need. Further, Norwich and South-West Oxford are currently planning to initiate secondary planning processes later this year to, among other matters, consider how best to accommodate their forecasted residential growth.

As previously noted, the County and Area Municipalities have generally been utilizing the maximum 25-year planning period permitted under the previous PPS for growth planning purposes. That said, going forward the County and Area Municipalities will need to further consider what planning period (e.g. within the permitted PPS range of 20 to 30 years for

residential) would be the most appropriate for various planning purposes (e.g. as part of a new Official Plan/OP Review, secondary planning for settlement expansion etc.).

In terms of the concerns that Council has previously expressed with respect to the impacts of higher levels of growth on the cost and provision of services as part of their consideration of the draft growth forecasts in staff report CP 2024-323, County staff are currently working on a report for Council's further consideration in that regard to provide further information and seek further Council direction on potential actions and next steps. It is noted that Council has previously received studies/information with respect to the potential service delivery and fiscal impacts of higher-level growth in the County that may assist in addressing some of the questions posed by Council.

It is the opinion of staff that Council's adoption of the attached updated draft forecasts and LNA is necessary to ensure the growth forecasts and LNA being utilized by the County and Area Municipalities are consistent with current PPS requirements and to provide the updated information necessary to ensure various growth-related planning projects in the County can proceed. Further, the adoption of these growth forecasts for planning purposes should not compromise or diminish the County's ability to continue to pursue their legitimate concerns with respect to the impacts of higher rates of growth on the cost and provision of public services with the Province.

Accordingly, Planning staff are recommending that County Council adopt the updated Growth Analysis and Land Needs Assessment, prepared by Watson & Associated Economists Ltd., dated January 9, 2026, as the official growth forecasts and allocations for the County and Area Municipalities for the period of 2021 to 2061 and that this report and the final Watson report be provided to the Area Municipalities for their information and reference.

Once adopted, the updated growth forecasts and accompanying LNA and recommendations will be used to inform a range of growth-related planning projects and initiatives (e.g. Secondary Plans for potential settlement area boundary expansions, further planning for rural dry industrial uses, and various background studies for the new Official Plan etc.).

SIGNATURES

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ATTACHMENTS

Attachment 1 – Draft Report – Growth Analysis and Land Needs Assessment, by Watson & Associates Economists Ltd. (January 9, 2026)
Attachment 2 – Growth Analysis and Land Needs Assessment, Council Presentation by Jamie Cook, Watson & Associates Economists Ltd. (January 28, 2026)
Attachment 3 – Submission from Sifton Properties Limited (August 1, 2025)
Attachment 4 - Watson and Associates Memorandum (January 6, 2026)

Growth Analysis and Land Needs Assessment

Oxford County

Final Report

Watson & Associates Economists Ltd.
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January 9, 2026

In association with: DILLON CONSULTING

Table of Contents

Page

Executive Summary ..... **i**

1. Introduction **2**
1.1 Terms of Reference 2
1.2 Background 3

2. Policy Context **9**
2.1 Provincial Policy Context 9
2.1.1 P.P.S, 2024 9
2.1.2 Provincial Methodology Guidance Document 13
2.2 Local Policy Context 14
2.2.1 Oxford County Official Plan 14
2.2.2 Settlement Hierarchy and Community Structure 15
2.2.3 Planning for Housing 16
2.2.4 Planning for Employment 17

3. Overview of Macro-Economic and Regional Trends **19**
3.1 Navigating Increased Uncertainty in a Changing Global Economy 19
3.2 The Changing Nature of Work 21
3.3 Provincial Economic Outlook within the Broader Canadian and Global Context 22
3.3.1 Ontario Population Growth Outlook within the Canadian Context 22
3.3.2 Provincial Gross Domestic Product Trends and Near-Term Forecast 25
3.3.3 Outlook for National and Provincial Manufacturing Sector 26
3.3.4 Regional Labour Force Growth Trends 28
3.3.5 Provincial Population Growth Trends 31
3.3.6 Long-Term Growth Outlook for Oxford County 32
3.4 Demographic, Housing and Employment Trends in Oxford County 33
3.4.1 Historical Population Growth Trends 33

Table of Contents (Cont'd)

Page

3.4.2 Historical Housing Building Permit Activity Trends 35
3.4.3 Recent Non-Residential Building Permit Development Trends 36

4. Long-term Population, Housing and Employment Forecast 39
4.1 Population Growth Outlook for the Province of Ontario, 2021 to 2051 39
4.2 Southern Ontario's Evolving Demographic and Economic Landscape 41
4.3 Ministry of Finance Long-Term Population Growth for Oxford County 45
4.4 Driving Factors Contributing to Long-Term Employment and Population Growth in Oxford County 46
4.4.1 Macro-Economic Conditions 47
4.4.2 National Immigration Trends 47
4.4.3 Local and Regional Economic Opportunities 47
4.4.4 Demographic Trends 49
4.5 Long-Term Population Growth Forecast for Oxford County, 2021 to 2061 50
4.5.1 Forecast Population by Age Group 52
4.5.2 Trends in Housing Occupancy 53
4.5.3 Headship Rates 54
4.5.4 Housing Forecast by Structure Type 55
4.5.5 Long-Term Employment Growth, 2021 to 2061 56

5. Oxford County Population, Housing and Employment Allocations by Area Municipality 61
5.1 Area Municipal Allocation Methodology 61
5.2 Long-Term Population, Housing, and Employment Growth Forecast by Area Municipality 63
5.2.1 City of Woodstock 63
5.2.2 Town of Tillsonburg 64
5.2.3 Town of Ingersoll 65
5.2.4 Township of Blandford-Blenheim 66
5.2.5 Township of East Zorra-Tavistock 67
5.2.6 Township of Norwich 68
5.2.7 Township of South-West Oxford 68
5.2.8 Township of Zorra 69

6. Intensification Housing Supply Potential 77
6.1 Context and Purpose 77
6.2 Methodology 78

Table of Contents (Cont'd)

Page

6.3 Intensification Results within Nodes and Corridors 80
6.4 Total Housing Supply in the Built-Up Area 81

7. Opportunities to Accommodate Residential and Non-Residential Development 84
7.1 Approach to Assessing Residential Land Supply 84
7.1.1 Housing Unit Supply Potential 86
7.2 Commercial and Institutional Land Supply 90
7.3 Employment Area Land Supply 92

8. Community Area Land Needs 96
8.1 Introduction 96
8.2 Approach 96
8.3 Housing Growth Allocation 100
8.3.1 Housing Growth by Area – Large Urban Centres and Serviced Villages and Rural Settlements and Remaining/Rural Areas 100
8.3.2 Housing Growth – B.U.A. and Greenfield Areas 101
8.4 Housing Needs in Greenfield Areas 104
8.4.1 Greenfield Area Housing Growth Allocation 104
8.4.2 Greenfield Area Housing Mix 105
8.4.3 Greenfield Area Housing Needs 106
8.5 Community Area Land Needs 107
8.5.1 Greenfield Area Housing Density Assumptions 107
8.5.2 Community Area Net-to-Gross Assumption 108
8.5.3 Community Area Land Requirements 110
8.5.4 Review of Commercial and Institutional Land Requirements 113
8.6 Observations 119

9. Employment Area Land Needs 122
9.1 Introduction 122
9.2 Approach 122
9.3 Employment Growth Allocation 122
9.4 Employment Growth Allocation to Employment Areas 124
9.5 Employment Area Land Needs 126
9.6 Rural Dry-Industrial Land Absorption Forecast 130
9.7 Observations 131

10. Policy Considerations 134
10.1 Introduction 134
10.2 Implementing Study Outcomes 135
10.3 Further Considerations Regarding Intensification, Housing and Growth Monitoring 139

Table of Contents (Cont'd)

Page

10.4 Planning for Employment Areas within Provincial and Local Planning Policy Framework 143
10.4.1 Employment Area Evaluation Criteria 146
10.5 Planning for Employment in the County's Rural Settlement Areas and Rural Areas 147
10.5.1 P.P.S., 2024 Policy Direction 149
10.5.2 County Official Plan Policies 150
10.5.3 Strategic Direction/Recommendations 154

Appendix A Provincial Planning Policy A-1

Appendix B Growth Projections Approach/Methodology B-1

Appendix C County-wide Population, Housing and Employment Forecast Details C-1

Appendix D Population, Housing and Employment Allocations D-1

Appendix E Detailed Vacant Residential and Employment Area Land Supply Information E-1

Appendix F Detailed Residential Land Needs by Area Municipality F-1

Appendix G Detailed Employment Area Land Needs by Area Municipality G-1

Appendix H Nodes and Corridors H-1

List of Acronyms and Abbreviations

B.U.A.	**Built-up Area**
F.U.G.	**Future Urban Growth**
G.D.P.	**Gross Domestic Product**
G.F.A.	**Gross Floor Area**
G.G.H.	**Greater Golden Horseshoe**
G.T.H.A.	**Greater Toronto Hamilton Area**
I.C.I.	**Industrial, Commercial and Institutional**
L.N.A.	**Land Needs Assessment**
N.F.P.O.W.	**No Fixed Place of Work**
M.O.F.	**Ministry of Finance**
N.P.R.	**Non-Permanent Residents**
O.P.	**Official Plan**
O.P.R.	**Official Plan Review**
O.P.A.	**Official Plan Amendment**
P.M.G.	**Provincial Methodology Guideline**
P.M.I.	**Purchasing Managers' Index**
P.P.S., 2024	**Provincial Planning Statement**
P.P.U.	**Persons Per Unit**

List of Acronyms and Abbreviations (Cont'd)

S.A.B.E.	**Settlement Area Boundary Expansion**
U.S.	**United States**

Executive Summary

Executive Summary

Watson & Associates Economists Ltd. (Watson), in association with Dillon Consulting Ltd., was retained by Oxford County in 2024 to undertake a Growth Analysis and Land Needs Assessment. The primary purpose of this study is to ensure that evolving long-term development trends, disruptive factors, as well as future opportunities and challenges, are comprehensively assessed and reflected in the County's revised long-term growth outlook and land needs assessment for settlement areas. This foundational report forms a key background document for the County's Official Plan Review (O.P.R.). It also provides strategic planning policy recommendations with respect to updates to the long-term population, housing and employment growth forecast for the County and its Area Municipalities to the year 2061, residential intensification targets, long-term urban land needs for fully serviced settlement areas and other related planning policy directions.

Key components of this study include:

- Long-term total population and employment growth forecasts by major sector/land use category for the County within the context of provincial, regional, and local policy, evolving development trends, as well as economic and demographic drivers and disruptors. For the purposes of sensitivity testing, three long-term growth scenarios were explored, with a recommended growth scenario chosen.

- Long-term housing forecasts by structure type.

- Growth forecast allocations for the recommended scenario by:

    - Area Municipality;

    - Serviced Settlement Areas: Large Urban Centres and, Serviced Villages, which are further separated into Built-up Area (B.U.A.) and Greenfield Area; and

    - Unserviced Rural Settlement Areas and Rural Areas.

- A residential intensification analysis that identifies key priority areas – nodes and corridors for housing development, including an estimate of potential housing units within those areas.

- A Community Area land needs assessment that identifies urban land requirements over a 20-, 25- and 30-year horizon for the Large Urban Centres and Serviced Villages. This includes reviewing land requirements for residential, commercial and institutional land uses.

- An Employment Area land needs assessment that identifies land requirements over a 20-, 25- and 30-year horizon for industrial-type development within the Large Urban Centres and Serviced Villages.

- Planning policy recommendations to guide long-term growth, focusing on planning for housing intensification, residential and commercial/institutional development in designated growth areas (D.G.A.), Employment Areas and Settlement Area Boundary Expansion (S.A.B.E.). Furthermore, guidance is also provided with respect to potential land need and planning for certain 'dry' industrial uses within the County's rural areas.

Summary of Key Findings

This study provides a comprehensive assessment of Oxford County's long-term population, housing and employment growth potential and land needs for serviced settlement areas to the year 2061, within the context of local and regional economic conditions and growth drivers. A summary of key findings is provided below.

The Long-Term Population and Economic Growth Outlook for Oxford County is Very Positive

Oxford County is well-positioned to continue to attract and accommodate steady population and employment growth over the next several decades. A key driver of this long-term population and employment growth potential is the County's strategic geographic location within Southern Ontario. The County forms part of a broader market area (commuter-shed) which includes Waterloo Region and the Counties of Perth, Brant, Haldimand-Norfolk and the London-Middlesex Area. Location factors play a key role in the distribution of the dominant business clusters visible across Oxford County and the broader market area today, such as auto-manufacturing and

transportation/warehousing, which are primarily located in proximity to the Highway 401 and 403 corridors and other major routes.

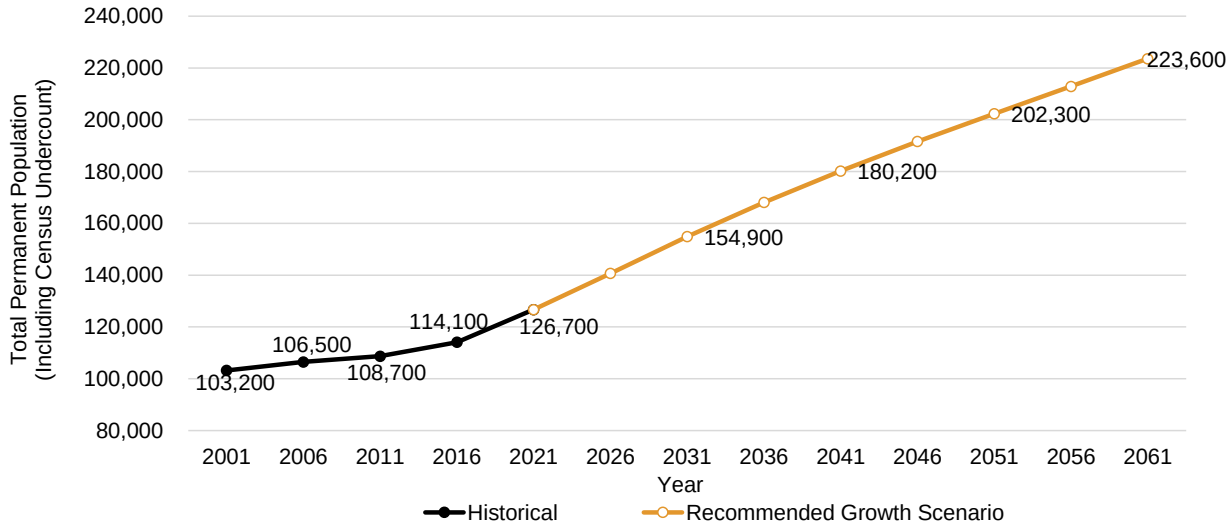
Oxford County continues to have a strong appeal to both businesses and residents. Again, this appeal is largely attributed to the County's geographic location, which offers opportunities for urban and rural living with proximity to employment and other amenities. These amenities include public and private schools, satellite post-secondary institutions, three main hospitals, access to municipal recreational facilities, and proximity to the County's rural countryside.

The population in Oxford County showed considerable growth between 2016 and 2024, primarily driven by outward growth pressures from the larger urban centres of the Greater Golden Horseshoe (G.G.H.). The rate of new housing development across Oxford County has notably picked up since 2015 and was further accelerated across Southwestern Ontario with the onset of the coronavirus disease (COVID-19) pandemic in March 2020. This acceleration in housing (which peaked between 2020 and 2021) was led by increased opportunities for remote/hybrid work, combined with growing employment growth opportunities within the London Economic Region and the surrounding commuter-shed. While the latest 2025 population projections from the Ministry of Finance (M.O.F.) show a reduction in the population projections for Southwestern Ontario compared to the 2023 and 2024 projections, Oxford County has continued to exhibit strong population growth when examining recent post-Censal estimates.

Recommended Population Growth Forecast

Oxford County has been identified by the Province as a high-growth region within Southern Ontario. Under the recommended population growth forecast, Oxford County's population is forecast to 223,600 by 2061, growing at an annual rate of 1.6%, considerably higher than what has been experienced over the past two decades.

Figure ES-1
Oxford County
Recommended Long-Term Population Forecast, 2001 to 2061



Note: Population includes net Census undercount estimated at 4.1% and figures have been rounded.
Source: Historical 2001 to 2021 data derived from Statistics Canada Table 17-10-0152-01; forecast prepared by Watson & Associates Economists Ltd.

Similar to the province as a whole, the County will increasingly become more reliant on net migration as a source of population growth due to the aging local population. This aging trend places increasing demands on net migration as a source for population growth in the County, due to declining (and eventually negative) population growth from natural increase, i.e. births less deaths. The aging of the County's population is also anticipated to generate increasing needs for seniors' housing and other housing options to accommodate a growing share of older residents. Furthermore, an older population base can also place downward pressure on the labour force participation rate[1].

Over the long-term forecast period, approximately 85% of the new residents expected to arrive in the County through net migration are projected to be adults between the ages of 20 and 54 as well as children (i.e. under 19 years of age). These forecast net

[1] Defined by Statistics Canada as the proportion of the population aged 15 and older who are employed or looking for work.

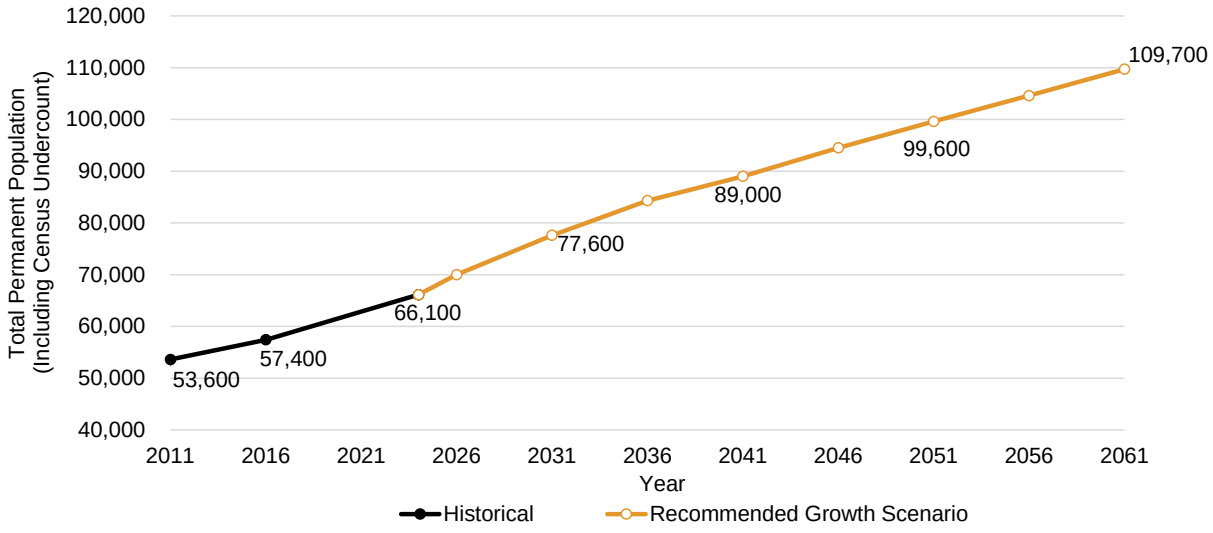
migration trends for Oxford County are expected to help mitigate the impacts of the County's aging population base.

Recommended Employment Growth Forecast

Under the recommended employment growth forecast, the employment base for the County is forecast to increase by 43,600 employees, reaching 109,700 jobs by 2061.

Of the total additional jobs identified for Oxford County over the long term, approximately 78% of jobs are anticipated to have a usual place of work, while the remaining 22% of new jobs are associated with work at home employment or off-site employees. With respect to employment by major sector, approximately 61% of job growth for the County is associated with services-producing sectors, while 39% of jobs are associated with goods-producing sectors (i.e. industrial and primary employment sectors).

Figure ES-2
Oxford County
Recommended Employment Forecast, 2011 to 2061



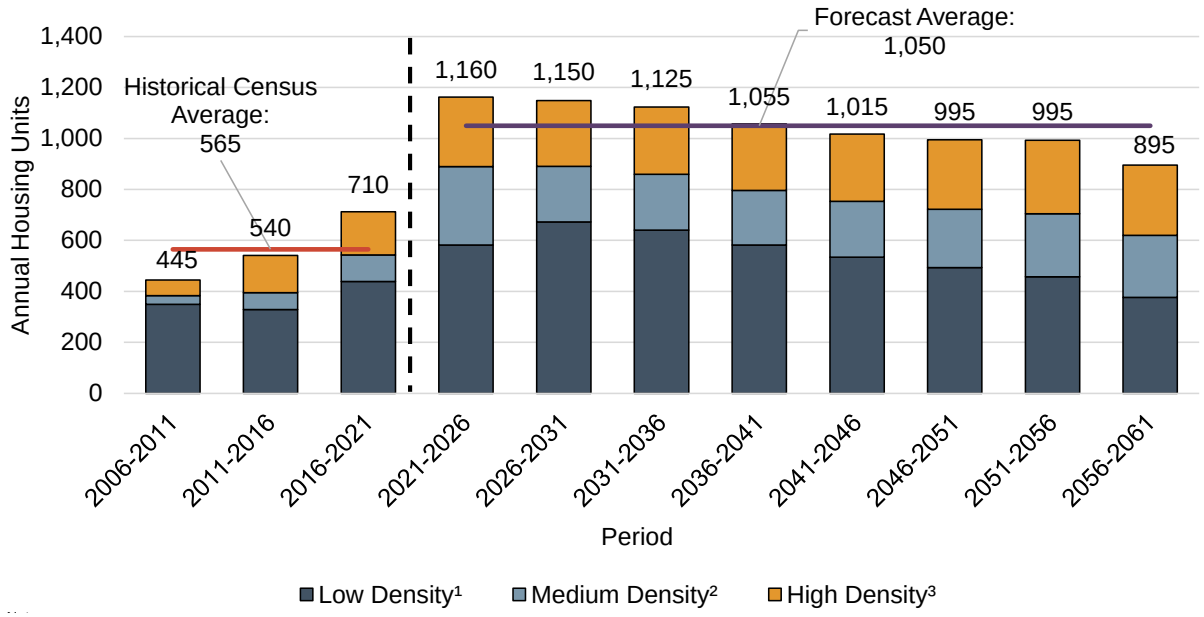
Note: Figures have been rounded. Total employment figures include work at home and no fixed place of work. Statistics Canada 2021 Census place of work employment data has been reviewed and has not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Source: 2011 to 2016 derived from Statistics Canada Census data; forecast prepared by Watson & Associates Economists Ltd.

A Broad Range of Housing Types are Anticipated to Accommodate Continued Permanent Population Growth Across the County

To accommodate the recommended long-term population growth forecast, the County will require the construction of just over 1,000 new housing units annually between 2021 and 2061 (refer to Figure ES-3). A fundamental planning policy objective at the provincial, County, and local municipal level is to plan for complete communities, including but not limited to offering a broad range of housing options and a diverse mix of local employment opportunities. This is important because it is recognized that the County has a role in attracting, accommodating and retaining local businesses by providing housing options to a growing regional labour force.

Accordingly, there will continue to be a growing need to attract and accommodate new and existing residents within the County across all ages and income groups, including young adults, new families, growing families with children, empty nesters and seniors. To achieve this objective, Oxford County, working with its Area Municipalities and stakeholders will need to continue to monitor the supply of available greenfield land as well as residential intensification opportunities that can accommodate a broad range of ownership and rental housing products across all housing types, including, but not limited to, grade-related ownership housing (i.e. single detached, townhouses), condominium apartments, purpose-built rental housing, seniors' housing and secondary units. Efforts to attract new residents must be linked to not only housing accommodation but also infrastructure, community services and urban amenities, and quality of life attributes that appeal to the younger mobile population, while not detracting from the County's attractiveness to older population segments.

Figure ES-3
Oxford County
Recommended Housing Forecast by Structure Type, 2006 to 2061



Summary of Population, Housing and Employment Growth Allocations by Area Municipality

While population and employment growth rates vary significantly by Area Municipality, the Area Municipalities within the County share several common attributes with respect to near- and longer-term population growth and development trends. These include the following:

- All Area Municipalities are forecast to experience higher total annual population, housing, and employment growth relative to historical trends experienced between 2011 and 2021.
- While COVID-19 was disruptive to the local economy, particularly in retail, accommodation and food, and tourism-based sectors, the economic recovery following the pandemic has been strong throughout the regional economy and within each of the Area Municipalities within the County.
- Continued regional employment opportunities, particularly those related to manufacturing; goods movement; agricultural; as well as other service-producing

and knowledge-based sectors, represent a key driver of future employment growth within the County and its Area Municipalities.

- All Area Municipalities within the County experienced relatively higher housing development activity during the height of the pandemic between 2020 and 2022. When considering long-term historical trends over the past two decades, most Area Municipalities within the County have experienced relatively higher levels of new housing construction activity since 2015. Looking forward, the rate of annual housing growth is anticipated to moderate from the peak levels experienced during the pandemic; however, all of the County's Area Municipalities are forecast to experience stronger housing demand relative to historical trends.

- Declining housing affordability, combined with a range of broader economic headwinds, including persistently high inflation rates, rising household debt, U.S. protectionist policies, increasing housing costs, and a slow short-term economic outlook is anticipated to dampen housing demand in the near term (i.e. next 12 to 24 months), relative to recent historical highs experienced during the past five years.

- Over medium to long-term (i.e. next 3+ years) housing demand across the County is anticipated to remain strong, driven by continued outward migration largely from the G.G.H. and City of London. Over the longer term (i.e. 10+ years), the average rate of annual housing development is anticipated to gradually slow (relative to the near-term forecast period) across all Area Municipalities within the County, driven by modestly slower regional and provincial economic growth associated with an aging population and regional labour force.

- Average P.P.U. levels are forecast to decline from 2021 to 2061 across all Area Municipalities.

- Low-density housing forms are forecast to continue to comprise a notable share of future housing growth; however, increasing market demand will exist for medium-density and high-density housing types across all Area Municipalities.

Figure ES-4 summarizes the County's recommended long-range population forecast by Area Municipality in ten-year increments between 2021 and 2061. Additional details regarding forecast housing and employment are provided in Chapter 5.

Figure ES-4
Oxford County
Recommended Population Forecast by Area Municipality, 2021 to 2061

Year	City of Woodstock	Town of Tillsonburg	Town of Ingersoll	Township of Blandford Blenheim	Township of East Zorra-Tavistock	Township of Norwich	Township of South-West Oxford	Township of Zorra	Oxford County
2011	38,800	15,700	12,500	7,600	7,000	11,000	7,800	8,300	110,900
2016	42,600	16,500	13,300	7,700	7,400	11,500	8,000	8,500	115,300
2021	48,700	18,800	14,300	7,900	8,200	11,900	8,000	9,000	126,700
2031	60,000	24,300	16,700	9,000	10,200	14,200	9,300	11,300	154,900
2041	71,100	30,100	19,100	9,900	10,800	15,400	9,900	13,000	180,200
2051	80,800	34,900	20,900	10,700	13,000	17,000	10,800	14,300	202,300
2061	90,300	39,300	22,600	11,400	14,400	18,500	11,600	15,500	223,600
Total Population Growth									
2011 to 2021	9,900	3,100	1,800	300	1,200	900	200	700	11,400
2021 to 2031	11,300	5,500	2,400	1,100	2,000	2,300	1,300	2,300	28,200
2021 to 2041	22,400	11,300	4,800	2,000	3,400	3,500	1,900	4,000	53,500
2021 to 2051	32,100	16,100	6,600	2,800	4,800	5,100	2,800	5,300	75,600
2021 to 2061	41,600	20,500	8,300	3,500	6,200	6,600	3,600	6,500	96,900
Annual Population Growth Rate									
2011 to 2021	2.3%	1.8%	1.4%	0.4%	1.6%	0.8%	0.3%	0.8%	1.6%
2021 to 2031	2.1%	2.6%	1.6%	1.3%	2.2%	1.8%	1.5%	2.3%	2.0%
2021 to 2041	1.9%	2.4%	1.5%	1.1%	1.7%	1.3%	1.1%	1.9%	1.8%
2021 to 2051	1.7%	2.1%	1.3%	1.0%	1.5%	1.2%	1.0%	1.6%	1.6%
2021 to 2061	1.6%	1.9%	1.2%	0.9%	1.4%	1.1%	0.9%	1.4%	1.4%

Note: Population includes net Census undercount estimated at approximately 4.1%. Figures may not add precisely due to rounding.
Source: 2011 to 2021 derived from Statistics Canada Census data; 2021 to 2061 forecast by Watson & Associates Economists Ltd

Addressing the County's Settlement Area Land Needs

In order to assess urban land need requirements, and intensification potential, the County has been categorized by the following broad geographic areas, which form key components of the County's community structure. These geographic areas include:

- **Serviced Settlement Areas:** includes fully serviced settlements with municipal water and wastewater servicing. This includes the Large Urban Centres (Woodstock, Ingersoll and Tillsonburg) and the eight Serviced Villages located in the Townships. Designated land in these settlement areas is assessed in the L.N.A.

- **Unserviced Rural Settlement Areas and Remaining Rural Areas:** include rural settlement areas with partial or no municipal servicing and the remaining rural area. There are numerous settlement areas across the County. The designated land supply in these settlement areas is not assessed in detail, given that further growth is primarily to be limited to minor infilling and smaller-scale developments within the existing designated settlement area boundaries.

With the County's Serviced Settlement Areas (Large Urban Centres and Serviced Villages), the following key policy areas are important to address:

- **Community Areas:** these areas are planned to support a mix of uses, including residential, commercial and institutional development. Within the Community Area there are two sub-components:

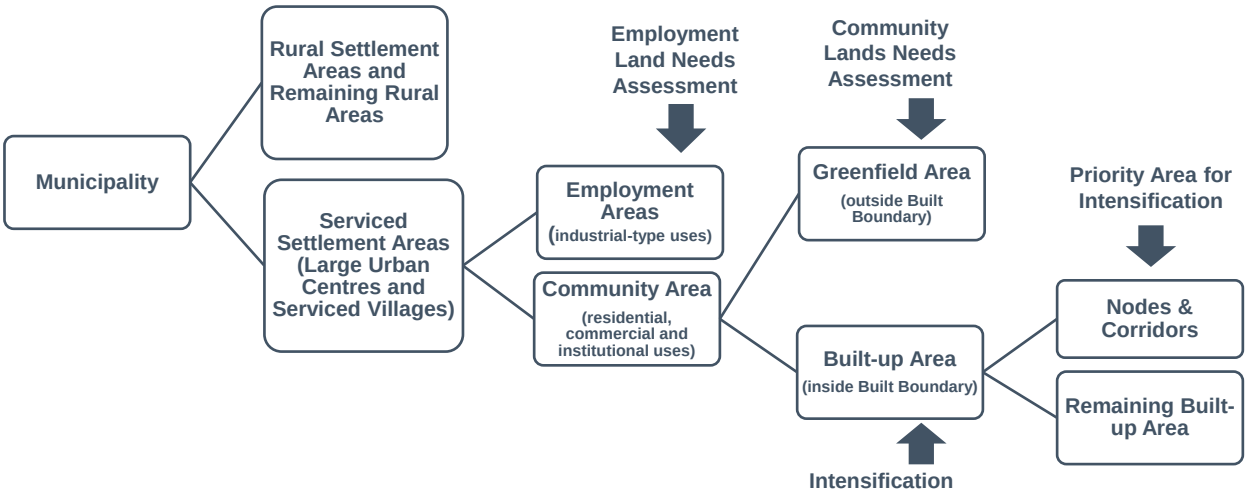
    - **Built-up Area (B.U.A.):** the area within the Built Boundary. This area is largely already subdivided, and a large portion is developed or currently undergoing development. Development within this area represents intensification. Within the B.U.A., nodes and corridors (as discussed in Chapter 6) are identified as priority areas for intensification, representing lands that offer demand and supply opportunities to accommodate intensification. Opportunities to accommodate housing in the B.U.A. are assessed prior to identifying the remaining housing needs within Greenfield Areas, representing an "intensification-first" approach to accommodating housing growth.

- **Greenfield Areas:** the area outside the Built Boundary but still designated within the urban settlement area boundary, that is designated for urban residential development. This is the area that is still largely undeveloped and, includes land within the settlement area planned for future urban development. A key objective of the L.N.A. is to identify urban land that must be brought into the serviced settlement areas over the planning horizon. Additional land brought into a settlement area (i.e. through a Settlement Area Boundary Expansion) would be considered Greenfield Areas.

- **Employment Areas:** these areas are planned to accommodate industrial-type development that requires separation for sensitive uses, such as residential and major retail uses. They are protected under the P.P.S., 2024 for industrial use. The Employment Area assessment is discussed in Chapter 9.

ES-5 illustrates the County's community structure components. Key components are discussed below.

Figure ES-5
Oxford County
Community Structure



Source: Watson & Associates Economists Ltd.

Summary of Housing Intensification Analysis

A short-term intensification supply analysis has been prepared within defined areas, as informed by County and Area Municipal staff feedback. The intensification analysis was focused on identifying potential opportunities to accommodate growth within identified node and corridor areas over the short term (within approximately 10 years). The intensification analysis is intended as a strategic "big picture" look at possible intensification sites within identified nodes/corridors, with the following notes:

- The analysis was focused on short-term opportunities with minimal constraints and was not intended to capture every possible opportunity for intensification.
- The analysis is not prescriptive. If an area was identified as having intensification potential, it does not imply that planning approvals would be granted or guarantee that a project would otherwise be feasible or proceed.
- Likewise, areas not identified in this initial analysis may still be candidates for future redevelopment.

The recommended intensification rates vary by municipality, ranging from 9% to 25%. This allocation was determined by assessing the supply and demand factors in each area. Key highlights are provided below.

- Large Municipalities have been allocated a 25% intensification rate.
- Townships generally are allocated a intensification rate of 15%, with two exceptions:
    - The Township of Zorra has a 25% allocation due to its significant intensification opportunities within existing, large approved residential developments.
    - The Township of South-West Oxford has a 9% allocation, reflecting the limited supply available in its single Serviced Village of Mount Elgin.

As market conditions evolve, the intensification analysis should be revisited over time to ensure alignment with long-range planning objectives and emerging opportunities. Monitoring intensification rates, overall growth, and updates to population and

employment forecasts (which are typically revisited every five years) will be an important part of implementation.

Summary of Community Area Land Needs Assessment

Key findings regarding the Community Area (residential, commercial and institutional uses) land needs are as follows:

- It is estimated that the County requires an additional 390 hectares of Community Area lands over the 20-year period, increasing to approximately 819 hectares (approximately 2,020 acres) over the 30-year period.
- Six of the eight municipalities within the County will require an expansion to their Serviced Settlement Area(s) to accommodate Community Area uses, (e.g. parkland, commercial and institutional uses). Appendix F provides further details on the Community Area land requirements.
- Based on a review of the commercial and institutional land requirements, the Town of Tillsonburg, is forecast to require an additional 10 hectares (25 acres) of Community Area lands for commercial and institutional purposes over the 30-year period. In total, Tillsonburg would require approximately 180 hectares (445 acres) of land for Community Area expansion.
- All of the remaining municipalities will meet the forecast land requirement for commercial and institutional uses through the existing designated land supply and through the provision for commercial and institutional uses to support in the Community Area land need in the Greenfield Areas.

Summary of Employment Area Land Needs Assessment

Employment areas are a vital component of a municipality's economic base. These areas form the backbone of the local economy by providing a stable and designated location for a wide range of businesses. They are crucial for generating jobs and economic opportunities for the County. Over the next 30 years, the County's Employment Areas in the Large Urban Centres and Serviced Villages are expected to accommodate robust growth, representing approximately 39% of the County's employment growth. Key findings regarding the Employment Area land needs assessment are as follows:

- Five of the eight municipalities will require additional designated Employment Area lands over the 20-, 25-, and 30-year periods. The majority of the additional Employment Area land needs are concentrated in the City of Woodstock and the Town of Tillsonburg. No additional Employment Area land is required in the Town of Ingersoll and the Township of Zorra. The Township of Blanford-Blenheim has a small shortfall of 2 hectares over the 30-year period; the County and Township should review these land needs at the next O.P.R.

- Overall, the County is anticipated to require an additional 129 gross developable hectares of designated Employment Areas land over the 20-year period. Over the 30-year period, this is expected to increase to 353 hectares.

- Figures ES-6 through ES-8 provide a summary of the land needs by Area Municipality, which summarizes both Community Area and Employment Area land needs. As summarized, over the 20-year period, the County will require an additional 529 gross developable hectares of land to be brought into settlement areas to accommodate forecasted growth, increasing to 1,185 gross developable hectares (approximately 2,928 **acres) over the 30-year period.**

Figure ES-6
Oxford County
Total Land Needs Summary, 20-Year Requirements

Municipality	Community Area, Hectares	Community Area - Adjustment for Commercial and Institutional Uses, Hectares	Employment Area, Hectares	Total Land Needs, Hectares
Woodstock	251	251	83	334
Tillsonburg	64	74	30	104
Ingersoll	2	2	0	2
Zorra	0	0	0	0
Norwich	9	9	0	9
East Zorra-Tavistock	53	53	14	67
Blandford-Blenheim	0	0	0	0
South-West Oxford	11	11	1	12
Total	**390**	**400**	**129**	**529**

Source: Watson & Associates Economists Ltd., 2025.

Figure ES-7
Oxford County
Total Land Needs Summary, 25-Year Requirements

Municipality	Community Area, Hectares	Community Area - Adjustment for Commercial /Institutional Uses, Hectares	Employment Area, Hectares	Total Land Needs, Hectares
Woodstock	353	353	168	521
Tillsonburg	119	129	49	178
Ingersoll	20	20	0	20
Zorra	0	0	0	0
Norwich	26	26	3	29
East Zorra-Tavistock	72	72	17	89
Blandford-Blenheim	0	0	0	0
South-West Oxford	21	21	3	24
Total	**611**	**631**	**240**	**871**

Source: Watson & Associates Economists Ltd., 2025.

Figure ES-8
Oxford County
Total Land Needs Summary, 30-Year Requirements

Municipality	Community Area, Hectares	Community Area - Adjustment for Commercial /Institutional Uses, Hectares	Employment Area, Hectares	Total Land Needs, Hectares
Woodstock	452	452	251	703
Tillsonburg	170	180	68	248
Ingersoll	36	36	0	36
Zorra	0	0	0	0
Norwich	43	43	5	48
East Zorra-Tavistock	91	91	21	112
Blandford-Blenheim	0	0	2	2
South-West Oxford	30	30	6	36
Total	**822**	**832**	**353**	**1,185**

Source: Watson & Associates Economists Ltd., 2025.

In addition to expansion requirements for Employment Areas in the Serviced Villages and Large Urban Centres, Oxford County is forecast to absorb approximately 117

hectares of rural dry-industrial land. The County should continue to monitor the dry industrial needs.

Policy Recommendations

Based on this Growth Analysis and Land Needs Assessment results, planning policy updates are recommended to guide future growth and development across the County to the year 2061. These recommendations are discussed in detail in Chapter 11 of this report and address the following:

Community Area Policy Recommendations

- Update the population, housing and employment forecasts in Oxford County O.P.;
- Revise residential intensification targets for the Large Urban Centres;
- Consider Residential intensification targets for the Serviced Villages;
- Consider undertaking an Urban Structure Study (as described in 10.3 of this report); and
- Undertake Settlement Area Boundary Reviews to address the need for additional Community Area lands over a 20- to 30-year planning horizon.

Employment Area Policy Recommendations

- Plan for future Employment Area land development within the revised Provincial policy framework;
- Establish local evaluation criteria for establishing Employment Area removals;
- Undertake Settlement Boundary Reviews to address the need for additional Employment Area lands over a 20- to 30-year planning horizon; and
- Plan for Employment in the County's Rural Area.

Growth Monitoring and Management

- Enhance tools and policies for monitoring population, housing and employment growth and implementing growth management objectives.

Report

Chapter 1
Introduction

1. Introduction

1.1 Terms of Reference

Watson & Associates Economists Ltd. (Watson), in association with Dillon Consulting Ltd. (Dillon), was retained by Oxford County in 2024 to undertake a Growth Analysis and Land Needs Assessment. The primary purpose of this study is to ensure that evolving long-term development trends, disruptive factors, as well as future opportunities and challenges are comprehensively assessed and reflected in the County's revised long-term growth outlook and land needs assessment. This foundational report forms a key background document to the County's Official Plan Review (O.P.R.). It also provides strategic planning policy recommendations with respect to updated long-term population, housing and employment growth forecasts for the County and its Area Municipalities to 2061, residential intensification targets, long-term urban land needs, planning for Employment Areas, and other related planning policy directions.

Key components of this study include:

- Long-term total population and employment growth forecast by major sector/land use category for the County within the context of provincial, regional, and local policy, evolving development trends, as well as economic and demographic drivers and disruptors. For the purposes of sensitivity testing, three long-term growth scenarios are explored, including a recommended growth scenario.
- Long-term housing forecasts by structure type.
- Growth forecast allocations for the recommended scenario by:
    - Area Municipality;
    - Serviced Settlement Areas: Large Urban Centres and Serviced Villages, separated into Built-up Area (B.U.A.) and Greenfield Area Planning Policy Area: Built-up Area (B.U.A.) and Greenfield Area within Large Urban Centres and Serviced Villages.

- A residential intensification analysis that identifies key priority areas – nodes and corridors for housing development, including an estimate of potential housing units within those areas.

- A Community Area land assessment that identifies urban land requirements over a 20-, 25- and 30-year horizon within the Large Urban Centres and Serviced Villages. This includes a review of land requirements for residential, commercial and institutional designated lands.

- An Employment Area land needs assessment that identifies land requirements over a 20-, 25- and 30-year horizon for industrial-type development within the Large Urban Centres and Serviced Villages.

- Planning policy recommendations to guide long-term growth, with a focus on planning for, housing intensification, residential and commercial/institutional development in Greenfield Areas (also referred to as Designated Growth Areas in the P.P.S., 2024), Employment Areas and Settlement Area Boundary Expansion (S.A.B.E.). Furthermore, guidance is also provided regarding planning for industrial use within the County's rural areas.

1.2 Background

The Oxford County Official Plan (O.P.) is a visionary document that shapes the way the County and its Area Municipalities grow and develop. The *Planning Act*, sets out what an O.P. can do, including, but not limited to, the following:

- Directing growth and change, mostly related to how land and buildings are used;

- Guiding decisions on land use, development, transportation, physical and community infrastructure, and more; and

- Providing direction for implementing tools such as Zoning By-laws.

The current Oxford County O.P. was adopted on December 13, 1995, and amended as of March 31, 2023, and has positively shaped growth and development across the County over the past three decades. The County is embarking on a review of its existing O.P. to respond to current conditions and trends, and to provide direction with respect to the management of growth and development across the County to the year 2054.

Oxford County is experiencing strong population growth and employment. By 2061, the County's population and employment base is forecast to grow to approximately 223,600 people and 109,700 jobs, respectively. Population growth in the County and its Area Municipalities will be increasingly driven by net migration, which is critical to the sustained economic growth of the County and the surrounding area. Population growth is an essential component of a growing and competitive labour force and business community. Population and employment growth also contributes to the generation of new jobs for local residents and revenue sources to pay for existing and new municipal services and infrastructure.

While urban growth and economic development can provide many positive impacts, if not managed adequately, development within urban, rural and agricultural areas of the County can lead to increasing challenges, such as, but not limited to, the following:

- Providing housing options for existing and new residents that are attainable and affordable;
- Ensuring transportation options to safely move people and goods throughout the County;
- Responding to negative environmental impacts of urbanization and addressing climate change;
- Loss of productive agricultural lands;
- Replacing aging infrastructure and municipal services; and
- Addressing growing inequality.

To address these challenges, it is important that new development is planned for and accommodated in a manner that supports the policy objectives of the O.P., the County Strategic Plan and Area Municipal Strategic Plans.[1] Furthermore, it is critical that the amount, type, timing, and location of development throughout the County is planned in a manner that is well aligned with housing and employment demand, as well as infrastructure and municipal service needs.

[1] https://www.oxfordcounty.ca/your-government/corporate-performance/strategic-plan/

In addressing the pace of future population and employment growth for the County, it is important to recognize that it is difficult for the County and/or Area Municipalities to reduce population growth pressures. This is because population growth and the associated urban growth pressures, more broadly across Canada and specifically in Oxford County, are largely controlled by senior government policies and broader macro-economic forces (i.e., federal immigration policies, provincial and regional economic trends, and regional migration patterns within the Province). Notwithstanding these broader challenges, Oxford County and its Area Municipalities have considerable control to positively influence their competitive position. In planning for its future, the County has numerous opportunities on which to build, including, but not limited to a growing skilled workforce; vibrant urban and rural communities and downtown areas, a growing economy anchored by a large and diverse industrial and agricultural employment base, and a high quality of life.

Ultimately, a key objective for Oxford County will be to accommodate growth and change in a manner that preserves the County's livability while embracing development patterns that are sustainable from a triple-bottom-line perspective (i.e. environmental, financial, and socio-economic). With a clear strategy for growth management, Oxford County can proactively plan for and accommodate urban and rural development in an efficient and sustainable manner.

Since the completion of the County's previous Growth Analysis Study, prepared in 2020, [1] the following key factors have collectively contributed to the need to review the long-term population, employment, and household forecast for Oxford County:

- The Statistics Canada 2021 population and housing Census results are tracking considerably higher in most areas of Southwestern Ontario, including Oxford County, when compared to 2021 estimates as per current O.P. and 2020 Growth Analysis Study. Stronger population and housing demand has been primarily driven by outward growth pressure from the City of London and the larger urban centres within the Greater Golden Horseshoe (G.G.H.) between 2016 and 2024.

- Historical housing development activity over the past two decades has been relatively strong across most areas of the County since 2015. However, since the onset of the (COVID-19) pandemic in March 2020, housing demand was

[1] Oxford County Phase 1 Comprehensive Review Study by Hemson Consulting Inc., March 2020.

further accelerated across Southwestern Ontario, led by increased opportunities for remote/hybrid work, combined with growing employment growth opportunities within the London Economic Region and the surrounding commuter-shed. Added to this, the County's relatively price-competitive housing market, relative to larger urban centres particularly within the G.G.H., has increased this area's attractiveness to young adults, families, empty nesters, and seniors. With stronger housing demand across the County and the broader London Economic Region., there has been a considerably greater development interest from the development community across Oxford County.

- As further noted in Chapter 2, changes in provincial legislation have introduced new requirements for conducting growth projections. The Provincial Planning Statement, (P.P.S.), 2024 notes that "planning authorities shall base population and employment growth forecasts on Ministry of Finance (M.O.F.) 25-year projections and may modify projections, as appropriate."[1]

- Recent updates (provided annually) to long-range population growth forecasts have been prepared by the M.O.F., including population forecasts for Oxford County, which need to be reviewed.

- Updates to Canadian federal immigration targets for permanent and non-permanent residents (N.P.R.) also need to be considered within the context of long-term County population growth potential.

- Evolving regional economic and real-estate market trends across Southern Ontario, including Oxford County and broader regional area require a review to better understand the impacts on urban and rural development pressures across the County.

In accordance with the above, it is necessary to re-examine Oxford County's near-term and longer-term population, housing, and employment growth forecasts; growth allocations; urban land needs assessment; and, growth management policies. This Growth Forecast and Land Need Assessment is to be used to guide the amount, type, timing, and location of long-term population, housing, and employment growth, settlement area urban land needs, phasing of development for the County, and its Area Municipalities, and to provide planning policy recommendations related to long-term

[1] Provincial Planning Statement, 2024, policy 2.1.1, page 6.

growth management and monitoring. It is noted that the analysis provided herein presents the best information currently available. This analysis is not intended to be used to constrain or set a capacity limit on urban development; however, the forecasts will be used as the basis for other growth related studies and land use designations/plans, infrastructure and service delivery decisions will be based on the information in this report.

Chapter 2
Policy Context

2. Policy Context

2.1 Provincial Policy Context

2.1.1 P.P.S, 2024

On August 20, 2024, the Province released a new P.P.S., which came into effect on October 20, 2024.[1] The P.P.S., 2024 was released in coordination with Bill 185, *Cutting Red Tape to Build More Homes Act.* The following summarizes key highlights of the P.P.S., 2024 that are particularly relevant to this study:

Planning for Growth

- Compared to the P.P.S., 2020, the P.P.S., 2024 provides a more flexible time horizon for planning for growth by providing a planning horizon with a minimum of 20 years and a maximum of 30 years. Policy 2.1.3 states, "Planning for infrastructure, public service facilities, strategic growth areas and Employment Areas may extend beyond this time horizon."[2] As such, this suggests that municipalities are to designate land to accommodate growth for at least 20 years, but not more than 30 years, with the opportunity to designate additional land beyond the 30-year time horizon when planning for Employment Areas, strategic growth areas, and infrastructure.[3]

- Policy 2.1.1 of the P.P.S., 2024 notes that "planning authorities shall base population and employment growth forecasts on Ontario Population Projections published by the M.O.F. and may modify, as appropriate." It is important to note that the M.O.F. population forecasts are provided at the Census Division (C.D.) level only, which typically represents upper-tier municipalities, including separated municipalities and large urban single-tier municipalities. The M.O.F. does not provide forecasts at the area-municipal level (i.e. Census Subdivisions). It is noted that Oxford County is a C.D. in accordance with Statistics Canada.

[1] https://ero.ontario.ca/notice/019-8462.
[2] Provincial Planning Statement, 2024, policy 2.1.3, p. 6.
[3] Ibid.

- The most recent Summer 2025 M.O.F. projections provide growth estimates to the year 2051.[1] As previously mentioned, the P.P.S., 2024 states that land needs can be calculated up to 30 years, with a longer time period permitted for Employment Areas. This may require municipalities, in certain cases, to prepare growth forecasts that extend beyond the M.O.F. horizon of 2051. It is further noted that the M.O.F. forecasts are not meant to replace long-term forecasting by municipalities, but rather to be used as a starting place in establishing forecasts and testing the reasonableness of alternative regional forecasts and area municipal growth allocations, a practice that Watson currently carries out.

- Long-range demographic and economic growth forecasts as well as land needs assessments remain a fundamental background component to the O.P.R. process (refer to section 2.1.3, herein, regarding the most recent direction regarding Provincial guidance on growth forecasting and land needs assessments).

Planning for Housing

- Generally unchanged from the P.P.S., 2020, the P.P.S., 2024 still requires planning authorities to maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands that are designated and available for residential development. Planning authorities are also required to maintain at all times, where new development is to occur, lands with servicing capacity sufficient to provide at least a three-year supply of residential units, available through lands suitably zoned, including units in draft approved or registered plans.

- The P.P.S., 2024 requires municipalities to establish and maintain minimum targets for intensification and redevelopment within built-up areas (B.U.A.), based on local conditions.[2]

[1] The Oxford County Growth Analysis and Land Needs Assessment technical work was undertaken under the 2024 M.O.F. projections. The 2025 M.O.F. projections for the County were released in August 2025 after the work was completed.
[2] Provincial Planning Statement, 2024, policy 2.3.1.4, p. 8.

Settlement Area Boundary Expansions

- According to the P.P.S., 2024, a Settlement Area boundary expansion (S.A.B.E.) is allowed at any time and without the requirement of a Comprehensive Review (C.R.), which is a study that evaluates growth management and land needs and was formerly referred to as a Municipal Comprehensive Review (M.C.R.), provided that the S.A.B.E. meets the criteria established in policy 2.3.2.1. The criteria include establishing the need to designate and plan for additional land to meet an appropriate range and mix of land uses, supported by infrastructure and public facilities, while limiting the impact on agricultural areas. Overall, the policies allow for a more simplified and flexible approach for municipalities to undertake an S.A.B.E.[1]

Planning for Employment

- Unchanged from the P.P.S., 2020, major office and major institutional development should be directed to Major Transit Station Areas (M.T.S.A.s) or other strategic growth areas where frequent transit service is available, according to the P.P.S., 2024.[2]

- The P.P.S., 2024 includes an updated definition of Employment Area based on the amendment of the *Planning Act* on June 8, 2023. The *Planning Act* was amended under subsection 1 (1) to include a new, more narrowly scoped definition of "area of employment." This definition of Employment Area has been revised to include only industrial-type employment as a primary use. The amendment to the *Planning Act* received Royal Assent as part of Bill 97 on June 8, 2023. The definition change in the *Planning Act* came into effect on October 20, 2024, in concert with the P.P.S., 2024.

- According to the P.P.S., 2024, municipalities are to assess and update Employment Areas identified in O.P.s to ensure that this designation is appropriate to the planned function of Employment Areas.[3]

[1] Provincial Planning Statement, 2024, policy 2.3.2, p. 9.
[2] Ibid., policy 2.8.1.4, p. 13.
[3] Ibid., policy 2.8.2.4, p. 14.

- The P.P.S, 2024 requires that municipalities designate, protect, and plan for all Employment Areas in Settlement Areas by:
    - planning for the long-term needs of Employment Area uses;
    - prohibiting residential uses, commercial uses, public service facilities, other institutional uses, and retail and office uses not associated with the primary employment use; and
    - providing an appropriate transition to adjacent non-Employment Areas to ensure land use compatibility and economic viability.[1]
- Under the P.P.S., 2024, municipalities are provided with greater control over Employment Area conversions (now referred to as Employment Area removals) with the ability to remove lands from Employment Areas at any time. Previously, under the P.P.S., 2020 and the Growth Plan, municipalities were required to review changes to designated Employment Areas during a M.C.R. or C.R. Under the P.P.S., 2024, municipalities are required to demonstrate that there is an identified need for the removal and that the land is not required for Employment Area uses over the long term. Furthermore, municipalities need to demonstrate that the proposed change from Employment Area to a non-Employment Area use does not undermine the overall viability of the Employment Area.[2]
- The P.P.S., 2024 requires that all development within 300 metres of Employment Areas shall avoid, or mitigate, potential impacts on the "long-term economic viability" of employment uses.[3] This means that when planning for Employment Areas or other uses in proximity to Employment Areas, municipalities must ensure there is an appropriate transition between Employment Areas and sensitive uses like residential uses where necessary. This acknowledges that the delineation of the Employment Area does not necessarily protect uses on the edge of the Employment Area which may require separation from sensitive uses.

[1] Provincial Planning Statement, 2024, policy 2.8.2.3, p. 14.
[2] Ibid., policy 2.8.2.5, p. 15.
[3] Ibid., policy 2.8.1.3, p. 13.

- While the P.P.S., 2024 requires an appropriate separation between Employment Area uses and sensitive uses, it also provides the opportunity for manufacturing, small-scale warehousing, and other industrial uses to be accommodated outside of Employment Areas where there are no adverse effects to being located near a sensitive use. It notes that, if there is an opportunity, these uses should be encouraged in Strategic Growth Areas (S.G.A.s) and other mixed-use areas where frequent transit service is available.[1]

Planning for Growth in Rural Areas

- Generally unchanged from the P.P.S., 2020, the P.P.S., 2024 indicates that rural settlement areas shall be the focus of growth and development and their vitality and regeneration shall be promoted.[2] Furthermore, when directing development in rural settlement areas, municipalities are to consider locally appropriate rural characteristics, the scale of the development, and the provision of appropriate service levels.[3]

- In prime agricultural areas, permitted uses and activities include agricultural uses, agriculture-related uses, and on-farm diversified uses based on provincial guidance, according to the P.P.S., 2024.[4] Compared to the P.P.S., 2020, this policy has been modified in the P.P.S., 2024 to include provincial guidance.

2.1.2 Provincial Methodology Guidance Document

On August 11, 2025, the province released a proposed Provincial Projection Methodology Guidance (P.M.G.) document to support the implementation of the P.P.S., 2024 with regard to carrying out long-range forecasts and land need assessments. The province is currently seeking comments on the P.M.G. document with the comment period ending October 11, 2025. Once finalized, this P.M.G. document would replace the existing P.M.G. released in 1995.

Before the P.P.S., 2024 took effect, a separate Land Needs Assessment Methodology for the Greater Golden Horseshoe (G.G.H.) was used to implement the "A Place to

[1] Provincial Planning Statement, 2024, policy 2.8.1.2, p. 13.
[2] Ibid., policy 2.5.2, p. 11.
[3] Ibid., policy 2.5.3, p. 11.
[4] Ibid., policy 4.3.2, p. 23.

Grow: Growth Plan for the Greater Golden Horseshoe." Although this methodology was specifically designed for the G.G.H., its core principles and approaches were widely considered best practices and were often used by municipalities outside the G.G.H. for their land needs assessments. The proposed P.M.G. document includes elements that are very similar to those of the former Land Needs Assessment Methodology for the G.G.H.

According to the Province, the P.M.G. is meant to support policy implementation but cannot add to or detract from the policies of P.P.S., 2024. In addition, the proposed guidance is not intended to address the location of new settlement areas, the location of expansions to settlement areas, the location of employment areas, or the suitability of whether a particular area of land should be included or removed from an Employment Area. These matters are to be addressed through other relevant policies.[1]

The P.M.G. document includes the following components:

- Establishing Municipal Population Projections
- Developing Housing Needs Forecasts
- Developing Employment Forecasts
- Land Needs Assessment
- Implementation

Upon reviewing the proposed P.M.G. document, Watson has determined that the approach used for this study is consistent with its requirements. Our key observations on the proposed P.M.G. document as it relates to this study are provided in Appendix A.

2.2 Local Policy Context

2.2.1 Oxford County Official Plan

The County O.P. was adopted on December 13, 1995, with the last significant policy update and amendment in March 31, 2023. As discussed herein, the County is in the process of updating its O.P. in accordance with the current provincial policy framework.

[1] ERO Posting Notice: https://ero.ontario.ca/notice/025-0844/

The current O.P. identifies a vision for the County and key planning goals and principles, including the direction of growth and future development, natural heritage, economic and industrial development, housing and intensification, cultural heritage, public open spaces, transportation and infrastructure, accessibility, and community well-being. Chapter 4 of the O.P. establishes a framework to direct and manage growth in the County, based on Council adopted population, housing, and employment forecasts for the planning period. The last updates to the planning growth forecasts were adopted by County Council in 2020, for a forecast period that extended to 2046. Since that time, those forecasts have been used as the basis for informing several growth-related planning initiatives in the County (e.g. settlement area expansions, secondary plans, area studies, master plans, etc.). However, more recently, the forecasts adopted by County Council as part of the 2024 County Development Charges Background Study, have also been used as the most up-to-date Council approved forecasts for informing planning for growth related municipal infrastructure.

It is important to note that the municipalities within the County do not have their own separate O.P.s, instead the municipalities have sections in the County O.P. pertaining to local planning policies. As such, the County's O.P. represents the local municipal and County planning direction.

2.2.2 Settlement Hierarchy and Community Structure

As part of this Growth Analysis and Land Needs Assessment, the County's O.P. has been reviewed as it relates to the County's land use objectives and policies related to its urban and rural structure. The Oxford County O.P. identifies the following settlement types:

> **Large Urban Centres,** are municipalities in which development is serviced by centralized wastewater and water supply systems. Functionally, these municipalities tend to serve larger areas and are the main location of a wide variety of residential forms, industrial, commercial and institutional uses. Large Urban Centres in the County include:
>
> - City of Woodstock
> - Town of Tillsonburg
> - Town of Ingersoll

- **Serviced Villages** are settlements located within the County's five rural Township and include a broad range of uses and activities serviced by centralized wastewater and water supply systems. The County's eight Serviced Villages function as service centres for the surrounding rural area and include:
    - Township of Blandford Blenheim: Plattsville and Drumbo;
    - Township of Norwich: Village of Norwich;
    - Township of East Zorra-Tavistock: Tavistock and Innerkip;
    - Township of South-West Oxford: Mount Elgin; and
    - Township of Zorra: Thamesford and Embro.
- For this study, the land needs assessment focuses on fully serviced settlement areas, which include the Large Urban Centres and Serviced Villages as these are the areas where the majority of the County's growth is anticipated.
- **Unserviced Rural Settlement Areas and Remaining Rural Areas**, represent the numerous villages and rural clusters throughout the County's five Townships that rely on individual private sewage disposal systems and either individual wells or existing centralized water supply systems. As part of this study, population, housing, and employment growth potential within the County's unserviced rural settlement areas and remaining rural areas has been assessed at an aggregate level by Area Municipality. Furthermore, a land needs assessment has not been carried out for these areas as they are not intended to be the focus of growth and development other than minor infilling and small-scale development.

2.2.3 Planning for Housing

One of the guiding principles of the O.P. is to ensure that the diverse housing needs of the population are satisfied and provide housing options by tenure to accommodate all lifestyles, life stages and income levels. This includes the provision of a mix and range of ownership and rental housing types. Subsection 2.1.1 of the O.P. emphasizes the County's objective to promote intensification in appropriate locations within settlements, particularly those serviced by centralized wastewater and water supply facilities. A minimum target of 15% of new development within Large Urban Centres shall occur

through intensification. The plan further encourages residential intensification, development of additional residential units and development of other innovative housing forms.

2.2.4 Planning for Employment

Employment Areas in the County currently include all lands in the County's O.P. that are designated for industrial uses, which generally include: Industrial and Traditional Industrial designations. The demand for these lands is directly tied to provincial planning direction (P.P.S., 2024), which requires the County to accommodate uses that meet the province's definition of an Employment Area. General employment uses, such as commercial and institutional uses outside of Employment Areas are accommodated on a range of designated lands in the County including: Business Parks, Central Area (including Central Business District and Entrepreneurial District), Neighbourhood Shopping Area, Service Commercial, Regional Commercial Node Development and Community Facility designations in the Large Urban Centres and Village Core, Service Commercial, and Major Institutional designations in the Serviced Villages.

Chapter 3
Overview of Macro-Economic and Regional Trends

3. Overview of Macro-Economic and Regional Trends

This chapter summarizes the global, national, provincial, and regional economic trends that are anticipated to continue to influence the population and employment growth outlook for Oxford County over the next three decades.

3.1 Navigating Increased Uncertainty in a Changing Global Economy

After several years of resilient global economic growth following the 2020 and 2021 lockdowns during the COVID-19 pandemic, the global economy is now facing a mounting number of near-term economic challenges and geo-political tensions. These global economic challenges largely relate to unresolved conflicts associated with the ongoing war between Ukraine and Russia; the Israel /Gaza and Iranian conflict; ongoing global trade disputes, increasing government, corporate and consumer debt; and ongoing concerns related to persistent inflation.

Collectively, these factors have resulted in heightened global economic uncertainty and volatility, which has raised the likelihood of an economic recession in the U.S. and Canada in 2025/2026. In its latest report, the Organization for Economic Co-operation (OECD) is predicting a softening in its global economic forecast for 2025 and 2026. For Canada, gross domestic product (G.D.P.) is forecast to decline from 1.5% in 2024 to 1.0% in 2025 and 1.1% 2026, a notable reduction from 2.0% in the December 2024 Economic Outlook. [1]

In recent years, rising supply-chain vulnerabilities associated with globalization and its perceived negative impacts on national security, trade balances, and prosperity have prompted countries, most particularly the United States (U.S.), to adopt protectionist measures as part of their national economic strategies. For manufacturing-focused regions such as Southern Ontario, goods-producing sectors—especially the automotive industry—are being impacted by global trade disruptions while also navigating a technological shift toward electric vehicle (EV) production. This transition has been evident at facilities such as GM's CAMI Assembly Plant in Ingersoll, which recently ended production of its BrightDrop electric delivery vans due to weaker-than-expected

[1] OECD Economic Outlook, Tackling Uncertainty, Reviving Growth, June 2025.

demand, and Stellantis plants in Windsor and Brampton, where EV production plans have faced delays and other challenges amid tariffs and market uncertainty. These developments underscore the volatility facing Ontario's automotive sector as it adapts to global EV trends and shifting trade dynamics. While not a new trend, globalization and technological advancements continue to shift the economic composition of developed economies from goods production toward a service-based economy.

Following the post-pandemic global economic recovery, persistently high global and national inflation levels have required an aggressive response by central banks, leading to sharp increases in interest rates and quantitative tightening measures.[1] By mid-2024, both the Bank of Canada and the U.S. Federal Reserve began reducing interest rates in response to declining inflation rates and slowing economic growth. The Bank of Canada has now cut its overnight lending rate multiple times since 2024. Similarly, the U.S. Federal Reserve has also implemented interest rate cuts to support economic growth. Canada's inflation rate has also notably decreased from the peak level of 8.1% experienced in June 2022.[2]

While recent trends in inflation and interest rates are more favourable to Canadian residents, businesses, and investors (relative to the previous two years), their effects often lag and vary considerably at the regional level. Furthermore, despite these more favourable conditions regarding inflation and interest rates, wage and earnings growth have generally not kept pace with the rising costs for goods and services over the past several years, with housing and food costs representing key stressors for most Canadian families. It is also important to recognize that ongoing geopolitical conflicts and U.S. protectionist policies (i.e. tariffs) may limit the effectiveness of the Bank of Canada monetary policy in controlling inflationary pressures even under conditions of slowing global and national economic growth.

As of 2025, rising public sector and household debt in Canada remains a key economic concern, largely due to pandemic response measures and continued expansionary fiscal policy, alongside increasing household debt driven by rising living expenses and significant housing price appreciation in Canada's major urban centres. Since peaking in February 2022, the national housing market has shown signs of cooling, with notable declines in both sales and price growth in recent years driven by higher mortgage rates

[1] Quantitative tightening is a process whereby a central bank reduces the supply of money circulating in the economy by selling financial assets, mainly government bonds
[2] Consumer Price Index June 2025, Statistics Canada

relative to pandemic conditions. It is noted that while trends in housing affordability in Canada vary widely by region, housing affordability (both ownership and rental) has been steadily eroded for the past two decades across most Canadian economic regions. As such, recent trends towards lower interest rates are likely to have a limited impact on improving housing affordability, unless lower borrowing fees are met with a sustained decline in average housing prices and rents.

Ongoing structural changes and technological disruptions shaping the global economy, combined with rising geo-political and trade tensions, will require that both senior and local governments become increasingly agile and responsive to evolving industry demands and disruptive economic forces. These revised near-term economic forecasts and ongoing disruptions are anticipated to influence the near-term population and employment growth outlook for Canada, Ontario, and Oxford County. While these immediate concerns highlight potential setbacks to the country's economic recovery, the longer-term outlook for Canada's economy and housing market remains positive. Continued investments in infrastructure and technology, along with a resilient and growing labour market, will be required to drive national economic growth and competitiveness. Strong leadership and coordination across all levels of government will be needed to navigate these complexities carefully in the coming months and years ahead.

3.2 The Changing Nature of Work

In addition to its broader impacts on the economy, COVID-19 has also accelerated changes in work and e-commerce as a result of technological disruptions which were already taking place prior to the pandemic. Businesses are increasingly required to rethink the way they conduct business with an increased emphasis on remote work enabled by technologies such as virtual private networks, virtual meetings, cloud technology, artificial intelligence, and other remote work collaboration tools. These disruptive forces continue to broadly impact the nature of employment by place of work and sector, and have a direct influence on commercial, institutional, and industrial real-estate space needs. As of 2016, it was estimated that approximately 8.4% of the Oxford County workforce was working from home on a full-time basis. This estimate increased slightly to 9.1% in 2024, excluding hybrid workers, who are captured as residents with a usual place of work. From a municipal planning and urban development perspective, it is important to consider the impact of hybrid workers when assessing non-residential space needs, particularly in the office sector.

In addition to work at home employment, there are workers within Oxford County who have no fixed place of work (N.F.P.O.W.).[1] The percentage of workers within the County who reported as N.F.P.O.W. was approximately 10.0% in 2016 and about 11.3% in 2025.[2] It is anticipated that the percentage of people who work from home on a full-time and part-time basis, as well as those who do not have a fixed place of work, will remain relatively high across Oxford County over the long term, driven by continued growth in knowledge-based employment sectors and technological advancement.

3.3 Provincial Economic Outlook within the Broader Canadian and Global Context

3.3.1 Ontario Population Growth Outlook within the Canadian Context

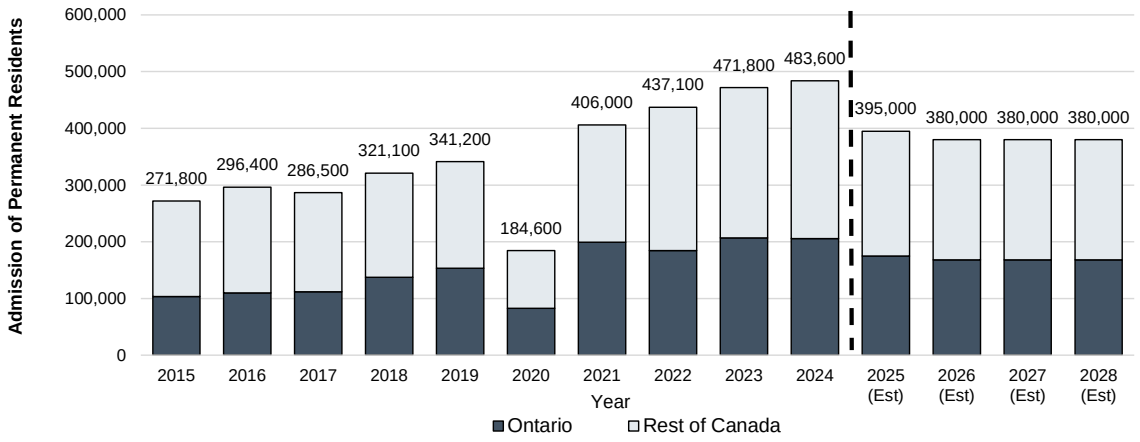
Canada's population has experienced significant growth in recent years. During the recovery period from COVID-19, immigration targets were raised in Canada primarily in response to labour force demands faced by the country. Immigration accounts for almost 100% of Canada's labour force growth and nearly 80% of its population growth. As a result of these increased immigration targets, Canada welcomed 471,800 and 483,600 new permanent residents in 2023 and 2024, respectively. With population growth outpacing G.D.P. growth, the G.D.P. per capita has trended lower and has been recently trending well below pre-pandemic levels.[3] The key challenges to growth in Canadian G.D.P. per capita include declining labour productivity and a rising unemployment rate for recent immigrants, which has increased from 9.5% to 12.6% over the past five years.[4] In response to these challenges, the federal government

[1] Statistics Canada defines N.F.P.O.W. employees as "persons who do not go from home to the same workplace location at the beginning of each shift. Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc."
[2] Work at home and N.F.P.O.W. employment derived from 2016 and 2021 Statistics Canada Census data. It is noted that the 2021 Census data may not be reliable due to timing of enumeration coinciding with COVID-19.
[3] Statistics Canada, Economic and Social Reports, *Canada's Gross Domestic Product Per Capita Perspectives on the Return to the Trend* report by Carter McCormack and Weimin Wang, April 24, 2024.
[4] TD Economic Reports, Canadian Employment (July 2024), *Canada's job market softens further in July*, published August 9, 2024.

reduced its immigration targets by 21% in 2024 compared to the previous targets in 2023. Under the latest immigration levels plan for 2026 to 2028, the federal government has lowered the 2023 plans' near-term immigration target of 500,000 people per year to 395,000 in 2025 and 380,000 from 2026 to 2028 (refer to Figure 3-1). The federal government has also announced that it will reduce the percentage of non-permanent residents (N.P.R.) from 7.3% of the national population to 5.0% by the end of 2026.[1],[2],[3] These modifications address the changing needs of the country by easing pressures on housing, infrastructure, and social services. These changes are anticipated to have a further downward impact on future population growth in Canada, including Ontario, over the next few years.[4] Based on 2024 data and looking forward through 2025 and beyond, despite the target cuts, immigration levels to Canada and Ontario are anticipated to remain strong, exceeding pre-pandemic averages between 2015 and 2019.

[1] Non-permanent residents are defined by Statistics Canada as persons from another country who have been legally granted the right to live in Canada on a temporary resident permit, along with members of their family living with them. These residents include foreign workers, foreign students, the humanitarian population such as refugees, and other temporary residents.
[2] N.P.R. share as of Q3 2024 derived from Statistics Canada Tables 17-10-0009-01 and 17-10-0121-01. There are 3,002,090 N.P.R. out of 41,288,599 residents in Canada.
[3] N.P.R. national population target of 5% from the Government of Canada 2025-2027 Immigration Levels Plan.
[4] Government of Canada News Release, October 24, 2024. https://www.canada.ca/en/immigration-refugees-citizenship/news/2024/10/government-of-canada-reduces-immigration.html

Figure 3-11
Admission of Permanent Residents in Ontario and Canada
Historical (2015 to 2024) and Forecast (2025 to 2028)



Note: Figures have been rounded and may not add precisely.
Source: 2015 to 2024 derived from Immigration, Refugees, and Citizenship Canada (I.R.C.C.) April 22, 2025, data. 2025 target from the Government of Canada's Immigration Levels Plan for 2025 to 2027, and 2026 to 2028 target from the Government of Canada's Immigration Levels Plan for 2026 to 2028, the Ontario target estimated based on the historical share of 44% of the Canadian Permanent Residents Admissions from 2018 to 2024, by Watson & Associates Economists Ltd.

With respect to the Provincial growth outlook, the most recent 2025 M.O.F. population projections show a relative decrease in the growth outlook for Ontario to 20.5 million by 2051. Relative to the 2023 M.O.F. forecast, the M.O.F. projects a reduction of 2.2 million people from 21.7 million to 19.5 million by 2046. This reduction is largely attributed to the federal government announcement to reduce the national percentage of N.P.R. over the coming years and lowered immigration targets (refer the chapter 4, Figure 4-1 for further details). The 2025 M.O.F. population forecast projects a similar long-term population growth rate for the province compared to historical trends experienced over the past 20 years, with an annual growth rate of 1.1% between 2021 and 2051. This translates into an annual population increase of 190,000 people. Comparatively, the level of annual population growth forecast for Ontario under the 2025 M.O.F. forecast is 29% higher than the level of population growth achieved between 2001 and 2021.

3.3.2 Provincial Gross Domestic Product Trends and Near-Term Forecast

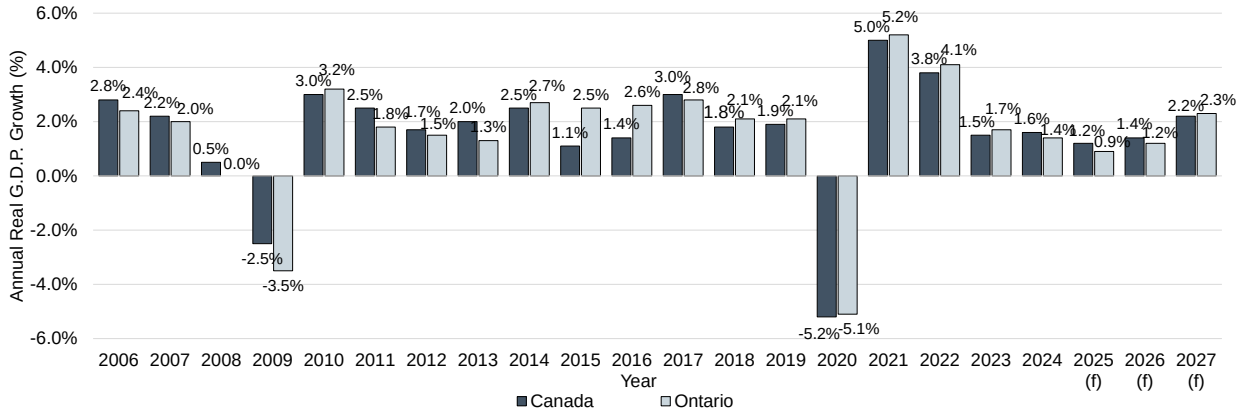
Similar to the broader Canadian economy, the economic base of Ontario, as measured by G.D.P. output, has shifted from goods-producing sectors (i.e. manufacturing and primary resources) to services-producing sectors over the past several decades. This shift has largely been driven by G.D.P. declines in the manufacturing sector, which were accelerated as a result of the 2008/2009 global economic downturn. It is noted, however, that these G.D.P. declines in the manufacturing sector have started to show signs of stabilization over the past few years, both prior to the COVID-19 pandemic and through the more recent economic recovery.

Over the past decade, the Ontario export-based economy experienced a rebound in economic activity following the 2008/2009 economic downturn; however, this recovery was relatively slow to materialize with levels sharply rebounding by 2014, as illustrated in Figure 3-2. This economic rebound was partially driven by a gradual recovery in the manufacturing sector, fueled by a lower-valued Canadian dollar combined with the gradual strengthening of the U.S. and Canadian economy.[1]

The Canadian and Ontario economy deeply contracted by 5.1% in 2020 during the onset of the COVID-19 pandemic, before sharply rebounding by 5.2% in 2021. Throughout 2022, the Ontario economy continued to expand and grew by 3.9%, while the overall Canadian economy grew by 3.8%. BMO Capital Markets has forecast that G.D.P. growth will decline to 0.9% in Ontario and 1.2% overall for Canada in 2025. For 2026, an annualized G.D.P. growth rate of 1.2% is forecast for Ontario and 1.4% for all of Canada, suggesting a downturn in economic growth in the near term, largely driven by global economic uncertainty in response to current U.S. tariffs and protectionist measures, as previously discussed. [2] G.D.P is forecast to rebound in 2027 to a growth rate of 2.3% in Ontario and 2.2% for Canada as a whole.

[1] Valued at approximately $0.71 U.S. as of November 2025.
[2] Provincial Economic Outlook, BMO Capital Markets, November 21, 2025.

Figure 3-2
Province of Ontario and Canada
Annual Real Gross Domestic Product (G.D.P.) Growth, Historical (2006 to 2024), and Forecast (2025 to 2027)



Note: The years 2025 to 2027 are forecasts by BMO Capital Markets Economics.
Source: Derived from BMO Capital Markets Economics, Provincial Economic Outlook, November 21, 2025, by Watson & Associates Economists Ltd.

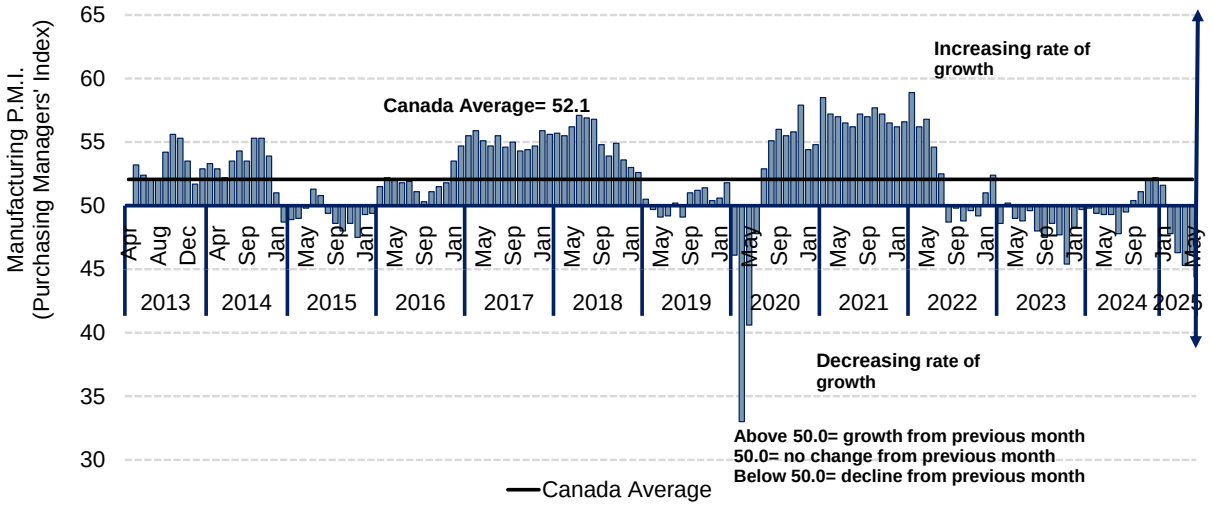
3.3.3 Outlook for National and Provincial Manufacturing Sector

The Purchasing Managers' Index (P.M.I.) is a prevailing economic indicator for economic trends in the manufacturing and services sectors. It is based on the purchasing managers' market condition outlook and serves as a key measure of the direction of the manufacturing sector on a monthly basis. The P.M.I. is a number that ranges between 1 and 100. A P.M.I. value greater than 50 represents an expansion relative to the previous month, while a P.M.I. value less than 50 represents a contraction.

Figure 3-3 summarizes the P.M.I. for Canada between 2013 (October) and 2024 (June). As illustrated in Figure 3-3, the P.M.I. largely indicated moderate to strong expansion between 2013 and 2021, with the exception of 2015, 2019, and 2020 for which the index showed sustained monthly contractions. The P.M.I. shows steep contractions in manufacturing at the beginning of March 2020 due to the negative effects of COVID-19 on the global economy, international trade, and the general demand for goods and services. These conditions worsened into April 2020; however, they showed signs of a strong rebound by July 2020, before moderating by July 2022. For the remainder of

2022 to January 2025 the index showed moderate contractions with brief periods of expansion before entering sustained contractions for the rest of 2025.

Figure 3-3
Canada
Purchasing Managers' Index, April 2013 to May 2025



Note: Above 50.0 indicates growth from the previous month, 50.0 indicates no change from the previous month, and values below 50.0 indicate a decline from the previous month.
Source: HIS Markit Canada, Canada P.M.I. Index, June 2012 to May 2025 summarized by Watson & Associates Economists Ltd.

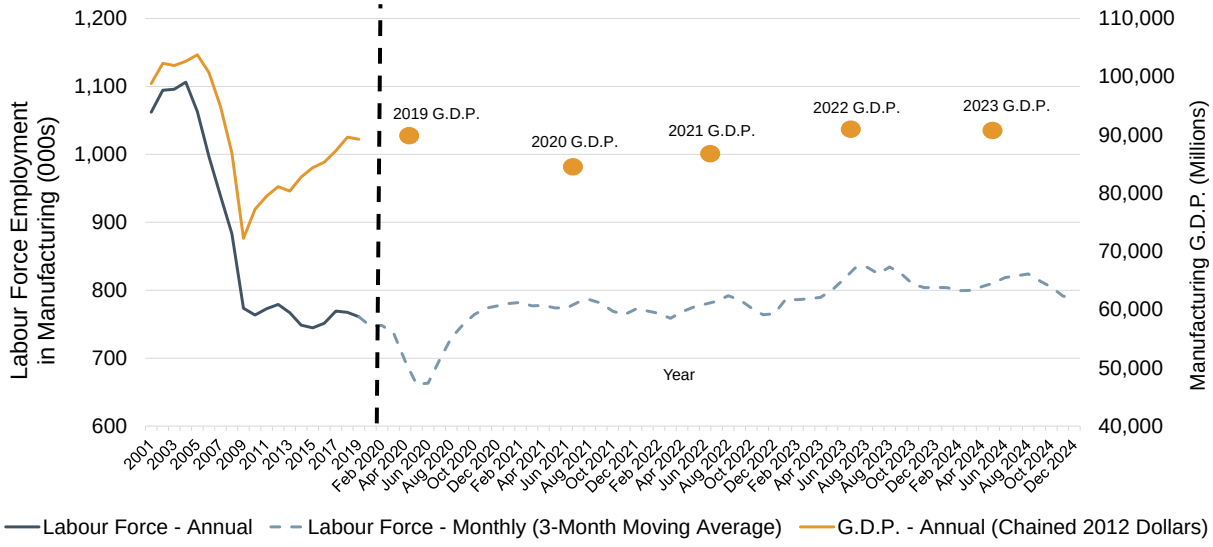
While manufacturing remains vitally important to the provincial and regional economy with respect to jobs and economic output, this sector has not represented an employment growth sector at the Provincial or regional level over the past several decades. Notwithstanding these recent trends, within the London Economic Region the manufacturing sector has experienced a relatively strong recovery over the past decade.

While there will continue to be a manufacturing focus in Ontario, the nature of industrial processes is rapidly shifting, becoming more capital/technology intensive and automated, with lower labour requirements. The highly competitive nature of the manufacturing sector will require production to be increasingly cost effective and value-added oriented, which bodes well for firms that are specialized and capital/technology intensive. As a result of increased technological efficiencies in the manufacturing sector, provincial G.D.P. levels related to the manufacturing sector are anticipated to outpace

labour force growth over the next decade, indicating an increasing G.D.P. output per employee.

As summarized in Figure 3-4, from 2004 to 2009, the labour force and G.D.P. of Ontario's manufacturing sector decreased significantly. Between 2009 and 2019, however, provincial labour force levels stabilized in this sector, while G.D.P. output steadily increased. Since stabilizing in 2010, labour force levels in the manufacturing sector have remained relatively steady except for the mid-2020 decline and sharp recovery following the onset of COVID-19.

Figure 3-4
Province of Ontario
Manufacturing Labour Force Trends
2001 to December 2024



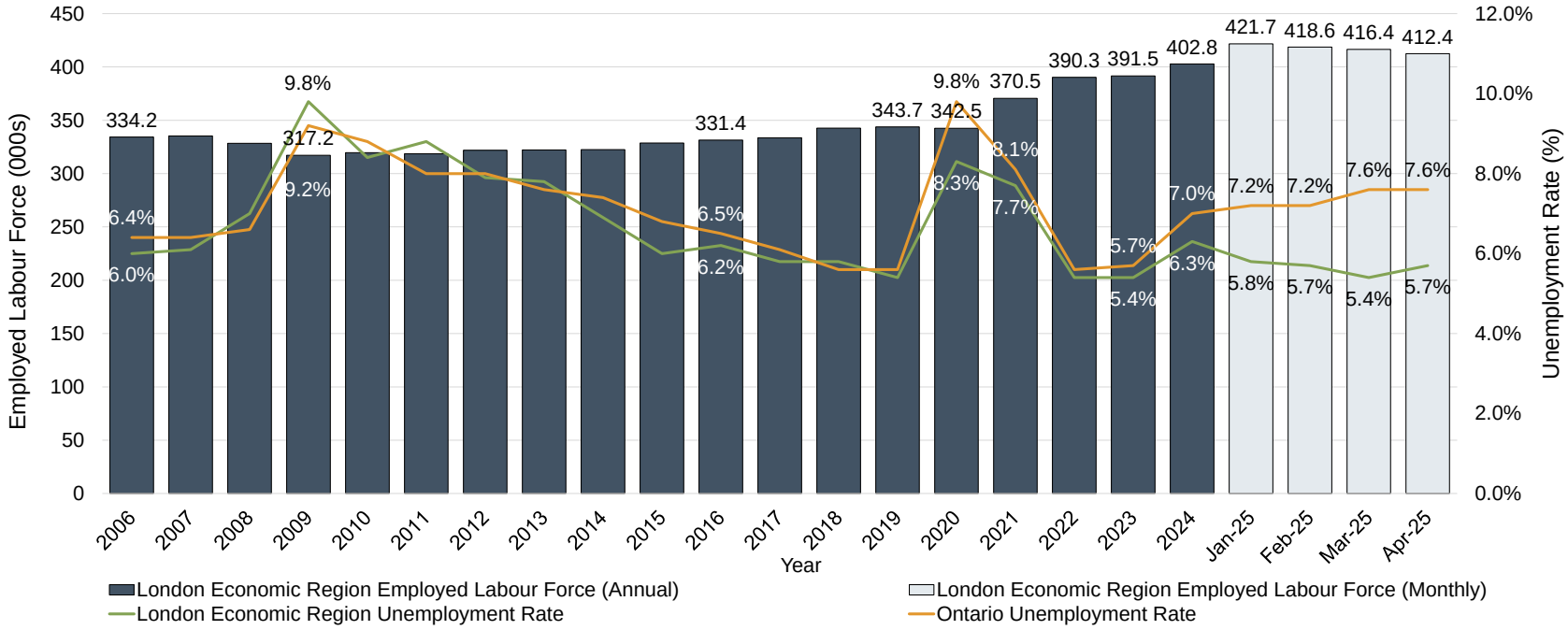
Source: Annual labour force data from Statistics Canada Labour Force Survey, Table 282-0125, monthly data from Table 14-10-0091-01, and 2021 to 2023 monthly data from Table 14-10-0388-01. Annual gross domestic product (G.D.P.) data from Statistics Canada Table 36-10-0402-01, by Watson & Associates Economists Ltd.

3.3.4 Regional Labour Force Growth Trends

Figure 3-5Figure 3-53 summarizes total labour force and unemployment rate trends for the London Economic Region which includes Oxford County. Key observations include the following:

- Since 2011, the London Economic Region has experienced relatively steady labour force growth, coupled with a gradually declining unemployment rate
- Following the pandemic recovery from 2020 to 2021, the labour force in the London Economic Region has steadily rebounded, reaching record highs in the first quarter of 2025 at 421,700 employed individuals.
- Notwithstanding these positive economic trends, the growth rate of the labour force has slowed since early 2025, however, the regional unemployment rate has recently trended downward near 20-year historic lows, indicating tightness in the regional labour market.
- To ensure that economic growth is not constrained by future labour shortages, continued effort will be required by the municipalities within the London Economic Region (working with their public- and private-sector partners) to explore ways to attract and accommodate new skilled and unskilled working residents within a broad range of ownership and rental housing options.
- Looking forward, the medium to longer-term outlook for the regional economy remains positive, however, regional economic conditions are anticipated to remain relatively weaker and more volatile over the short term (i.e. next 12 to 24 months) driven by current geo-political conditions and U.S. protectionist policies.

Figure 3-53
London Economic Region
Labour Force Trends, 2006 to 2025



Note: Statistics Canada Labour Force Survey and Census labour force statistics may differ.
Source: London Economic Region employed labour force and unemployment rate from Statistics Canada Table 14-10-0393-01, Table 14-10-0462-01. Province of Ontario unemployment rate from Statistics Canada Table 14-10-0323-01. Derived by Watson & Associates Economists Ltd.

3.3.5 Provincial Population Growth Trends

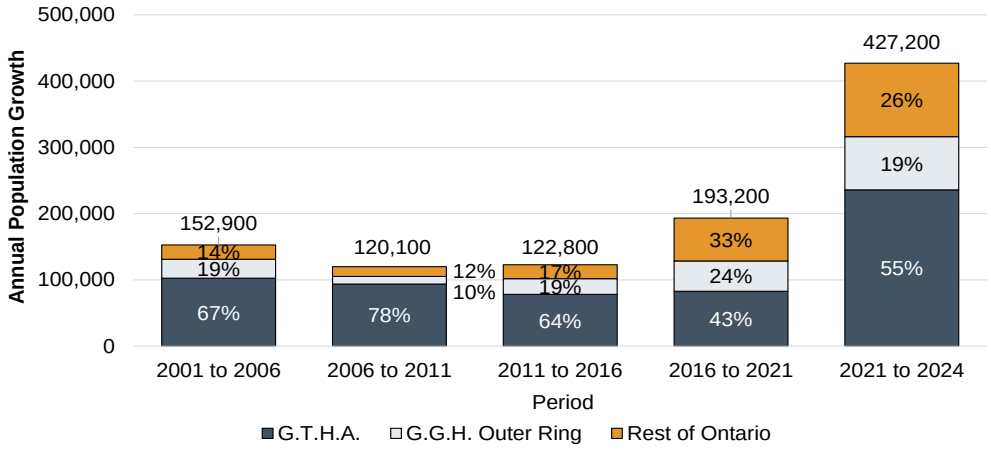
Figure 3-6 illustrates the population growth in the Province by sub-regional area. Key observations include the following:

- The share of population growth outside the Greater Toronto and Hamilton Area (G.T.H.A.) steadily increased over the past three Census periods from 2006 to 2021. Most notably, during the most recent Census period (i.e. 2016 to 2021), the share of total provincial population growth for all areas outside the G.T.H.A. increased to 57%.

- In contrast, the share of provincial population growth in the G.T.H.A. has declined in recent years, except for the 2021 to 2024 period, falling from 78% between 2006 and 2011, to 64% from 2011 to 2016, and then to 43% between 2016 and 2021.

- These historical trends in provincial population growth suggests that while the G.T.H.A. will continue to experience a large share of provincial population growth, this population share is anticipated to continue to shift outward into the G.G.H. Outer Ring and the remaining sub-areas of Southern Ontario.

Figure 3-64
Province of Ontario by Regional Area
Population Growth, 2001 to 2024



Notes: Population includes net Census undercount. G.T.H.A. means Greater Toronto and Hamilton Area; G.G.H. means Greater Golden Horseshoe.
Source: Statistics Canada Table 17-10-0152-01, summarized by Watson & Associates Economists Ltd.

3.3.6 Long-Term Growth Outlook for Oxford County

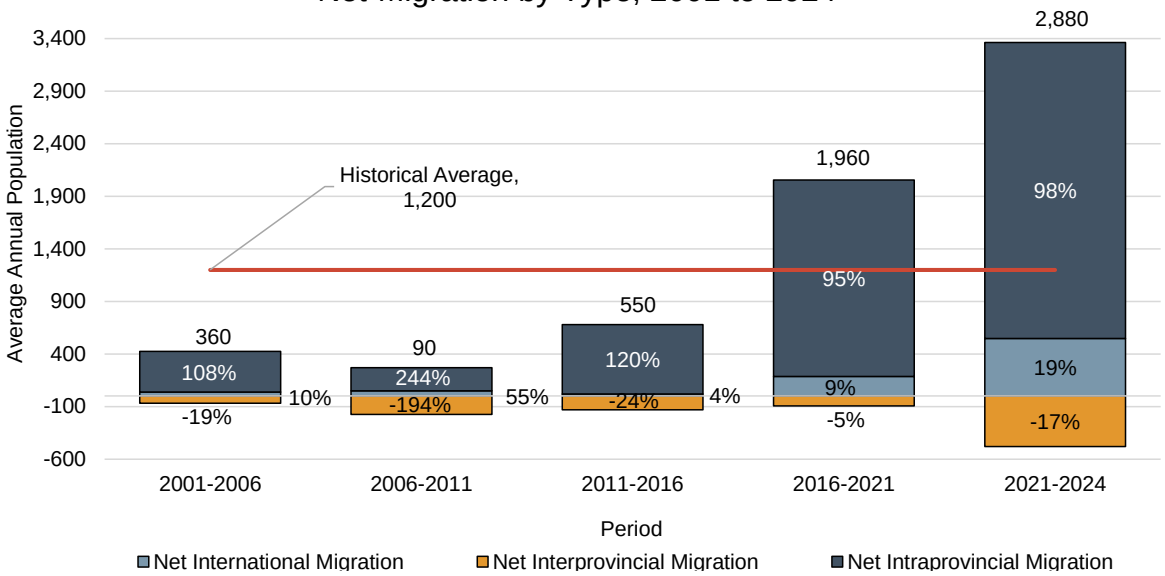
There are two main components of population growth, natural increase (births less deaths) and net migration, which is further broken down into three broad categories including:

- **International Net Migration –** represents international immigration less emigrants, plus net N.P.R.s. Over the last decade, this component of net migration represented an increasing source of net migration for Oxford County;
- **Interprovincial Net Migration –** comprises in-migration less out-migration from other Canadian provinces/territories. Historically, the County has experienced an outflow of net migration within this migration category; and
- **Intraprovincial Net Migration –** includes in-migration less out-migration from elsewhere within the Province of Ontario. This has been a significant source of net migration for Oxford County historically.

Figure 3-7 summarizes net migration by category within Oxford County over the past 20+ years. Historically, between 2001 and 2024, population growth has been largely driven by intraprovincial migration. Over the past eight years, however, the share of net-migration to Oxford County from this net migration category has steadily declined with the rise of international migration. International net migration levels increased steadily during the 2016 to 2021 period, followed by a stronger increase between 2021 and 2024. The amount of intraprovincial net migration to Oxford County has also sharply increased in absolute terms over the past eight years, largely from the G.T.H.A., and the G.G.H. Outer Ring, accounting for 22% and 37%, respectively. [1] The London-Middlesex Area also notably comprised 11% of intraprovincial migration to Oxford County. Looking forward, both international and intraprovincial net migration levels are forecast to remain strong for Oxford County.

[1] Derived from custom order Statistics Canada Migration Flow data by Census Division.

Figure 3-7
Oxford Census Division
Net-Migration by Type, 2001 to 2024



Note: Population figures include net Census undercount. Figures have been rounded and may not add up precisely.
Source: Statistics Canada Table 17-10-0153-01, summarized by Watson & Associates Economists Ltd.

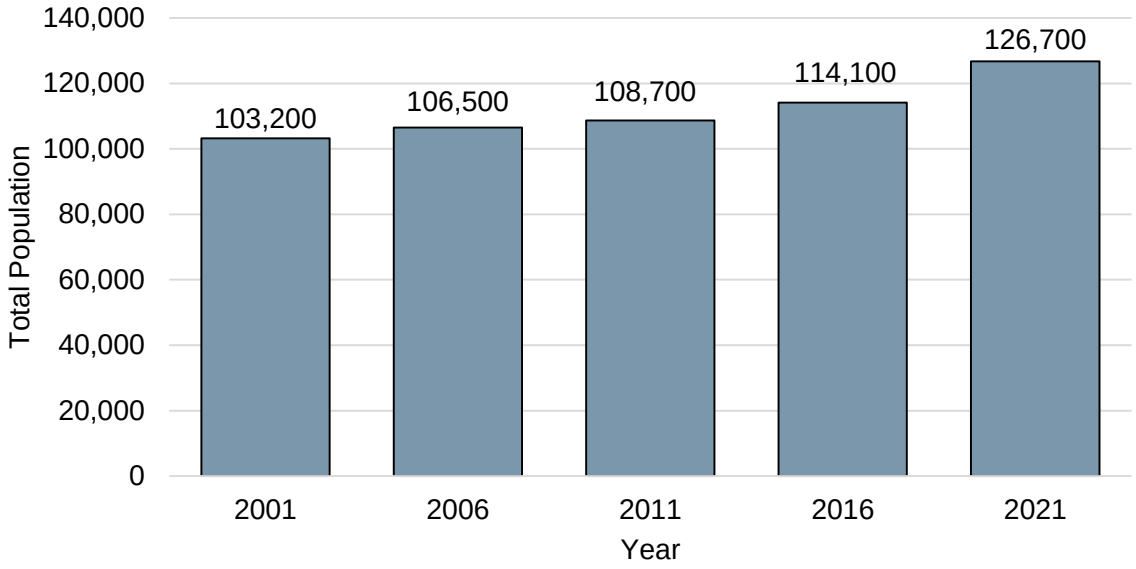
3.4 Demographic, Housing and Employment Trends in Oxford County

3.4.1 Historical Population Growth Trends

Over the past two decades, the population of Oxford County has been steadily increasing. Figure 3-8 summarizes historical population trends for Oxford County over a 20-year period from 2001 to 2021 period. During this period, the County's population increased from 103,200 in 2001 to 126,700 in 2021, an increase of approximately 23,500 people, or an annual growth rate of 1.0%. Comparatively, the population base for the Province of Ontario grew at an annual rate of 1.1% during the same period. Over the most recent 2016 to 2021 Census period, the County's population increased at an annual rate of approximately 2.1%, considerably higher than the provincial average of 1.4%. Post 2021, the County's population growth rate has accelerated further in comparison to the most recent Census period, however, population growth rates are now beginning to moderate with the impacts of relatively higher mortgage rates and slowing regional economic growth. Chapter 4 provides a detailed discussion regarding

the long-term population, housing and employment growth outlook for Oxford County to the year 2061.

Figure 3-8
Oxford County
Historical Total Population, 2001 to 2021



Note: Population includes net Census undercount.
Source: Data derived from Statistics Canada Table 17-10-0152-01 by Watson & Associates Economists Ltd.

Figure 3-9 summarizes historical trends in population structure by major age group over the 2006 to 2021 period for Oxford County. Similar to the Province as a whole, the population across Oxford County is getting older on average (i.e. increasing median age of the population) largely due to the aging of the Baby Boomers living within this area. [1] The first wave of this demographic group will turn 80 years of age in 2026. Within Oxford County, the share of the population in the 55+ age cohort has steadily increased from 26% in 2006 to 33% in 2021. For additional information about historical population trends, please see Appendix C.

In contrast to the 55+ age cohort, the population share of the 0 to 19 age group declined from 26% in 2006 to 23% in 2021. Similarly, the share of the 35 to 54 age group steadily declined from 30% in 2006 to 25% in 2021. Lastly, the population share of the young

[1] Baby Boomers are generally defined as people born between 1946 and 1964.

adult population age group (20 to 34 years of age) experienced a slight increase from 18% in 2006 to 19% in 2021.

Historical and future population trends by age within Oxford County are important to consider, as these trends have a direct impact on housing needs by structure type (i.e. grade-related housing forms vs. high-density housing types), tenure (i.e. ownership vs. rental), and municipal service needs. This is discussed in further detail in Chapter 4.

Figure 3-9
Oxford County
Historical Permanent Population by Major Age Group, 2006 to 2021

Note: Figure has been rounded and includes net Census undercount
Source: Data derived from Statistics Canada Table 17-10-0152-01 by Watson & Associates Economists Ltd.

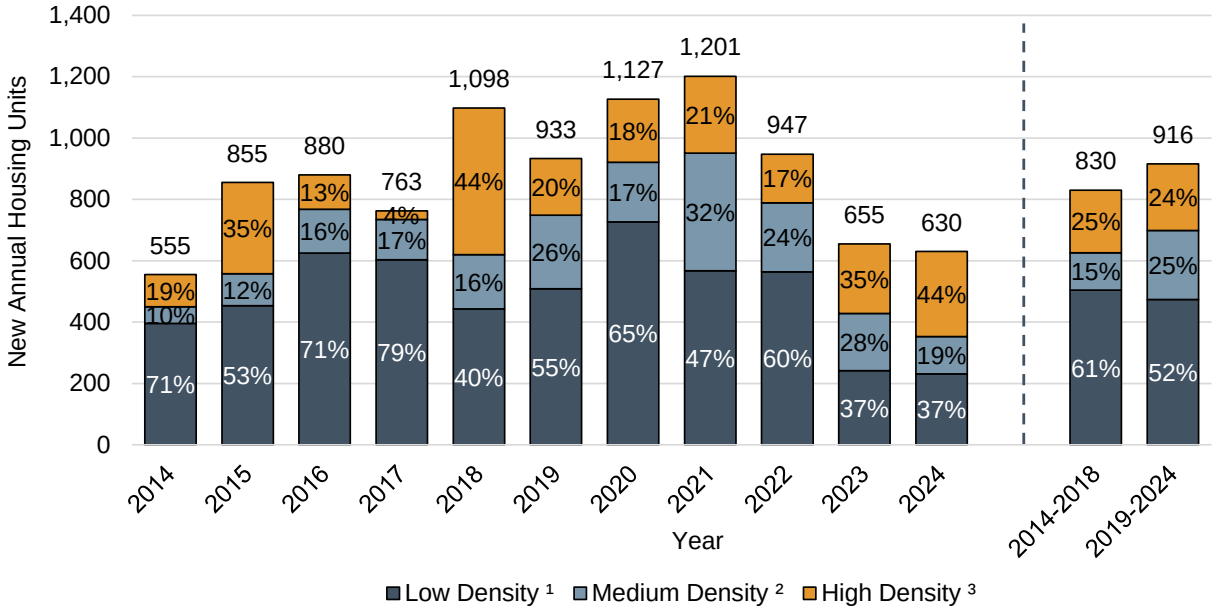
3.4.2 Historical Housing Building Permit Activity Trends

Figure 3-10 summarizes total residential building permits (new units only) by structure type between 2014 and 2023 in Oxford County. Key findings are as follows:

- Over the 2014 to 2018 period, Oxford County averaged 830 residential building permits per year. This annual average increased to 970 permits per year between 2019 to 2023;

- Since the COVID-19 peak in 2020 and 2021, annual residential permit activity for new units has steadily declined;
- Historically, building permits have been concentrated in low-density units with varied high-density activity, however, there has been a sustained increase in medium density types in the County since 2019; and
- Of the total building permits issued for new dwellings from 2014 to 2024 across the County, 77% were issued in the Large Urban Centres, and 23% in the Townships.

Figure 3-10
Oxford County
New Residential Building Permits, 2014 to 2023



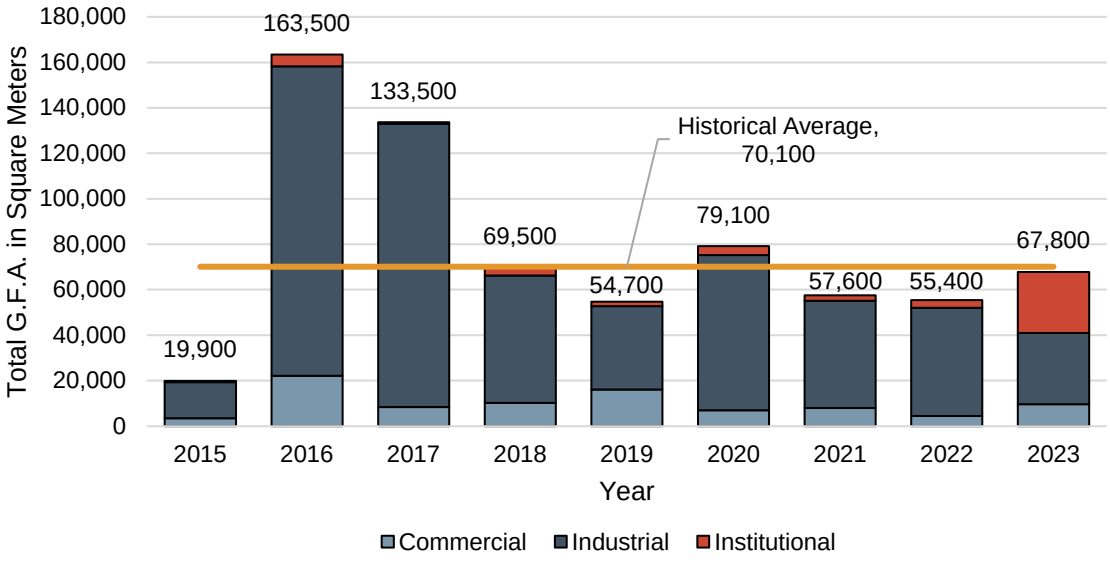
[1] Low density includes single and semi-detached houses.
[2] Medium density includes townhouses and apartments in duplexes.
[3] High density includes apartment units.
Source: Building permits derived from Oxford County building permit data, by Watson & Associates Economists Ltd.

3.4.3 Recent Non-Residential Building Permit Development Trends

Figure 3-11 summarizes non-residential building construction by industrial, commercial and institutional sector (I.C.I.) for Oxford County between 2015 and 2023, expressed in gross floor area (G.F.A.) in square meters (sq.m). Key observations are as follows:

- The County averaged approximately 70,100 sq.m of non-residential G.F.A. over the 2015 to 2023 period;
- New non-residential construction in the County was largely industrial, making up 80% of total new G.F.A. Commercial and institutional construction made up 13% and 7% of new construction, respectively; and
- Of the total non-residential G.F.A. from 2015 to 2023 across the County, 81% were issued in the City and Towns, and 19% in the Townships.

Figure 3-11
Oxford County
New Non-Residential G.F.A., 2015 to 2023



Note: Figures may not sum precisely due to rounding. G.F.A. is net of demolitions.
Source: Data provided by Oxford County, derived by Watson & Associates Economists Ltd.

Chapter 4
Long-term Population, Housing and Employment Forecast

4. Long-term Population, Housing and Employment Forecast

This chapter discusses the long-range population, housing, and employment growth forecast for Oxford County to the year 2061. As part of this Growth Analysis and Land Needs Assessment, a recommended long-term growth forecast has been prepared for Oxford County, based on a detailed assessment of the County's long-term growth outlook within the context of growth trends for the Province of Ontario and Southwestern Ontario over the next several decades.

In accordance with the demographic, economic, and socio-economic trends discussed in Chapter 3, and the key growth assumptions identified in Chapter 4, three long-term population and employment forecasts, including a Low, Medium, and High Growth Scenario, have been prepared for Oxford County to the year 2061. These long-term population and employment scenarios also consider the long-term demographic and economic outlook for the Province and each of the sub-regions within Southwestern Ontario. Additional details regarding the Growth Scenarios are provided in Appendix C..

4.1 Population Growth Outlook for the Province of Ontario, 2021 to 2051

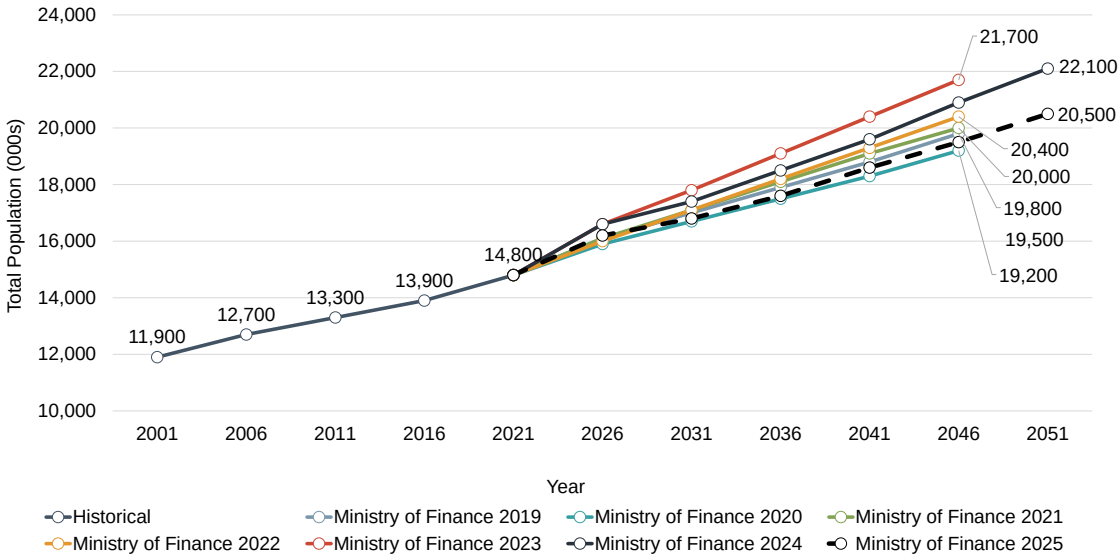
Figure 4-1Figure 4-1 illustrates how the population for the Province of Ontario has changed over the past 20 years and how the provincial population is forecast to grow to the year 2046 and 2051 in accordance with M.O.F. population projections since 2019. Key observations are as follows:

- Historically, the Province of Ontario grew annually at a rate of approximately 1.1% between 2001 and 2021, reaching a population of 14.8 million in 2021.
- The M.O.F. population projections for Ontario showed a consistent upward trend in the province's annual population growth rate with each new release between 2019 and 2023. The latest 2024 and 2025 projections have steadily reduced the provincial population outlook to 2051, reflecting reduced federal immigration targets and a lower near-term economic outlook, as discussed in Chapter 3.

- The latest 2025 M.O.F. update indicates that Ontario's population is projected to grow at an annual rate of around 1.1% from 2021 to 2051, adding approximately 190,000 people per year and reaching a population of 20.5 million by 2051.

- Comparatively, the level of annual population growth forecast for Ontario under the 2025 M.O.F. forecast is 29% higher than the level of population growth achieved between 2001 and 2021.

Figure 4-1
Province of Ontario
Ministry of Finance Population Projections, 2019 to 2025



Note: Population includes net Census undercount. Figures have been rounded.
Source: Historical 2001 to 2021 data from Statistics Canada Table: 17-10-0152-01, and Ministry of Finance projections from Summer 2019, Spring 2020, Spring 2021, Summer 2022, Summer 2023, Fall 2024, and 2025 Interim Update releases derived by Watson & Associates Economists Ltd.

4.2 Southern Ontario's Evolving Demographic and Economic Landscape

Figure 4-2Figure 4-2 and 4-3 summarize the historical and forecast annual population growth rates for each of the sub-regions within Southern Ontario, including: 1) Southwestern Ontario; 2) the G.T.H.A.; 3) the G.G.H. Outer Ring; 4) Eastern Ontario; and 5) the Near North in accordance with the M.O.F. 2024 projections.[1],[2] The population projections provided in Figure 4-2 are generated by the Ontario M.O.F., aggregated at the C.D. level, annually, to reflect the most up-to-date trends and historical data.[3], [4]

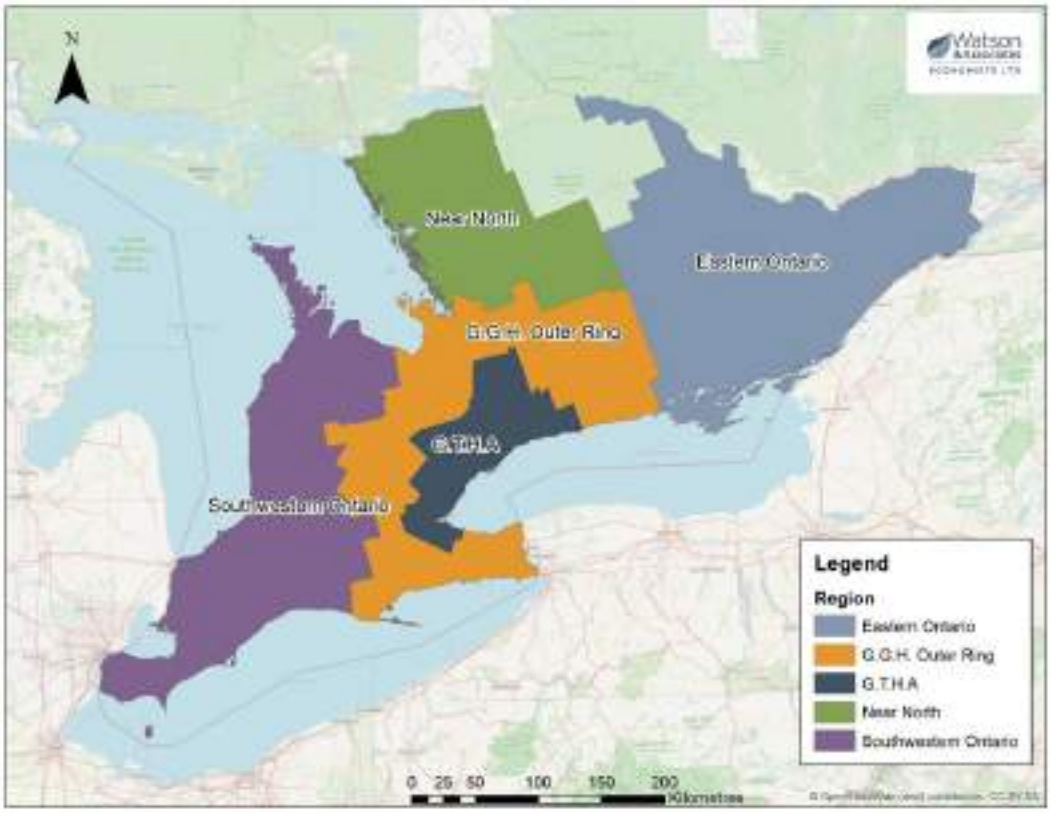
Figure 4-2
Historical Annual Population Growth Rates, 2001 to 2021 vs. Forecast Annual Population Growth Rates by Southern Ontario Sub-Regions, 2021 to 2051

Area	Historical Annual Growth Rate (2001 to 2021)	Forecast Annual Growth Rate (2021 to 2051)
G.G.H. Outer Ring	1.1%	1.5%
G.T.H.A.	1.4%	1.3%
Southwestern Ontario	0.9%	1.3%
Eastern Ontario	1.0%	1.4%
Near North[1]	1.1%	1.2%
Province of Ontario	**1.1%**	**1.3%**

[1] Near North includes the District of Muskoka, Haliburton County, and the District of Parry Sound.
Source: Historical derived from Statistics Canada Census 2001 to 2021. Forecast derived from Ministry of Finance Population Projection for Fall 2024 by Watson & Associates Economists Ltd.

[1] Note that sub-regions 2 and 3 collectively form Central Ontario within Southern Ontario. Near North includes the District of Muskoka, Haliburton County, and the District of Parry Sound.
[2] The Oxford County Growth Analysis and Land Needs Assessment technical work was undertaken under the 2024 M.O.F. projections. The 2025 M.O.F. projections for the County were released after the work was completed.
[3] In accordance with Statistics Canada, Census Divisions consist of upper-tier municipalities (County, District, and Regional municipalities), as well as administratively separated single-tier municipalities and large urban single-tier municipalities.
[4] Ontario Population Projections Update, 2023-2051. Ministry of Finance. Fall 2024.

Figure 4-3
Southern Ontario Geographic Sub-Regions



Within the sub-regions of Southern Ontario, annual population growth rates have historically been much higher in the G.T.H.A. relative to the province as a whole. In contrast, over the next 30 years, this divergence in annual population growth rates between the G.T.H.A. and the remaining Southern Ontario sub-regions is anticipated to continue to narrow, largely driven by continued outward growth pressure from the G.T.H.A. to the surrounding sub-regions of Southern Ontario. These trends have already been observed in the 2021 Statistics Canada Census as well as post-Censal estimates and are anticipated to continue over the long term. The basis for these anticipated demographic changes and the implications for Oxford County are further discussed below.

1) **The population growth outlook for Ontario remains strong, driven by relatively higher federal immigration targets and a positive long-term economic outlook for the Province.**

- Notwithstanding the current macro-economic headwinds and recent reduction in the federal immigration target for Canada, the long-term growth outlook for Ontario remains strong. Forecast annual immigration levels are anticipated to remain higher over the long-term than average levels achieved over the past two decades. Over the past decade, Ontario's strengthening export-based economy has been a key driver of increased immigration to the province. Steady future economic growth is anticipated to attract a steady wave of newcomers to the Province over the long-term.

- Over the past five years, international migration (immigration) levels have increased for each of the Southern Ontario sub-regions outside Central Ontario, except for the Near North sub-region where higher population growth rates have been almost exclusively driven by increased intraprovincial net migration levels, largely coming from the G.T.H.A.

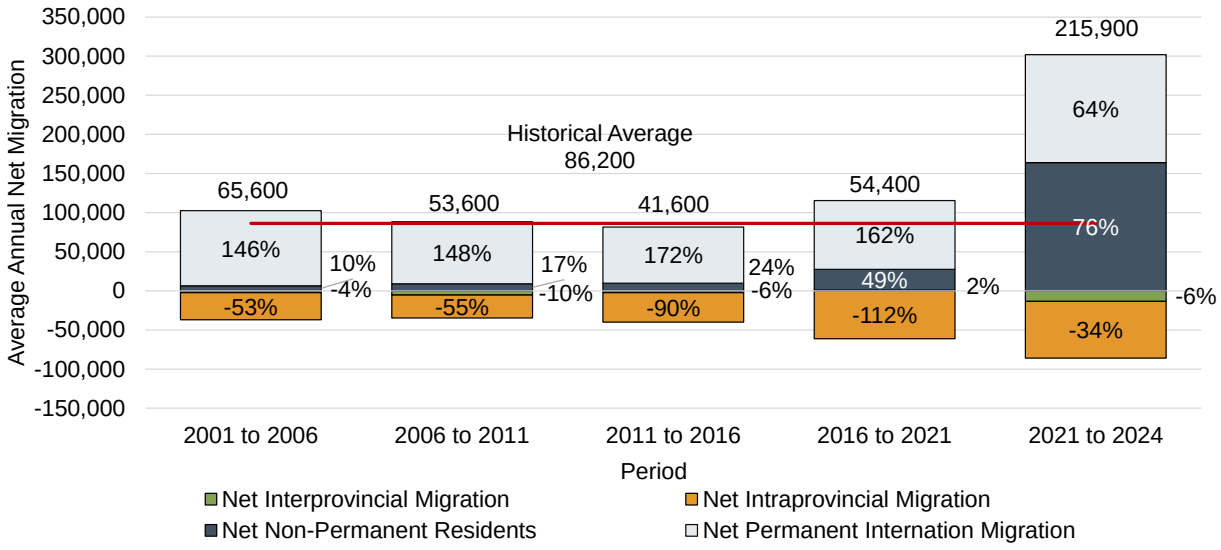
2) **Continued outward growth pressure from the G.G.H. represents a driving factor of population growth to Southern Ontario's other sub-regions.**

- As summarized in Figure 4-4, net migration to the G.T.H.A. has historically been driven by international migrants. For areas outside the G.T.H.A., however, 57% of net migration was driven by intraprovincial migration between 2016 and 2021, as shown in Figure 4-5. Since 2021, the share of intraprovincial net migration to total net migration outside of the G.T.H.A. has fallen as a result of significantly higher net migration associated with N.P.R., however, absolute levels of intraprovincial net migration outside of G.T.H.A. remain strong. It is also important to recognize that this trend toward increased outward urban growth pressure also exists at the sub-regional level across many of Southern Ontario's other larger urban centres, including the City of Ottawa, the City of London, the Kitchener-Waterloo area, the City of Windsor, and the City of Kingston.

As previously discussed in section 3.3.6, the G.T.H.A. and Outer Ring represented 22% and 39%, respectively, of net intraprovincial net migration reported for Oxford County over the past Census period. For Oxford County, outward growth pressure from the G.G.H. represents the primary driver of permanent population growth over the long term. Across Oxford County, these trends are anticipated to continue but will moderate relative to recent trends experienced between 2016 and 2024. Key factors that support these continued trends include:

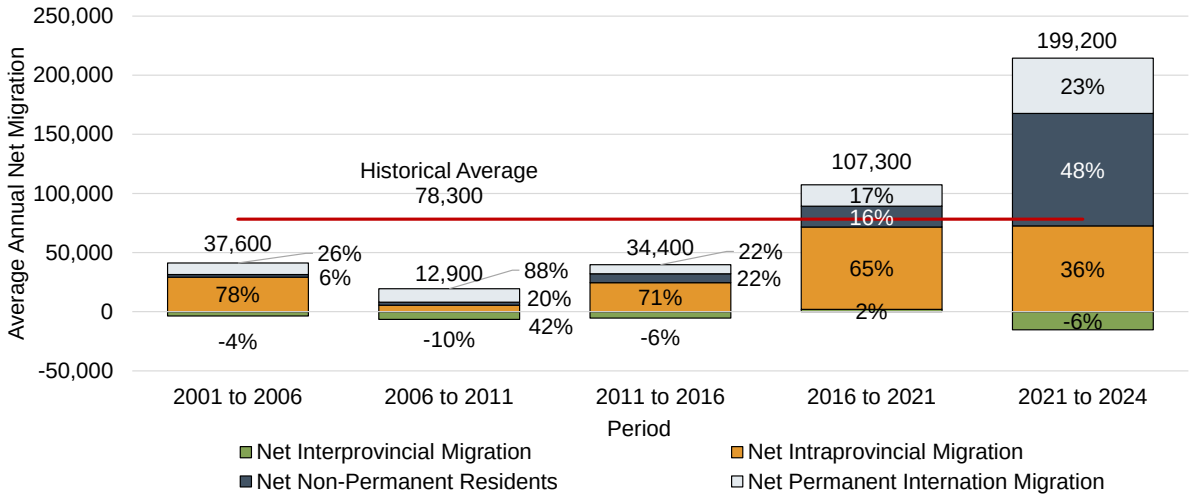
- Relative housing affordability within the G.G.H., compared to Oxford County;
- Continued growth in the regional economy, including the surrounding municipalities that comprise the Oxford County commuter-shed (i.e. steady labour force growth within both services-producing and goods-producing sectors);
- Changes to the nature of work, led by technological improvements and increased options for remote/hybrid work, were accelerated during the COVID-19 pandemic; and
- Lifestyle preferences as some residents from larger Urban Centres of the G.G.H. continue to exchange “city lifestyles” for a greater balance of urban and rural living.

Figure 4-4
Greater Toronto Hamilton Area
Historical Net Migration by Type, 2001 to 2024



Note: Figures have been rounded and include a net Census undercount.
Source: Derived from Statistics Canada Table 17-10-0153-01 (components of population change by Census Division, 2021 boundaries), by Watson & Associates Economists Ltd.

Figure 4-5
Ontario Less the Greater Toronto and Hamilton Area
Historical Net Migration by Type, 2001 to 2024



Note: Figures have been rounded and include a net Census undercount.
Source: Derived from Statistics Canada Table 17-10-0153-01 (components of population change by Census Division, 2021 boundaries) by Watson & Associates Economists Ltd.

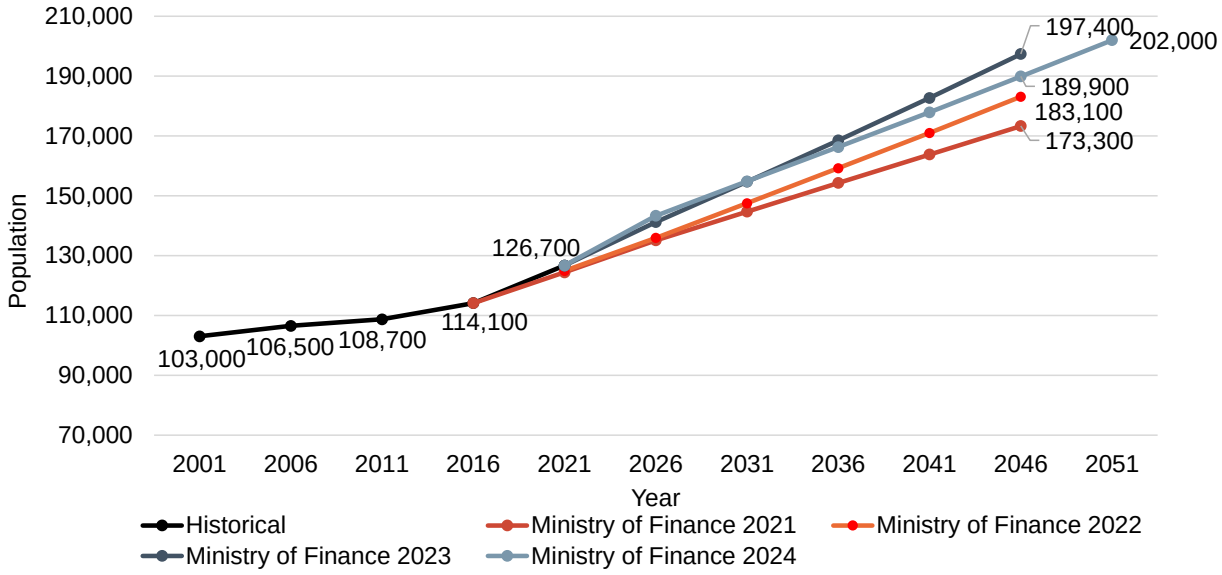
4.3 Ministry of Finance Long-Term Population Growth for Oxford County

Figure 4-6 summarizes the population projections to 2051 for Oxford County, as prepared by the M.O.F. between 2017 and 2024. Over the past five years, Oxford County's annual population growth rate, in accordance with the M.O.F. projections, has increased from 1.1% to 1.6%. By 2051, the Oxford County population is forecast to reach approximately 202,000 people.[1],[2] While the 2024 M.O.F. projections for Oxford County are more ambitious relative to the most recent 2025 M.O.F. population

[1] It is noted that the M.O.F. population forecast for Oxford County does not specifically address the potential for economic trends (i.e. local and regional employment opportunities) and/or other lifestyle factors.
[2] The Oxford County Growth Analysis and Land Needs Assessment technical work was undertaken under the 2024 M.O.F. projections. The 2025 M.O.F. projections for the County were released after the work was completed. The 2025 M.O.F. projects a 2051 population of 198,000 for the County, a minor reduction of 2% from the 2024 M.O.F. projections.

projections for the Province and County, the long-term population growth outlook for Oxford County remains relatively stronger than the historical population growth trends over the past 20 years (refer to section 4.2).

Figure 4-6
Ministry of Finance Population Forecasts for Oxford County,
2001 to 2051



Note: Population includes net Census undercount. Figures have been rounded.
Source: Historical 2001 to 2021 data derived from Statistics Canada Table 17-10-0152-01, and Ministry of Finance (M.O.F.) Projections from Spring 2021, Summer 2022, Summer 2023, and Fall 2024 releases, adapted by Watson & Associates Economists Ltd.

4.4 Driving Factors Contributing to Long-Term Employment and Population Growth in Oxford County

Section 4.5 presents the recommended long-term population and employment forecast for Oxford County to the year 2061. It is recognized that, over the long term, a range of population and employment growth outcomes can be expected for the County based on varying economic and demographic assumptions for the Province, the regional area and the County. Provided below is an overview of the key assumptions informing the recommended long-range population growth forecast.

4.4.1 Macro-Economic Conditions

As previously discussed in Chapter 3, the COVID-19 pandemic and current geo-political uncertainties have had a significant economic impact on the national and provincial economy since 2020. The recommended population growth forecast assumes that provincial G.D.P. growth will meet future provincial near-term G.D.P. forecasts.

4.4.2 National Immigration Trends

Section 3.4.1 of this report provides a discussion regarding federal immigration targets for Canada and Ontario. The recommended population forecast assumes national and provincial immigration targets will be achieved and that historical provincial net migration shares within Oxford County will remain steady, or modestly increase, relative to historical trends experienced over the past 20 years.

4.4.3 Local and Regional Economic Opportunities

The following key local and regional economic assumptions have been made in developing the Oxford County long-term recommended population and employment growth forecast:

- Employment growth is comprised of two major categories, export-related and community-related employment, as summarized below:
    - Community-related job growth is tied to population growth. These jobs provide services such as retail, entertainment, and hospitality to the community. Under the recommended growth forecast, population growth will generate demand for employment to service the needs of the increased population.
    - Export-related jobs are largely industrial-based and consist of industries such as manufacturing and logistics. Local factors which can influence export-related employment growth within the County include, but are not limited to, price of industrial lands, availability of shovel-ready industrial lands with a broad range of sizes, access to labour force and localized supply-chain opportunities. These local factors are anticipated to influence the share of industrial employment accommodated within Oxford County and within the broader regional area under each long-term growth scenario.

- The regional economy and labour force has strongly rebounded from the impacts of COVID-19 (refer to section 3.3.4 for additional details). Notwithstanding the current slowdown in macro-economic conditions, the regional and local economy is anticipated to steadily expand over the long-term.

- The industrial market has also been steadily recovering since the 2008/2009 economic downturn, and the supply of vacant serviced employment lands is steadily diminishing within the large urban centres of the G.T.H.A. As these more mature areas of the G.T.H.A. gradually buildout, increasing outward growth pressure is being placed on other industrial markets across southern Ontario. Relatively low Province-wide industrial vacancy rates and competitively priced industrial lands are attracting demand to Oxford County for industrial and export-based development.

- Employment growth in the regional area also drives population growth to Oxford County. With respect to the most recent commuting trends, 67% of Oxford's residents work within the County, while 33% work outside the County.[1]

- Given the competitive position of existing and planned Employment Areas in Oxford County (as measured in terms of location/access to major North American employment markets and large population centres, parcel size, price per acre, and competitive development costs, etc.), the County is anticipated to achieve a relatively stronger rate of industrial absorption over the long-term planning horizon, relative to historical trends observed over the past decade.

- The County has an established industrial sector, with a strong auto manufacturing presence which includes the General Motors (GM) CAMI and Toyota auto assembly plants.[2] Looking forward, there are industrial development opportunities related to supply chains to support Ontario's automotive cluster and EV production in the regional area, such as the planned Volkswagen Battery Cell Gigafactory in St. Thomas.

[1] Based on Statistics Canada 2016 Census commuting flow data.
[2] On October 2025, General Motors announced they are ending the Chevrolet BrightDrop production at the CAMI plant. As of November 2025, the plant is not operating as discussions with General Motors regarding the plant's future continue.

- Oxford County has key local infrastructure supporting growth which includes, but is not limited to the following:
    - Strategic location within Ontario's industrial heartland in southern Ontario, offers proximity to eastern and western U.S. markets;
    - Access to infrastructure assets such as Highway 401 and Highway 403 which links major urban centres in Ontario and Quebec to the U.S;
    - Designated employment lands and opportunities for future Employment Area expansion along Highway 401 and 403; and
    - Access to a growing skilled labour force pool within the major urban centres in the G.G.H. (G.T.H.A., City of Guelph, Region of Waterloo) to the north-east, and from the London-Middlesex Area to the west.
- Additionally, the County has a vibrant rural economy. Home to approximately 2,000 farms, agricultural activities are significant to the overall Oxford County economy. Agri-business and food processing provide an opportunity to deepen agricultural activity and increase productivity of the industry by providing value-add products and services. This thriving sector also supports the tourism industry.

Oxford County continues to have a strong appeal to both businesses and residents. This appeal is largely attributed to the County's geographic location which offers strategic industrial land, and opportunities for urban and rural living within proximity to retail, entertainment and other amenities, including public and private schools, hospitals, access to recreational facilities, as well as access to natural/open space area and the County's rural countryside. These attributes offer a high quality of life and make the County an attractive destination for residents of all ages, and small, mid-sized and large businesses.

4.4.4 Demographic Trends

The following key demographic trends have been assumed under recommended employment and population growth forecast for Oxford County:

- Similar to Ontario's population as a whole, Oxford County's population is steadily getting older (i.e. higher average age of population), driven by the aging of the

Baby Boomer generation. Within the County, the share of population aged 65+ is forecast to increase from 19% in 2021 to 25% in 2061.

- The County's mortality rate is forecast to increase over the long-term due to the aging of the population. Additionally, there is downward pressure on births as the population ages. These factors result in a progressively declining natural increase (i.e. births less deaths) from 2021 to 2061.

- From 2006 to 2021, Oxford County experienced average net migration of 1,000 people annually. Under the recommended growth forecast, annual net migration is forecast to be considerably higher relative to 2006 to 2021 levels.

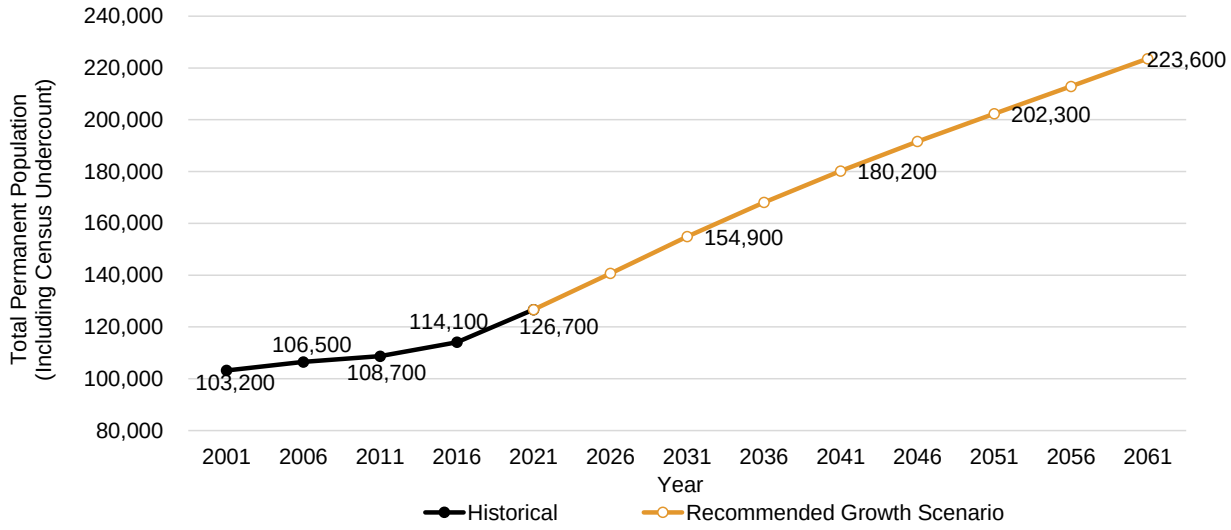
4.5 Long-Term Population Growth Forecast for Oxford County, 2021 to 2061

Figure 4-7 illustrates the recommended long-term population growth forecast for Oxford County to the year 2061. Key observations are as follows:

- The Oxford County population grew from 103,200 in 2001 to 126,700 in 2021, representing a steady population growth over the 20-year period.

- Under the Recommended Growth Forecast, the Oxford County population is projected to reach 223,600 by 2061, achieving an average annual growth rate of 1.6% over the next four decades. This forecast is consistent with the Fall 2024 M.O.F. projections for the Oxford County to 2051.

Figure 4-7
Oxford County
Recommended Long-Term Total Population Forecast, 2001 to 2061



Note: Population includes net Census undercount estimated at 4.1% and figures have been rounded.
Source: Historical 2001 to 2021 data derived from Statistics Canada Table 17-10-0152-01; forecast prepared by Watson & Associates Economists Ltd.

The recommended population growth forecast provided in Figure 4-7 indicates that the long- term population growth outlook for Oxford County will be strong relative to population growth trends the County has experienced over the past two decades and beyond. The recommended growth forecast has been determined to be appropriate for long-range growth forecast and planning purposes based on the following reasons:

1. The recommended growth forecast represents an ambitious, yet plausible rate of future population growth relative to historical trends, considering recent and forecast immigration levels expected for Canada and Ontario over the next several years and longer-term population growth forecasts for the Province. As previously noted, continued outward growth pressure from the G.G.H. will continue to represent the largest driver of population growth for the Oxford County.

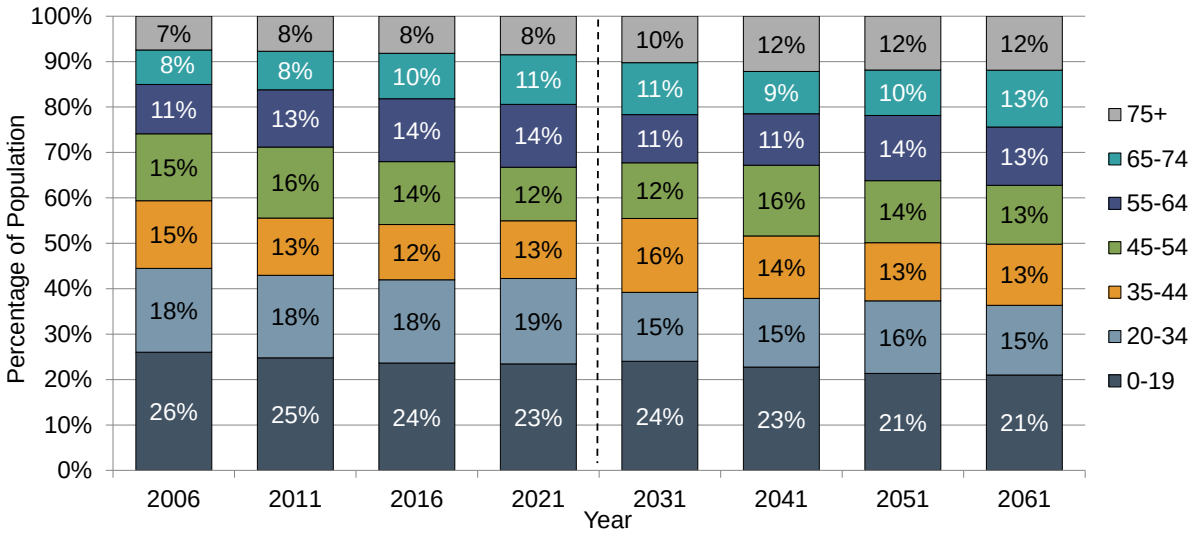
2. Population growth in the Oxford County will continue to be largely driven by net migration (immigration) of working-age adults. Forecast near- and long-term trends in net migration are ambitious, but plausible, for the purposes of long-range planning within the context of federal immigration targets, regional migration

patterns, and projected long-term population growth rates across Southern Ontario. The forecast level of annual new housing development required to accommodate the recommended population growth forecast for Oxford County represents an ambitious outlook in housing activity relative to historical trends. Under the P.P.S., 2024, policy framework, the County has the flexibility to plan for a 20-to 30-year horizon with respect to the accommodation of future housing and land needs associated with the recommended long-range growth scenario.

4.5.1 Forecast Population by Age Group

Figure 4-8 summarizes the Oxford County population forecast by major age group over the 2011 to 2061 period. Over this time, the County's population is expected to steadily age. Most notably, the percentage of the population in the 75+ age group is projected to increase from 7% of the total population in 2006 to 12% by 2061. Similarly, the percentage share of population in the 65 to 74 age group is also forecast to steadily increase, rising from 8% in 2006 to 13% in 2061. This forecast population aging trend is anticipated to place downward pressure on the population and labour force growth rate within the County over the long term. The aging of the County’s population is also anticipated to place increasing demand on the need for seniors’ housing, high-density rental and ownership housing as well as other attainable and affordable housing options. Please refer to Appendix C for additional details on population distribution by age group.

Figure 4-8
Oxford County
Recommended Population by Age Group Forecast, 2006 to 2061



Note: Figures may not add precisely due to rounding. Population figures include a net Census undercount estimated at 4.1%.
Source: Historical 2006 to 2021 data derived from Statistics Canada Table 17-10-0152-01; 2021 to 2061 forecast prepared by Watson & Associates Economists Ltd.

4.5.2 Trends in Housing Occupancy

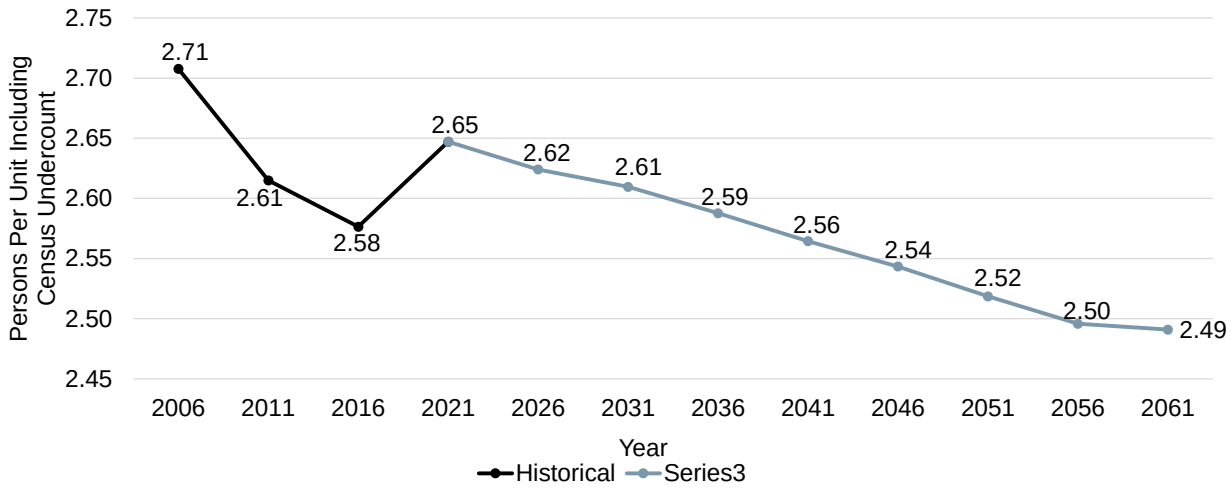
Figure 4-9 summarizes anticipated trends in long-term housing occupancy, or average persons per unit (P.P.U.), for Oxford County from 2021 to 2061. Key observations include the following:

- Between 2006 and 2021, the average P.P.U. for the Oxford County decreased from 2.71 to 2.65;
- Over the forecast period, the average P.P.U. for the County is anticipated to continue to gradually decline from 2.65 in 2021 to 2.49 in 2061, largely due to the aging of the population combined with a gradual increase in Non-Census family households;[1] and

[1] As defined by Statistics Canada, non-Census-family households are either one person living alone or a group of two or more persons who live together but do not constitute a Census family.

- Over time, the rate of P.P.U. decline is expected to moderate relative to historical trends, partially driven by stronger net migration levels attributed to working-age adults and their children.[1]

Figure 4-9
Oxford County
Recommended Persons Per Unit Forecast, 2006 to 2061



Note: Population includes net Census undercount estimated at 4.1%.
Source: Historical population by age derived from 2011 to 2021 Statistics Canada Census data; 2021 to 2061 population forecast prepared by Watson & Associates Economists Ltd.

4.5.3 Headship Rates

A household headship rate is defined as the ratio of primary household maintainers, or heads of households, by major population age group (i.e. cohort). Between 2006 and 2021, Oxford County's total headship rate increased slightly from 37% to 38% (refer to Appendix C for additional details). An understanding of historical headship rate trends is important because this information provides insights into household formation trends associated with population growth by age, family type, and family structure. While major fluctuations in headship rates by age group are not common over time, the ratio of household maintainers per capita varies by population age group. For example, a municipality with a higher percentage of seniors will typically have a higher household maintainer ratio per capita (i.e. headship rate) compared to a municipality with a

[1] It is noted that 2021 average P.P.U. levels may be temporarily inflated resulting from impacts associated with COVID-19.

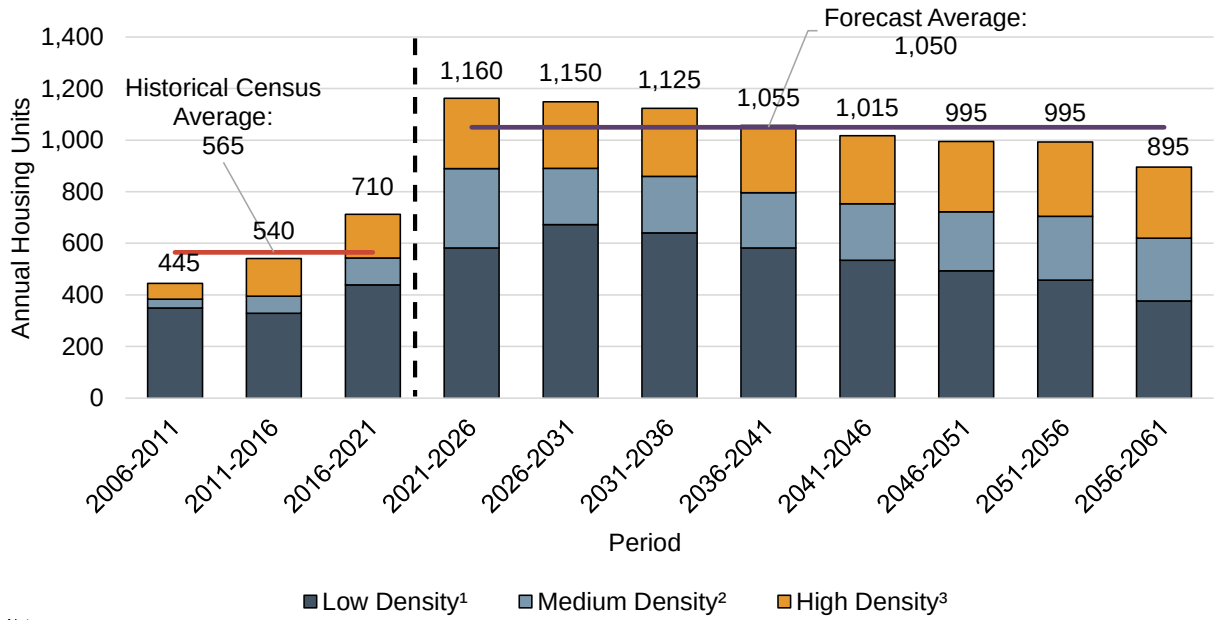
younger population. This is because households occupied by seniors typically have fewer children than households occupied by adults under 65 years of age. Accordingly, forecast trends in population age structure provide important insights into future headship rates and average P.P.U. trends for Oxford County, as previously discussed. It is important to note that headship rates by major age group are anticipated to remain relatively stable over the long-term forecast period.

4.5.4 Housing Forecast by Structure Type

Figure 4-10 summarizes the Oxford County's recommended housing forecast by structure type (i.e. low density, medium density, and high density) over the 2021 to 2061 forecast period in five-year growth increments. Housing units that are currently active in development approvals are discussed in Chapters 6 and 8, which serve as a guide in developing the near-term housing forecast by structure type. Key observations are as follows:

- The recommended forecast represents an average of approximately 1,050 housing units per year over the forecast period;
- Comparatively, this annual level of forecast housing growth is almost two times the historical average of 565 units per year achieved during the previous 15-year period (2006 to 2021);
- Between 2006 and 2021, the share of medium- and high-density housing constructed across the County has steadily increased. Considering recent building trends and active residential development applications, this shift toward higher-density residential development is expected to continue over the longer term;
- Over the forecast period, new residential development in Oxford County is anticipated to shift more towards medium- and high-density housing forms. This shift in dwelling type preferences is expected to be driven largely by demographics (i.e. aging of the population), housing affordability, and increasing demand for rental housing when compared to the previous two decades; and
- Over the 2021 to 2061 forecast period, new housing is expected to comprise 52% low-density units, 22% medium-density units, and 26% high-density units.

Figure 4-10
Oxford County
Recommended Housing Forecast by Structure Type, 2006 to 2061



[1] Low Density includes singles and semi-detached houses.
[2] Medium Density includes townhouses and apartments in duplexes.
[3] High Density includes bachelor, 1-bedroom, and 2-bedroom+ apartment units and secondary units.
Notes:

- Figures have been rounded and may not add up precisely.
- A secondary unit represents a self-contained unit within an existing home/primary dwelling unit. Statistics Canada does not implicitly identify accessory apartments in the Census housing categories. They are embedded within the Census housing categories but are not reported based on the amount or in which categories they are embedded. Secondary units have high-density occupancy but a grade-related built form. For the purposes of the Growth Analysis and Land Needs, they have been included in the high-density housing category from 2021 to 2061.

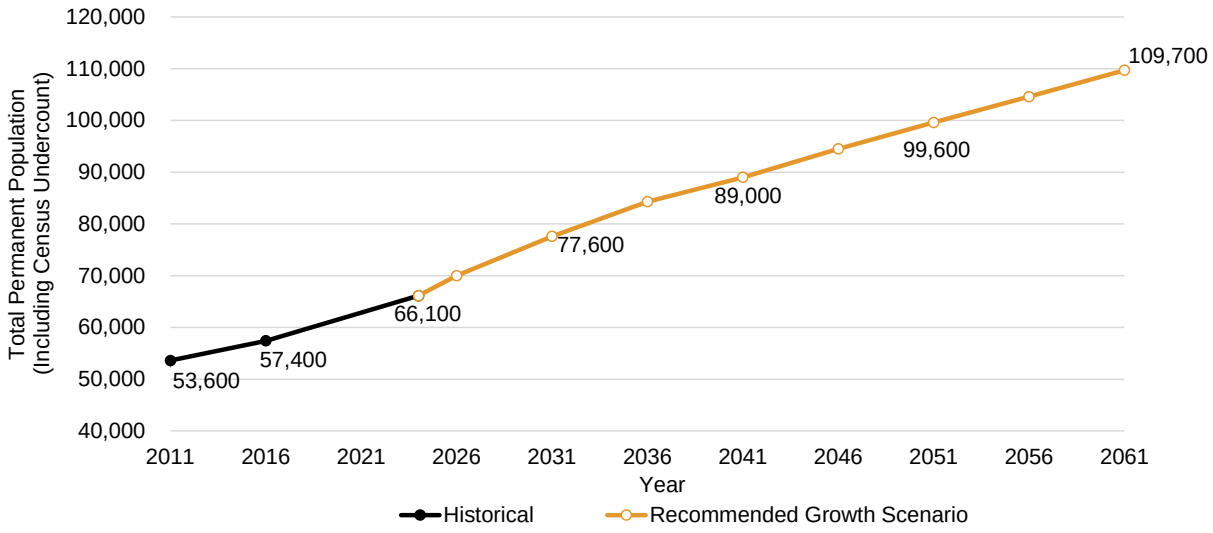
Source: Historical data derived from Statistics Canada Census profiles; forecast prepared by Watson & Associates Economists Ltd.

4.5.5 Long-Term Employment Growth, 2021 to 2061

Building on the population and housing growth forecast as well as the key macro and regional growth assumptions discussed throughout Chapter 3 and in section 4.2, a revised long-term employment growth forecast has been prepared for Oxford County in comparison with recent historical trends. As summarized in Figure 4-11, by 2061, the employment base for the County is forecast to increase by 43,600 employees, reaching

109,700 total jobs by 2061. The recommended employment growth forecast is a plausible long-term employment forecast for Oxford County, considering our review of macro, regional, and local economic trends, as well as the County's recommended long-term population growth forecast, as provided in section 4.5.

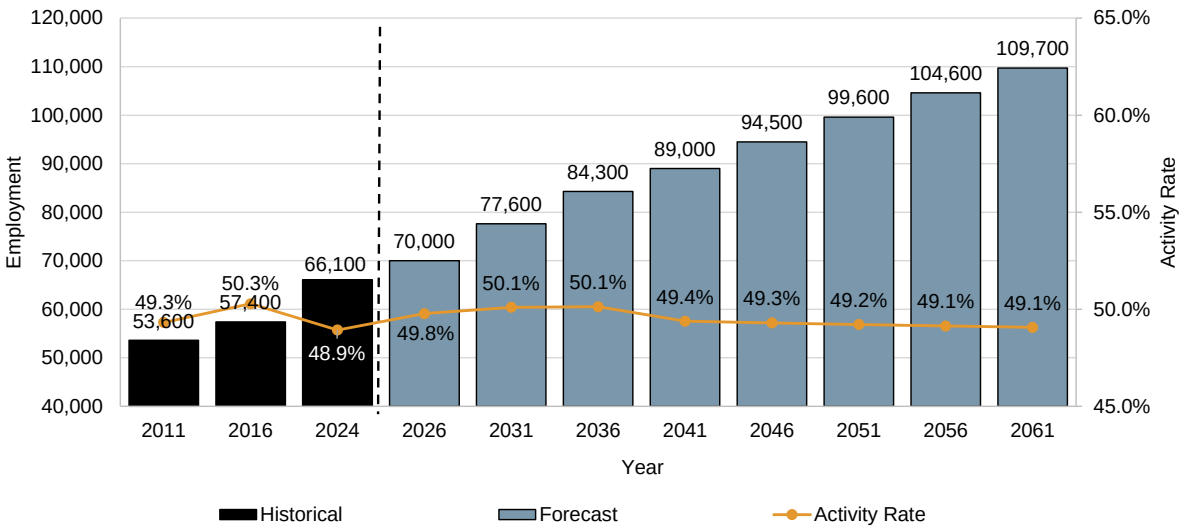
Figure 4-11
Oxford County
Recommended Long-Term Employment Forecast, 2011 to 2061



Note: Figures have been rounded. Total employment figures include work at home and no fixed place of work. Statistics Canada 2021 Census place of work employment data has been reviewed and has not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Source: 2011 to 2016 derived from Statistics Canada Census data; forecast prepared by Watson & Associates Economists Ltd.

Figure 4-12 summarizes historical and forecast trends in the employment activity rate (ratio of jobs to population) for Oxford County. Between 2006 and 2024, the employment activity rate for the County modestly increased from 49% to 50%. The County's employment activity rate is anticipated to remain relatively stable, decreasing slightly to 49% by 2061.

Figure 4-12
Oxford County
Recommended Long-Term Employment Forecast, 2024 to 2061

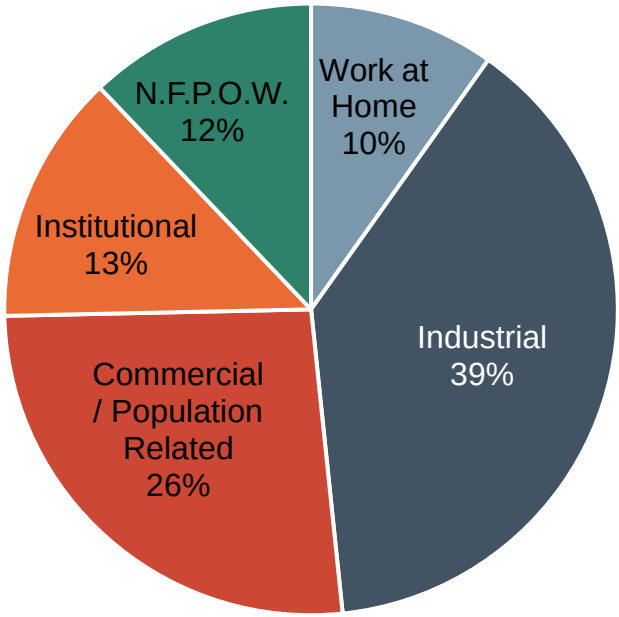


Notes:
- Figures have been rounded.
- Activity rate uses population, adjusted to account for net Census undercount.
- Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.

Source: 2011 to 2016 derived from Statistics Canada Census data; forecast prepared by Watson & Associates Economists Ltd.

Figure 4-13 provides further details regarding the recommended employment growth forecast by place of work and major employment sector. Of the total additional jobs identified for Oxford County over the long term, approximately 78% of jobs are anticipated to have a usual place of work, while the remaining 22% of new jobs are associated with work at home employment or off-site employees. With respect to employment by major sector, approximately 61% of job growth for the County is associated with services-producing sectors, while 39% of jobs are associated with goods-producing sectors (i.e. industrial and primary employment sectors). Additional details regarding the long-term employment forecast for Oxford County are provided in Appendix C.

Figure 4-13
Oxford County
Recommended Employment Growth Forecast by Place of Work, 2024 to 2061



Note: Figures have been rounded and may not add precisely. N.F.P.O.W. means no fixed place of work.
Source: Watson & Associates Economists Ltd.

Chapter 5
Oxford County Population, Housing, and Employment Allocations by Area Municipality

5. Oxford County Population, Housing and Employment Allocations by Area Municipality

5.1 Area Municipal Allocation Methodology

Building on the County-wide forecasts provided in Chapter 4, population, housing, and employment allocations by Area Municipality were developed based on the Preferred Growth Forecast Scenario. These allocations have been based on a detailed review of the following local supply and demand factors:

Local Supply Factors

- Supply of potential future housing stock in the development approvals process by housing structure type, approval status, and location;
- Current inventory of net vacant designated “greenfield” lands in the County’s Large Urban Centres and Serviced Villages that are not currently in the development approvals process;
- Residential intensification opportunities (refer to Section 6);
- Supply of designated vacant Employment Area lands by Area Municipality;
- Consideration of water and wastewater servicing capacity; and
- Provincial, County, and Area Municipal policy direction regarding forecast residential growth by Settlement Area and Rural Area.

Demand Factors

- Historical population, housing, and employment trends based on Statistics Canada (Census) data by Area Municipality;
- A review of recent residential and non-residential building permit data by housing structure type and employment sector by Area Municipality;
- Historical commuting trends and anticipated employment growth opportunities within the surrounding market area;

- A review of local employment opportunities by sector and Area Municipality;
- Forecast population trends by major age group and associated household formation trends by age of household maintainer;
- Consideration of long-term housing needs by housing tenure (i.e. ownership vs. rental housing) and influence on housing demand by structure type; and
- Housing market demand by Area Municipality across all major demographic groups, including young adults, new families, move-up buyers, and empty nesters/seniors.

While population and employment growth rates vary significantly by geographic area, each of the Area Municipalities within the County share several common attributes with respect to near- and longer-term population growth and development trends. These include the following:

- All Area Municipalities are forecast to experience higher total annual population housing and employment growth relative to historical trends experienced between 2011 and 2021.
- While COVID-19 was disruptive to the local economy, particularly in retail, accommodation and food, and tourism-based sectors, the economic recovery following the pandemic has been strong throughout the regional economy and within each of the Area Municipalities within the County.
- Continued regional employment opportunities, particularly those related to manufacturing; goods movement; agricultural; as well other service-producing and knowledge-based sectors, represent a key driver of future employment growth within the County and its Area Municipalities.
- All Area Municipalities within the County experienced relatively higher housing development activity during the height of the pandemic between 2020 and 2022. When considering long-term historical trends over the past two decades, most Area Municipalities within the County have experienced relatively higher levels of new housing construction activity since 2015. Looking forward, the rate of annual housing growth is anticipated to moderate from the peak levels experienced during the pandemic, however, all of the County's Area

Municipalities are forecast to experience stronger housing demand relative to historical trends. The driving factors contributing the higher housing demand across the County were previously discussed in Chapter 4.

- Declining housing affordability, combined with a range of broader economic headwinds, including persistently high inflation rates, rising household debt, U.S. protectionist policy, and a slower short-term economic outlook are anticipated to potentially dampen housing demand in the near term (i.e. next 12 to 24 months), relative to recent historical highs experienced during the past five years.

- Over the longer term (i.e. 10+ years), the average rate of annual housing development is anticipated to gradually slow (relative to the medium-term forecast period) across all Area Municipalities within the County, driven by modestly slower regional and provincial economic growth associated with an aging population and regional labour force.

- Average P.P.U. levels are forecast to decline from 2021 to 2061 across all Area Municipalities.

- Low-density housing forms are forecast to continue to comprise a notable share of future housing growth; however, increasing market demand will exist for medium- and high-density housing types across all Area Municipalities.

5.2 Long-Term Population, Housing, and Employment Growth Forecast by Area Municipality

Provided below is a summary of the forecast population, housing, and employment growth trends for each of the Area Municipalities that compose Oxford County. The Area Municipal population, housing, and employment forecasts are further summarized in Figure 5-1 through Figure 5-5, with additional details provided in Appendix D

5.2.1 City of Woodstock

- The City of Woodstock has the largest population and employment base in Oxford County, accounting for 38% of the County-wide population in 2021 and 44% of County-wide jobs in 2024.

- The population within Woodstock is forecast to increase by 41,600 people from 2021 to 2061, reaching 90,300 people by 2061. This translates to an annual population growth rate of 1.6% over the 40-year forecast period. The City is forecast to accommodate approximately 43% of the County's population growth to 2061.

- To accommodate this anticipated population growth, Woodstock will need an average of 460 new dwellings to be constructed annually over the next 40 years.

- Over the forecast period, demand for new dwellings is anticipated to be 43% low-density units (singles and semi-detached), 23% medium-density units (apartments in duplexes and row houses), and 34% high-density units (stacked townhomes, apartments, and secondary units).

- The City's employment base is anticipated to increase from 29,300 jobs in 2024 to 51,900 jobs by 2061, accommodating approximately 52% of the County's employment growth over the forecast period.

- Forecast job growth is anticipated to be accommodated throughout a broad range of industrial sectors as well as population-related jobs in commercial, retail, institutional sectors. Notably, industrial jobs are forecast to comprise 43% of the City's employment growth, and 58% of the County's total long-term industrial job growth driven by the City's strategic location along Highway 401 and accessibility to surrounding regional employment markets in both the London Area and Central Ontario. Employment opportunities are also anticipated to be accommodated through home-based businesses and off-site employment such as trades and construction.

5.2.2 Town of Tillsonburg

- The Town's existing population and employment base account for 15% of the County-wide population as of 2021, and 16% of County-wide jobs as of 2024.

- The population within Tillsonburg is forecast to increase by 20,500 people from 2021 to 2061, reaching 39,300 people by 2061. This translates to an annual population growth rate of 1.9% over the next 40 years. The Town is forecast to accommodate approximately 21% of the County's population growth over the forecast period.

- To accommodate this anticipated population growth, Tillsonburg will need an average of 235 new dwelling units to be constructed annually over the next 40 years. New dwellings are anticipated to be comprised of 53% low-density units, 26% medium-density units, 21% high-density units.

- Tillsonburg's employment base is anticipated to increase from 10,400 jobs in 2024 to 18,300 jobs by 2061, accommodating approximately 18% of the County's employment growth over the forecast period.

- Employment growth opportunities in Tillsonburg exist in goods producing and service sectors. Strong demand for industrial jobs is anticipated for the Town, comprising approximately one-quarter (26%) of Town-wide employment growth and over one-tenth (13%) of County-wide industrial job growth to 2061. A notable amount of growth in the commercial and institutional sectors is forecast to service the needs of the growing population, in addition to work at home opportunities and off-site employment.

5.2.3 Town of Ingersoll

- The Town's existing population and employment base accounted for 11% of the County-wide population as of 2021, and 15% of County-wide jobs as of 2024.

- The population within Ingersoll is forecast to increase by 8,300 people from 2021 to 2061, reaching 22,600 people by 2061. This translates to an annual population growth rate of 1.2% over the next 40 years. The Town is forecast to accommodate approximately 9% of the County's population growth over the forecast period.

- To accommodate this anticipated population growth, Ingersoll will need an average of 90 new dwellings to be constructed annually over the next 40 years. Over the forecast period, new dwellings will be 56% low-density units, 18% medium-density units, and 27% high-density units.

- Ingersoll's employment base is anticipated to increase from 5,700 in 2024 to 9,100 jobs by 2061, accommodating approximately 14% of the County's employment growth over the forecast period.

- Forecast job growth is anticipated to be accommodated in a broad range of industrial and population-related employment sectors in Ingersoll. With the Town's accessibility to Highway 401, over half (57%) of the Town's job growth is anticipated in the industrial sector, comprising over one-fifth (21%) of County-wide industrial job growth to 2061. Demand is also forecast for jobs in retail, accommodation and food service, institutional sector, home based businesses, and off-site employment.

5.2.4 Township of Blandford-Blenheim

- The Township's existing population and employment base accounted for 6% of the County-wide population as of 2021, and 3% of County-wide jobs as of 2024.

- The population of Blandford-Blenheim is anticipated to reach 11,400 people by 2061. This translates to an increase of 3,500 people and an annual population growth rate of 0.9% from 2021 to 2061. The Township is forecast to accommodate approximately 4% of the County's population growth over the forecast period.

- To accommodate anticipated permanent population growth, Blandford-Blenheim will require an average of approximately 35 new dwellings to be constructed annually over the next 40 years.

- The majority of housing growth is forecast to be accommodated in the Greenfield Areas of Serviced Villages, with limited housing growth identified in the Unserviced Settlement Area, as well as the Remaining Rural Areas.

- New dwelling units in the Serviced Villages are forecast to be comprised of 71% low-density units, 17% medium-density units, and 12% high-density units.

- The Township of Blandford-Blenheim is forecast to add approximately 1,000 jobs from 2024 to 2061. Three-fifths of job growth is concentrated in the service-sector, including work at home and off-site employment. The remaining two-fifths of employment growth is in the industrial sector given the Townships connectivity to Highway 401. In accordance with the scale and anticipated market potential of the Townships Employment Areas, industrial opportunities are largely associated with small and mid-sized manufacturing, transportation and logistics industries. The agricultural sector is anticipated to provide

opportunities for growth, mainly through the expansion of farms which are captured in the work at home category.

- The majority of non-residential development has been identified in the Serviced Village of Drumbo.

5.2.5 Township of East Zorra-Tavistock

- The Township's existing population and employment base accounted for 6% of the County-wide population as of 2021, and 5% of County-wide jobs as of 2024.

- The population of East Zorra-Tavistock is anticipated to reach 14,400 by 2061. This translates into an increase of 6,300 people and an annual population growth rate of 1.4% from 2021 to 2061. The Township is forecast to accommodate approximately 6% of the County's population growth over the forecast period.

- To accommodate anticipated permanent population growth, East Zorra-Tavistock will require an average of approximately 65 new dwellings to be constructed annually over the next 40 years. In the Serviced Villages, approximately 71% are anticipated to be low-density units, 19% medium-density units, and 10% in high-density units.

- The majority of future housing growth will be located in the Greenfield Areas of the Serviced Villages, with minimal housing growth in the Unserviced Rural Settlement Areas and Remaining Rural Areas.

- East Zorra-Tavistock is anticipated to add approximately 1,600 jobs from 2024 to 2061. Forecast job growth is anticipated to be accommodated through service-sector occupations such as retail, accommodation and good services, home-based businesses, and off-site employment such as trades and construction. Job growth is also anticipated in the industrial sector to a lesser extent and would be, concentrated in the Village of Tavistock due to the availability of wastewater servicing..

- Opportunities are also anticipated for the agricultural sector, largely supported by an expanding farm base, which are captured in the work at home category.

5.2.6 Township of Norwich

- The Township's existing population and employment base account for 8% of the County-wide population as of 2021, and 8% of County-wide jobs as of 2024.
- The population of Norwich is forecast to increase by 6,600 people from 2021 to 2061, reaching 18,500 people by 2061. This translates to an annual population growth rate of 1.1% over the next 40 years. The Township is forecast to accommodate approximately 7% of the County's population growth over the forecast period.
- To accommodate the population growth forecast, Norwich will require an average of 66 new dwellings to be constructed annually over the next 40 years. In the Village of Norwich, approximately 66% are anticipated to be low-density units, 12% medium-density units, and the remaining 21% are forecast to be accommodated in high-density units.
- The Greenfield Area of the Village of Norwich will accommodate the majority of future housing growth in the Township, with some housing opportunities identified in the Unserviced Rural Settlement Areas and Remaining Rural Areas.
- Over the forecast period to 2061, Norwich is expected to add approximately 1,900 jobs. Strong employment growth is anticipated for the commercial sector, home-based businesses, and off-site employment. To a lesser extend, employment growth is also anticipated in the industrial and institutional sector. The majority of industrial development has been identified in the Serviced Village of Norwich in accordance with the existing scale of usage of industrial operations (i.e. small and medium-scale manufacturing), with limited growth opportunities in the rural area.
- Opportunities are also anticipated for the agricultural sector, largely supported by an expanding farm base, which are captured in the work at home category.

5.2.7 Township of South-West Oxford

- The Township's existing population and employment base accounted for 6% of the County-wide population as of 2021, and 5% of County-wide jobs as of 2024.

- The population within South-West Oxford is forecast to increase by 3,600 people from 2021 to 2061, reaching 11,600 people by 2061. This translates to an annual population growth rate of 0.9% over the next 40 years, which is triple the growth rate observed over the last decade. The Township will accommodate approximately 4% of the County's population growth over the forecast period.

- To accommodate anticipated permanent population growth, South-West Oxford will require an average of 30 new dwelling units to be constructed annually over the next 40 years. In the Village of Mount Elgin, approximately 77% would be low-density units, 17% medium-density units, and 6% high-density units.

- The majority of housing growth is forecast to be accommodated in Mount Elgin, with minimal housing growth identified for the Unserviced Rural Settlement Areas and Remaining Rural Areas.

- Over the forecast period to 2061, the Township is expected to add approximately 900 jobs. Most of the employment growth is anticipated in the industrial sector, home-based businesses, and off-site employment within Mount Elgin. Employment growth in commercial and institutional jobs is also forecast to a lesser extent. The agricultural sector is anticipated to provide opportunities for growth, mainly through the expansion of farms which are captured in the work at home category.

5.2.8 Township of Zorra

- The Township's existing population and employment base account for 7% of the County-wide population as of 2021, and 5% of County-wide jobs as of 2024.

- The population within Zorra is forecast to increase by 6,500 people from 2021 to 2061, reaching 15,500 people by 2061. This translates to an annual population growth rate of 1.4% over the next 40 years, significantly higher than the growth rate observed over the past decade. The Township will accommodate approximately 7% of the County's population growth over the forecast period.

- To accommodate anticipated permanent population growth, Zorra will require an average of 65 new dwellings to be constructed annually over the next 40 years. In the Serviced Villages, approximately 47% are anticipated to be low-density units, 31% medium-density units, and 22% high-density units.

- The proposed Kingwood Riverside Developments development in Thamesford is a notable master-planned community that will shape how the Township grows. This is further discussed in Chapter 8.

- Over the forecast period, the Township is expected to add approximately 1,300 jobs. Forecast job growth is anticipated to be largely accommodated through service-sector occupations such as retail, accommodation and food services, home-based businesses, and off-site employment such as trades and construction. Modest industrial job growth is also forecast in the Serviced Villages. Employment growth in the agricultural sector is largely captured in the work at home category.

Figure 5-1
Oxford County
Population Forecast by Area Municipality, 2021 to 2061

Year	City of Woodstock	Town of Tillsonburg	Town of Ingersoll	Township of Blandford Blenheim	Township of East Zorra-Tavistock	Township of Norwich	Township of South-West Oxford	Township of Zorra	Oxford County
2011	38,800	15,700	12,500	7,600	7,000	11,000	7,800	8,300	110,900
2016	42,600	16,500	13,300	7,700	7,400	11,500	8,000	8,500	115,300
2021	48,700	18,800	14,300	7,900	8,200	11,900	8,000	9,000	126,700
2031	60,000	24,300	16,700	9,000	10,200	14,200	9,300	11,300	154,900
2041	71,100	30,100	19,100	9,900	10,800	15,400	9,900	13,000	180,200
2051	80,800	34,900	20,900	10,700	13,000	17,000	10,800	14,300	202,300
2061	90,300	39,300	22,600	11,400	14,400	18,500	11,600	15,500	223,600
Total Population Growth									
2011 to 2021	9,900	3,100	1,800	300	1,200	900	200	700	11,400
2021 to 2031	11,300	5,500	2,400	1,100	2,000	2,300	1,300	2,300	28,200
2021 to 2041	22,400	11,300	4,800	2,000	3,400	3,500	1,900	4,000	53,500
2021 to 2051	32,100	16,100	6,600	2,800	4,800	5,100	2,800	5,300	75,600
2021 to 2061	41,600	20,500	8,300	3,500	6,200	6,600	3,600	6,500	96,900
Annual Population Growth Rate									
2011 to 2021	2.3%	1.8%	1.4%	0.4%	1.6%	0.8%	0.3%	0.8%	1.6%
2021 to 2031	2.1%	2.6%	1.6%	1.3%	2.2%	1.8%	1.5%	2.3%	2.0%
2021 to 2041	1.9%	2.4%	1.5%	1.1%	1.7%	1.3%	1.1%	1.9%	1.8%
2021 to 2051	1.7%	2.1%	1.3%	1.0%	1.5%	1.2%	1.0%	1.6%	1.6%
2021 to 2061	1.6%	1.9%	1.2%	0.9%	1.4%	1.1%	0.9%	1.4%	1.4%

Note: Population includes net Census undercount estimated at approximately 4.1%. Figures may not add precisely due to rounding.
Source: 2011 to 2021 derived from Statistics Canada Census data; 2021 to 2061 forecast by Watson & Associates Economists Ltd.

Figure 5-2
Oxford County
Housing Forecast by Area Municipality, 2021 to 2061

Year	City of Woodstock	Town of Tillsonburg	Town of Ingersoll	Township of Blandford Blenheim	Township of East Zorra-Tavistock	Township of Norwich	Township of South-West Oxford	Township of Zorra	Oxford County
2011	15,650	6,695	4,770	2,595	2,370	3,560	2,540	2,860	43,365
2016	17,145	7,130	5,085	2,720	2,710	3,715	2,690	3,075	44,260
2021	18,890	8,030	5,495	2,775	2,980	3,845	2,635	3,155	47,810
2031	23,800	10,465	6,430	3,200	3,765	4,670	3,045	3,985	59,365
2041	28,625	13,070	7,470	3,580	4,340	5,220	3,320	4,650	70,265
2051	33,050	15,290	8,320	3,940	4,960	5,870	3,630	5,270	80,330
2061	37,240	17,335	9,095	4,265	5,535	6,485	3,930	5,890	89,775
Total Housing Growth									
2011 to 2021	3,200	1,220	710	160	470	250	50	220	6,250
2021 to 2031	4,910	2,440	930	420	790	820	410	830	11,555
2021 to 2041	9,740	5,040	1,970	800	1,360	1,370	680	1,490	22,455
2021 to 2051	14,160	7,260	2,820	1,160	1,980	2,020	990	2,110	32,520
2021 to 2061	18,350	9,310	3,600	1,490	2,560	2,640	1,290	2,730	41,965
Annual Housing Growth									
2011 to 2021	320	122	71	16	47	25	5	22	625
2021 to 2031	491	244	94	43	79	83	41	83	1,156
2021 to 2041	487	252	99	40	68	69	34	75	1,124
2021 to 2051	472	242	94	39	66	68	33	71	1,084
2021 to 2061	459	233	90	37	64	66	32	68	1,049

Figure 5-3
Oxford County
Employment Forecast by Area Municipality, 2024 to 2061

Year	City of Woodstock	Town of Tillsonburg	Town of Ingersoll	Township of Blandford Blenheim	Township of East Zorra-Tavistock	Township of Norwich	Township of South-West Oxford	Township of Zorra	Oxford County
2011	23,200	7,900	8,800	2,400	2,400	3,500	2,300	3,100	53,600
2016	25,400	8,600	9,000	1,800	2,800	4,000	2,900	2,800	57,300
2024	29,300	10,400	9,900	1,900	3,200	5,100	3,400	3,000	66,200
2031	35,200	12,400	11,600	2,200	3,600	5,600	3,700	3,400	77,700
2041	41,100	14,500	13,300	2,400	4,000	6,000	3,900	3,700	88,900
2051	46,600	16,500	14,700	2,700	4,400	6,500	4,100	4,000	99,500
2061	51,900	18,300	16,200	2,900	4,800	7,000	4,300	4,300	109,700
Total Employment Growth									
2011 to 2024	6,100	2,500	1,100	-500	800	1,600	1,100	-100	12,600
2024 to 2031	5,900	2,000	1,700	300	400	500	300	400	11,500
2024 to 2041	11,800	4,100	3,400	500	800	900	500	700	22,700
2024 to 2051	17,300	6,100	4,800	800	1,200	1,400	700	1,000	33,300
2024 to 2061	22,600	7,900	6,300	1,000	1,600	1,900	900	1,300	43,500
Annual Employment Growth Rate									
2011 to 2024	1.8%	2.1%	0.9%	-1.8%	2.2%	2.9%	3.1%	-0.3%	1.6%
2021 to 2031	2.7%	2.5%	2.3%	2.1%	1.7%	1.3%	1.2%	1.8%	2.3%
2024 to 2041	2.0%	2.0%	1.8%	1.4%	1.3%	1.0%	0.8%	1.2%	1.7%
2024 to 2051	1.7%	1.7%	1.5%	1.3%	1.2%	0.9%	0.7%	1.1%	1.5%
2024 to 2061	2.1%	2.1%	1.8%	1.6%	1.5%	1.2%	0.9%	1.3%	1.9%

Note: Figures may not add precisely due to rounding.
Source: 2006 to 2016 derived from Statistics Canada Census data; 2024 to 2061 forecast by Watson & Associates Economists Ltd.

Figure 5-4
Oxford County
Percentage Permanent Population Forecast by Area Municipality, 2021 to 2061

Area Municipality	2021 Population (%)	Percent of 2021-2061 Population Growth	2061 Population (%)
City of Woodstock	38%	43%	40%
Town of Tillsonburg	15%	21%	18%
Town of Ingersoll	11%	9%	10%
Township of Blandford-Blenheim	6%	4%	5%
Township of East Zorra-Tavistock	6%	6%	6%
Township of Norwich	9%	7%	8%
Township of South-West Oxford	6%	4%	5%
Township of Zorra	7%	7%	7%
Oxford County	**100%**	**100%**	**100%**

Note: Figures may not add precisely due to rounding. Population includes a net Census undercount estimated at approximately 4.1%.
Source: 2021 derived from Statistics Canada Census data; 2021 to 2061 forecast by Watson & Associates Economists Ltd.

Figure 5-5
Oxford County
Percentage Employment Forecast by Area Municipality, 2024 to 2061

Area Municipality	2024 Employment (%)	Percent of 2024-2061 Employment Growth	2061 Employment (%)
City of Woodstock	44%	52%	47%
Town of Tillsonburg	17%	18%	17%
Town of Ingersoll	15%	14%	15%
Township of Blandford-Blenheim	3%	2%	3%
Township of East Zorra-Tavistock	5%	4%	4%
Township of Norwich	8%	4%	6%
Township of South-West Oxford	5%	2%	4%
Township of Zorra	5%	3%	4%
Oxford County	**100%**	**100%**	**100%**

Note: Figures may not add precisely due to rounding.
Source: Watson & Associates Economists Ltd.

Chapter 6
Intensification Housing Supply

6. Intensification Housing Supply Potential

A short-term intensification supply analysis has been prepared within defined areas, as informed by County and Area Municipal staff feedback. The following provides a summary overview of the context/purpose, methodology and results of this intensification analysis.

6.1 Context and Purpose

As part of the broader Land Needs Assessment (L.N.A.), the intensification analysis was focused on identifying potential opportunities to accommodate growth within identified node and corridor areas over the short term (within approximately 10 years). These areas are shown in Appendix H. This exercise supports the L.N.A. by providing insight on the potential residential intensification supply compared to demand for residential intensification.

The intensification analysis is intended as a strategic “big picture” look at possible intensification sites within identified nodes/corridors, with the following notes:

- The analysis was focused on short-term opportunities with minimum constraints and was not intended to capture every possible opportunity for intensification.
- The analysis is not prescriptive. If an area was identified as having intensification potential, it does not infer that planning approvals would be granted or guarantee that a project would be otherwise be feasible or proceed.
- Likewise, areas not identified in this initial analysis may still be candidates for future redevelopment.

As market conditions evolve, the intensification analysis should be revisited over time to ensure alignment with long-range planning objectives and emerging opportunities. Monitoring intensification rates, overall growth, and updates to population and employment forecasts (which are typically revisited every five years) will be an important part of implementation.

6.2 Methodology

As described below, the intensification analysis was completed in four broad steps:

- Identify Nodes and Corridors / Areas of Interest;
- Establish Constraints;
- Establish Built Form Types; and
- Identify Short-term Potential.

Nodes and Corridors / Areas of Interest: The basis for the nodes and corridors was existing land use designations where mixed use and/or higher-density residential development is permitted or would be appropriate based on existing activity and connectivity (i.e. Central Business District, Entrepreneurial District, Neighbourhood Shopping Area, Regional Commercial Node, Service Commercial, and Village Core designations). At the outset of the project, it was agreed that the boundaries of the nodes and corridors in Plattsville, Tavistock, Thamesford, Ingersoll, and Woodstock could be expanded beyond those land use designations to include other areas that had development potential due to large lot sizes, vacant and/or underutilized parcels, and proximity to main routes and/or activity areas.

Constraints: To establish a net developable land area, the County provided a constraints layer that included institutional and established community uses (e.g. parks, schools, etc.), environmental / natural heritage features / flood hazard, recently redeveloped parcels.

Establish Built Form Types: A set of five built form types was developed to reflect representative types of intensification that could occur in the County. These were informed by Official Plan Policies, the April 2023 staff presentation to Council on residential density, and any existing Central Area Design Studies. Each built form type includes a density of units per net hectare to provide a total unit count to inform supply. The built form types consid in this analysis are found in Appendix G and includes low, medium, and high-density built forms.

Short-Term Potential: To assess intensification potential, two main steps were taken. First, parcels were identified as having intensification potential based on an assessment of:

- Existing vacant parcels or buildings;
- Underutilized parcels or large parcels with underutilized areas, such as large parking lots;
- Single-storey commercial uses that are located on main streets, at key intersections, and/or on underutilized parcels;
- Presence of aging or poor building conditions;
- Recent municipal strategies/plans;
- Recent owner/developer inquiries; and
- Existing development applications.

Once a parcel was identified as having potential one of the five built form type was applied. The selected built form type was informed by the location, surrounding context, known development plan, and parcel size. To summarize, the following was generally considered for each built form type:

- **Low Density, Low Rise Residential 1 to 3 storeys (Type 1)** was selected for those opportunities that were at the edges of the Nodes/Corridor reflecting a transitional use or in Serviced Villages for built form compatibility considerations;
- **Medium Density, Low-Rise Residential 2 to 4 storeys (Type 2)** was selected for parcels located in established residential areas where an incrementally higher density is appropriate. These sites are typically adjacent to or within existing built form clusters that already support medium density, providing a gradual transition between lower and higher density areas;
- **Mixed-Use, Low-Rise Residential 2 to 4 storeys (Types 3)** was selected for main street commercial areas or where there was a known desire to include a mixture of uses.

- **High Density, High-Rise Residential 5 to 8 storeys (Type 4)** was selected for sites where a higher density was appropriate based on surrounding development applications, and the overall urban character of the areas.

- **High Density, High-Rise Residential 9+ storeys (Type 5)** was created for circumstances where parcels were at least 0.5 hectares in size and located in areas that already include higher densities. No sites were identified as Type 5 as part of this analysis.

6.3 Intensification Results within Nodes and Corridors

Figure 6-1 provides a summary of the estimated potential housing yields within the nodes and corridors. It is important to note that the intensification potential includes active development applications comprising approximately 600 housing units. The total intensification potential within the nodes and corridors, excluding active applications, is approximately 1,470 housing units.

Figure 6-1
Oxford County
Nodes and Corridors
Short-Term Intensification Supply (Based on Median Density)

Location	Low-Density Units	Medium-Density Units	High-Density Units	Total Housing Units
Woodstock*	1	516	213	**730**
Ingersoll	0	250	0	**250**
Tillsonburg*	1	312	510	**822**
Blandford-Blenheim	1	68	0	**69**
Drumbo*	1	24	0	**25**
Plattsville	0	43	0	**43**
East Zorra-Tavistock	2	87	0	**89**
Innerkip	2	22	0	**24**
Tavistock*	0	65	0	**65**
Norwich (Norwich Village)	0	5	0	**5**
South-West Oxford (Mount Elgin)	0	13	0	**13**
Zorra	2	98	0	**100**
Embro	2	9	0	**11**
Thamesford	0	89	0	**89**
Total	**6**	**1,350**	**723**	**2,079**
Total Excluding Active Applications	**6**	**1,069**	**393**	**1,469**

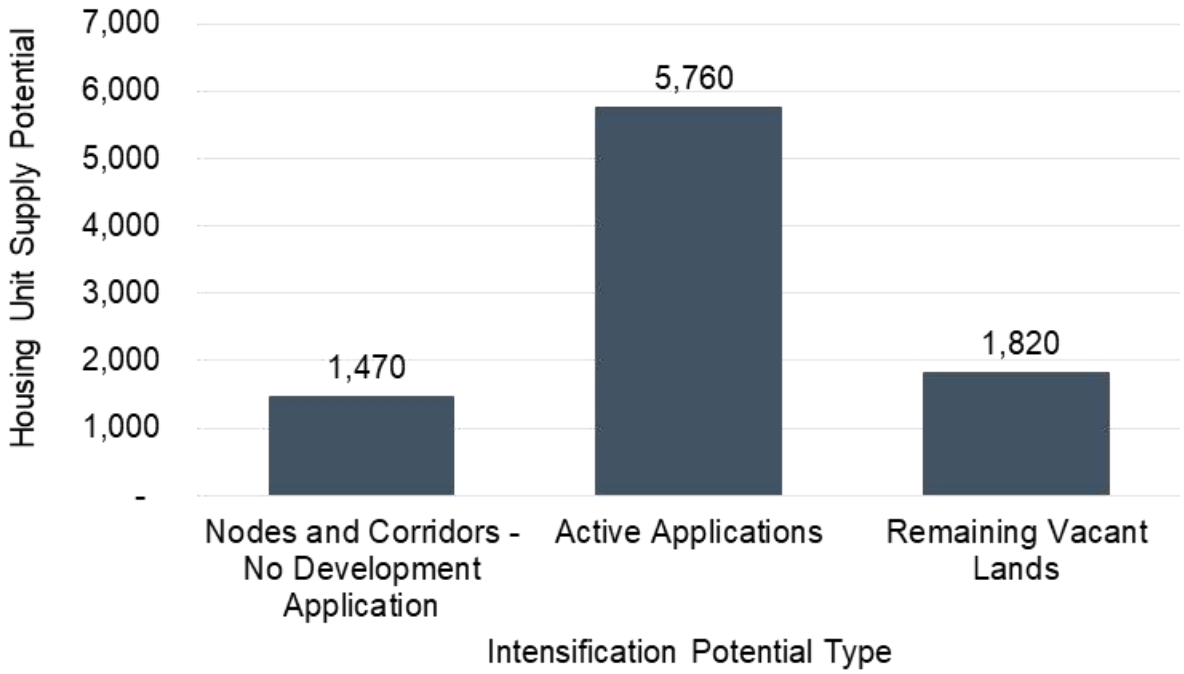
* Note: Includes manual input of proposed units identified through active development applications.
Source: Dillon Consulting Ltd.

6.4 Total Housing Supply in the Built-Up Area

In addition to the intensification potential within nodes and corridors, there are other intensification opportunities within the County in other locations within the B.U.A. It is estimated that approximately 5,070 housing units can be accommodated in the B.U.A. in active applications and 1,820 housing units on remaining vacant lands (i.e. infill sites). In total, the B.U.A. has a potential of approximately 9,050 housing units including the nodes and corridors intensification, development applications, and remaining vacant lands potential.

Figure 6-2 provides a breakdown of the housing supply within the B.U.A. As of early 2024, approximately 5,760 housing units within the B.U.A. were within the development approvals process (remaining registered, draft approved, submitted, and serious inquiries) across the County's municipalities. This accounts for 76% of the County's potential supply of new residential development in the B.U.A.

Figure 6-2
Oxford County
B.U.A.
Total Housing Unit Supply Potential by Category



Source: Watson & Associates Economists Ltd, based on land supply information from Oxford County and Dillon Consulting Ltd.

Chapter 7
Opportunities to Accommodate Residential and Non-Residential Development

7. Opportunities to Accommodate Residential and Non-Residential Development

7.1 Approach to Assessing Residential Land Supply

Working with the Oxford County planning staff and Dillon, Watson has summarized the residential housing supply potential as of late 2023 within the Serviced Villages and Large Urban Centres in accordance with two major policy areas: B.U.A. and Greenfield Area. Within the B.U.A., there are two sub-areas: Nodes and Corridors and the Remaining B.U.A. Analysis of the Nodes and Corridors supply within the B.U.A. was carried out by Dillon with input from County staff and staff from local municipalities and identified vacant and redevelopment opportunities within key intensification areas of the County's Large Urban Centres and Serviced Villages. The land supply that falls within the B.U.A. is considered intensification potential, while the land supply that falls within the Greenfield Areas is directly utilized in the land needs assessment. Watson took an intensification-first approach, and as a result, all identified at-grade housing unit supply potential (i.e. low and medium-density housing) in the B.U.A. has been utilized over the planning horizon before assessing land needs.

Active Applications

- County planning staff have inventoried the supply in all active applications in the Large Urban Centres and Serviced Villages. No changes have been made by Watson. Active applications are organized according to whether they are in the B.U.A. or within Greenfield Areas.

Vacant Lands with no Applications

- County planning staff have inventoried the vacant land in the Serviced Villages and Large Urban Centres with no active applications. These lands are inventoried based on land area and the County has provided assumptions on the type of housing that may be accommodated on the vacant land (i.e. low-density, medium-density and high-density housing units) based on the available information, such as existing land use designations and/or zoning, Secondary Plan land use plans, development inquiries, etc.

- To convert the lands to housing potential, Watson has applied an average gross-to-net factor, recognizing sites may require internal infrastructure upon subdivision of land. The gross-to-net factor is a downward adjustment and is applied differently to the Townships versus the larger municipalities (City of Woodstock, Town of Ingersoll and City of Tillsonburg) and includes the following:
    - Woodstock, Ingersoll and Tillsonburg: 55%
    - Townships: 60%
- The average housing units per hectare assumption is based on trends observed within the County, as well as assumptions generated in land needs assessments for comparable municipalities across southwestern Ontario. The average units per hectare assumption is considered an average, recognizing that there may be variation by development. The County's Large Urban Centres – Woodstock, Ingersoll and Tillsonburg have a higher units per hectare assumption than the Serviced Villages in the Townships. Below are the units per hectare assumptions utilized to determine housing yields on vacant lands with no active application:
    - Woodstock, Ingersoll and Tillsonburg:
        - Low Density (single detached/semi-detached): 23 units per hectare
        - Medium Density (townhouses): 42 units per hectare
        - High Density (apartments): 80 units per hectare
    - Serviced Villages in the five Townships:
        - Low Density (single detached/semi-detached): 19 units per hectare
        - Medium Density (townhouses): 35 units per hectare
        - High Density (apartments): 50 units per hectare

Intensification Opportunities within Nodes and Corridors

- As previously discussed, the Nodes and Corridors identify vacant and redevelopment opportunities within key intensification areas of the County's Large Urban Centres and Urban Serviced Villages. The results of this analysis, carried out by Dillon, assisted in informing Watson's intensification analysis.

Future Urban Growth Lands (Not Designated Yet)

In addition to the above housing supply potential, the County has Future Urban Growth (F.U.G.) lands. These are additional lands that may be required for settlement or employment purposes during or after the planning period. Refer to Appendix E for further information on Future Urban Growth lands.

7.1.1 Housing Unit Supply Potential

7.1.1.1 Total Housing Unit Supply Potential in Greenfield Areas

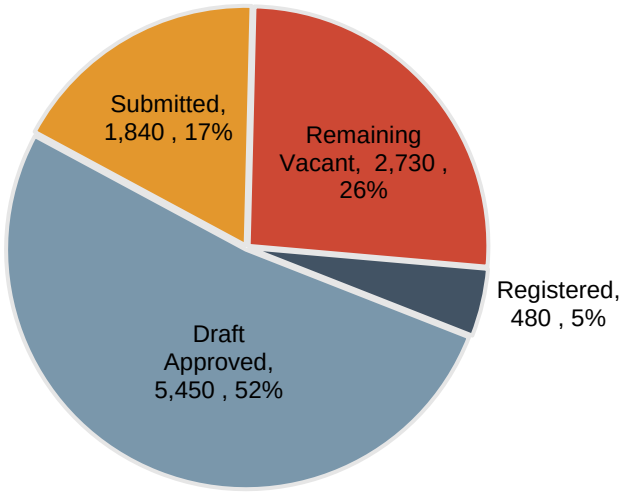
Figures 7-1, through 7-3 summarize the total housing units in active applications within the Greenfield Areas by development status, and housing type. Key observations are as follows:

- Within the Greenfield Areas, the majority of the total housing unit supply potential is within active applications, while remaining vacant lands account for a quarter of the total housing unit supply. Of the total housing unit supply in active applications, 70% of the active applications are draft approved and another 5% are registered unbuilt housing units, suggesting a significant amount of total supply will be available for development over the short and medium terms.

- Within the County, the Town of Tillsonburg has the largest share of potential housing units in active applications in Greenfield Areas, comprising about 39% of total housing units in Oxford's Greenfield Areas.

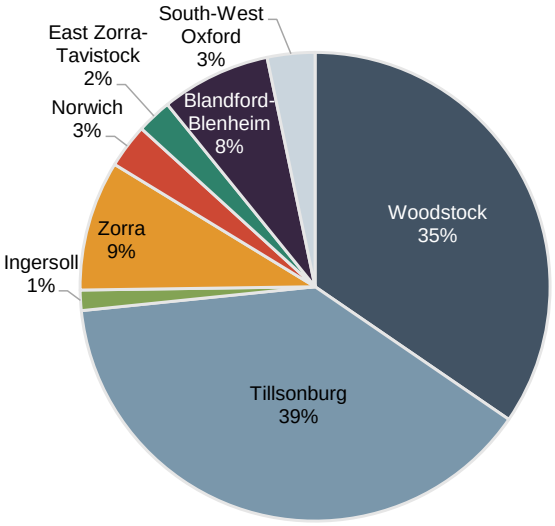
- In the Greenfield Areas, the majority of housing units in active applications are ground-oriented, 48% are low-density, 31% are medium-density, and the remaining 21% are high-density housing units.

Figure 7-1
Oxford County
Total Housing Unit Supply Potential in Greenfield Areas by Status



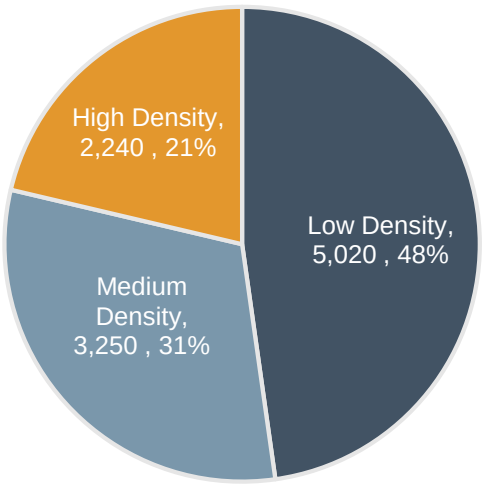
Source: Development Application data provided by Oxford County, summarized by Watson & Associates Economists Ltd.

Figure 7-2
Oxford County
Total Housing Supply in Greenfield Areas by Area Municipality



Source: Development Application data provided by Oxford County, summarized by Watson & Associates Economists Ltd.

Figure 7-3
Oxford County
Total Housing Supply in Greenfield Areas by Housing Type



Source: Development Application data provided by Oxford County, summarized by Watson & Associates Economists Ltd.

7.1.1.2 Total Housing Supply Potential in the B.U.A. and Greenfield Areas

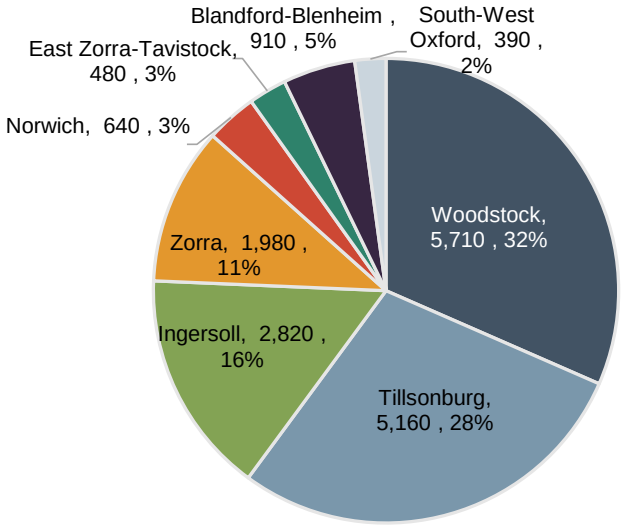
As discussed in Chapter 6, the County has the potential to accommodate approximately 7,230 housing units within the B.U.A. Figures 7-4 and 7-5 provide a summary of the housing supply, including opportunities in the County's Greenfield areas. Key observations include:

- The City of Woodstock has the greatest share of housing unit supply potential in the B.U.A. and Greenfield Areas within the County, with 32% of the total housing unit supply;
- Housing density types are equally represented in applications within the B.U.A. and Greenfield Areas, indicating there is a broad range of housing types in the development pipeline (i.e. active applications);
- The Large Urban Centres have the greatest housing share potential in the County, making up 76% of the total housing supply potential; and

- Oxford County has potential to accommodate approximately 18,100 total housing units within the B.U.A. and Greenfield Areas within the Area Municipalities.

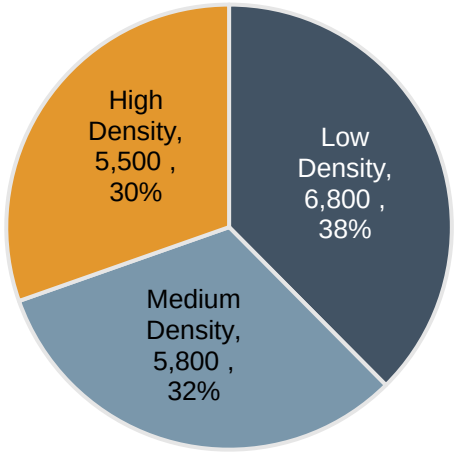
Refer to Appendix E for detailed tables on housing supply potential in Oxford County.

Figure 7-4
Oxford County
Total Housing Unit Supply in the B.U.A. and Greenfield Areas by Area Municipality



Source: Data provided by Oxford County, summarized by Watson & Associates Economists Ltd.

Figure 7-5
Oxford County
Total Housing Supply in the B.U.A. and Greenfield Areas by Housing Type



Source: Data provided by Oxford County, summarized by Watson & Associates Economists Ltd.

7.2 Commercial and Institutional Land Supply

Creating complete communities means ensuring residents have access to a variety of services, jobs, and amenities close to home. To achieve this, a range of commercial and institutional uses will need to be accommodated in the Community Areas. Oxford County has compiled an inventory of vacant commercial and institutional lands within its Large Urban Centres and Serviced Villages as of late 2023. As shown in Figure 7-6Figure 7-6, the County has approximately 148 gross developable hectares (approximately 366 developable acres) of designated land for commercial and institutional uses. Using a gross-to-net assumption of 80% to account for internal infrastructure requirements, this equates to roughly 118 net hectares (292 net acres). An additional 15% reduction was then applied to this figure to account for long-term vacancy. This adjustment accounts for lands that may not be developed within the planning horizon due to factors such as marketability, site constraints, parcel configuration, and landowner willingness. After this adjustment, Oxford County has an estimated **101 net hectares (approximately 250 net acres) of vacant commercial and institutional land available for development.**

A large portion of the vacant commercial and institutional land supply is within the City of Woodstock, representing more than half of the County's vacant commercial and institutional land available. In contrast, the Township of South-West Oxford currently does not have any designated commercial or institutional lands available.

Figure 7-6
Oxford County
Vacant Commercial and Institutional Land Supply (Hectares)
in Large Urban Centres and Serviced Villages

Area Municipality	Commercial/ Institutional Land Supply, Gross Developable Hectares	Commercial/ Institutional Land Supply, Net Developable (80%), Hectares	Commercial/ Institutional Land Supply, Adjusted (15% long-term vacancy), Net Hectares[1]
Woodstock	79	63	54
Ingersoll	24	20	17
Zorra	25	20	17
Tillsonburg	12	10	8
Blandford-Blenheim	5	4	3
Norwich	1	1	1
East Zorra-Tavistock	2	1	1
South-West Oxford	-	-	-
Total	**148**	**118**	**101**

[1] A long-term land vacancy adjustment of is applied to account for lands that may not develop over the planning horizon for various factors such as marketability, site constraints, parcel configuration, landowner willingness, etc.
Source: Derived from land supply information from Oxford County. Summarized by Watson & Associates Economists Ltd., 2025.

Chapter 8 will further explore whether the current supply of designated commercial and institutional land is generally adequate to meet these needs and support future growth by the Area Municipality. It is important to recognize that this study focuses on the quantity of designated commercial and institutional land, not its quality or the anticipated types of commercial and institutional uses. The demand for these uses is heavily influenced by factors that are not within the scope of this analysis and vary by commercial and institutional uses. For example, a grocery store would require sites of at least 2 hectares in size with good frontage, while a commercial service business (e.g. restaurant) could be easily accommodated on an infill site. In some cases, municipalities may have enough commercial land in terms of quantity but lack the variety of sites needed for a full range of commercial uses.

7.3 Employment Area Land Supply

Employment Areas in the County serve to create local industrial type employment opportunities and a diversified employment and economic base. To achieve this,

Employment Areas in Oxford should include a range of parcels for a variety of uses and should be located in proximity to Highways 401 and 403, and other major routes. According to section 2.1.4 of the O.P. the County will maintain a "sufficient supply of land designated for employment purposes in strategic locations within settlements throughout the County." The goal is to "accommodate a range and mix of employment opportunities to meet projected need, including a surplus to ensure an efficient land market."

Figure 7-7 provides a summary of the Employment Area land supply by Area Municipality as of late 2023. This supply only includes Employment Area lands within the Large Urban Centres and Serviced Villages in the Townships. The County has approximately 848 gross developable hectares (approximately 2,095 acres) of designated land for commercial and institutional uses. Any lands within the settlement boundary, or that are added to the settlement area, that are subsequently designated for industrial uses would be added to the supply that is tracked by the County. Using a gross-to-net assumption of 80% to account for internal infrastructure requirements, this equates to roughly 679 net hectares (approximately 1,680 net acres). A long-term land vacancy adjustment of 15% is applied to account for lands that may not develop over the planning horizon for various factors such as marketability, site constraints, parcel configuration, landowner willingness, etc. The total vacant Employment Area land supply in Oxford County is approximately 580 hectares (approximately 1,425 acres), adjusted for the long-term vacancy adjustment.

Key observations are as follows:

- The three Large Urban Centres have the largest amount of available Employment Area land within the County. Of the three, Woodstock has the largest amount of Employment Area land supply with approximately 324 hectares (approximately 800 acres); and
- While all the County's Area Municipalities have vacant Employment Area land, the Townships of Zorra and East Zorra-Tavistock have minimal vacant Employment Area land supply available.

Figure 7-7
Oxford County
Employment Area Land Supply (Hectares)
in Large Urban Centres and Serviced Villages

Municipality	Employment Supply, Gross Developable Hectares	Employment Supply, Net Developable (80%) Hectares	Employment Supply, Adjusted (15% long-term vacancy), Net Hectares
Woodstock [1]	429	343	291
Ingersoll	272	218	185
Tillsonburg	83	67	57
Norwich	23	19	16
Blandford Blenheim	21	17	14
South-West Oxford	16	13	11
East Zorra-Tavistock	4	3	2
Zorra	1	1	1
Total	**848**	**679**	**577**

[1] There are lands outside of the settlement boundary that have been identified for industrial use through the Southeast Woodstock Secondary Plan. These lands were not included in the employment land supply as they still require additional planning study prior to being brought into the settlement boundary, but would be a priority for any future settlement area boundary expansion for employment uses.
Source: Watson & Associates Economists Ltd.

Chapter 8 will further explore whether the current supply of designated Employment Area is generally adequate to meet these needs and support future growth by the Area Municipality. It is important to note that this analysis focuses on the quantity of land, not its market-readiness. The study does not evaluate factors such as site quality or assess the amount of shovel-ready land supply, which significantly impacts the timing and marketability of the land.

Chapter 8
Community Area Land Needs

8. Community Area Land Needs

8.1 Introduction

The Community Area L.N.A. addresses lands within the settlement boundaries of Large Urban Centres and the Serviced Villages that are planned to support a mix of uses, including residential, commercial and institutional development. Since residential development represents the largest portion of a Community Area, the L.N.A. process first conducts a detailed analysis of residential land needs. This provides a foundation for the overall assessment of Community Area land needs. Once residential needs are determined, a broader, high-level assessment is provided for other land uses, such as commercial and institutional needs. This subsequent analysis accounts for the land required for retail, schools, healthcare facilities, and commercial and institutional uses that support the residential population. As previously discussed in Chapter 2, the L.N.A. carried out is generally consistent with the proposed Provincial Methodology Guideline (P.M.G.) document.[1]

8.2 Approach

To assess land needs, requirements, and intensification potential, the County has been categorized by community structure components. A community structure provides the foundation of how the County will direct and manage growth and change. Each component has a distinct role in accommodating growth and addressing change, and it is guided by provincial and local planning policies. Key components of the County's community structure are discussed below.

Key Broad Geographic Areas

- **Serviced Settlement Areas:** includes fully serviced settlements with municipal water and wastewater servicing. This includes the Large Urban Centres (Woodstock, Ingersoll and Tillsonburg) and the eight Serviced Villages located

[1] Provincial Methodology Guideline to Support the Implementation of the P.P.S., 2024, August 11, 2025.

within the give Townships. Designated land in these settlement areas are assessed in the L.N.A.

- **Rural Settlement Areas and Remaining Rural Areas:** include settlement areas with partial or no municipal servicing and the remaining rural areas. There are numerous settlement areas across the County, including Villages and Rural Clusters. The designated land supply in these settlement areas is not assessed in detail, given that growth is largely intended to be limited to minor infilling and smaller scale developments within the existing settlement boundaries..

Key Policy Areas within the Serviced Settlement Areas[1]

- **Community Areas:** these areas are planned to support a mix of uses, including residential, commercial and institutional development within the County's Serviced Settlement Areas (Large Urban Centres and Serviced Villages). Within the Community Area there are two sub-components:

    - **Built-up Area (B.U.A.):** the area within the Built Boundary. This is the area that is largely already subdivided, and a large portion is developed or currently undergoing development. Refer to Appendix E for maps the illustrate the Built Boundary. Development within this area represents intensification. Within the B.U.A., nodes and corridors (as discussed in Chapter 6) are identified as priority areas for intensification, representing lands that offer demand and supply opportunities to accommodate intensification. Opportunities to accommodate housing in the B.U.A. are assessed prior to identifying housing needs within Greenfield Areas, representing an "intensification-first" approach to accommodating housing growth.

    - **Greenfield Areas:** the area outside the Built Boundary but still within the settlement area boundaries of Large Urban Centres and Serviced Villages and designated for residential development. This is the area that is largely undeveloped, including land within the settlement area planned for future community area development. A key objective of the L.N.A. is to identify any additional land that will need to be brought into the settlement area over the planning horizon. Additional land brought

[1] Urban Area includes Large Urban Centres and Serviced Villages.

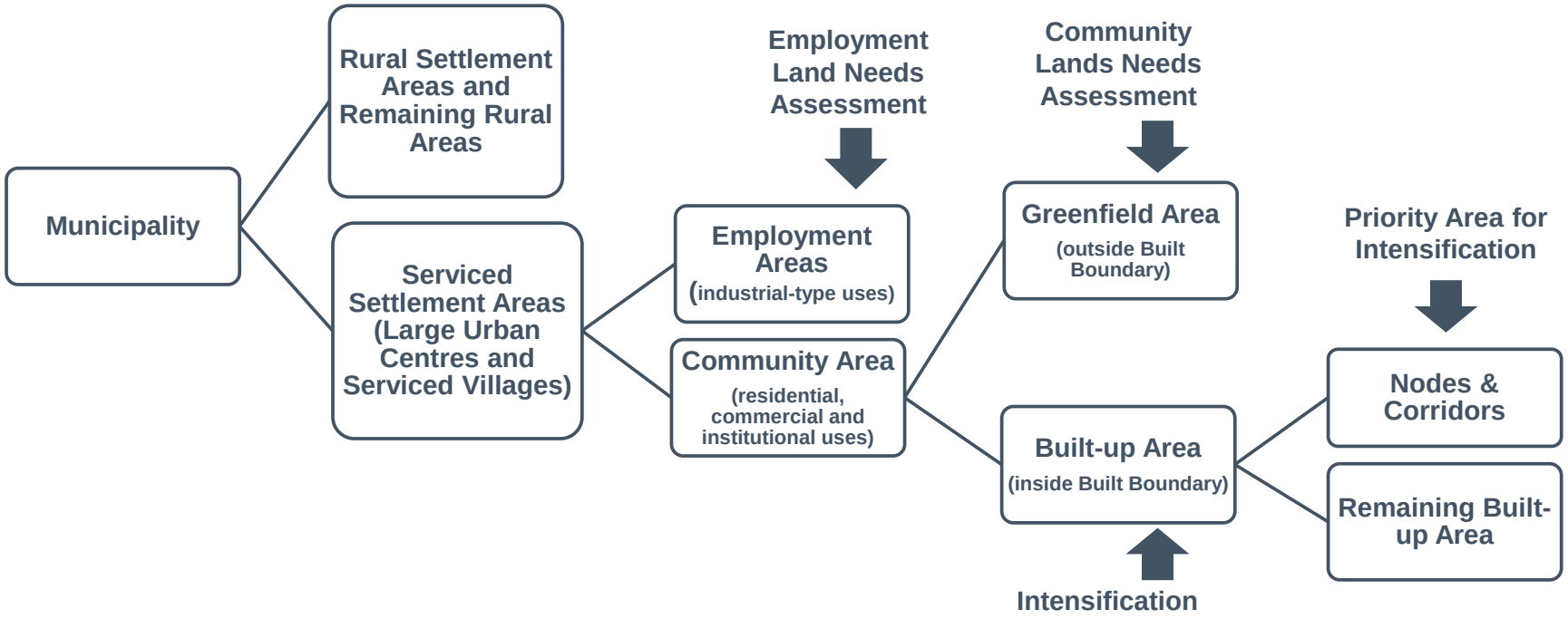
into settlement (i.e. through a Settlement Area Boundary Expansion) would be considered Greenfield Areas.

- **Employment Areas:** these areas are planned to accommodate industrial-type development that requires separation from sensitive uses, such as residential and major retail uses. These areas are protected under the P.P.S., 2024 for industrial use. The Employment Area assessment is discussed in Chapter 9.

This Chapter focuses on the Community Area land needs. The process begins by establishing the proportion of forecast housing growth to be accommodated within fully serviced settlement areas versus other settlement (i.e. Large Urban Centres and Serviced Villages) . Once the housing growth allocated Large Urban Centres and Serviced Villages is determined, an additional assumption is made regarding the distribution of this growth within these Settlement Areas. This allocation is divided between growth to be accommodated within the B.U.A. and that which would be accommodated in Greenfield Areas. Accommodating growth in the Greenfield Area may necessitate the expansion of current settlement boundaries. As discussed in Chapter 2, Watson has reviewed its approach to land needs with the proposed P.M.G. document recently prepared by the province. Upon reviewing the proposed P.M.G. document, Watson has determined that the approach used for this study is consistent with its requirements.

Figure 8-1 illustrates the County’s community structure components.

Figure 8-1
Oxford County
Community Structure



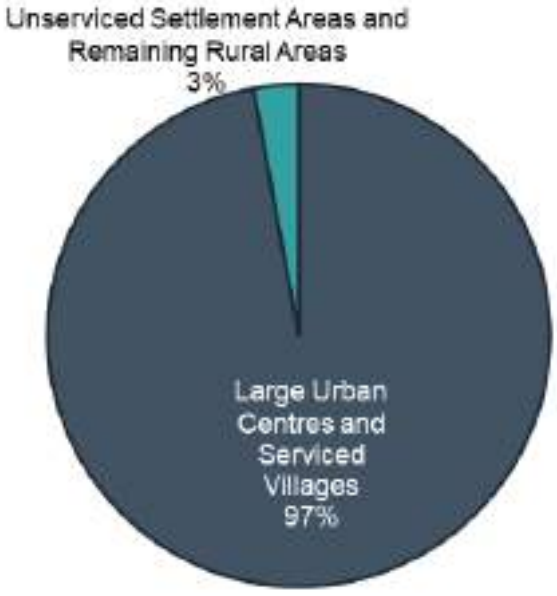
Source: Watson & Associates Economists Ltd.

8.3 Housing Growth Allocation

8.3.1 Housing Growth by Area – Large Urban Centres and Serviced Villages and Rural Settlements and Remaining/Rural Areas

Figure 8-2 summarizes housing growth, showing the breakdown between Large Urban Centres and Serviced Villages and Rural Settlement Areas and Remaining Rural Areas. As illustrated, approximately 97% of the housing is anticipated to be accommodated in the Large Urban Centres and Serviced Villages, while the remaining 3% is anticipated to be accommodated in the unserviced Rural Settlement Areas and Remaining Rural Areas. Housing growth in Villages, Rural Clusters and other Rural Areas is largely anticipated to be accommodated through severances, infill within existing Villages and Rural Clusters and Additional Residential Units.

Figure 8-2
Oxford County
Total Housing Unit Growth, 2024 to 2054



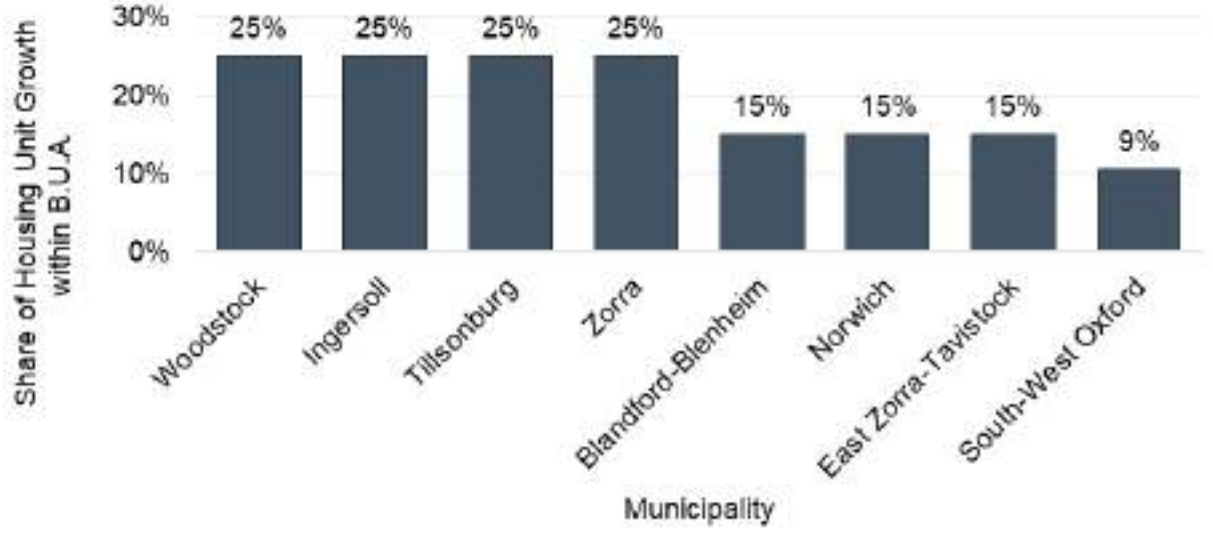
Note: Large Urban Centres and Serviced Villages are fully serviced settlement areas. For purposes of the L.N.A. prepared for this Study and P.P.S, 2024 are considered urban settlement areas.
Source: Watson & Associates Economists Ltd., 2025.

8.3.2 Housing Growth – B.U.A. and Greenfield Areas

As previously discussed, housing growth within the B.U.A. is classified as intensification. It is anticipated at a County-wide level that approximately 23% of new housing will be accommodated within the B.U.A. The forecast intensification rates vary by municipality, ranging from 9% to 25%, as shown in Figure 8-3. This allocation was determined by assessing both the supply and demand factors in each area. Key highlights are provided below.

- Large Urban Centres have been allocated a 25% intensification rate.
- Townships generally have an intensification rate of 15%, with two exceptions:
    - The Township of Zorra has a 25% allocation due to its significant intensification opportunities.
    - The Township of South-West Oxford has a 9% allocation, reflecting the limited supply available in its single serviced village of Mount Elgin.

Figure 8-3
Oxford County
Total Housing Unit Growth, 2024 to 2054



Source: Watson & Associates Economists Ltd., 2025.

While the B.U.A. accommodates intensification opportunities primarily, it is important to note that within the B.U.A.A there are still active subdivisions that provide opportunities for low-density development. It is estimated that there is an opportunity to accommodate 1,750 low-density housing units (i.e. single and semi-detached housing units).

It is estimated that active applications in the County within the B.U.A. have the potential to accommodate approximately 5,760 housing units, which represents approximately 80% of the forecast housing units for the B.U.A. over a 30-year period. Overall, the identified housing supply potential within the B.U.A., which includes active applications and other opportunities, is projected to meet 96% of the long-term intensification housing demand. Beyond the current housing supply inventory, the County has the potential to accommodate more housing in the B.U.A. through Additional Residential Units and future redevelopment in the Large Urban Centres.

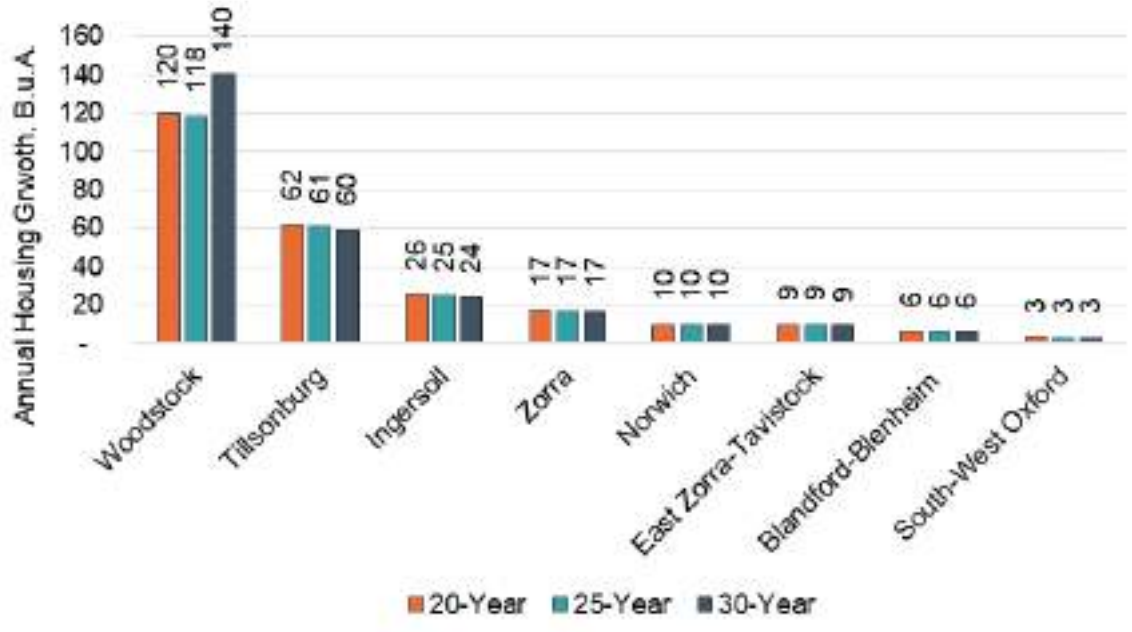
Over the past five years, the County has achieved a significant amount of growth within the B.U.A., largely due to the completion of subdivisions on large vacant tracts within the B.U.A. It is estimated that over the past five years, more than two-thirds of the housing growth has been accommodated within the B.U.A.[1] As the subdivisions within the B.U.A. complete the final phases, growth within the B.U.A. is to gradually shift towards a greater emphasis on medium and high-density housing forms. This anticipated shift is supported by a robust supply of available opportunities, which enables the County to accommodate a diverse range of housing and meet its intensification rate assumptions throughout the forecast horizon. Figure 8-4 provides a summary of the projected housing forecast within the B.U.A. for the 20, 25, and 30-year periods. At a County-wide level, the average annual housing forecast for the B.U.A. is 268 housing units per year over the 30-year period. The City of Woodstock is a significant contributor to this growth. As illustrated in the figure, Woodstock is expected to steadily increase its growth within the B.U.A. over the forecast period. The average annual housing growth is forecast to rise from 120 units per year over the 20-year period to 140 units per year over the 30-year period, indicating its growing role in meeting the County's housing needs, especially with higher-density housing forms.

[1] Based on Oxford County residential building permit activity that falls within the County's within the Built Boundary. Data was obtained from the County and covers a period of 2019 to 2023. It was observed that intensification rates for the large urban municipalities accommodated 72% of housing growth in the B.U.A., while the Townships accommodated 81% of the housing growth in the B.U.A.

Woodstock, Ingersoll, and Tillsonburg are expected to accommodate 84% of the County's housing growth in the B.U.A.. This high concentration of growth is due to the wide range of amenities available in these Large Urban Centres, such as retail, services and transit. The demand for intensification is fueled by two demographic trends: an influx of younger adults and families seeking more affordable housing, and an aging population needing diverse, senior-friendly housing options.

The Townships are projected to accommodate a moderate level of intensification within their Serviced Villages, adding approximately 3 to 17 housing units per year in the B.U.A. Housing intensification in these areas is limited by a lack of suitable sites for intensification, and most of the intensification opportunities have been identified in the Large Urban Centres through the nodes and corridors review (see Chapter 6). As a result, Serviced Villages are expected to accommodate small-scale intensification, such as infill severances, new semi-detached, townhouse and apartment buildings on existing or new lots, and Additional Residential Units.

Figure 8-4
Oxford County
B.U.A.
Forecast Annual Housing Growth, 2024 to 2054



Source: Watson & Associates Economists Ltd., 2025.

8.4 Housing Needs in Greenfield Areas

8.4.1 Greenfield Area Housing Growth Allocation

After forecasting housing growth from intensification and areas outside of fully-serviced settlements (i.e. Large Urban Centres and Serviced Villages), Appendix F provides a detailed forecast of housing units in the Greenfield Areas for the 20-, 25-, and 30-year planning periods

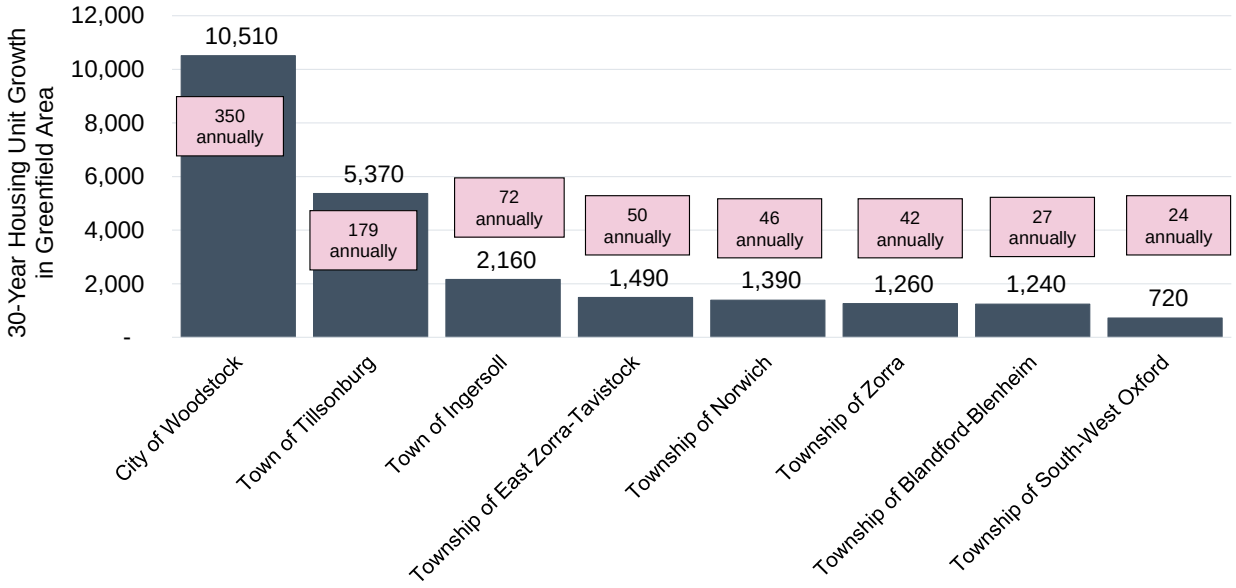
Figure 8-5 summarizes the remaining housing growth to be accommodated in Greenfield Areas over the 30-year period. Key highlights are provided below.

- Over the 30-year period, the County is anticipated to accommodate approximately 790 housing units annually in the Greenfield Areas. The City of Woodstock is anticipated to accommodate 44% of the housing growth within the County's Greenfield Areas.

- It is anticipated that Woodstock, Ingersoll, and Tillsonburg will collectively accommodate 600 housing units annually within their Greenfield Areas, representing 76% of the County's total growth. The remaining 24% of new housing units in the Country's Greenfield Areas are forecast for the Serviced Villages of the Townships.

Appendix F provides a detailed forecast of housing units in the Greenfield Areas for the 20-, 25-, and 30-year planning periods

Figure 8-5
Oxford County
Greenfield Areas
Forecast Housing Growth, 2024 to 2054



Source: Watson & Associates Economists Ltd., 2025.

8.4.2 Greenfield Area Housing Mix

Over the forecast period, it is anticipated that the County will be required to accommodate a wider range of housing options, driven by the increasing need for attainable and affordable housing associated with a growing population, including young adults, families and seniors. Current active development applications in the Greenfield Areas demonstrate a demand for diverse housing options, as listed below:

- Low-density housing (single-detached and semi-detached): 47%
- Medium Density housing (townhouses): 31%
- High-Density housing (apartments): 22%

Over the next 30 years, the forecast housing mix within the Greenfield Areas (outside of Built Boundary) includes the following mix listed below, recognizing the need for a range of housing options.

- Low-density housing (single detached and semi-detached): 61%

- Medium-density housing (townhouses): 21%
- High-Density housing (apartments): 18%

8.4.3 Greenfield Area Housing Needs

The 20-, 25- and 30-year forecasts for housing growth within the Greenfield Areas are compared against the supply opportunities within the Greenfield Areas. Appendix F provides details on the housing needs within the Greenfield Areas for the three periods. Figure 8-6 provides a summary of the housing needs within the Greenfield Areas over the 30-year period. Key highlights are provided below.

- Over the 30-year period, the County faces a total housing shortfall of approximately 14,260 units. Low-density housing represents the largest need, accounting for 67% of this shortfall, followed by medium-density units at 17% and high-density units at 16%.
- All municipalities have a shortfall of low-density housing units over the 30-year period to be accommodated on designated lands. In terms of other housing options, medium and high-density housing, some municipalities have surpluses.
- Although Blandford-Blenheim and Zorra face a shortfall of lands designated for residential use, it is important to note that the forecast housing need could be accommodated on lands designated Future Urban Growth (F.U.G.) in these Townships.[1] As the housing supply inventory is currently based on the potential of lands that have already been designated for growth, there will be a need to ensure that the future designation of lands within these F.U.G. areas is strategically planned to address this projected shortfall.
- Even with the potential for residential development on approximately 30 hectares of the F.U.G. lands in the Village of Norwich, Norwich would have a residential land need of 43 gross developable ha in the 30-year period.

[1] Within Blanford-Blenheim, Drumbo has approximately 11 hectares of F.U.G. Within Zorra, Embro has approximately 20 hectares of F.U.G.

Figure 8-6
Oxford County
Greenfield Areas
Housing Needs, 2024 to 2054 (30-Year)

Municipality	Low-Density Housing Units	Medium-Density Housing Units	High-Density Housing Units	Total Housing Units (Excludes Surpluses)
Woodstock	-4,260	-1,770	-1,700	-7,730
Tillsonburg	-2,280	-270	Surplus	-2,550
East Zorra-Tavistock	-900	-180	-120	-1,200
Norwich	-650	-180	-200	-1,030
Ingersoll	-650	Surplus	-200	-850
South-West Oxford	-310	-60	Sufficient	-370
Blandford-Blenheim	-130	Surplus	-70	-200
Zorra	-310	Surplus	-20	-330
Total Housing Shortfall in Greenfield Areas (Excludes Surpluses)	**-9,490**	**-2,460**	**-2,310**	**-14,260**

Note: Housing supply is considered sufficient when the difference between potential supply and forecast demand is within ±10 units. If the supply exceeds demand by more than 10 units, it is classified as a surplus.
Source: Watson & Associates Economists Ltd., 2025.

8.5 Community Area Land Needs

8.5.1 Greenfield Area Housing Density Assumptions

The shortfall of housing units is converted to net land area by applying an average units per hectare assumption by housing type. The average density assumption is based on trends observed within the County, as well as assumptions generated in land needs assessments for comparable municipalities across Ontario, including the Municipality of Chatham-Kent, City of Stratford and County of Middlesex. The residential density assumption is considered an average, recognizing that there may be variation by development. The County's larger urban centres – Woodstock, Ingersoll and Tillsonburg

have a higher density assumption than the County's Serviced Villages in the Townships. Below are the units per hectare assumptions provided:

- Woodstock, Ingersoll and Tillsonburg
  - Low Density (single-detached/semi-detached): 23 units per hectare
  - Medium Density (townhouses): 42 units per hectare
  - High Density (apartments): 80 units per hectare
- Serviced Villages in Townships:
  - Low Density (single-detached/semi-detached): 19 units per hectare
  - Medium Density (townhouses): 35 units per hectare
  - High Density (apartments): 50 units per hectare

Appendix F provides further details on the net land area requirement to accommodate Greenfield Area housing needs. This represents the additional land area needed to accommodate housing development; however, this land area excludes roads, stormwater ponds, parks/trails, and non-residential uses such as schools, community centres, and commercial uses. When planning for an outward expansion of the settlement boundary, it is important to factor in the additional uses required to support housing growth and the development of complete communities.

8.5.2 Community Area Net-to-Gross Assumption

Recognizing that planning for residential uses includes the need for infrastructure such as local roads, stormwater ponds, parks, trails, and select non-residential uses (e.g. schools, and commercial and institutional uses), Watson has upwardly adjusted the land area shortfall to account for additional land to accommodate these uses. Additional land is provided to account for other Community Area uses required to support the function of residential uses. This upward adjustment is referred to as a "net to gross ratio factor." Watson utilized two sets of "net to gross" assumptions based on the following:

- Woodstock, Ingersoll and Tillsonburg
  - An additional 45% of the land area is required for commercial and institutional uses, parks, roads and internal infrastructure. As a result, the residential lots would represent 55% of the land needs.
- Serviced Settlement Areas in Townships

- An additional 40% of the land area is required for commercial and institutional uses, parks, roads and internal infrastructure. As a result, the residential lots would represent 60% of the land needs.

It is important to ensure that while housing development lots are getting smaller on average, the County accommodates an adequate amount of parkland and non-residential lands to support the development of complete communities. Figure 8-6 provides guidance on the breakdown of the gross developable land area. It is important to note that in planning for communities, there may be variation in the composition of urban land uses. As such, the breakdown provided in Figure 8-6 represents an average for the purposes of estimating the potential overall Community Area land need that is expected to be required to accommodate forecasted growth. The specific location, area, size and type of commercial and institutional land uses required and permitted with the Community Areas of each settlement area in the County would need to be determined through more detailed planning review/study (i.e. secondary planning, area studies, OPAs, etc.), taking into consideration such additional matters as retail market impacts and local land use policy direction for such uses.

Commercial and institutional uses identified in Figure 8-6 would include uses such as fire halls, community centres, schools, medical clinics, grocery stores, drug stores and a range of commercial services (e.g. restaurants, daycares, dry cleaners, nail and hair salons, banks, etc.). While these uses largely serve the local population, their reach may extend beyond the immediate area depending on the scale of the development. Moreover, depending on the scale and locational attributes of the new Community Area, and local land use policies/structure and retail market characteristics, commercial uses may also include certain comparison-based retail uses, such as apparel, new automotive sales, furniture, electronics, sporting goods and general merchandise (e.g. Marshall's, HomeSense, Giant Tiger, etc.). Since these retailers rely on infrequent, high-value purchases, they need to be in key commercial areas that can attract a large customer base from a broad regional population.

As summarized, approximately 30% of the gross developable land area is anticipated to comprise local roads, infrastructure (e.g. stormwater ponds) and parkland. Approximately 15% of the gross developable land in the Community Area of Large Urban Centres of Woodstock, Ingersoll, and Tillsonburg is expected to be required for commercial and institutional uses.

This represents a higher allocation than the 10% anticipated for Serviced Villages within the Townships. This difference in land allocation is a direct reflection of the distinct roles of these communities and the scale of the new Community Areas. The Large Urban Centres typically accommodate a broader range of commercial and institutional services, such as major retail, healthcare facilities, and specialized services that support residents beyond the local area. In contrast, Serviced Villages typically require less land to provide localized services that cater to the daily needs of their smaller populations.

New Community Areas in Serviced Villages will likely depend primarily on and integrate with the existing commercial and institutional uses/areas, rather than the development of new uses/areas.

Figure 8-7
Oxford County
Gross Developable Land Area Components

Municipality	Woodstock, Ingersoll and Tillsonburg	Townships
Residential	55%	60%
Local Roads, Infrastructure and Parkland	30%	30%
Commercial and Institutional Uses	15%	10%
Total	100%	100%

Source: Watson & Associates Economists Ltd., 2025.

8.5.3 Community Area Land Requirements

Figure 8-8 provides a summary of the Community Area land requirements by municipality over the 20-, 25- and 30-year periods. As summarized, it is estimated that the County requires an additional 390 gross developable hectares of Community Area lands over the 20-year period, increasing to approximately 822 hectares gross developable (approximately 2,030 acres) over the 30-year period. Six of the eight municipalities within the County will require settlement expansions to accommodate Community Area uses, such as housing and supporting uses, like parkland, commercial and institutional uses. Appendix F provides further details on the Community Area land requirements.

Figure 8-8
Oxford County
Greenfield Areas
Community Area Land Requirements

Municipality	20-Year Land Needs	25-Year Land Needs	30-Year Land Needs
City of Woodstock	-251	-353	-452
Town of Tillsonburg	-64	-119	-170
Township of East Zorra-Tavistock	-53	-72	-91
Township of Norwich	-9	-26	-43
Town of Ingersoll	-2	-20	-36
Township of South-West Oxford	-11	-21	-30
Township of Blandford-Blenheim	Surplus	Surplus	Surplus
Township of Zorra	Surplus	Sufficient	Sufficient
Oxford County Total (excludes surpluses)	**-390**	**-611**	-822

Note: Land supply is considered sufficient when the difference between the potential housing unit supply on vacant lands and the housing forecast demand is within ±10 housing units. If the supply exceeds demand by more than 10 units, it is classified as a surplus.
Source: Watson & Associates Economists Ltd., 2025.

Figure 8-9 summarizes the land requirements for the Community Area over a 30-year period, broken down by municipality. The figure illustrates the land needed for residential, commercial/institutional uses, and local infrastructure. A complete table with the 20-, 25- and 30-year periods is provided in Appendix F. In the following section, a more detailed review is conducted to understand the commercial and institutional land requirements based on an analysis of existing designated land. This review will determine if additional commercial and institutional land is required in addition to the land identified in Figure 8-9.

Figure 8-9
Oxford County
Greenfield Areas
Community Area Land Requirements by
Developable Land Component – 30-Year Period

Developable Land Component	Woodstock	Tillsonburg	East Zorra-Tavistock	Norwich	Ingersoll	South-West Oxford	Total
Residential	249	94	55	26	20	18	460
Commercial and Institutional	67	25	9	4	5	3	114
Local Roads, Infrastructure and Parkland	136	51	27	13	11	9	248
Total	**452**	**170**	**91**	**43**	**36**	**30**	**822**
Residential (%)	**55%**	**55%**	**60%**	**60%**	**55%**	**60%**	**56%**
Commercial and Institutional (%)	**15%**	**15%**	**10%**	**10%**	**15%**	**10%**	**14%**
Local Roads, Infrastructure and Parkland (%)	**30%**	**30%**	**30%**	**30%**	**30%**	**30%**	**30%**

Source: Watson & Associates Economists Ltd., 2025.

8.5.4 Review of Commercial and Institutional Land Requirements

As previously outlined, the Community Area land needs assessment includes a provision for institutional and commercial uses to support the new residential base in additional Community Areas that are established as part of a settlement area expansion. This analysis is limited to these new Community Areas and does not account for the commercial and institutional requirements of the existing population base or of Community Areas that are already designated. As a result, allocating 10% to 15% of the gross developable land area identified for Community Area expansion for commercial and institutional uses may fall short of meeting all of the municipality's forecast population-related employment needs.

A high-level assessment of commercial and institutional land needs has been conducted to estimate the approximate amount of designated settlement area land required to support future growth. This evaluation considers both the County's inventory of vacant designated lands, an assumption on growth to be accommodated through intensification and in residential areas, as well as the provision of land for these uses on Community Area expansion lands.

It is important to note that a review has not been conducted on the existing vacant commercial and institutional land supply to determine whether these lands are appropriately located to meet the commercial and institutional needs of all areas within the community. This includes assessing whether the current supply can accommodate specific uses in terms of land area, servicing, access, proximity to other land uses, and location within Employment Areas. Therefore, the need for additional lands to support commercial and institutional uses and achieve broader planning objectives such as creating complete communities, supporting transit and multi-modal transportation, and defining strategic growth areas should be evaluated through more detailed analysis. This review may occur through Secondary Plans to support future settlement expansions, updates to the County's Commercial Policy Review study, retail market impact studies, and other supporting studies.

The following provides a high-level assessment of commercial and institutional needs by municipality. Key assumptions and highlights are provided below.

Demand

- It is assumed that at least **25% of the commercial and institutional employment will be accommodated through intensification or in existing facilities.** This includes the expansion of existing facilities, the development of new buildings on existing sites, the development on infill sites and the redevelopment of existing lands. This assumption also recognizes that additional employment may be accommodated in existing facilities without the need for building expansion, such as hospitals, offices, nursing homes, retail stores and government facilities.

- As summarized in Figure 8-10, it is anticipated that the County will accommodate approximately 10,300 employees (column C) in commercial and institutional sectors, which will need to be accommodated on vacant lands in the Large Urban Centres and Serviced Villages over the 30-year period. This has been downwardly adjusted to reflect the assumption that 25% of the commercial and institutional employment will be accommodated through intensification and not require additional land.

- Based on an employment density of an average of 55 jobs per net hectare for Serviced Villages and 60 per jobs per net hectare for Large Urban Centres (column D), it is estimated that commercial and institutional employment will generate a demand of 174 net hectares (approximately 432 acres) in the County over the 30-year period in the Large Urban Centres and Serviced Villages (column G). A higher employment density was utilized for the Large Urban Centres to recognize the opportunities for more office uses; these uses are characterized by a greater density than retail uses.

- The majority of the commercial and institutional land demand in the County is concentrated in the Large Urban Centres of Woodstock, Ingersoll and Tillsonburg. Over the 30-year period, the Serviced Villages in the Townships will collectivity require 18 net hectares (approximately 44 acres) of designated commercial and institutional lands to accommodate commercial and institutional employment growth.

Figure 8-10
Oxford County
Commercial and Institutional Employment Land Demand, 2024 to 2054

Municipality	Adjusted for Intensification Employment 20-Year	Adjusted for Intensification Employment 25-Year	Adjusted for Intensification Employment 30-Year	Employment Density (jobs/net hectares)	Land Demand, 20-Year (Hectares)	Land Demand, 25-Year (Hectares)	Land Demand, 30-Year (Hectares)
-	A	B	C	D	E = A / D	F = B / D	G = C / D
Woodstock	4,010	4,820	5,620	60	67	80	94
Tillsonburg	1,830	2,200	2,560	60	31	37	43
Ingersoll	820	980	1,140	60	14	16	19
Norwich	140	170	190	55	3	3	3
East Zorra-Tavistock	250	290	350	55	5	5	6
Zorra	200	250	290	55	4	5	5
Blandford-Blenheim	70	80	100	55	1	1	2
South-West Oxford	60	80	80	55	1	1	1
Total	**7,380**	**8,870**	**10,330**	**55**	**124**	**149**	**174**

Notes: Adjusted for intensification, based on 35% of employment growth to be accommodated through intensification. The figure has been rounded and may not add up precisely when comparing it with other figures.
Source: Watson & Associates Economists Ltd., 2025.

Supply of Designated Commercial and Institutional Lands

- The County has carried out an inventory of vacant designated commercial and institutional lands across the County within the County's Serviced Villages and Large Urban Centres. The designated vacant land supply totals approximately 101 net hectares (approximately 250 acres), as previously discussed in Chapter 7. A summary of the existing designated land supply is provided in Figure 8-11, column A.

- It is anticipated that approximately 119 net hectares (approximately 294 acres) of commercial and institutional land is included in the net-to-gross adjustment for Community Area land needs across the County over the 30-year period as identified in Figure 8-11 in Column D. As previously discussed, this is based on 10% (in Serviced Villages in Townships) to 15% (in Large Urban Centres) of the gross developable land area of Community Area land need being assumed for commercial and institutional uses (refer to Figure 8-9).

- Considering the current supply of designated commercial and institutional land and the amount of commercial and institutional land needed to support residential growth in the Community Area, the County is estimated to have a potential of 220 hectares (approximately 544 acres) of commercial and institutional land over the 30-year period (Figure 8-11, column G).

Figure 8-11
Oxford County
Commercial and Institutional Employment Land Opportunities, Hectares

Municipality	Vacant Designated Commercial and Institutional Land Supply	Commercial and Institutional Lands to Support Residential Expansion, 20-Year	Commercial and Institutional Lands to Support Residential Expansion, 25-Year	Commercial and Institutional Lands to Support Residential Expansion, 30-Year	Total Land Potential: 20-Year	Total Land Potential: 25-Year	Total Land Potential: Total 30-Year
-	A	B	C	D	E = A + B	F = A + C	G = A + D
Woodstock	54	37	52	67	91	106	121
Tillsonburg	8	10	18	25	18	26	33
Ingersoll	17	0	3	5	17	20	22
Zorra	17	0	0	0	17	17	17
Norwich	1	4	5	7	5	6	8
East Zorra-Tavistock	1	5	7	9	6	8	10
Blandford-Blenheim	3	1	2	3	4	5	6
South-West Oxford	-	1	2	3	1	2	3
Total	**101**	**58**	**89**	**119**	**159**	**190**	**220**

Note: The Figure has been rounded and may not add up precisely when comparing it with other figures.
Source: Watson & Associates Economists Ltd., 2025.

Commercial and Institutional Land Need

- Based on the comparison of land supply opportunities relative to projected demand (comparing Figure 8-10 column G with Figure 8-11 Column G), it is anticipated that most municipalities will have more than enough designated land to accommodate growth, particularly when factoring in the potential contributions from Community Area land expansions to support residential needs.

- Tillsonburg, however, is the exception. The municipality is not expected to meet its designated commercial and institutional land requirements through the Community Area expansion identified in subsection 8.5.3 and will therefore require additional Community Area lands beyond those currently identified. As a result, an additional 10 hectares (approximately 25 acres) of Community Area lands would be required for Tillsonburg for commercial and institutional purposes over the 30-year period. [1] In total, Tillsonburg would require approximately 180 hectares (approximately 445 acres) of land for Community Area expansion as summarized in Figure 8-12. [2]

- It is important to note that a review has not been carried out of the vacant commercial and institutional lands to assess marketability. Furthermore, it is unknown whether there are gaps in the existing commercial base by category (e.g. food stores, commercial services, etc.) and by municipality. Often when municipalities have undergone significant recent population growth, the commercial base has not caught up to address the needs of residents and may take several years to catch up. Residential uses are usually developed first in new neighbourhoods. Finally, the estimates on the portion of the Community Area lands presented in sub-section 8.5.3 for commercial and institutional purposes is conceptual and further work may be required in planning for the

[1] Based on the land potential for commercial and institutional at 33 hectares over the 30-year period (Figure 8-11), however, the demand is 40.4 hectares (Figure 8-10). As a result, 33 hectares – 43 hectares = approximately 10 hectares. Note that all Figures have been rounded.

[2] Based on the Community Area needs of commercial and institutional land to support residential expansion of 170 hectares (Figure 8-6), plus an additional 10 hectares of additional lands for commercial and institutional uses (Figure 8-11). The 170-hectare expansion is insufficient to meet the Community Area's existing shortfall of commercial and institutional land within its current settlement boundaries.

Community Area expansion lands to determine the approximate land base for commercial and institutional uses, factoring site attributes and surrounding context.

Figure 8-12
Oxford County
Adjusted Community Land Needs Based on Commercial and Institutional Land Review, 2024 to 2054, Hectares

Community Area Expansion - Developable Land Component	Tillsonburg	Adjusted Tillsonburg	Difference
Residential	94	94	0
Commercial and Institutional	25	35	+10
Local Roads, Infrastructure and Parkland	51	51	0
Total	**170**	**180**	**+10**

Source: Watson & Associates Economists Ltd., 2025.

8.6 Observations

Over the forecast horizon, the County is anticipated to accommodate a range of housing options in the B.U.A. and Greenfield Areas. Historically, the County has achieved a significant amount of growth within the B.U.A., largely due to the completion of subdivisions on large vacant tracts within the B.U.A. It is estimated that over the past five years, more than two-thirds of the housing growth has been accommodated within the B.U.A.[1] As the subdivisions within the B.U.A. complete the final phases, growth within the B.U.A. is anticipated to gradually shift towards medium and high-density housing forms. This anticipated shift is supported by a robust supply of available opportunities, which enables the County to accommodate a diverse range of housing and meet its intensification rate assumptions throughout the forecast horizon.

[1] Based on Oxford County residential building permit activity that falls within the County's within the Built Boundary. Data was obtained from the County and covers a period of 2019 to 2023. It was observed that intensification rates for the large urban municipalities accommodated 72% of housing growth in the B.U.A., while the Townships accommodated 81% of the housing growth in the B.U.A.

Emphasizing these residential intensification opportunities is important as the County is experiencing a notable influx of younger adults and families migrating from other parts of Southern Ontario, primarily drawn by more attainable ownership and rental housing options in the County. At the same time, the County's population is aging, which creates a growing need for diverse housing options, including senior-friendly housing and smaller housing units.

The recommended intensification rates vary by municipality, ranging from 9% to 25%. This allocation was determined by assessing both the supply and demand factors in each area. Key highlights are provided below.

- Large Municipalities have been allocated a 25% intensification rate.
- Townships generally are forecast with an intensification rate of 15%, with two exceptions:
    - The Township of Zorra has a 25% allocation due to its significant intensification opportunities within existing approved developments.
    - The Township of South-West Oxford has a 9% allocation, reflecting the limited supply available in its single serviced village of Mount Elgin.

It is estimated that the County requires an additional 390 hectares of Community Area lands over the 20-year period, increasing to approximately 819 hectares (approximately 2,020 acres) over the 30-year period. Seven of the eight municipalities within the County will require a settlement urban expansion to accommodate Community Area uses, such as housing and supporting uses, such as parkland, commercial and institutional uses. Appendix F provides further details on the Community Area land requirements.

Based on a review of the commercial and institutional land requirements, the Town of Tillsonburg, will require an additional 10 hectares (25 acres) of Community Area lands for commercial and institutional purposes over the 30-year period. In total, Tillsonburg would require approximately 180 hectares (445 acres) of land for Community Area expansion. All of the remaining municipalities will meet their land requirement for commercial and institutional uses through the existing designated land supply, as well as through the provision for commercial and institutional uses to support Community Area expansion for the identified shortfall of housing in the Greenfield Areas.

Chapter 9
Employment Area Land Needs

9. Employment Area Land Needs

9.1 Introduction

As previously discussed, Employment Areas are planned to accommodate industrial-type development that requires separation for sensitive uses, such as residential and major retail uses. These areas are protected under the P.P.S., 2024 for industrial use. This Chapter explores the long-term need for additional designated lands to support Employment Area uses within the Large Urban Centres and the Serviced Villages.

9.2 Approach

The Employment Area lands include all lands in the County's O.P. that are designated for industrial uses, including industrial, business park and traditional industrial land use designations. The demand for these lands is directly tied to provincial planning direction (P.P.S., 2024), which requires the County to accommodate uses that meet the province's definition of an Employment Area.

Chapter 7 provides a summary of the vacant Employment Area land supply utilized in the Employment Area land needs assessment, while Appendix G provides further details on the Employment Area land needs assessment.

9.3 Employment Growth Allocation

The employment growth forecast has been distributed across four categories, with the last three primarily representing industrial-related employment.

- **Community Area:** Includes a range of uses that support the population base, including commercial and institutional employment, as well as work at home employment. These uses were previously discussed in the section 8.5.4. Employment growth in this category represents 61% of the employment growth over the 30-year period.

- **Employment Area:** Industrial-type uses accommodated within the Large Urban Centres and Serviced Villages. This primarily includes industrial uses that require municipal servicing (water/wastewater servicing), however within the

Service Villages may include dry industrial uses where appropriate. Forecast employment demand within this category has been assessed as part of Employment Area land needs assessment and is a key focus of this Chapter. A small portion of the forecast includes commercial uses expected to locate within Employment Areas. These uses would primarily consist of commercial employment activities accommodated in industrial-style buildings. Employment Area growth represents 36% of the County's employment growth over the 30-year period.

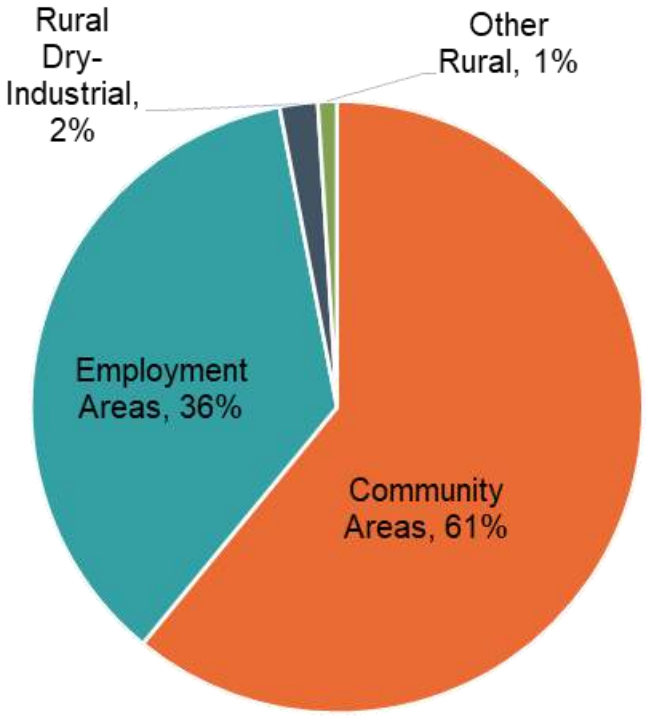
- **Rural Dry-Industrial Uses:** Industrial uses in unserviced settlement areas and rural areas that do not require municipal servicing. A land absorption forecast has been provided in this report to provide guidance on the level of growth that can be anticipated through dry industrial uses. The rural dry industrial land absorption forecast is provided in section 9.6, while a further discussion of planning for dry industrial uses in the rural area is provided in Chapter 10. Rural dry industrial employment represents 2% of the County's employment growth over the 30-year period.

- **Remaining Rural:** Other industrial uses in the rural area that support the agricultural sector and the broader rural-based economy. A further discussion of planning for dry industrial uses in the rural area is provided in Chapter 10. Remaining rural employment represents 1% of the County's employment growth over the 30-year period.

The above categories provide the County with a framework for planning future employment growth in a way that balances development needs with the protection of agricultural lands. This approach accommodates a broad range of land uses, including those that may not require full municipal servicing, even within Serviced Villages. Providing this flexibility is critical to meeting evolving economic demands, attracting diverse business opportunities, and supporting the rural economy while safeguarding the agricultural base that underpins the County's long-term prosperity.

Figure 9-1 provide a summary of the growth allocation by category over a 30-year period, as previously discussed. Appendix D (Figures D-20a, D-20b and D-20c) provides further details on the employment forecast breakdown within the Townships by Employment Area (Serviced Villages), Rural Dry-Industrial Uses and Remaining Rural over the 20-, 25- and 30-year periods.

Figure 9-1
Oxford County
Employment Growth Allocation by Category, 2024 to 2054



Source: Watson & Associates Economists Ltd., 2025

9.4 Employment Growth Allocation to Employment Areas

As summarized in Figures 9-2 summarize the County's employment forecast in Employment Areas (i.e. industrial jobs and ancillary uses) by municipality. Within the Townships, Employment Areas includes lands designated for industrial uses in the Seviced Villages (as previously discussed in section 9.3). Key assumptions and highlights are discussed below.

- Woodstock and Ingersoll both have a higher concentration of the County's existing industrial jobs at 46% and 20% as of 2024, respectively. As a result, a large portion of the County's Employment Area growth is anticipated in these two Large Urban Centres.

- Woodstock was the only municipality to see positive industrial growth over the 2006 to 2011 economic downturn. While other municipalities experienced a decline, most municipalities are now recovering, with their industrial employment

levels recently returning to 2006 figures. This recovery signals renewed momentum and potential for growth.

- All municipalities in the County are expected to accommodate strong growth in their Employment Areas over the next 30 years. Woodstock is projected to increase its share of this growth, while Ingersoll is expected to maintain its current share

- Annually over the 30-year horizon, it is anticipated that Woodstock and Ingersoll will add 275 and 100 new jobs respectively within Employment Areas. Tillsonburg is expected to add 60 new jobs each year in its Employment Areas, while the Serviced Villages within the Townships are each forecast to add between 4 to 8 new jobs annually.

- Growth in Employment Areas is anticipated to accommodate the manufacturing, wholesale, logistics, and construction sectors. Within the large urban centres and, to a lesser extent, within the Serviced Villages, growth is expected to also include opportunities for integrated uses, such as office and retail uses, as ancillary uses.

- Factors which contribute to Woodstock and Ingersoll having a higher total Employment Area job growth over the long-term include direct access to Highway 401/403 and closer connectivity to the City of London and the G.G.H.

- Overall, the County is expected to accommodate 14,200 jobs over the 30 years in the County's Employment Areas.

- As illustrated in Figure 9-2, an adjustment has been made to account for an estimated amount of Employment Area growth to be accommodated through intensification. Intensification in Employment Areas may include expansion of existing facilities, adding additional buildings on existing sites and redevelopment of developed lands.

- It is assumed that 10% of employment growth in Woodstock, Ingersoll, and Tillsonburg will be accommodated through intensification, while a lower share of 5% is assumed for the serviced settlement areas in the Townships, acknowledging their smaller developed Employment Area base.

- Adjusted for intensification, the County is anticipated to accommodate 12,490 jobs in Employment Areas over the next 30 years.

Figure 9-2
Oxford County
Employment Area Forecast

Municipality	Employment			Employment Adjusted for Intensification		
	2024-2044	2024-2049	2024-2054	2024-2044	2024-2049	2024-2054
Woodstock	6,020	7,160	8,250	5,420	6,440	7,430
Tillsonburg	1,340	1,600	1,840	1,210	1,440	1,660
Ingersoll	2,170	2,590	2,980	1,950	2,330	2,680
Zorra	90	110	120	90	100	110
Norwich	160	190	215	150	180	200
East Zorra-Tavistock	150	170	200	140	160	190
Blandford-Blenheim	90	110	120	90	100	110
South-West Oxford	80	90	120	80	90	110
Total	10,100	12,020	13,845	9,130	10,840	12,490

Source: Watson & Associates Economists Ltd., 2025.

9.5 Employment Area Land Needs

Figure 9-3 provides a summary of the Employment Area land demand forecast by Area Municipality. An average Employment Area density of 15 jobs per net hectare is utilized for Woodstock, Tillsonburg and Ingersoll, while an Employment Area density of 7 to 10 jobs per net hectare is utilized for most of the Serviced Villages in the Townships. However, it is noted by County Staff that the type and capacity of the water/wastewater system in each of the Serviced Villages varies and some may have certain development limitations due to overall capacity constraints, the type of effluent that can be treated, the method/distance of conveyance, water pressure/fire rating, etc. The variance in density reflects the level of dry industrial uses that are likely to be accommodated within the Serviced Villages. It is important to note that a separate land demand forecast is provided in section 9.6 for rural dry-industrial uses (outside of Serviced Villages) within the Townships.

A higher density is assumed in the Large Urban Centres, given that these areas are expected to attract denser, more intensive industries with full municipal services (like advanced manufacturing). Based on the assessment, the demand for Employment Area

land is anticipated to reach 638 hectares over the next 20 years, increasing to 871 hectares over a 30-year period. The three Large Urban Centres are expected to accommodate 90% of the land demand over the next 30-years, while the Township's Serviced Villages accommodating the remaining 10%.

Figure 9-3
Oxford County
Employment Area Land Demand

Municipality	Employment Adjusted for Intensification			Density (jobs/Net ha)	Land Demand		
	2024-2044	2024-2049	2024-2054		2024-2044	2024-2049	2024-2054
Woodstock	5,420	6,440	7,430	15	361	429	495
Tillsonburg	1,210	1,440	1,660	15	81	96	111
Ingersoll	1,950	2,330	2,680	15	130	155	179
Zorra	90	100	110	7	13	14	16
Norwich	150	180	200	10	15	18	20
East Zorra-Tavistock	140	160	190	10	14	16	19
Blandford-Blenheim	90	100	110	7	13	14	16
South-West Oxford	80	90	110	7	11	13	16
Total	9,130	10,840	12,490	-	638	756	871

Source: Watson & Associates Economists Ltd., 2025.

Figure 9-4 provides a summary of the Employment Area land needs by Area Municipality. The Employment Area land demand is compared to the Employment Area supply to determine the Employment Area land needs. The land needs are then adjusted downward to account for Future Urban Growth Areas that were not included in the previous designated supply. Chapter 7 provides a summary of the designated land supply. Key highlights include the following:

- Overall, the County is anticipated to require an additional 129 gross developable hectares of designated Employment Areas land over the 20-year period. Over the 30-year period, this is expected to increase to 353 hectares.

- Five of the eight municipalities will require additional designated Employment Area lands over the 25-year and 30-year period. There is small shortfall over the 30-year period in Blandford-Blenheim. Given the size of the shortfall, it is recommended that the Township and County monitor and review the needs upon the next O.P.R. The majority of the additional Employment Area land needs is concentrated in the City of Woodstock and the Town of Tillsonburg. However, it is noted that the remaining lands (436 gross developable ha) within

the City of Woodstock corporate boundary that have been identified for Employment Area purposes through Secondary Planning are sufficient to address the City of Woodstock's Employment Area land need, at such time as they are redesignated for Settlement Area, Industrial purposes. No additional Employment Area land is required in the Town of Ingersoll and the Township of Zorra.

Figure 9-4
Oxford County
Employment Area Land Needs

Municipality	Land Needs, Net Hectares			Land Needs, Gross Developable, Hectares			F.U.G./ Secondary Plan Areas	20-Year Land Needs Gross Developable (ha)	25-Year Land Needs Gross Developable (ha)	30-Year Land Needs Gross Developable (ha)
	2024-2044	2024-2049	2024-2054	2024-2044	2024-2049	2024-2054				
Woodstock [1]	-70	-138	-204	-87	-172	-255	4	-83	-168	-251
Tillsonburg	-24	-39	-54	-30	-49	-68	0	-30	-49	-68
Ingersoll	55	30	6	69	37	8	0	Surplus	Surplus	Surplus
Zorra	-12	-14	-15	-15	-17	-19	24	Surplus	Surplus	Surplus
Norwich	1	-2	-4	1	-3	-5	0	Surplus	-3	-5
East Zorra-Tavistock	-12	-14	-17	-14	-17	-21	0	-14	-17	-21
Blandford-Blenheim	1	-0	-2	2	-0	-2	0	Surplus	0	-2
South-West Oxford	-1	-2	-5	-1	-3	-6	0	-1	-3	-6
Total	**-**	**-**	**-**	**-**	**-**	**-**	**28**	**-129**	**-240**	**-353**

[1] There are lands outside of the settlement boundary that have been identified for industrial use through the Southeast Woodstock Secondary Plan. These lands were not included in the employment land supply as they still require re-designation at such time as the lands are required and serviceable, but would be first priority for any future settlement area boundary expansion for employment uses.
Source: Watson & Associates Economists Ltd., 2025.

9.6 Rural Dry-Industrial Land Absorption Forecast

Dry industrial employment refers to operations that use minimal water and generate limited liquid waste, making them suitable for rural and unserviced settlement areas. Typical examples include welding and metal fabrication shops, agricultural support services such as farm equipment sales and repair or feed mills, small-scale manufacturing for custom metalwork, furniture, or agricultural equipment, as well as warehousing and distribution facilities for goods like agricultural products or construction materials. Contractor yards serving trades such as construction, landscaping, electrical, and plumbing also fall within this category. These uses play an important role in supporting the agricultural sector and the broader rural economy. Figure 9-6 summarizes the forecast for rural land absorption and illustrates how this growth is expected to be distributed across the County. The purpose of this forecast is to guide the County in determining the appropriate amount of land to allocate for dry industrial uses to meet future economic needs while maintaining flexibility for rural development.

Key highlights of Figure 9-5 by Area Municipality include:

- Over the next 30 years, Oxford County is forecast to absorb approximately 117 hectares of rural dry industrial land. This translates to an average annual absorption of approximately 4 hectares per year across the County. Based on an assumption of 4 jobs per net hectare, this level of land absorption supports an estimated 470 jobs.

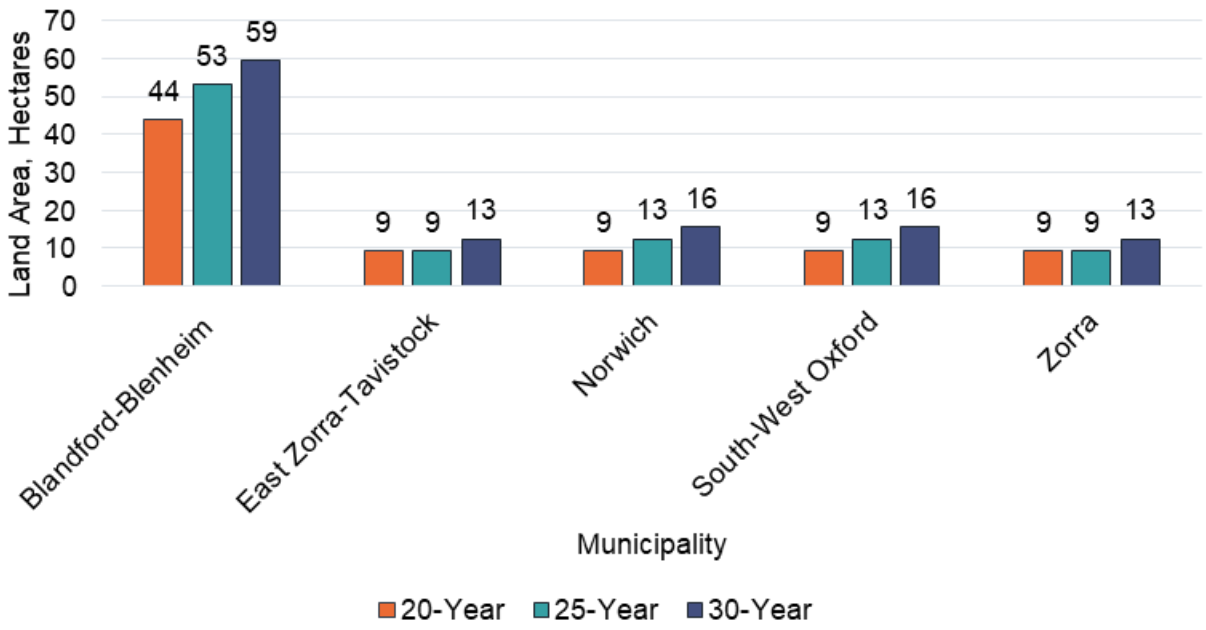
- Blandford-Blenheim accounts for the largest share, with 59 hectares, representing roughly 50% of the total rural dry-industrial forecast. This represents an annual average of 2 hectares per year and an employment equivalent of 240 jobs. The concentration of growth in Blandford-Blenheim is due to good transportation access and limited Employment Area options within the Serviced Villages.

- In contrast, other municipalities show modest absorption levels, ranging from 13 to 16 hectares over the 30-year period. Specifically:

    - East Zorra-Tavistock is forecast to absorb 13 hectares, averaging 0.4 hectares per year, supporting approximately 50 jobs.

- Norwich is projected to absorb 16 hectares, averaging 0.5 hectares per year, with an employment equivalent of 60 jobs.
- South-West Oxford mirrors Norwich with 16 hectares, 0.5 hectares annually, and 60 jobs.
- Zorra is expected to absorb 13 hectares, averaging 0.4 hectares per year, supporting 50 jobs

Figure 9-5
Oxford County
Rural Dry-Industrial Land Absorption



Source: Watson & Associates Economists Ltd., 2025.

Appendix G, Figures G-5a, G-5b and G-5c provide further details on the rural dry-industrial land absorption forecast.

9.7 Observations

Employment areas are a vital component of a municipality's economic base. By providing a stable and designated location for a wide range of businesses, these areas form the backbone of the local economy and are crucial for generating jobs and economic opportunities for the County. Over the next 30 years, the County's

Employment Areas in the Large Urban Centres and Serviced Villages are expected to accommodate robust growth, representing approximately 39% of the County's employment growth. Employment Areas are an important component.

Five of the eight municipalities will require additional designated Employment Area lands over the 20-, 25-, and 30-year periods. The majority of the additional Employment Area land needs are concentrated in the City of Woodstock and the Town of Tillsonburg. No additional Employment Area land is required in the Town of Ingersoll and the Township of Zorra. The Township of Blanford-Blenheim has a small short of 2 hectares over the 30-year period, the County and Township should review this land needs at the next O.P.R.

Overall, the County is anticipated to require an additional 129 gross developable hectares of designated Employment Areas land over the 20-year period. Over the 30-year period, this is expected to increase to 353 hectares.

In addition, to expansion requirements for Employment Areas in the Serviced Villages and Large Urban Centres, Oxford County is forecast to absorb approximately 117 hectares of rural dry-industrial land. The County should continue to monitor the dry industrial needs.

Chapter 10
Policy Considerations

10. Policy Considerations

10.1 Introduction

Over the next several decades, Oxford County is anticipated to accommodate steady population and employment growth. As Oxford County continues to grow, mature, and evolve, a broader range of new housing options will be required, with a greater share of new housing development occurring across a range of grade-related and high-density housing forms. To accommodate future residents in Oxford County, there is also an increasing need to develop new and innovative approaches to housing development within established and new communities that are pedestrian-oriented and transit-supportive, where appropriate. This includes options that provide greater opportunities for mixed-use development planned within intensification nodes and corridors, including secondary suites, live/work units, and a range of attainable and affordable housing opportunities.

The County's employment base is also anticipated to steadily grow across a broad range of export-based and population-serving employment sectors. It is important to recognize that the County competes to attract and retain jobs and business investment with other surrounding municipalities within the London Economic Region and beyond. To ensure its long-term competitiveness across a diversifying employment base, planning and marketing efforts must be geared toward both the broader strengths of the County and specific target sector investment attraction efforts. To accommodate the steadily growing economic base within Oxford County, land use planning policies must anticipate the evolving nature of the local and regional economy and reflect the changing needs of industry and businesses of all sizes over the long term. These policies must also offer a degree of flexibility and nimbleness that allows for relatively rapid responses to unforeseen changes, which can be a critical advantage relative to competitive markets.

The purpose of this Growth Analysis and Land Needs Assessment is to establish a long-term vision for Oxford County, building upon the County's existing broad long-term O.P. growth management goals and objectives. More specifically, this chapter provides direction regarding long-term population and employment growth, housing needs by Area Municipality and planning policy area, long-term urban land requirements over a

20- and 30-year planning horizon, as well as planning policy direction with respect to planning for Community Areas, Employment Areas and rural employment areas. Lastly, this chapter provides broad direction regarding growth monitoring, including potential recommendations to enhance the County's systems and approaches with respect to ongoing growth tracking, benchmarking and growth management.

This review will serve as a foundational document for the O.P. and other growth-related studies and documents by providing guidance on where and how residential and non-residential development and change are planned and prioritized as the County and its Area Municipalities continue to mature and evolve over the near-, medium-, and long-term planning horizon.

10.2 Implementing Study Outcomes

This Growth Analysis and Land Needs Assessment includes several technical outcomes that should be incorporated into the O.P. Figures 10-1, 10-2, and 10-3 summarize the population, housing, and employment forecast that should be updated in the O.P. (O.P. Section 4.2).

Figure 10-1
Oxford County
Population, Housing and Employment Growth Forecast by Area Municipality
Population Growth Forecast

	2021	2031	2041	2051	2061
Oxford County	126,800	155,000	180,100	202,400	223,600
Woodstock	48,700	60,000	71,100	80,800	90,300
Tillsonburg	18,800	24,300	30,100	34,900	39,300
Ingersoll	14,300	16,700	19,100	20,900	22,600
Blandford-Blenheim	7,900	9,000	9,900	10,700	11,400
East Zorra-Tavistock	8,200	10,200	11,600	13,000	14,400
Norwich	11,900	14,200	15,400	17,000	18,500
South-West Oxford	8,000	9,300	9,900	10,800	11,600
Zorra	9,000	11,300	13,000	14,300	15,500

Source: Statistics Canada Census 2021 and forecast by Watson & Associates Economists Ltd., 2025.

Figure 10-2
Oxford County
Population, Housing and Employment Growth Forecast by Area Municipality
Housing Growth Forecast

	2021	2031	2041	2051	2061
Oxford County	47,830	59,380	70,280	80,330	89,800
Woodstock	18,890	23,800	28,630	33,050	37,240
Tillsonburg	8,030	10,470	13,070	15,290	17,340
Ingersoll	5,500	6,430	7,470	8,320	9,100
Blandford-Blenheim	2,780	3,200	3,580	3,940	4,270
East Zorra-Tavistock	2,980	3,770	4,340	4,960	5,540
Norwich	3,850	4,670	5,220	5,870	6,490
South-West Oxford	2,640	3,050	3,320	3,630	3,930
Zorra	3,160	3,990	4,650	5,270	5,890

Source: Statistics Canada Census 2021 and forecast by Watson & Associates Economists Ltd., 2025.

Figure 10-3
Oxford County
Population, Housing and Employment Growth Forecast by Area Municipality
Employment Growth Forecast

	2024	2031	2041	2051	2061
Oxford County	66,200	77,700	88,900	99,500	109,700
Woodstock	29,300	35,200	41,100	46,600	51,900
Tillsonburg	10,400	12,400	14,500	16,500	18,300
Ingersoll	9,900	11,600	13,300	14,700	16,200
Blandford-Blenheim	1,900	2,200	2,400	2,700	2,900
East Zorra-Tavistock	3,200	3,600	4,000	4,400	4,800
Norwich	5,100	5,600	6,000	6,500	7,000
South-West Oxford	3,400	3,700	3,900	4,100	4,300
Zorra	3,000	3,400	3,700	4,000	4,300

Note: 2024 has been estimated from building permits.
Source: 2024 estimate and forecast by Watson & Associates Economists Ltd., 2025.

Provided below is a list of components of the O.P. that will need to be updated.

- The population, housing and employment growth forecasts referenced earlier in this report are the basis for all land use and infrastructure planning in the County and by Area Municipality. As such, it is essential that the County's O.P. identify these updated forecasts as the basis for planning for the anticipated growth in the County and by Area Municipality.

- Intensification in the context of this report means residential growth within the County's built boundary (geographic area referred to as the B.U.A.) Intensification can happen in several ways: through the demolition and redevelopment of existing buildings, the development of vacant lots, or infill development on underutilized lots, such as the large surface parking areas in shopping plazas.

- Sections 7.2.2.5, 8.2.2.5, and 9.2.2.5 of the County O.P. currently sets out a residential intensification target of 15% for the City of Woodstock, the Town of Tillsonburg and the Town of Ingersoll.

- Section 6.2.1 of the County O.P. further requires that a sufficient land supply is provided in Rural Settlement designations to accommodate projected demand for a range of anticipated new dwelling types over the planning period, taking into consideration opportunities for residential intensification within Serviced Village designations.

- It is recommended that the County provide updated residential intensification targets for the County's Large Urban Centres in accordance with the results of this study. The County should consider different intensification rates for the Townships and Towns/City as identified in this Report, recognizing that the scale of opportunities for intensification varies across the County. It is recognized that the existing B.U.A. land supply in Woodstock and Tillsonburg is somewhat less than the total forecast B.U.A. demand over the 30-year period. Therefore, if the County adopts a 30-year planning period, the potential BUA supply shortfall should be reviewed at the time of any proposed settlement boundary expansion, to determine if any adjustment to the greenfield land need may be warranted to offset any BUA supply deficiency. Furthermore, the County, in partnership with the Area Municipalities, will need to continue monitoring intensification rates. Figure 10-4 summarizes the revised recommended residential intensification

targets for the City of Woodstock and the Towns of Tillsonburg and Ingersoll as follows:

Figure 10-4
Oxford County
Residential Intensification Targets for Large Urban Centres

	Revised Residential Intensification Target
Woodstock	25%
Tillsonburg	25%
Ingersoll	25%

Source: Watson & Associates Economists Ltd.

- The P.P.S., 2024 removes the requirement for settlement area boundary expansions to occur through an M.C.R. One of the outcomes of this changes is that settlement expansions now have greater potential to be proposed through a privately-initiated O.P. Amendment, provided that the requirements of section 2.3.2 of the P.P.S., 2024 are met. This may require additional tests to be placed in the County O.P., that proposed expansions would be required to meet.

- For the permitted 20- to 30-year P.P.S. planning horizon and informed by provincial guidance, consider the initiation of Settlement Area Boundary Expansion reviews and, where required, municipal boundary adjustment discussions to address the need for additional Community Area land for:

    - City of Woodstock
    - Town of Tillsonburg
    - Town of Ingersoll
    - Township of East Zorra-Tavistock
    - Township of Norwich
    - Township of South-West Oxford

- For the permitted 20- to 30-year P.P.S. planning horizon, or potentially beyond this time horizon where appropriate, undertake Settlement Area Boundary Expansion reviews for Employment Area Expansions for:
    - City of Woodstock (note: does not require SABE Review, due to previous Secondary Plan work, only an OPA to bring identified FUG lands into the settlement boundary)
    - Town of Tillsonburg
    - Township of Norwich
    - Township of East Zorra-Tavistock
    - Township of South-West Oxford

10.3 Further Considerations Regarding Intensification, Housing and Growth Monitoring

Building on the findings of this review, the County should consider undertaking an urban structure study or similar study to confirm priority intensification areas, including establishing strengthened policy-level criteria to reflect each community and to inform review of development applications. Providing additional housing supply through intensification is a key goal of the County and its Area Municipalities. The existing policy framework and land use designations do not currently identify priority areas for intensification beyond the existing Central Areas/Village Core. This was reiterated by the feedback received through the intensification review completed for nodes and corridors. As there is only so much market demand for intensification in these areas, a clear policy framework to direct where this growth would ideally occur would be of benefit to the long-term vision for the county.

A study of this nature to confirm the desired urban structure would typically entail:

- **Policy Review** – review of Provincial direction regarding urban structure and overview of existing land use designations, how they function in a policy context, including existing urban structure elements.

- **Establishing Opportunities and Constraints** – this would include mapping and analyzing the existing urban structure as identified from the policy review, maps related to existing land use/character areas, planned land use including development applications, vacant/underutilized parcels/contaminated sites, transportation, natural heritage/parks and open space, and servicing, including capacity limitations.

- **Vision for Future Growth** – a vision/guiding principles for growth would inform where / how intensification should occur, this could be completed as a design charrette approach to engagement led by the County.

- **Transportation and Servicing Assessment** – an analysis/assessment of both transportation and servicing (including water/wastewater/stormwater) is an important component of identifying and planning for an urban structure and priority intensification areas. Direction on phasing could be an outcome of this assessment to inform long-range planning.

- **Policy Direction** – in addition to an Urban Structure Schedule for the O.P., an outcome of the review could include direction on strengthened policy-level criteria to reflect each community on where higher density would be prioritized.

- **Stakeholder Engagement** – engagement throughout the process to get input from a range of stakeholders including the public, interested and affected parties, area municipal staff/elected officials is a critical piece of the project.

The County should align the density ranges for the Large Urban Centres in the O.P. for consistency and to reflect anticipated trends and market demand. The O.P. currently provides directions on densities and built form for Low-, Medium-, and High-Density Residential uses. The density ranges permitted for Woodstock are higher than for Ingersoll and Tillsonburg. There is an opportunity to update Ingersoll and Tillsonburg densities to be consistent across the Large Urban Centres, to better reflect market demand, and implement Council direction from 2023. The O.P. contains similar policies for the Serviced Villages; however, they do not include a high-density designation and have lower maximum densities permitted for low- and medium-density residential uses. Council has also provided direction to staff to review potential to increase the minimum densities in the OP for residential development in the Serviced Villages, as has already been implemented through some more recently completed Secondary Plans.

It is recommended that the County support and facilitate intensification through strategically prioritizing infrastructure investment, working with its Area Municipalities to encourage redevelopment in strategic locations, and exploring potential for new/expanded Community Improvement Plan areas and programs. In addition to an enabling policy framework, there are other actions that the municipality could take once priority intensification areas are confirmed (such as through an urban structure study). The outcomes of the review of urban structure could inform priorities for infrastructure investment. In addition, some municipalities have found success by proactively working the landowners/developers and leveraging economic development resources, to facilitate redevelopment on strategic sites. This includes efforts to fast-track development by providing financial incentives through economic development and facilitating more efficient planning approvals process including combined preparation of

O.P. Amendments and Zoning By-law Amendments. These proactive efforts could be further bolstered by creating new/expanded Community Improvement Plan areas and programs. Some municipalities within the County have Community Improvement Plans already in place. **It is recommended that the County work with the Area Municipalities to update the local zoning by-laws to implement O.P. policy direction and consider exploring the potential to add flexibility to certain development standards.** It is not uncommon for a municipality's zoning by-law to not be fully aligned with O.P. policy. However, a potential development application requiring a Zoning By-law Amendment has an impact on the cost and schedule for a project.

Some of the updates to zoning could include changes to permitted uses, such as permitting a greater range of residential forms in zones that apply to the Residential designation and/or permitting mixed-use buildings/sites in zones within the Service Commercial designation.

It is recommended that the County explore the potential to add flexibility in certain development standards to facilitate desired development, such as through updates to the standards or through a Community Planning Permit System. The Province has recently passed Bill 17, which will result in an Ontario Regulation to permit, as-of-right, a 10% variance on a setback. The County could explore other opportunities to provide flexibility in development standards. This could be achieved through potential changes to certain zoning by-law regulations (such as parking standards), shifting to a form-based zoning form of land use regulation, or shifting to a community planning permit system, which allows for staff approval of a variation to any

development standard if desired, including building height, if certain criteria are met. This could be further action undertaken as part of implementing an urban structure study.

It is recommended that the County review internal development approvals processes to identify any 'pinch points' and opportunities for further streamlining. A Development Approval Process or "DAP" review typically includes a review of the current state through facilitated workshop sessions to evaluate current performance, an audit of active files, a best practices case study, and a future state assessment. A gap analysis is completed to identify recommendations and findings that are prioritized for implementation purposes.

It is recommended that the County develop a growth monitoring system to regularly assess population and employment growth, as well as housing supply. Section 10.6 of the O.P contains growth monitoring policies to ensure the continued relevance of the O.P. in the view of changing demographic, economic, technological, social and environmental conditions. It is recommended that enhanced growth monitoring systems be developed to provide a clearer understanding of recent growth trends as well as insights into the potential broad-reaching impacts of urban growth. Ultimately, such tools would generate greater growth management efficiencies within the County when responding to changes in real-estate market conditions, development pressures, and provincial planning policy direction.

Consider various tools for monitoring housing growth, potentially including, but not limited to, comprehensive and interactive growth tracking/growth management models to monitor population, housing, and employment growth; intensification; greenfield development phasing and density; and other performance measures and benchmarking at the planning policy area level and other assigned levels of geography on an annual basis.

It is recommended that the County monitor intensification including that within the priority intensification areas (once confirmed) and within the B.U.A. Section10.6 of the O.P. could be updated to include monitoring of intensification targets. To provide additional context on this need, the County could consider including a map as an Appendix to the O.P. that includes the B.U.A.

10.4 Planning for Employment Areas within Provincial and Local Planning Policy Framework

Under Section 1, sub (1) of the Planning Act, and "Area of Employment" means:

"An area of land designated in an official plan for clusters of business and economic uses, being those uses that meet the following criteria:

1 The uses consist of business and economic uses, other than uses referred to in paragraph 2, including any of the following:
   I. manufacturing.
   II. Use related to research and development in connection with manufacturing anything.
   III. Warehousing uses, including uses related to the movement of goods.
   IV. Retail uses and office uses that are associated with uses mentioned in subparagraphs i to iii,
   V. Facilities that are ancillary to the uses mentioned in subparagraphs i to iv.
   VI. Any other prescribed business and economic uses.
2 The uses are not any of the following uses:
   I. Institutional uses.
   II. Commercial, including retail and office uses not referred to in subparagraph 1 iv.

Section 2.8.2 of the P.P.S., 2024 sets out specific policies regarding the planning of Employment Areas, requiring that planning authorities protect and preserve such areas for current and future use. Section 2.8.3 of the PPS, 2024, states:

"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."

Employment Areas form a vital component of the land use structure in Oxford County and form an integral part of the local economic development potential of the County and its Area Municipalities. Through the development of the Employment Area land base, Oxford County is better positioned to build more balanced, complete, and competitive communities. Thus, a healthy balance between residential and non-residential development is considered an important policy objective for the County and its Area Municipalities. Accordingly, it is critical that all Employment Areas throughout Oxford County are planned in a manner that aims to promote economic competitiveness, attract employment growth, and maximize employment density and land utilization, where appropriate.

It is broadly recognized that protecting designated Employment Areas over the long term is important because they provide the opportunity to accommodate employment uses that cannot be easily accommodated in other areas of the County.

Notwithstanding their importance, protecting Employment Areas in a municipality can be challenging without adequate consideration regarding the requirements that support their success. For this reason, it is important to consider the local conditions that support the function and marketability of Employment Areas within the broader context of local and provincial protection policies.

If not carefully evaluated, the conversion of Employment Area lands to non-employment uses can negatively impact the County's economy in several ways. Firstly, inappropriate Employment Area removals can reduce employment opportunities, particularly in export-based sectors, creating local imbalances between population and employment. Secondly, employment removals can erode Employment Area land supply and lead to further removal/re-designation pressure as a result of encroachment of non-employment uses within or adjacent to Employment Areas.

Finally, inappropriate Employment Area removals can fragment existing Employment Areas and/or reduce their size (i.e. critical mass), undermining their functionality and competitive position. Ultimately, inappropriate Employment Area removals may reduce the County's ability to attract, accommodate and retain certain industrial uses.

As previously discussed throughout this report, structural changes in the broader economy and the nature of how we work continue to alter the nature of economic activities in Employment Areas as well as impact the built form, siting requirements and character of these lands. Given the potential negative impacts resulting from the inappropriate removals of Employment Areas, it is recognized that there is a need to preserve such designated lands within Oxford County. It is also recognized that, under some circumstances, an Employment Area removal may be justified for planning and economic reasons, provided such decisions are made using a systematic approach and methodology.

As noted above, the P.P.S. 2024 includes a new definition of 'Employment Area' that narrows the scope of permitted uses to those directly related to 'manufacturing, research and development in connection with manufacturing, warehousing, good movement, associated retail and office, and ancillary facilities'. Changes to the designation of a site identified as "Employment" in the Oxford County O.P., that would allow for uses that are not permitted under the revised and more narrowed definition of Employment Area would be considered removal of lands from an Employment Area in accordance with the PPS, 2024. Section 2.8.2.5 of the P.P.S., 2024 states:

> "Planning authorities may remove lands from employment areas only where it has been demonstrated that:
>
> a) there is an identified need for the removal and the land is not required for employment area uses over the long term the proposed uses would not negatively impact the overall viability of the employment area by:
>   1. avoiding, or where avoidance is not possible, minimizing and mitigating potential impacts to existing or planned employment area uses in accordance with policy 3.5;
>   2. maintaining access to major goods movement facilities and corridors;
> b) existing or planned infrastructure and public service facilities are available to accommodate the proposed uses; and

c) the municipality has sufficient employment lands to accommodate projected employment growth to the horizon of the approved official plan."

Section 2.8.2.5 (above) builds on the previous Employment Area conversion policies as set out in section 1.3.2.5 of the P.P.S., 2020, with additional emphasis provided with respect to viability in terms of land use compatibility and access (2.8.2.5. (b), as well as new criteria requiring a municipality to ensure there is a sufficient amount of land supply of Employment lands over the long-term. As part of this study, a supplementary evaluation framework consisting of principles and criteria has been developed to be applied when evaluating potential Employment Area conversions. This evaluation framework reflects County O.P. planning policy objectives as well as local physical considerations regarding employment lands development, including but not limited to site characteristics (e.g. size, physical constraints, access, connectively and configuration), land-use compatibility issues, economic viability, infrastructure and municipal interests.

10.4.1 Employment Area Evaluation Criteria

Building on section 2.8.2.5 of the P.P.S., 2024 additional local criteria are recommended, which consider local Employment Area attributes and other matters that are not addressed by the Province. This includes local criteria related to site size, physical constraints, access, connectivity and configuration, land use compatibility issues, economic viability, infrastructure, and local municipal interests.

A key emphasis of the localized criteria relates to the quality of Employment Area lands. This approach recognizes that in certain circumstances an Employment Area removal may be recommended in the face of a localized or municipal-wide Employment Area land need shortfall by 2051 or beyond, if determined that the local site attributes of the subject lands do not support a feasible long-term outcome for industrial-type development. In contrast, a removal may not be deemed viable in the context of an Employment Area surplus if it is determined that the local site attributes of the subject lands support a feasible long-term outcome for industrial-type development.

Building on the above, the following localized Employment Area criteria are recommended to be applied in Oxford County in addition to the requirements set out in

section 2.8.2.5 of the P.P.S. 2024 when assessing sites for Employment Area removal. These include:

a. The site is located outside, or on the fringe of, an assembly of Employment Areas.

b. The site offers limited market supply potential for Employment Area development due to size, configuration, access, physical conditions, and/or servicing constraints, etc.

c. The removal of the proposed site to non-employment uses would not compromise the overall supply of large Employment Area sites at the Settlement Area level.

d. The request for removal demonstrates total job yield of the site can be maintained or improved.

e. The removal request is supported by Oxford County and applicable Area Municipal staff/Council and does not conflict with municipal interests and policies.

f. The removal of the site would not present negative cross-jurisdictional impacts that could not be overcome.

The above supplementary criteria are recommended to be used in addition to the criteria set out in section 2.8.2.5 of the P.P.S., 2024, when evaluating submissions and to provide an indication of whether or not a site is suitable for removal as an Employment Area within Oxford County. The criteria evaluation, paired with a qualitative assessment, is recommended to form staff recommendations on requests for Employment Area removals.

10.5 Planning for Employment in the County's Rural Settlement Areas and Rural Areas

The purpose of this section is to identify the demand for rural 'dry' industrial uses in the County and recommend potential options/approaches to proactively and comprehensively plan for industrial uses that are neither the best use of industrial lands in fully serviced settlement areas nor appropriate to locate in agricultural areas.

In Oxford, the matter of planning for such uses was raised at the September 27, 2023, meeting of the County Council, where the following direction was provided through resolution:

> …Therefore be it resolved that staff be directed to return a report outlining possible policy solutions for Oxford's Official Plan and the Provincial Policy Statement that would allow future development and would direct such uses to un-serviced land outside growth boundaries and along main transportation routes with the intent of better utilizing serviced land and transportation infrastructure.

In response to this request, County staff requested that an initial review of the need for such uses and related land use policy considerations be undertaken as a specific component of the study.

The pressure for municipalities to permit various industrial uses outside of existing designated settlement areas (i.e. on prime agricultural lands) is not new, or unique to Oxford, but seems to have increased in intensity in recent years. Such proposals could be partially a result of a shortage of suitable, available sites in designated settlements, which is a challenge that can be addressed to some extent through land use planning. However, many proposals are simply because a site (often a pre-determined site) outside of a designated settlement is preferred over a settlement location due to its location, lower land cost, lower development/servicing costs, etc. As agricultural land will generally always be less expensive than land that has already been planned, designated and/or approved for non-agricultural purposes, this latter motivation is not likely to go away. However, proactively planning for such uses would provide the opportunity for municipalities to direct such uses to appropriate settlement locations that have been determined through municipally-led comprehensive planning, and avoid the need for individual, site-specific proposals on a ‘one off’ basis.

This study provides a high-level demand and land needs assessment for rural ‘dry’ industrial-type employment uses in the County. The general approach is to:

- Recognize that a modest amount of rural dry-industrial lands may complement and support the County’s economic base by providing for employment opportunities that are not permitted in agricultural areas (i.e. not an agricultural use, agriculture-related use, or on-farm diversified use) and would also not be necessary and/or appropriate to be accommodated within fully-serviced settlement due to a variety of factors, such as limited or ‘dry’ servicing needs

(i.e. don't use and/or generate large quantities of water and/or wastewater), land extensive nature, incompatibility with other land uses (i.e. requiring large separation distances), etc.;

- Consider the types of sectors, uses, and forms of development that may be suitable for rural dry-industrial lands, considering a review of development trends and uses in the County and surrounding area (i.e. to serve as a starting point for further consideration and refinement through subsequent study);

- Review typical site configurations, locational characteristics, and policy frameworks in other municipalities and provide guidance to the County on appropriate scale and location criteria that would be reasonable to consider in identifying potential additional opportunities/sites for rural employment uses in the County (i.e. through a subsequent study).

This work is intended to provide the initial foundational analysis to support further County initiated study, in partnership with Area Municipalities, to identify appropriate locations and/or locational options for rural dry-industrial uses throughout Oxford and related P.P.S. and O.P. policy considerations.

10.5.1 P.P.S., 2024 Policy Direction

The P.P.S., 2024 generally requires that growth be directed to fully serviced settlements (i.e. serviced by municipal water and wastewater) to ensure the efficient use of land and infrastructure, support the creation of complete communities, protect agriculture land and other natural resources (e.g. natural features and water resources), and ensure that such growth can be sustainably serviced over the long term with no negative impacts.

In Oxford, all lands located outside of a designated settlement are a 'prime agricultural area', in accordance with the P.P.S., 2024. The P.P.S., 2024 policies for development in 'prime agricultural areas' limit permitted uses to 'agricultural uses', 'agriculture-related uses' and 'on-farm diversified uses'. The development of non-agricultural uses (i.e. any use that does not meet the definition of one of the above noted permitted uses) is discouraged and may only be considered for aggregate extraction and limited non-residential uses, subject to meeting various policy requirements (e.g. Minimum Distance Separation, demonstration of need and that there are no-alternative locations which avoid prime agricultural areas or are on lower priority lands, mitigation of impacts on surrounding land uses etc.). To ensure non-agricultural uses are directed to settlement

areas wherever possible, the P.P.S., 2024, makes it intentionally difficult for most non-agricultural uses to justify a location outside of a settlement area, and very few site-specific proposals can address all the applicable P.P.S., 2024, policy criteria.

To ensure the long term protection of the County's prime agricultural areas, the County should seek to avoid and/or discourage individual, site-specific proposals for non-agricultural uses, and associated piecemeal justification and review, to the greatest extent possible. To achieve this objective, the County and Area Municipalities should comprehensively and proactively plan for appropriate settlement area lands to direct and accommodate the demand for non-agricultural uses, including those that may not be appropriate to locate in a fully serviced settlement area.

10.5.2 County Official Plan Policies

All lands located outside of existing settlement areas in the County are generally designated as 'Agricultural Reserve' in the County Official Plan. Rural settlements include 'Serviced Villages' with both municipal water and wastewater services, 'Villages' with no municipal services or municipal water only, and 'Rural Clusters' with no municipal water or wastewater services. In the Agricultural Reserve, 'agricultural uses', as well as 'agriculture-related uses' and 'on-farm diversified uses' are the only permitted uses. Reflecting the P.P.S., 2024, the O.P. policies strongly discourage new non-agricultural uses in the Agricultural Reserve and require that they be directed to Serviced Villages as a first priority; however, uses that are suitable for development on partial services or private services may also be located in Villages or Rural Clusters.

The County has many existing examples of industrial, commercial and institutional uses and activities that provide important economic and employment opportunities in the rural area. Existing non-agricultural rural industrial uses may be found on single sites or in clusters of sites, often along provincial highways, County Roads or other major routes, intersections or activity areas and may be located within and, sometimes, outside of existing designated rural settlement areas (i.e. primarily existing legacy sites).

To proactively establish new rural dry-industrial lands/opportunity sites outside of an existing settlement area, an

O.P. Amendment would be required to change the land use designation from 'Agricultural Reserve' to an appropriate 'Settlement' designation to allow an identified site or area to be developed for such uses. The intent is that the proactive identification

of new areas for rural dry-industrial uses in the rural area would typically be demonstrated through a Settlement Area Boundary Expansion (S.A.B.E.)/Secondary Plan study (i.e. to justify the extent and location/direction of the new or expanded settlement area; identify appropriate land use designations and permitted uses; urban design standards; infrastructure needs/impacts; natural, cultural and agricultural resources and how they are to be protected; etc. consistent with the relevant policies of the P.P.S., 2024 and O.P) undertaken by the County, in partnership with Area Municipalities, or Area Municipality.

These studies (or one study) would result in recommendations on the appropriate land area, location, land use designations, policy criteria, and levels of servicing (i.e. full municipal services, partial municipal services, or private services) for the proposed lands and uses. Following completion of the secondary planning and servicing studies, an amendment to the O.P. would then be initiated by the County/Area Municipality to implement the findings and recommendations of the studies.

Industrial Uses in Rural Settlements

- O.P. Section 6.4 Industrial Uses in Rural Settlements - Policies apply to Villages and Serviced Villages. Serviced Villages have Industrial designations shown on their land use plans. Industrial uses, other than cottage industries, are not permitted with the Rural Cluster designation.[1]

- Permitted industrial uses will primarily consist of: assembling, manufacturing, fabricating, processing, repair activities, environmental industries, wholesaling, storage and warehousing industries, construction industries, communication, logistic and utility industries, transportation and cartage industries, and technological service industries.

- Ancillary showroom, retail, office and sales uses operating in association with a permitted use as set out above will be permitted but will be restricted by the Zoning By-Law to a percentage of the total floor area of the building.

[1] Cottage industry means a small-scale business conducted by a resident entirely within the confines of his or her own dwelling or accessory building, and may involve professional services, repairs, trades and the packaging, storage, distribution and assembly of finished products or parts from previously prepared materials. The business activity must be clearly secondary to the residential use of the property.

- Service Commercial uses, in accordance with the policies of Section 6.3.1.2, may be permitted within the Industrial designation for lands with direct frontage on a major road or a provincial highway or a county road as set out in Schedule C-4, County Transportation Network Plan through a site-specific zoning by-law amendment.

- Site-specific zoning may also permit areas of open space such as parks or athletic fields and uses that have characteristics or functional requirements similar to industry, such as public utilities and public works yards.

- The type of employment growth that is suitable in various rural settlement areas will be largely determined by the level of municipal water and/or wastewater servicing available within the settlement. Generally, the majority of industrial growth in the County's five Townships is to be accommodated in the County's Serviced Villages. However, the type and capacity of each water/wastewater system varies and some of the systems have limitations due to overall capacity constraints, the type of effluent that can be treated, the method/distance of conveyance, etc. "Dry industrial uses", which do not rely on large volumes of water and/or produce minimal liquid waste would be appropriately located in a settlement with partial or no municipal services.[1] Serviced settlement areas with servicing limitations may also be suitable locations for some 'dry' industrial type uses, provided that the location doesn't compromise the ability to sustainably service the remainder of the community or limit the future logical and efficient expansion of the settlement.

- A modest amount of forecast growth is expected to comprise rural dry-industrial uses that may be better suited or more appropriately located in settlements with limited full municipal services (e.g. where there are capacity constraints and/or constraints on the type of effluent), partial municipal services (i.e. water supply only), or no municipal services. Outside of Serviced Villages, industrial growth within the Townships is anticipated to represent up to 14% of the Township's industrial growth, which is to consist of dry-industrial uses. Two-thirds of the industrial growth outside of Serviced Villages is expected to occur in Unserviced Settlement Areas with the remaining in rural areas. Furthermore, within Serviced Villages, the expectation is that industrial growth will be accommodated on full municipal servicing, even if some of that growth may be 'dry' in nature.

As noted previously, to proactively identify additional lands for new rural dry-industrial uses would require an amendment to the O.P. (supported by further study and initiated by the County, in consultation and/or partnership with the Area Municipalities) to identify the location and area of such lands and establish appropriate permitted uses, policy criteria, and development standards, building upon and/or refining the initial criteria identified in subsection 10.5.3 of this Report.

Examples of 'dry' industrial uses:

- **Welding and Metal Fabrication:** These operations typically use minimal water for cooling or cleaning and produce limited liquid waste.
- **Agricultural Support Services:** Businesses that service the agricultural sector, such as farm equipment sales and repair and feed mills, often require limited water for their primary functions.
- **Warehousing and Distribution:** requiring larger sites but only limited/small-scale buildings for storing and distributing goods, often for local agricultural products or construction materials.
- **Small-scale manufacturing:** Shops that produce custom metalwork, furniture, accessory structures, or agricultural equipment. These uses may be operated as a cottage industry business or as an on-farm diversified use.
- **Contractor yards:** Storage and base of operations for construction companies, landscapers, electricians, or plumbers.

These uses tend to have low building coverage or gross floor area ratio, meaning a limited portion of the land is developed with buildings (i.e. there are large areas for parking, loading, outdoor storage/display, etc.). This results in minimal development charges and property taxes collected by the municipality, which do not justify the high cost of the initial capital investment for urban infrastructure (roads, water, sewer, etc.). These uses are estimated to generally generate an employment density of approximately 4 jobs per net hectare. In comparison, the average employment density assumed for industrial uses in the Serviced Villages is 7 to 10 jobs per net hectare, further details are provided in Chapter 9.

For the above noted reasons, the land needs assessment and policy recommendations in this report are only intended for rural 'dry' industrial uses that are also land extensive. Other rural 'dry' industrial uses that are not also land extensive (e.g. that have larger buildings, higher building coverage, and/or higher employment densities) should continue to be directed to industrial lands in fully serviced settlement areas (i.e. Serviced Villages).

10.5.3 Strategic Direction/Recommendations

It is anticipated that some limited settlement area expansions or, potentially, the designation of new rural industrial settlement areas (i.e. in very specific and limited circumstances), may potentially be required to accommodate a portion of the forecast employment growth. As such, it is recommended that the County consider incorporating additional review and locational criteria specific to rural dry-industrial uses into the O.P. to guide future planning for such uses, including, where necessary, the consideration of new or expanded settlements.

Recommended criteria for the County's further review/consideration include, but are not intended to be limited to, the following:

General criteria:

1. The type, scale, and form of use/development for any land identified and/or designated for rural dry-industrial lands should be appropriately limited to accommodate only rural dry-industrial uses that are land extensive (e.g. low building coverage and employment density). The County will need to develop policy direction to clearly differentiate the planned use of such lands from other industrial lands, so that they will serve their intended purpose and not conflict with, or undermine, the planned function of the fully serviced employment areas in the County.

2. Rural dry-industrial uses that are not land extensive (e.g. have larger buildings, higher building coverage, and/or higher employment densities) should continue to be directed to industrial lands in fully serviced settlement areas (i.e. Serviced Villages).

3. The first priority for locating rural dry-industrial uses should be existing industrial lands within fully serviced settlement areas with expected, long-term servicing

constraints (e.g. limited overall system servicing capacity, lands/areas with localized servicing capacity constraints, industrial lands/areas not expected to be serviced for many years, if at all, etc.).

4. The next priority for locating such uses should be existing industrial lands within partially or privately service settlements and/or suitable existing, non-agriculturally zoned lots outside of rural settlements.

5. Where such locations are clearly not available or adequate to accommodate the forecasted need for such uses, the County and Area Municipal should consider the need for expansion of existing rural settlement areas or, where deemed necessary, the establishment of a new rural settlement area.

To help ensure efficient use of land, support complete communities, and minimize potential for conflicts with agriculture, the County should continue to direct agriculture-related uses that do not require a rural location, and on-farm diversified uses that exceed the OP size, scale and/or use criteria, to appropriate settlement area locations, which could include rural dry-industrial lands.

Criteria for considering potential settlement area expansions to accommodate such uses:

1. Adjacent to an existing rural settlement – Serviced Village, Village, or Rural Cluster.

2. Direct access to a Provincial highway or County Road.

3. Lands are suitable for sustainable private services over the long-term, where such services are required/proposed to service new development.

4. Located to ensure compatibility with existing uses and represent a logical expansion of the settlement. Further, in the case of Serviced Villages, located in a manner that will also not prevent, or limit, the logical future expansion of the settlement to accommodate forecast growth.

5. In settlement areas not currently serviced by municipal water and/or wastewater, will not create pressure for, or expectation of, the future provision and/or extension of such services.

6. Shall meet all the P.P.S., 2024 criteria for settlement expansions – need for additional land, sufficient capacity in existing or planned infrastructure, evaluation of alternatives, minimum distance separation, impacts to agricultural systems, Agricultural Impact Assessment, and phased progression of urban development.

The potential designation of new settlement areas for rural dry-industrial uses should only be considered in very specific and limited circumstances where, in the opinion of the County and Area Municipality, the expansion of an existing settlement area is not the most suitable or appropriate land use planning option, taking into consideration the applicable criteria above, as well as such matters as proximity/access to major transportation corridors (i.e. major highways, railways, etc.), potential to complement/expand upon an existing cluster of non-agricultural uses, and incompatibility with other settlement area land uses (i.e. due to odour, dust, noise, etc.).

Appendices

Appendix A
Provincial Planning Policy

Appendix A: Provincial Planning Policy

Appendix A provides additional details related to Section 2.1.3.1 on how the growth forecast and land needs assessment approach used for this study is consistent with the requirements of the proposed Updates to Provincial Projection Methodology Guidelines (P.M.G.).

Chapter 1: Introduction

- The P.M.G. states that population growth projections are informed by the P.P.S., 2024, specifically Policy 2.1.1 and 2.1.2. which are discussed in Chapter 2.1.1 of this report. In developing the growth forecast, the Ontario M.O.F. Population Projections for Ontario, Southern Ontario and the Oxford County C.D. were reviewed in Chapter 6 of this study. The population forecast to 2051 established in this study for Oxford County is consistent with the 2024 M.O.F. projections to 2051. [1, 2]

Chapter 2: Establishing Municipal Population Projection:

- Population Step 1 of the P.M.G. establishes the approach for municipal projections. Municipalities are guided to disaggregate the C.D. forecast established through Policy 2.1.1 of the P.P.S. by developing a lower and upper population projection range based on two recommended methods. Population share (Method A) is based on a municipality's population share of the C.D., and growth share (Method B) is based on the municipality's share of population growth within the C.D. Municipalities also have the flexibility to modify their projection based on local conditions.

- Population Step 2 of the P.M.G. states that a population projection by age cohort needs to be developed to inform the development of housing forecasts. The

[1] The Oxford County Growth Analysis and Land Needs Assessment technical work was undertaken under the 2024 M.O.F. projections. The 2025 M.O.F. projections for the County were released in August 2025 after the work was completed.
[2] It is important to note that P.M.G. Population Step 2 states that "M.OF projections do not reflect local characteristics regarding existing and planned infrastructure capacity or availability, economic and planning assumptions, information from official plans or locally prepared projections. Therefore, the local context is helpful in supplementing the M.O.F. projections."

P.M.G. recommended approach to forecast population by age group is based on an extrapolation of consecutive five-year periods within the previous 10 years. An alternative approach based on the more complex cohort-survival model, which accounts for births, death and net migration, may also be undertaken.

- This study utilizes the cohort-survival forecast methodology, with further details provided in Appendix B. The County-wide population allocations by Area Municipality are based on a number of supply and demand factors, which includes a review of historical Statistics Canada population and housing growth trends. Additional details are provided in Chapter 6 of this report **Watson is consistent with the approach identified in Chapter 2 of the P.M.G.**

Chapter 3: Developing Housing Needs Forecasts

- Housing Step 1 recommends age-specific headship rates are applied to municipal-level population projections to project total housing needs.

- Housing Step 2 recommends that municipalities should adjust total housing needs to reflect local housing market factors that may impact the number and type of units needed.

- Housing Step 3 states that planning authorities shall establish and implement minimum intensification and redevelopment targets within the built-up area.

- As part of this study, a headship rate analysis by age cohort was undertaken to forecast future housing needs for the County, which were allocated by Area Municipality (see Chapter 4.5.3, Appendix B and Appendix C). The total housing forecast in this study was identified by housing structure type based on broader and local market factors, such as building permit data, active development applications, demographic trends (i.e. aging of the population), housing affordability, and increasing demand for rental housing (see Chapters 3.5, 4.4 and 4.5). A detailed residential intensification supply analysis was undertaken (see Chapter 6) which helped inform the B.U.A. forecast and intensification targets for the County and its Area Municipalities (see Chapter 8). **Watson is consistent with the methodology established in Chapter 3 of the P.M.G. for this study**.

Chapter 4: Developing Employment Forecasts

- Employment Step 1, establishes the recommended approach to calculating employment by applying the municipal activity rate to the population projections.

- Employment Step 2, states that municipalities should make adjustments to the total employment forecast established in Employment Step 1 based on local factors and data.

- Employment Step 3 provides direction to categorize the total employment forecast by land-use category: General Employment, Employment Land Employment and Rural Employment.

- Employment Step 4 lays out the recommended approach planning for employment intensification in the built-up area through consideration of recent building permit data and development applications to assist with understanding market absorption and intensification potential.

- The employment forecast in this study was developed based on the activity rate method by employment sector (primary, industrial, commercial, institutional, work at home and no fixed place of work) as a base, and adjusted based on key macro economic and regional growth assumptions, and local municipal factors through consultation with County and Area Municipal staff (refer to Chapter 3, 4.4, 4.5.5, Appendix B and Appendix C). The employment forecast was further allocated by Community Area and Employment Area employment for the purposes of land needs assessment (refer to Chapters 8 and 9). Based on this, **Watson has applied the appropriate employment forecast methodology in line with Chapter 4 of the P.M.G. for this study**.

Chapter 5: Land Needs Assessment (L.N.A.)

- The P.M.G. allows for one of three methods to be utilized in a L.N.A., including the option of a simplified method, to identify the quantity of land needed for housing and jobs, considering Employment Area land needs separately from other employment land needs. Each method is consistent with policy direction in the P.P.S., 2024 and considers available data and local conditions. Provided below is a summary of the three methods.

- **Method 1** is based on determining the total number of residents and jobs identified to be accommodated on designated lands by the planning horizon and

dividing that amount by the municipality-established appropriate gross density target. The result is the quantity of gross land needs by land-uses type (residential, general employment and Employment Areas). This density-based method is particularly useful for municipalities that plan their growth around specific density targets for residents and jobs. It is especially effective in mixed-use environments where it's challenging to separate residential and non-residential land because of multiple uses on a single site.

- **Method 2** requires municipalities to assess multiple net densities by land use, based on standard industry and land use planning practices, which then adjusted to account for gross land needs. Utilizing this approach would provide an outcome that would provide details on lands required in planning for residential, general employment and Employment Areas. Community Areas which include residential and general employment (commercial and institutional uses) are isolated with separate densities, rather than blended as identified in Method 1. **Watson has carried out this method for this study.** Details have been provided on the long-term land requirements for residential and commercial/institutional uses in this study. For simplicity, Watson has used an employment density assumption for general employment instead of using Floor Space Per Worker (F.S.W.) and Floor Space Index (F.S.I.) as identified in the proposed P.M.G. document.

- **Method 3** is a simplified approach that allows municipalities to use either Method 1 or 2 to develop housing needs with a simplified approach for accounting for employment. General employment (outside of the Employment Area) is factored in based on adding a percentage for jobs to the people and jobs total, while Employment Area is separated based on density (i.e. jobs per hectare). According to the P.M.G. document, smaller and more rural municipalities are advised to use this method, where there are resources and capacity constraints in undertaking the work required for methods 1 or 2 (e.g undertaking detailed employment surveys). This method would largely assume that a robust employment forecast or limited has not been prepared.

Appendix B
Growth Projections Approach/Methodology

Appendix B: Growth Projections Approach/Methodology

Approach and Methodology

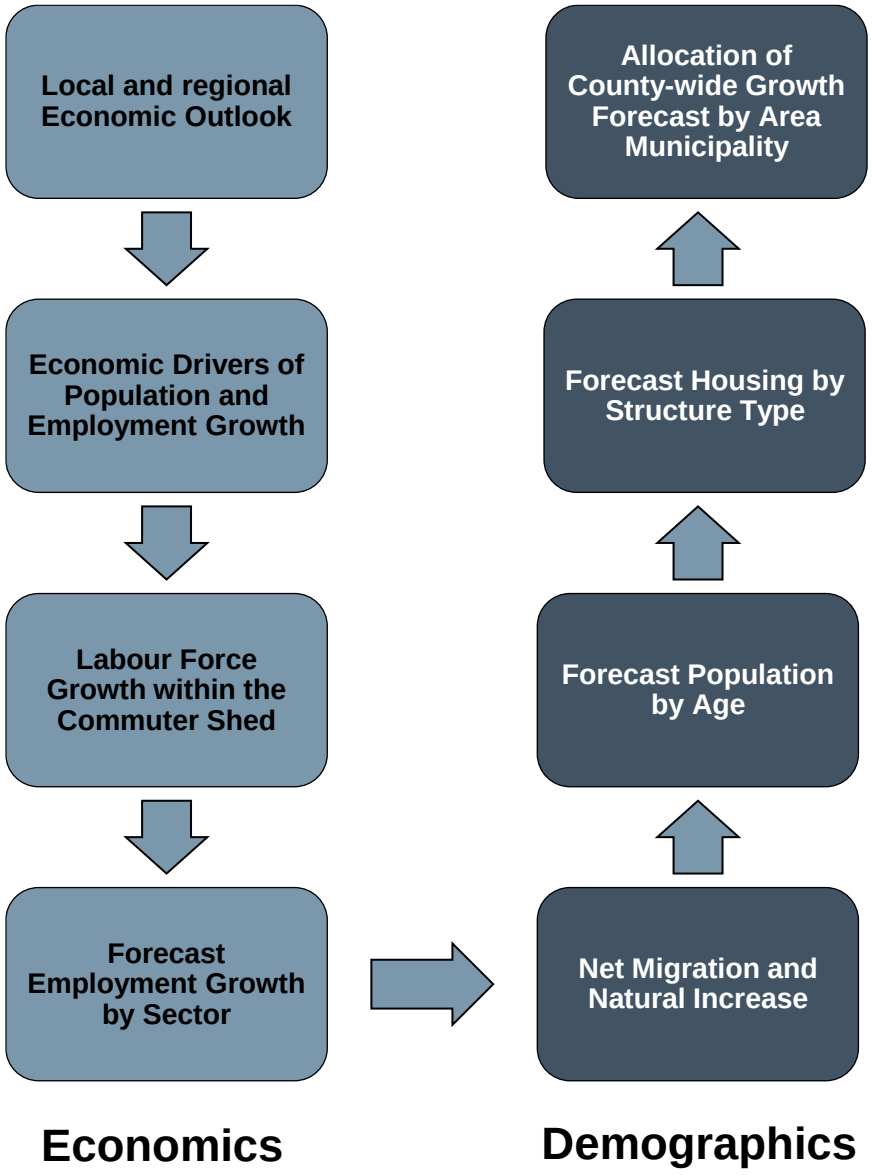
The population, household, and employment forecast methodology adopted for this study utilizes a combined forecasting approach that incorporates both the traditional "top-down" cohort-survival forecast methodology (i.e. population by age-cohort) and a "bottom-up" household formation methodology. This combined approach is adopted to ensure that both regional economic/demographic trends and local housing market conditions are adequately assessed in developing the long-term growth potential for Oxford County and its Area Municipalities.

B.1 Economic Base Model

Local/regional economic activities can be divided into two categories: those that are "export-based," and those that are "community-based." The export-based sector comprises industries (i.e. economic clusters) that produce goods that reach markets outside the community (e.g. agriculture and primary resources, manufacturing, research and development). Export-based industries also provide services to temporary and second-home residents of Oxford County (hotels, restaurants, tourism-related sectors, colleges, and universities) or to businesses outside the region (specialized financial and professional, scientific and technical services). Community-based industries produce services that primarily meet the needs of the residents in the County (retail, medical, primary and secondary education, and personal and government services). Ultimately, future permanent population and housing growth within Oxford County has been determined in large measure by the competitiveness of the export-based economy within the County and the surrounding market area.

On the other hand, population growth in the 65+ cohort will continue to be largely driven by the aging of the County's existing population and, to a lesser extent, the attractiveness of the County to older adults and seniors through net migration. The approach is illustrated schematically in Figure B-1.

Figure B-1
Population and Household Projection Model



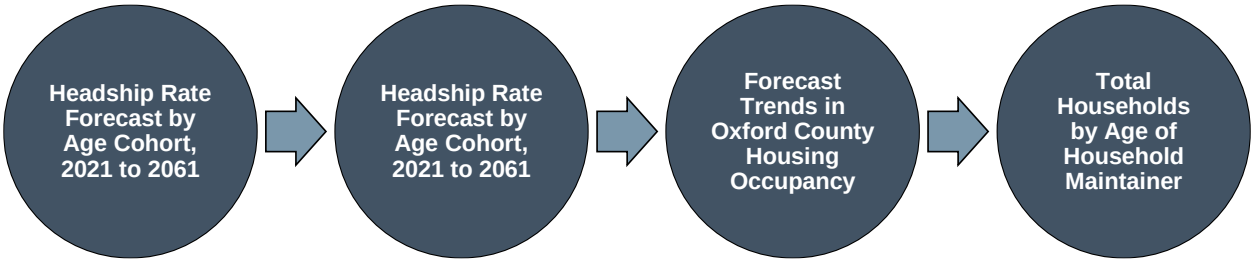
B.2 Cohort-Survival Population and Household Forecast Methodology

The cohort-survival population forecast methodology uses as its base, population age groups by sex, and ages each group over time, taking into consideration age-specific death rates and age-specific fertility rates for the female population in the appropriate years (to generate new births). To this total, an estimated rate of net migration is added (in-migration to the municipality, less out-migration, by age group).

Forecast trends in population age structure provide important insights with respect to future housing needs based on forecast trends in average household occupancy. Total housing growth is generated from the population forecast by major age group using a headship rate forecast.

A headship rate is defined as the number of primary household maintainers or heads of households by major population age group (i.e. cohort). Average headship rates do not tend to vary significantly over time by major age group; however, the number of maintainers per household varies by population age group. For example, the ratio of household maintainers per total housing occupants is higher on average for households occupied by older cohorts (i.e. 55+ years of age) as opposed to households occupied by adults 29 to 54 years of age. This is important because, as Oxford County's population ages, the ratio of household maintainers is anticipated to increase. The average headship rate represents the inverse of the average number of persons per unit (P.P.U.). As such, as the County's population ages over time, the average P.P.U. is forecast to steadily decline as the ratio of household maintainers per total housing occupants increases. Figure B-2 summarizes the cohort-survival forecast methodology, which is a provincially accepted approach to projecting population and corresponding total household formation.[1]

Figure B-2
Cohort-Survival Population and Household Forecast Methodology



This forecasting approach has been developed with consideration to the provincial 1995 Projection Methodology Guideline (P.M.G.) [2], proposed P.M.G. and industry best practices. This approach focuses on the rate of historical housing construction in Oxford County and the surrounding area, adjusted to incorporate supply and demand factors by geographic area, such as servicing constraints, housing units in the development

[1] Projection Methodology Guideline. A Guide to Projecting Population, Housing Need, Employment and Related Land Requirements. 1995.
[2] Ibid.

process, and historical housing demand. Population is then forecast by developing assumptions on average household size by unit type, taking into consideration the higher average occupancy of new housing units and the decline in P.P.U. over time within existing households.

B.3 Employment Forecast

The long-term employment growth potential for Oxford County has been developed from the labour force growth forecast, which considers both the rate and age structure of forecast labour-force growth over the 2021 to 2061 planning horizon. A long-term employment growth forecast by major employment sector/category (i.e. primary, industrial, commercial, institutional, work at home) was then established using the employment "activity rate" method.[1]

When forecasting long-term employment, it is important to understand how employment growth in Oxford County by major employment category (i.e. industrial, commercial, and institutional) is impacted by forecast labour-force and population growth. Population-related employment (i.e. retail, schools, services, and commercial) is generally automatically attracted to locations convenient to residents. Typically, as the population grows, the demand for population-related employment also increases, to service the needs of the local community. Forecast commercial and institutional activity rates have been based on historical activity rates and employment trends, as well as future commercial and institutional employment prospects within a local and regional context. Similar to population-related employment, home-based employment is also anticipated to generally increase in proportion to population growth.[2]

Industrial and office commercial employment (export-based employment), on the other hand, is not closely linked to population growth and tends to be more influenced by broader market conditions. This includes, but is not limited to, economic competitiveness, transportation access, access to labour, and distance to employment

[1] An employment activity rate is defined as the number of jobs in a municipality divided by the number of residents.
[2] Due to further advancements in telecommunications technology, it is anticipated that home-based employment activity rates may increase over the forecast period for the County.

markets) and local site characteristics.[1] As such, industrial employment (employment land employment) is not anticipated to increase in direct proportion to population growth and has been based on a review of the following:

- Macro-economic trends influencing industrial and employment land development (i.e. industrial employment) within Oxford County and the surrounding market area);
- Historical employment trends (i.e. review of established and emerging employment clusters), non-residential construction activity, and recent employment land absorption rates; and
- Availability of serviced industrial and employment land supply (i.e. shovel-ready industrial and employment land) and future planned greenfield development opportunities on vacant designated industrial and employment lands within Oxford County and the surrounding market area

[1] Local site characteristics include, but are not limited to, servicing capacity, highway access and exposure, site size/configuration, physical conditions, and site location within existing and future industrial lands and Employment Areas throughout Oxford County and the surrounding market area.

Appendix C
County-wide Population, Housing and Employment Forecast Details

Appendix C: County-wide Population, Housing and Employment Forecast Details

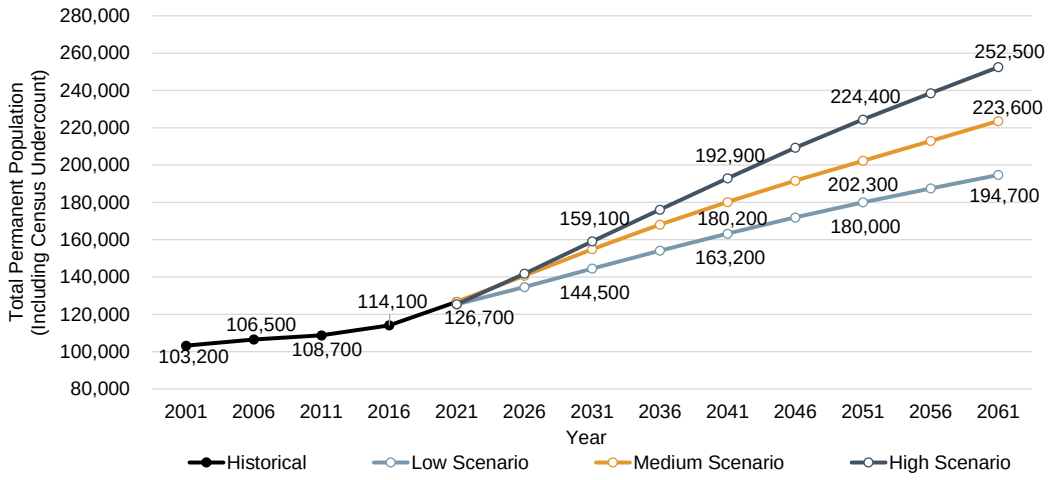
Oxford County Total Population and Employment Growth Forecast Scenarios

Building on the driving factors contributing to long-term population and employment growth in Section 4, Figure 4-7Figure C-1 summarizes each of the long-term population growth scenarios for Oxford County to the year 2061. Key observations are as follows:

- Oxford County population grew from 103,200 in 2001 to 126,700 in 2021, representing a steady population growth over the 20-year period.
- Under the Low Growth Population Growth Scenario forecast, the County's population is expected to reach 194,700 by 2061, representing an average annual growth rate of 1.1%, which is slightly higher than the 1.0% the County has historically achieved over the past two decades.
- Under the Medium Growth Population Scenario, Oxford County's population is projected to reach 223,600 by 2061, achieving an average annual growth rate of 1.6% over the next four decades. This scenario is consistent with the Fall 2024 M.O.F. projections for Oxford County to 2051.
- Under the High Growth Population Scenario, the County's population is expected to reach 252,500 by 2061, representing the most optimistic growth trajectory, significantly higher than historical growth rates, achieving an annual growth rate of 1.8%.

These observations indicate a range of plausible long-term population growth outlooks for Oxford County, each providing potential long-term outcomes with respect to population growth and corresponding housing needs for the County.

Figure C-1
Oxford County
Total Population, 2001 to 2061

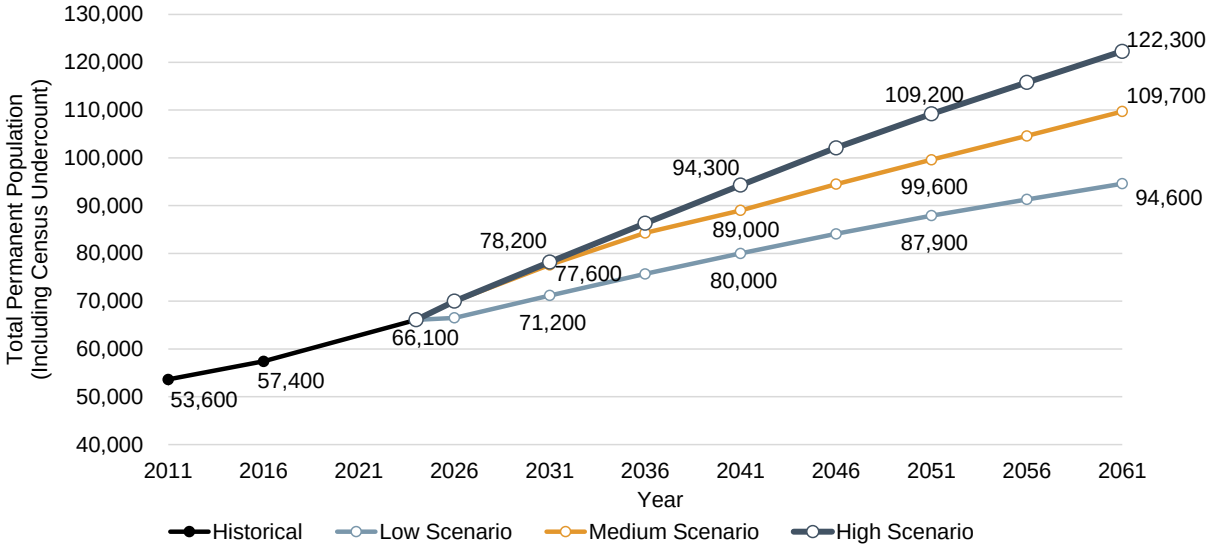


Note: Population includes net Census undercount estimated at 4.1% and figures have been rounded.
Source: Historical 2001 to 2021 data derived from Statistics Canada Table 17-10-0152-01; forecast prepared by Watson & Associates Economists Ltd.

Each of the population growth scenarios provided in C-1 indicate that the long- term population growth outlook for Oxford County will be strong relative to population growth trends the County has experienced over the past two decades and beyond.

Building on the population and housing growth scenarios as well as key macro and regional growth assumptions discussed throughout Chapter 3 and in section 4.2, a revised long-term employment growth forecast has been prepared for Oxford County in comparison with recent historical trends. As summarized in C-2, by 2061, the employment base for the County is forecast to increase by a broad range between 28,500 to 56,200 employees, reaching 94,600 to 122,300 total jobs by 2061. Of the three long-term employment growth scenarios, the Recommended Employment Growth Scenario represents the most plausible long-term employment forecast for Oxford County, considering our review of macro, regional, and local economic trends as well as the County's recommended long-term population growth forecast, as provided in section 4.5.

Figure C-2
Oxford County
Employment Forecast Comparison, 2011 to 2061



Note: Figures have been rounded. Total employment figures include work at home and no fixed place of work. Statistics Canada 2021 Census place of work employment data has been reviewed and has not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Source: 2011 to 2016 derived from Statistics Canada Census data; forecast prepared by Watson & Associates Economists Ltd.

Of the three long-term population growth scenarios, the Medium Scenario has been determined as the Recommended Growth Scenario for the following reasons:

1. The Recommended Growth Scenario represents an ambitious, yet plausible rate of future population growth relative to historical trends, considering recent and forecast immigration levels expected for Canada and Ontario over the next several years and longer-term population growth forecasts for the Province.

2. Population growth in Oxford County will continue to be largely driven by net migration (immigration) of working-age adults. Forecast near- and long-term trends in net migration are ambitious, but plausible, for the purposes of long-range planning within the context of federal immigration targets anticipated, population growth rates and migration patterns across Southern Ontario.

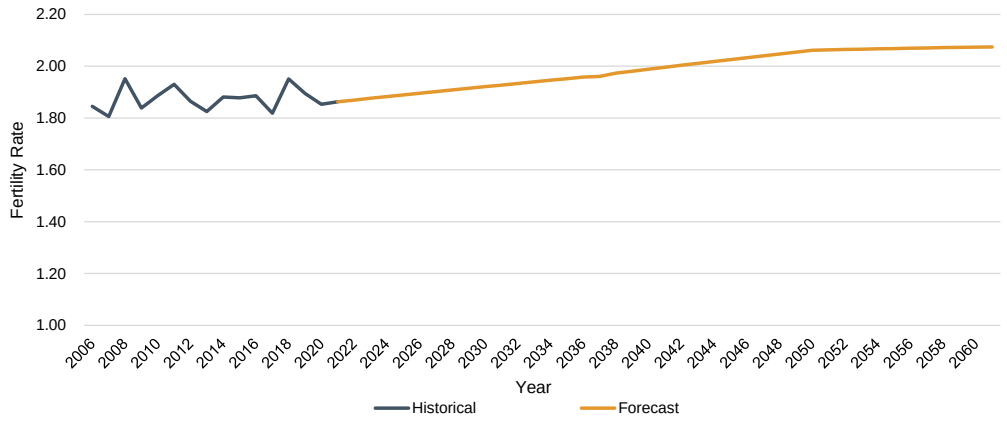
3. The forecast level of annual new housing development required to accommodate the recommended population growth forecast for Oxford County represents an ambitious outlook in housing activity relative to historical trends.

Oxford County Medium (Recommended) Growth Forecast Scenario

Appendix C provides the following additional growth forecast information for the Recommended Growth Forecast to 2061:

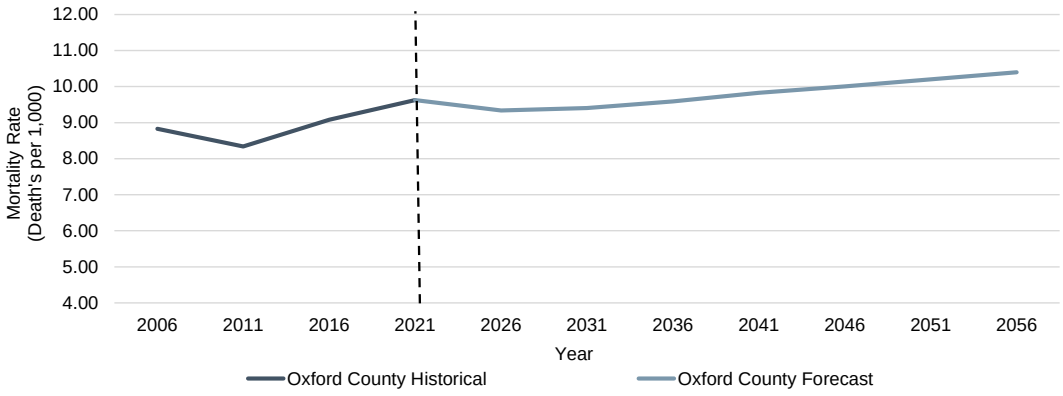
- Fertility and mortality rates.
- Components of population growth (i.e. natural increase and net migration).
- Net migration by major age cohort.
- Population forecast by major age cohort.
- Headship rates by major age cohort.
- County-wide population, housing and employment forecast.

Figure C-3
Oxford County
Recommended Growth Forecast
Fertility Rates, 2021 to 2061



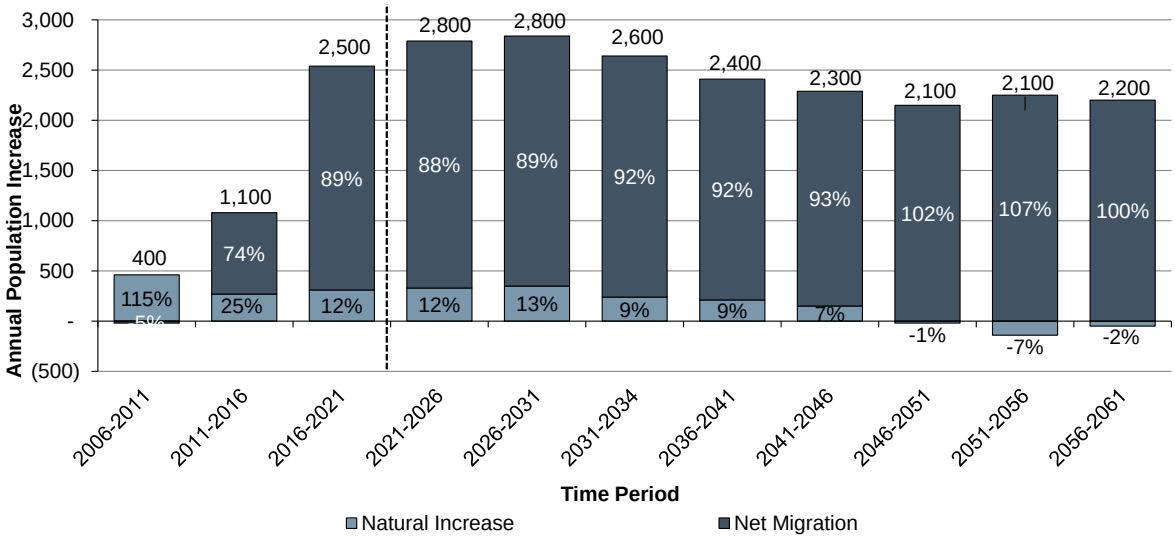
Note: Province of Ontario fertility rate forecast (reference scenario) is assumed to increase from 1.27 in 2022 to a range between 0.98 to 1.58 in 2051, in accordance with the Ministry of Finance (M.O.F.), Ontario Population Projections Update, Fall 2024.
Source: Historical fertility rate data by age of mother provided by Vital Statistics, Ontario, Office of the Registrar General. Total fertility rate data provided by Statistics Canada Demography Division (Catalogue no. 91C0005). Fertility rate forecast prepared by Watson & Associates Economists Ltd.

Figure C-4
Oxford County
Recommended Growth Forecast
Mortality Rates, 2021 to 2061



Source: Statistics Canada Demography Division (Catalogue no. 91C0005). Oxford County mortality rate from 2021 to 2061 forecast prepared by Watson & Associates Economists Ltd., based on a review of Ontario Ministry of Finance Population Projections.

Figure C-5
Oxford County
Recommended Growth Forecast
Components of Population Growth, 2001 to 2051



Note: Figures have been rounded and may not add up precisely. Population figures include a net Census undercount.
Source: Historical data derived from Statistics Canada Table 17-10-0136-01; forecast by Watson & Associates Economists Ltd.

Figure C-6a
Oxford County
Historical and Forecast Net Migration by Age Cohort, Medium Scenario, 2021 to 2061

Cohort	2021-2026	2026-2031	2031-2036	2036-2041	2041-2046	2046-2051	2051-2056	2056-2061
0-19	3,100	2,800	2,700	2,300	2,400	2,600	2,600	2,400
20-34	3,600	3,700	3,600	3,300	3,200	3,300	3,400	3,400
35-44	2,400	2,600	2,500	2,400	2,400	2,500	2,600	2,500
45-54	1,200	1,300	1,300	1,300	1,300	1,400	1,400	1,500
55-74	2,000	2,000	1,900	1,700	1,500	1,400	1,400	1,300
75+	100	100	100	100	100	-	100	-
Total	**12,400**	**12,600**	**12,200**	**11,200**	**10,800**	**11,200**	**11,500**	**11,200**

Figure C-6b
Oxford County
Historical and Forecast Net Migration Shares by Age Cohort, Medium Scenario, 2021 to 2061

Cohort	2021-2026	2026-2031	2031-2036	2036-2041	2041-2046	2046-2051	2051-2056	2056-2061
0-19	25%	23%	22%	21%	22%	23%	23%	22%
20-34	29%	29%	29%	30%	30%	30%	30%	30%
35-44	20%	21%	21%	22%	22%	22%	22%	23%
45-54	10%	11%	11%	12%	12%	12%	12%	13%
55-74	16%	16%	16%	16%	14%	13%	12%	12%
75+	1%	1%	1%	1%	1%	<1%	1%	<1%
Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**

Note: Figures have been rounded.
Source: 2006 to 2021 derived from Statistics Canada Census and Demography Division data, and 2021 to 2051 forecast by Watson & Associates Economists Ltd.

Figure C-7a
Oxford County
Population Forecast by Major Age Group, Medium Scenario, 2021 to 2061

Cohort	2006	2011	2016	2021	2026	2031	2036	2041	2046	2051	2056	2061
0-19	27,700	26,900	27,000	29,700	33,700	37,200	39,500	41,000	42,300	43,200	44,800	47,000
20-34	19,600	19,700	20,900	23,800	24,300	23,500	24,400	27,200	30,100	32,300	33,400	34,300
35-44	15,900	13,700	13,900	16,100	20,400	25,200	26,700	24,800	24,100	25,900	28,300	30,200
45-54	15,700	17,000	15,800	14,900	16,200	19,000	23,400	28,000	29,500	27,700	27,100	28,900
55-64	11,600	13,700	15,800	17,600	17,100	16,400	17,700	20,400	24,600	29,000	30,400	28,700
65-74	8,100	9,200	11,400	13,800	16,000	17,700	17,300	16,700	17,800	20,200	24,000	28,000
75+	7,900	8,400	9,300	10,800	13,000	15,900	19,100	22,000	23,200	24,000	24,900	26,600
Total	**106,500**	**108,700**	**114,100**	**126,700**	**140,700**	**154,900**	**168,200**	**180,200**	**191,600**	**202,300**	**212,900**	**223,600**

Figure C-7b
Oxford County
Population Forecast Shares by Major Age Group, Medium Scenario, 2021 to 2061

Cohort	2006	2011	2016	2021	2026	2031	2036	2041	2046	2051	2056	2061
0-19	26%	25%	24%	23%	24%	24%	23%	23%	22%	21%	21%	21%
20-34	18%	18%	18%	19%	17%	15%	15%	15%	16%	16%	16%	15%
35-44	15%	13%	12%	13%	15%	16%	16%	14%	13%	13%	13%	13%
45-54	15%	16%	14%	12%	11%	12%	14%	16%	15%	14%	13%	13%
55-64	11%	13%	14%	14%	12%	11%	11%	11%	13%	14%	14%	13%
65-74	8%	8%	10%	11%	11%	11%	10%	9%	9%	10%	11%	13%
75+	7%	8%	8%	8%	9%	10%	11%	12%	12%	12%	12%	12%
Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**

Note: Population includes Census undercount of approximately 4.1%. Figures may not add precisely due to rounding.
Source: 2006 to 2021 derived from Statistics Canada Census and Demography Division data; 2021 to 2061 derived by Watson & Associates Economists Ltd.

Figure C-8
Oxford County
Housing Headship Rates, 2021 to 2061

Cohort	2006	2011	2016	2021	2026	2031	2036	2041	2046	2051	2056	2061
15-24	8%	8%	8%	6%	6%	6%	6%	6%	6%	6%	6%	6%
25-34	42%	43%	42%	39%	39%	39%	39%	39%	39%	39%	39%	39%
35-44	52%	52%	51%	49%	49%	49%	49%	49%	49%	49%	49%	49%
45-54	54%	53%	56%	54%	54%	54%	54%	54%	54%	54%	54%	54%
55-64	54%	56%	56%	56%	56%	56%	56%	56%	56%	56%	56%	56%
65-74	59%	61%	59%	58%	58%	58%	58%	58%	58%	58%	58%	58%
75+	64%	64%	62%	62%	62%	62%	62%	62%	62%	62%	62%	62%
Total	37%	**38%**	**39%**	**38%**	**38%**	**38%**	**39%**	**39%**	**39%**	**40%**	**40%**	**40%**

Source: 2006 to 2021 derived from Statistics Canada Census data; 2021 to 2051 by Watson & Associates Economists Ltd.

Figure C-9
Oxford County
Population and Household Forecast, Medium Scenario, 2021 to 2061

Year	Population (Excluding Census undercount)	Population (Including Census undercount)[1]	Singles & Semi-Detached Households	Multiple Dwelling Households[2]	Apartment Households[3]	Total Households	Persons Per Unit (P.P.U.) with undercount
2011	115,300	110,900	34,610	3,465	6,185	44,260	2.61
2016	110,900	115,300	34,610	3,465	6,185	44,260	2.61
2021	121,600	126,700	36,790	3,990	7,030	47,810	2.65
2026	135,200	140,700	39,695	5,525	8,395	53,615	2.62
2031	148,900	154,900	43,060	6,615	9,690	59,365	2.61
2036	161,600	168,100	46,265	7,710	11,005	64,980	2.59
2041	173,200	180,200	49,175	8,780	12,310	70,265	2.56
2046	184,200	191,600	51,845	9,875	13,630	75,350	2.54
2051	194,400	202,300	54,310	11,025	14,995	80,330	2.52
2056	204,600	212,900	56,595	12,260	16,430	85,285	2.50
2061	214,900	223,600	58,475	13,490	17,810	89,775	2.49
2011 - 2021	11,400	10,700	2,180	525	845	3,550	-
2021 - 2031	27,300	28,200	6,270	2,625	2,660	11,555	-
2021 - 2041	51,600	53,500	12,385	4,790	5,280	22,455	-
2021 - 2051	72,800	75,600	17,520	7,035	7,965	32,520	-
2021 - 2061	93,300	96,900	21,685	9,500	10,780	41,965	-

Notes: Figures may not sum precisely due to rounding
[1] Census undercount estimated at approximately 4.1%.
[2] Includes townhouses and apartments in duplexes.
[3] Includes bachelor, 1-bedroom, 2-bedroom+ apartment units and secondary units.
Source: 2011 to 2021 derived from Statistics Canada Census data. 2021 to 2061 by forecast by Watson & Associates Economists Ltd.

Figure C-10
Oxford County
Employment Forecast, Medium Scenario, 2024 to 2061

Period	Population Including Undercount	Primary Employment	Work at Home Employment	Industrial Employment	Commercial/ Population Related Employment	Institutional Employment	N.F.P.O.W.[1] Employment	Total Employment (Including N.F.P.O.W.)	Activity Rate
2011	108,400	1,560	4,805	19,855	13,940	7,875	5,507	53,542	49%
2016	116,000	1,375	4,845	23,280	14,475	7,655	5,729	57,359	49%
2024	135,200	1,375	6,045	27,094	16,180	7,985	7,443	66,122	49%
2026	140,700	1,375	6,320	28,830	17,220	8,510	7,760	70,015	50%
2031	155,000	1,375	7,030	32,040	19,030	9,450	8,690	77,615	50%
2036	168,100	1,380	7,630	34,950	20,680	10,250	9,430	84,320	50%
2041	180,100	1,380	8,190	36,220	22,150	10,970	10,110	89,020	49%
2046	191,700	1,380	8,730	38,300	23,590	11,710	10,790	94,500	49%
2051	202,400	1,380	9,280	40,180	24,930	12,390	11,420	99,580	49%
2056	212,800	1,380	9,780	42,050	26,270	13,080	12,070	104,630	49%
2061	223,600	1,380	10,330	43,900	27,660	13,760	12,730	109,760	49%
2011 - 2016	7,600	-185	40	3,425	535	-220	222	3,817	-
2016 - 2024	19,200	0	1,200	3,814	1,705	330	1,714	8,763	-
2024 - 2031	19,800	0	985	4,946	2,850	1,465	1,247	11,493	-
2024 - 2041	44,900	5	2,145	9,126	5,970	2,985	2,667	22,898	-
2024 - 2051	67,200	5	3,235	13,086	8,750	4,405	3,977	33,458	-
2024 - 2061	88,400	5	4,285	16,806	11,480	5,775	5,287	43,638	-

[1] Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as "persons who do not go from home to the same work place location at the beginning of each shift." Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.
Note: Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.eSource: 2011 to 2016 data from Statistics Canada Census. 2024 to 2061 forecast by Watson & Associates Economists Ltd.

Appendix D
Population, Housing and Employment Allocations

Appendix D: Population, Housing and Employment Allocations

Figure D-1
Oxford County
Household Forecast by Area Municipality and Settlement Area, 2021 to 2061

Area	Low Density	Medium Density[1]	High Density[2]	Total
Woodstock	**7,825**	**4,325**	**6,200**	**18,345**
Ingersoll	**2,015**	**630**	**955**	**3,605**
Tillsonburg	**4,920**	**2,440**	**1,945**	**9,305**
Blandford-Blenheim	**1,055**	**255**	**180**	**1,490**
Serviced Villages	840	255	180	1,275
Unserviced Settlement Area and Remaining Rural Areas	220	0	0	220
Norwich	**1,750**	**325**	**565**	**2,640**
Serviced Village	1,350	325	565	2,240
Unserviced Settlement Area and Remaining Rural Areas	400	0	0	400
East Zorra-Tavistock	**1,820**	**475**	**260**	**2,555**
Serviced Villages	1,620	475	260	2,355
Unserviced Settlement Area and Remaining Rural Areas	200	0	0	200
South-West Oxford	**995**	**210**	**85**	**1,290**
Serviced Village	780	210	85	1,075
Unserviced Settlement Area and Remaining Rural Areas	215	0	0	215
Zorra	**1,300**	**840**	**595**	**2,735**
Serviced Villages	1,020	840	595	2,455
Unserviced Settlement Area and Remaining Rural Areas	280	0	0	280
Oxford County	**21,680**	**9,500**	**10,785**	**41,965**

Notes:
[1] Includes townhouses and apartments in duplexes.
[2] Includes bachelor, 1-bedroom, 2-bedroom+ apartment units and secondary units.
Figure may not sum precisely due to rounding.
Source: 2021 to 2061 forecast by Watson & Associates Economists Ltd.

Figure D-2
Oxford County Employment Forecast by Area Municipality and Settlement Area,
2024 to 2061

Area	Industrial	Commercial	Institutional	Primary	Work at Home	No Fixed Place of Work[1]	Total
Woodstock	**9,660**	**5,920**	**3,360**	**0**	**1,210**	**2,450**	**22,590**
Ingersoll	**3,540**	**1,340**	**540**	**0**	**310**	**520**	**6,250**
Tillsonburg	**2,110**	**2,840**	**1,370**	**0**	**590**	**1,070**	**7,980**
Blandford-Blenheim	**420**	**150**	**60**	**0**	**280**	**120**	**1,040**
Fully Serviced Urban/Rural Settlements	370	110	50	0	280	120	930
Unserviced Settlement Area and Remaining Rural Areas	50	40	10	0	0	0	100
Norwich	**340**	**500**	**120**	**0**	**520**	**410**	**1,890**
Fully Serviced Urban/Rural Settlements	300	450	110	0	470	370	1,700
Unserviced Settlement Area and Remaining Rural Areas	40	50	10	0	50	40	190
East Zorra-Tavistock	**310**	**330**	**190**	**0**	**470**	**280**	**1,590**
Fully Serviced Urban/Rural Settlements	280	300	180	0	450	280	1,490
Unserviced Settlement Area and Remaining Rural Areas	30	30	10	0	20	10	100
South-West Oxford	**220**	**120**	**50**	**0**	**330**	**200**	**910**
Fully Serviced Urban/Rural Settlements	200	90	50	0	320	190	850
Unserviced Settlement Area and Remaining Rural Areas	20	30	0	0	10	10	70
Zorra	**210**	**270**	**70**	**0**	**570**	**230**	**1,350**
Fully Serviced Urban/Rural Settlements	190	240	70	0	520	210	1,230
Unserviced Settlement Area and Remaining Rural Areas	20	30	0	0	50	20	120
Oxford County	**16,810**	**11,470**	**5,760**	**0**	**4,280**	**5,280**	**43,600**

[1] Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as "persons who do not go from home to the same work place location at the beginning of each shift." Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.
Note:
Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Figure may not sum precisely due to rounding.
Source: 2024 to 2061 forecast by Watson & Associates Economists Ltd.

Figure D-3
City of Woodstock
Population and Household Forecast, Medium Scenario, 2021 to 2061

Year	Population (Excluding Census Undercount)	Population (Including Census Undercount)[1]	Low Density Units[2]	Medium Density Units[3]	High Density Units[4]	Total Housing Units	Persons Per Unit
2011	37,800	38,800	10,530	2,015	3,105	15,650	2.47
2016	40,900	42,600	11,345	2,245	3,555	17,145	2.48
2021	46,700	48,700	12,335	2,590	3,965	18,890	2.58
2026	52,000	54,200	13,195	3,220	4,925	21,340	2.54
2031	57,600	60,000	14,340	3,735	5,725	23,800	2.52
2036	63,500	66,000	15,590	4,315	6,435	26,340	2.51
2041	68,400	71,100	16,625	4,805	7,195	28,625	2.48
2046	73,200	76,100	17,615	5,295	7,940	30,850	2.47
2051	77,700	80,800	18,550	5,810	8,690	33,050	2.44
2056	82,300	85,600	19,440	6,365	9,460	35,265	2.43
2061	86,800	90,300	20,160	6,915	10,165	37,240	2.42
Incremental							
2011-2021	8,900	9,900	1,805	575	860	3,240	
2021-2031	10,900	11,300	2,005	1,145	1,760	4,910	
2021-2041	21,700	22,400	4,290	2,215	3,230	9,735	
2021-2051	31,000	32,100	6,215	3,220	4,725	14,160	
2021-2061	40,100	41,600	7,825	4,325	6,200	18,350	

Note: Figures may not sum precisely due to rounding
[1] Census undercount estimated at approximately 4.1%.
[2] Includes singles and semi-detached houses.
[3] Includes townhouses and apartments in duplexes.
[4] Includes bachelor, 1-bedroom, 2-bedroom+ apartment units and secondary units.
Source: 2011 to 2021 derived from Statistics Canada Census data. 2021 to 2061 by forecast by Watson & Associates Economists Ltd.

Figure D-4
Town of Ingersoll
Population and Household Forecast, Medium Scenario, 2021 to 2061

Year	Population (Excluding Census Undercount)	Population (Including Census Undercount)[1]	Low Density Units[2]	Medium Density Units[3]	High Density Units[4]	Total Housing Units	Persons Per Unit
2011	12,100	12,500	3,820	375	575	4,770	2.61
2016	12,800	13,300	4,020	465	600	5,085	2.62
2021	13,800	14,300	4,325	470	700	5,495	2.60
2026	14,800	15,400	4,595	560	760	5,915	2.60
2031	16,100	16,700	4,930	640	860	6,430	2.60
2036	17,400	18,100	5,265	735	1,010	7,010	2.58
2041	18,400	19,100	5,540	805	1,125	7,470	2.56
2046	19,300	20,100	5,780	880	1,245	7,905	2.54
2051	20,100	20,900	6,000	950	1,370	8,320	2.51
2056	20,900	21,700	6,190	1,030	1,515	8,735	2.48
2061	21,700	22,600	6,340	1,100	1,655	9,095	2.48
Incremental							
2011-2021	1,700	1,800	505	95	125	725	
2021-2031	2,300	2,400	605	170	160	935	
2021-2041	4,600	4,800	1,215	335	425	1,975	
2021-2051	6,300	6,600	1,675	480	670	2,825	
2021-2061	7,900	8,300	2,015	630	955	3,600	

Note: Figures may not sum precisely due to rounding
[1] Census undercount estimated at approximately 4.1%.
[2] Includes singles and semi-detached houses.
[3] Includes townhouses and apartments in duplexes.
[4] Includes bachelor, 1-bedroom, 2-bedroom+ apartment units and secondary units.
Source: 2011 to 2021 derived from Statistics Canada Census data. 2021 to 2061 by forecast by Watson & Associates Economists Ltd.

Figure D-5
Town of Tillsonburg
Population and Household Forecast, Medium Scenario, 2021 to 2061

Year	Population (Excluding Census Undercount)	Population (Including Census Undercount)[1]	Low Density Units[2]	Medium Density Units[3]	High Density Units[4]	Total Housing Units	Persons Per Unit
2011	15,300	15,700	4,870	505	1,320	6,695	2.31
2016	15,900	16,500	5,150	540	1,440	7,130	2.31
2021	18,000	18,800	5,755	675	1,600	8,030	2.34
2026	20,600	21,400	6,210	1,155	1,835	9,200	2.33
2031	23,300	24,300	6,960	1,435	2,070	10,465	2.32
2036	26,500	27,600	7,905	1,665	2,325	11,895	2.32
2041	29,000	30,100	8,570	1,940	2,560	13,070	2.30
2046	31,300	32,600	9,175	2,220	2,800	14,195	2.30
2051	33,500	34,900	9,735	2,510	3,045	15,290	2.28
2056	35,700	37,100	10,250	2,815	3,300	16,365	2.27
2061	37,800	39,300	10,675	3,115	3,545	17,335	2.27
Incremental							
2011-2021	2,700	3,100	885	170	280	1,335	
2021-2031	5,300	5,500	1,205	760	470	2,435	
2021-2041	11,000	11,300	2,815	1,265	960	5,040	
2021-2051	15,500	16,100	3,980	1,835	1,445	7,260	
2021-2061	19,800	20,500	4,920	2,440	1,945	9,305	

Note: Figures may not sum precisely due to rounding
[1] Census undercount estimated at approximately 4.1%.
[2] Includes singles and semi-detached houses.
[3] Includes townhouses and apartments in duplexes.
[4] Includes bachelor, 1-bedroom, 2-bedroom+ apartment units and secondary units.
Source: 2011 to 2021 derived from Statistics Canada Census data. 2021 to 2061 by forecast by Watson & Associates Economists Ltd.

Figure D-6
Township of Blandford-Blenheim
Population and Household Forecast, Medium Scenario, 2021 to 2061

Year	Population (Excluding Census Undercount)	Population (Including Census Undercount)[1]	Low Density Units[2]	Medium Density Units[3]	High Density Units[4]	Total Housing Units	Persons Per Unit
2011	7,400	7,600	2,470	50	75	2,595	2.89
2016	7,400	7,700	2,575	35	110	2,720	2.83
2021	7,600	7,900	2,625	30	120	2,775	2.85
2026	8,100	8,400	2,775	65	150	2,990	2.81
2031	8,600	9,000	2,935	95	170	3,200	2.81
2036	9,000	9,400	3,075	125	185	3,385	2.78
2041	9,500	9,900	3,215	155	210	3,580	2.77
2046	9,900	10,300	3,345	185	230	3,760	2.74
2051	10,200	10,700	3,470	215	255	3,940	2.72
2056	10,600	11,000	3,585	250	280	4,115	2.67
2061	11,000	11,400	3,680	285	300	4,265	2.67
Incremental							
2011-2021	200	300	155	(20)	45	180	
2021-2031	1,000	1,100	310	65	50	425	
2021-2041	1,900	2,000	590	125	90	805	
2021-2051	2,600	2,800	845	185	135	1,165	
2021-2061	3,400	3,500	1,055	255	180	1,490	

Note: Figures may not sum precisely due to rounding
[1] Census undercount estimated at approximately 4.1%.
[2] Includes singles and semi-detached houses.
[3] Includes townhouses and apartments in duplexes.
[4] Includes bachelor, 1-bedroom, 2-bedroom+ apartment units and secondary units.
Source: 2011 to 2021 derived from Statistics Canada Census data. 2021 to 2061 by forecast by Watson & Associates Economists Ltd.

Figure D-7
Township of East Zorra-Tavistock
Population and Household Forecast, Medium Scenario, 2021 to 2061

Year	Population (Excluding Census Undercount)	Population (Including Census Undercount)[1]	Low Density Units[2]	Medium Density Units[3]	High Density Units[4]	Total Housing Units	Persons Per Unit
2011	6,800	7,000	2,140	60	170	2,370	2.80
2016	7,100	7,400	2,420	35	255	2,710	2.73
2021	7,800	8,200	2,610	35	335	2,980	2.75
2026	9,000	9,300	2,955	105	340	3,400	2.74
2031	9,800	10,200	3,235	160	370	3,765	2.71
2036	10,400	10,800	3,375	215	425	4,015	2.69
2041	11,100	11,600	3,620	265	455	4,340	2.67
2046	11,800	12,300	3,845	325	485	4,655	2.64
2051	12,500	13,000	4,060	380	520	4,960	2.62
2056	13,200	13,700	4,260	445	555	5,260	2.60
2061	13,800	14,400	4,430	510	595	5,535	2.60
Incremental							
2011-2021	1,000	1,200	470	(25)	165	610	
2021-2031	2,000	2,000	625	125	35	785	
2021-2041	3,300	3,400	1,010	230	120	1,360	
2021-2051	4,700	4,800	1,450	345	185	1,980	
2021-2061	6,000	6,200	1,820	475	260	2,555	

Note: Figures may not sum precisely due to rounding
[1] Census undercount estimated at approximately 4.1%.
[2] Includes singles and semi-detached houses.
[3] Includes townhouses and apartments in duplexes.
[4] Includes bachelor, 1-bedroom, 2-bedroom+ apartment units and secondary units.
Source: 2011 to 2021 derived from Statistics Canada Census data. 2021 to 2061 by forecast by Watson & Associates Economists Ltd.

Figure D-8
Township of South-West Oxford
Population and Household Forecast, Medium Scenario, 2021 to 2061

Year	Population (Excluding Census Undercount)	Population (Including Census Undercount)[1]	Low Density Units[2]	Medium Density Units[3]	High Density Units[4]	Total Housing Units	Persons Per Unit
2011	7,500	7,800	2,490	25	25	2,540	2.99
2016	7,700	8,000	2,610	35	45	2,690	2.97
2021	7,700	8,000	2,570	40	25	2,635	3.04
2026	8,400	8,700	2,760	60	45	2,865	3.04
2031	8,900	9,300	2,910	80	55	3,045	3.05
2036	9,100	9,500	2,980	115	55	3,150	3.02
2041	9,600	9,900	3,115	140	65	3,320	2.98
2046	10,000	10,400	3,240	165	75	3,480	2.99
2051	10,400	10,800	3,355	190	85	3,630	2.98
2056	10,700	11,200	3,470	220	100	3,790	2.96
2061	11,200	11,600	3,565	255	110	3,930	2.95
Incremental							
2011-2021	200	200	80	15	0	95	
2021-2031	1,200	1,300	340	40	30	410	
2021-2041	1,900	1,900	545	100	40	685	
2021-2051	2,700	2,800	785	150	60	995	
2021-2061	3,500	3,600	995	215	85	1,295	

Note: Figures may not sum precisely due to rounding
[1] Census undercount estimated at approximately 4.1%.
[2] Includes singles and semi-detached houses.
[3] Includes townhouses and apartments in duplexes.
[4] Includes bachelor, 1-bedroom, 2-bedroom+ apartment units and secondary units.
Source: 2011 to 2021 derived from Statistics Canada Census data. 2021 to 2061 by forecast by Watson & Associates Economists Ltd.

Figure D-9
Township of Zorra
Population and Household Forecast, Medium Scenario, 2021 to 2061

Year	Population (Excluding Census Undercount)	Population (Including Census Undercount)[1]	Low Density Units[2]	Medium Density Units[3]	High Density Units[4]	Total Housing Units	Persons Per Unit
2011	8,100	8,300	2,760	20	80	2,860	2.82
2016	8,100	8,500	2,955	25	95	3,075	2.76
2021	8,600	9,000	3,040	20	95	3,155	2.85
2026	9,900	10,300	3,310	195	100	3,605	2.86
2031	10,900	11,300	3,585	265	135	3,985	2.84
2036	11,700	12,100	3,815	295	195	4,305	2.81
2041	12,500	13,000	4,005	385	260	4,650	2.80
2046	13,100	13,700	4,135	485	340	4,960	2.76
2051	13,700	14,300	4,230	600	440	5,270	2.71
2056	14,200	14,800	4,290	725	555	5,570	2.66
2061	14,900	15,500	4,340	860	690	5,890	2.63
Incremental							
2011-2021	500	700	280	0	15	295	
2021-2031	2,300	2,300	545	245	40	830	
2021-2041	3,900	4,000	965	365	165	1,495	
2021-2051	5,100	5,300	1,190	580	345	2,115	
2021-2061	6,300	6,500	1,300	840	595	2,735	

Note: Figures may not sum precisely due to rounding
[1] Census undercount estimated at approximately 4.1%.
[2] Includes singles and semi-detached houses.
[3] Includes townhouses and apartments in duplexes.
[4] Includes bachelor, 1-bedroom, 2-bedroom+ apartment units and secondary units.
Source: 2011 to 2021 derived from Statistics Canada Census data. 2021 to 2061 by forecast by Watson & Associates Economists Ltd.

Figure D-10
Township of Norwich
Population and Household Forecast, Medium Scenario, 2021 to 2061

Year	Population (Excluding Census Undercount)	Population (Including Census Undercount)[1]	Low Density Units[2]	Medium Density Units[3]	High Density Units[4]	Total Housing Units	Persons Per Unit
2011	10,700	11,000	3,380	80	100	3,560	3.07
2016	11,000	11,500	3,545	85	85	3,715	3.10
2021	11,400	11,900	3,530	130	185	3,845	3.09
2026	12,500	13,000	3,890	170	240	4,300	3.02
2031	13,600	14,200	4,160	205	305	4,670	3.04
2036	14,000	14,600	4,255	250	375	4,880	2.99
2041	14,800	15,400	4,490	285	445	5,220	2.95
2046	15,600	16,200	4,705	325	515	5,545	2.92
2051	16,300	17,000	4,915	365	590	5,870	2.90
2056	17,000	17,700	5,110	410	670	6,190	2.86
2061	17,800	18,500	5,280	455	750	6,485	2.85
Incremental							
2011-2021	700	900	150	50	85	285	
2021-2031	2,200	2,300	630	75	120	825	
2021-2041	3,400	3,500	960	155	260	1,375	
2021-2051	4,900	5,100	1,385	235	405	2,025	
2021-2061	6,400	6,600	1,750	325	565	2,640	

Note: Figures may not sum precisely due to rounding
[1] Census undercount estimated at approximately 4.1%.
[2] Includes singles and semi-detached houses.
[3] Includes townhouses and apartments in duplexes.
[4] Includes bachelor, 1-bedroom, 2-bedroom+ apartment units and secondary units.
Source: 2011 to 2021 derived from Statistics Canada Census data. 2021 to 2061 by forecast by Watson & Associates Economists Ltd.

Figure D-11
City of Woodstock
Employment Forecast, Medium Scenario, 2024 to 2061

Period	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	N.F.P.O.W.[1]	Total Employment
2011	175	880	8,345	6,900	4,510	2,395	23,205
2016	75	800	10,440	7,335	4,400	2,375	25,425
2024	75	1,125	12,575	7,900	4,480	3,130	29,285
2026	75	1,190	13,570	8,440	4,780	3,280	31,335
2031	75	1,370	15,420	9,380	5,320	3,670	35,235
2036	75	1,550	17,090	10,220	5,790	4,030	38,755
2041	75	1,690	17,820	10,980	6,220	4,340	41,125
2046	75	1,850	19,010	11,730	6,640	4,660	43,965
2051	75	2,010	20,100	12,420	7,040	4,960	46,605
2056	75	2,170	21,170	13,110	7,440	5,270	49,235
2061	75	2,330	22,240	13,820	7,840	5,580	51,885
Incremental							
2011-2016	-100	-80	2,095	435	-110	-20	2,220
2016-2024	0	325	2,135	565	80	755	3,860
2024-2031	0	245	2,845	1,480	840	540	5,950
2024-2041	0	565	5,245	3,080	1,740	1,210	11,840
2024-2051	0	885	7,525	4,520	2,560	1,830	17,320
2024-2061	0	1,205	9,665	5,920	3,360	2,450	22,600

[1] Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as “persons who do not go from home to the same work place location at the beginning of each shift.” Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.
Note:
Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Figure may not sum precisely due to rounding.
Source: 2024 to 2061 forecast by Watson & Associates Economists Ltd.

Figure D-12
Town of Ingersoll
Employment Forecast, Medium Scenario, 2024 to 2061

Period	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	N.F.P.O.W.[1]	Total Employment
2011	65	70	4,670	2,300	950	710	8,765
2016	30	335	5,090	1,905	920	715	8,995
2024	30	410	5,355	2,165	1,020	915	9,895
2026	30	430	5,720	2,290	1,070	960	10,500
2031	30	480	6,400	2,500	1,160	1,050	11,620
2036	30	540	7,010	2,690	1,230	1,140	12,640
2041	30	570	7,280	2,870	1,300	1,200	13,250
2046	30	610	7,720	3,030	1,370	1,260	14,020
2051	30	650	8,120	3,190	1,430	1,320	14,740
2056	30	680	8,510	3,350	1,490	1,370	15,430
2061	30	720	8,900	3,510	1,560	1,430	16,150
Incremental							
2011-2016	-35	265	420	-395	-30	5	230
2016-2024	0	75	265	260	100	200	900
2024-2031	0	70	1,045	335	140	135	1,725
2024-2041	0	160	1,925	705	280	285	3,355
2024-2051	0	240	2,765	1,025	410	405	4,845
2024-2061	0	310	3,545	1,345	540	515	6,255

[1] Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as “persons who do not go from home to the same work place location at the beginning of each shift.” Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.
Note:
Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Figure may not sum precisely due to rounding.
Source: 2024 to 2061 forecast by Watson & Associates Economists Ltd.

Figure D-13
Town of Tillsonburg
Employment Forecast, Medium Scenario, 2024 to 2061

Period	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	N.F.P.O.W.[1]	Total Employment
2011	30	270	2,895	2,575	1,450	690	7,910
2016	40	325	3,380	2,655	1,405	785	8,590
2024	40	460	4,300	3,015	1,460	1,095	10,370
2026	40	490	4,520	3,270	1,580	1,100	11,000
2031	40	570	4,920	3,720	1,810	1,320	12,380
2036	40	670	5,290	4,130	2,000	1,500	13,630
2041	40	740	5,450	4,490	2,170	1,640	14,530
2046	40	820	5,710	4,850	2,340	1,780	15,540
2051	40	900	5,940	5,180	2,510	1,910	16,480
2056	40	970	6,180	5,510	2,670	2,040	17,410
2061	40	1,050	6,410	5,850	2,830	2,160	18,340
Incremental							
2011-2016	10	55	485	80	-45	95	680
2016-2024	0	135	920	360	55	310	1,780
2024-2031	0	110	620	705	350	225	2,010
2024-2041	0	280	1,150	1,475	710	545	4,160
2024-2051	0	440	1,640	2,165	1,050	815	6,110
2024-2061	0	590	2,110	2,835	1,370	1,065	7,970

[1] Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as “persons who do not go from home to the same work place location at the beginning of each shift.” Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.
Note:
Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Figure may not sum precisely due to rounding.
Source: 2024 to 2061 forecast by Watson & Associates Economists Ltd., 2025.

Figure D-14
Township of Blandford-Blenheim
Employment Forecast, Medium Scenario, 2024 to 2061

Period	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	N.F.P.O.W.[1]	Total Employment
2011	245	515	818	393	115	283	2,368
2016	135	550	445	405	105	205	1,845
2024	135	637	384	365	110	247	1,878
2026	135	660	430	380	120	260	1,985
2031	135	710	510	400	130	280	2,165
2036	135	750	580	430	140	290	2,325
2041	135	790	610	440	140	310	2,425
2046	135	820	660	460	150	320	2,545
2051	135	860	710	480	160	340	2,685
2056	135	890	760	500	170	350	2,805
2061	135	920	800	520	170	370	2,915
Incremental							
2011-2016	-110	35	-373	13	-10	-78	-523
2016-2024	0	87	-61	-40	5	42	33
2024-2031	0	73	126	35	20	33	287
2024-2041	0	153	226	75	30	63	547
2024-2051	0	223	326	115	50	93	807
2024-2061	0	283	416	155	60	123	1,037

[1] Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as “persons who do not go from home to the same work place location at the beginning of each shift.” Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.
Note:
Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Figure may not sum precisely due to rounding.
Source: 2024 to 2061 forecast by Watson & Associates Economists Ltd., 2025.

Figure D-15
Township of Norwich
Employment Forecast, Medium Scenario, 2024 to 2061

Period	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	N.F.P.O.W.[1]	Total Employment
2011	260	1,070	865	655	140	520	3,510
2016	310	870	1,203	738	270	651	4,041
2024	310	1,016	1,465	1,167	300	816	5,074
2026	310	1,050	1,500	1,210	310	850	5,230
2031	310	1,150	1,560	1,290	330	930	5,570
2036	310	1,200	1,620	1,360	350	960	5,800
2041	310	1,270	1,650	1,430	360	1,010	6,030
2046	310	1,340	1,690	1,490	380	1,070	6,280
2051	310	1,410	1,730	1,550	390	1,120	6,510
2056	310	1,470	1,760	1,610	410	1,170	6,730
2061	310	1,540	1,800	1,670	420	1,230	6,970
Incremental							
2011-2016	50	-200	338	83	130	131	531
2016-2024	0	146	263	429	30	165	1,033
2024-2031	0	134	95	123	30	114	496
2024-2041	0	254	185	263	60	194	956
2024-2051	0	394	265	383	90	304	1,436
2024-2061	0	524	335	503	120	414	1,896

[1] Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as “persons who do not go from home to the same work place location at the beginning of each shift.” Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.
Note:
Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Figure may not sum precisely due to rounding.
Source: 2024 to 2061 forecast by Watson & Associates Economists Ltd., 2025.

Figure D-16
Township of East Zorra-Tavistock
Employment Forecast, Medium Scenario, 2024 to 2061

Period	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	N.F.P.O.W.[1]	Total Employment
2011	135	460	583	533	400	299	2,409
2016	175	540	750	675	340	330	2,810
2024	175	687	818	732	382	411	3,205
2026	175	730	850	760	400	440	3,355
2031	175	810	910	810	430	490	3,625
2036	175	860	960	860	460	510	3,825
2041	175	920	990	900	480	550	4,015
2046	175	990	1,030	940	510	590	4,235
2051	175	1,050	1,060	980	530	620	4,415
2056	175	1,100	1,100	1,020	550	660	4,605
2061	175	1,160	1,130	1,060	580	700	4,805
Incremental							
2011-2016	40	80	168	143	-60	31	401
2016-2024	0	147	68	57	42	81	395
2024-2031	0	123	92	78	48	79	420
2024-2041	0	233	172	168	98	139	810
2024-2051	0	363	242	248	148	209	1,210
2024-2061	0	473	312	328	198	289	1,600

[1] Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as “persons who do not go from home to the same work place location at the beginning of each shift.” Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.
Note:
Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Figure may not sum precisely due to rounding.
Source: 2024 to 2061 forecast by Watson & Associates Economists Ltd., 2025.

Figure D-17
Township of South-West Oxford
Employment Forecast, Medium Scenario, 2024 to 2061

Period	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	N.F.P.O.W.[1]	Total Employment
2011	265	595	828	223	85	329	2,324
2016	315	645	1,023	393	110	380	2,865
2024	315	775	1,307	441	113	467	3,418
2026	315	800	1,330	450	120	490	3,505
2031	315	860	1,370	470	130	520	3,665
2036	320	890	1,410	490	130	540	3,780
2041	320	940	1,420	500	140	560	3,880
2046	320	980	1,450	520	150	590	4,010
2051	320	1,020	1,470	530	150	610	4,100
2056	320	1,060	1,500	540	160	640	4,220
2061	320	1,100	1,520	560	170	670	4,340
Incremental							
2011-2016	50	50	195	170	25	51	541
2016-2024	0	130	284	48	3	87	553
2024-2031	0	85	63	29	17	53	247
2024-2041	5	165	113	59	27	93	462
2024-2051	5	245	163	89	37	143	682
2024-2061	5	325	213	119	57	203	922

[1] Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as “persons who do not go from home to the same work place location at the beginning of each shift.” Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.
Note:
Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Figure may not sum precisely due to rounding.
Source: 2024 to 2061 forecast by Watson & Associates Economists Ltd., 2025.

Figure D-18
Township of Zorra
Employment Forecast, Medium Scenario, 2024 to 2061

Period	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	N.F.P.O.W.[1]	Total Employment
2011	385	945	853	363	225	282	3,052
2016	295	780	950	370	105	288	2,788
2024	295	935	890	395	121	362	2,998
2026	295	970	910	420	130	380	3,105
2031	295	1,080	950	460	140	430	3,355
2036	295	1,170	990	500	150	460	3,565
2041	295	1,250	1,000	540	160	490	3,735
2046	295	1,320	1,030	570	170	520	3,905
2051	295	1,380	1,050	600	180	540	4,045
2056	295	1,440	1,070	630	190	560	4,185
2061	295	1,500	1,100	670	190	590	4,345
Incremental							
2011-2016	-90	-165	98	8	-120	6	-264
2016-2024	0	155	-60	25	16	74	210
2024-2031	0	145	60	65	19	68	357
2024-2041	0	315	110	145	39	128	737
2024-2051	0	445	160	205	59	178	1,047
2024-2061	0	565	210	275	69	228	1,347

[1] Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as “persons who do not go from home to the same work place location at the beginning of each shift.” Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.
Note:
Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Figure may not sum precisely due to rounding.
Source: 2024 to 2061 forecast by Watson & Associates Economists Ltd., 2025.

Figure D-20a
Townships
Employment Lands Employment (Industrial-Type Employment) Growth by Category
20-Year (2024 to 2044)

Municipality	Employment Areas in Serviced Villages [1]	Rural Dry-Industrial[2]	Remaining Rural[3]	Total Employment Lands Employment (Industrial-Type)
Blandford-Blenheim	90	140	30	260
East Zorra-Tavistock	150	30	20	200
Norwich	160	30	20	210
South-West Oxford	80	30	20	130
Zorra	90	30	10	130
Total Townships	**570**	**260**	**100**	**930**
Total Townships (%)	**61%**	**28%**	**11%**	**100%**

[1] Includes industrial-type employment within Employment Areas in Serviced Villages.
[2] Includes dry industrial uses outside of Serviced Villages that does not require municipal servicing (water/wastewater servicing). This includes industrial uses within unserviced settlement areas and other rural areas.
[3] Includes industrial-type employment in the remaining rural area, primarily related to supporting agricultural and other rural-based uses.
Notes: Employment Lands Employment includes sector employment that operates in industrial-type buildings which primarily includes industrial sectors and includes a small portion of commercial sector employment (less than 5%).
Source: Watson & Associates Economists Ltd., 2025.

Figure D-20b
Townships
Employment Lands Employment (Industrial-Type Employment) Growth by Category
25-Year (2024 to 2049)

Municipality	Employment Areas in Serviced Villages [1]	Rural Dry-Industrial[2]	Remaining Rural[3]	Total Employment Lands Employment (Industrial-Type)
Blandford-Blenheim	110	170	30	310
East Zorra-Tavistock	170	30	30	230
Norwich	190	40	30	260
South-West Oxford	90	40	30	160
Zorra	110	30	20	160
Total Townships	**670**	**310**	**140**	**1,120**
Total Townships (%)	**60%**	**28%**	**13%**	**100%**

[1] Includes industrial-type employment within Employment Areas in Serviced Villages.
[2] Includes dry industrial uses outside of Serviced Villages that does not require municipal servicing (water/wastewater servicing). This includes industrial uses within unserviced settlement areas and other rural areas.
[3] Includes industrial-type employment in the remaining rural area, primarily related to supporting agricultural and other rural-based uses.
Notes: Employment Lands Employment includes sector employment that operates in industrial-type buildings which primarily includes industrial sectors and includes a small portion of commercial sector employment (less than 5%).
Source: Watson & Associates Economists Ltd., 2025.

Figure D-20c
Townships
Employment Lands Employment (Industrial-Type Employment) Growth by Category
30-Year (2024 to 2054)

Municipality	Employment Areas in Serviced Villages [1]	Rural Dry-Industrial[2]	Remaining Rural[3]	Total Employment Lands Employment (Industrial-Type)
Blandford-Blenheim	120	190	40	350
East Zorra-Tavistock	200	40	30	270
Norwich	215	50	30	295
South-West Oxford	120	50	30	200
Zorra	120	40	20	180
Total Townships	**775**	**370**	**150**	**1,295**
Total Townships (%)	**60%**	**29%**	**12%**	**100%**

[1] Includes industrial-type employment within Employment Areas in Serviced Villages.
[2] Includes dry industrial uses outside of Serviced Villages that does not require municipal servicing (water/wastewater servicing). This includes industrial uses within unserviced settlement areas and other rural areas.
[3] Includes industrial-type employment in the remaining rural area, primarily related to supporting agricultural and other rural-based uses.
Notes: Employment Lands Employment includes sector employment that operates in industrial-type buildings which primarily include industrial sectors and includes a small portion of commercial sector employment (less than 5%).
Source: Watson & Associates Economists Ltd., 20

Appendix E
Detailed Vacant Residential and Employment Area Land Supply Information

Appendix E: Detailed Vacant and Residential and Employment Area Land Supply Information

Figure E-1 provides a summary of the housing unit potential supply in the County's greenfield area (outside of the B.U.A., but within the serviced settlement areas). This includes supply in active applications, as well as remaining vacant sites. In total it is estimated that the Greenfield Area can accommodate approximately 10,500 housing units. The supply in the Greenfield Areas represents 58% of the total supply identified in the County (the total land supply is approximately 18,090 housing units, as a result, 10,500 / 18,090 = 58%).

Figure E-1
Oxford County
Total Housing Unit Supply Potential in Greenfield Area
(Approvals and Remaining Vacant)

Municipality	Low Density	Medium Density	High Density	Total
Woodstock	1,336	724	714	2,774
Tillsonburg	1,359	1,020	1,385	3,764
Ingersoll	588	775	-	1,363
Zorra	464	327	-	791
Embro	70	-	-	70
Thamesford	394	327	-	721
Norwich	222	12	138	372
East Zorra-Tavistock	259	45	-	304
Innerkip	58	-	-	58
Tavistock	201	45	-	246
Blandford-Blenheim	509	275	-	784
Drumbo	315	263	-	578
Plattsville	194	12	-	206
South-West Oxford	285	69	-	354
Total County	5,022	3,247	2,237	10,506

Source: Derived from Oxford County land supply data by Watson & Associates Economists Ltd., 2025.

Figure E-2 provides a summary of the housing unit potential supply in the County's Greenfield Area (outside of the B.U.A., but within the serviced settlement areas) based on approval status, while Figure 10 provides a summary of the remaining vacant greenfield lands. As summarized in Figure D-2, approximately 7,770 housing units are potentially available in the Greenfield Area in active applications – this represents approximately 74% of the total Greenfield Area unit potential (7,774 / 10,506 = 74%). As

such, the majority of the housing unit potential in the County's Greenfield Area is largely in active applications. The remaining 26% of the housing unit potential in the County's Greenfield Area is summarized in Figure E-3 which represents approximately 2,730 housing units.

Figure E-2
Oxford County
Housing Unit Supply Potential in Greenfield Area – Active Applications Only

Municipality	Low Density	Medium Density	High Density	Total
Woodstock	1,250	724	714	2,688
Tillsonburg	1,036	1,020	960	3,016
Ingersoll	109	-	-	109
Zorra	454	243	-	697
Embro	70	-	-	70
Thamesford	384	243	-	627
Norwich	86	12	138	236
East Zorra-Tavistock	142	45	-	187
Innerkip	4	-	-	4
Tavistock	138	45	-	183
Blandford-Blenheim	362	224	-	586
Drumbo	169	212	-	381
Plattsville	193	12	-	205
South-West Oxford	186	69	-	255
Total County	**3,625**	**2,337**	**1,812**	**7,774**

Source: Derived from Oxford County land supply data by Watson & Economists Ltd., 2025.

Figure E-3
Oxford County
Housing Unit Supply Potential in Greenfield Area –
Remaining Vacant (No Active Applications)

Municipality	Low Density	Medium Density	High Density	Total
Woodstock	86	-	-	86
Tillsonburg	323	-	425	748
Ingersoll	479	775	-	1,254
Zorra	10	84	-	94
Embro	-	-	-	-
Thamesford	10	84	-	94
Norwich	136	-	-	136
East Zorra-Tavistock	117	-	-	117
Innerkip	54	-	-	54
Tavistock	63	-	-	63
Blandford-Blenheim	147	51	-	198
Drumbo	146	51	-	197
Plattsville	1	-	-	1
South-West Oxford	99	-	-	99
Total County	1,397	910	425	2,732

Source: Derived from Oxford County land supply data by Watson & Associates Economists Ltd., 2025.

Figure D-4 provides a summary of the housing unit potential supply within the B.U.A. in the County's serviced settlement areas. This includes all potential regardless of application status (approvals, nodes and corridors and remaining vacant sites). As previously discussed, any growth in the B.U.A., regardless of housing type counts as intensification. As summarized in Figure D-4, the B.U.A. has the potential to accommodate approximately 7,580 housing units. The housing unit supply potential in the B.U.A. includes a range of housing types, approximately 23% of the supply is in low-density housing, while 34% is in medium-density housing and 43% is in high-density. The supply of low-density housing primarily represents potential in active applications.

Figure E-4
Oxford County
Housing Unit Supply Potential in B.U.A.
Active Applications, Nodes and Corridors and Remaining Vacant Lands

Municipality	Total B.U.A.			
	Low Density	Medium Density	High Density	Total
Woodstock	605	681	1,653	2,940
Tillsonburg	378	399	620	1,396
Ingersoll	465	458	530	1,453
Zorra (Thamesford/Embro)	42	764	388	1,194
Embro	10	42	-	52
Thamesville	32	721	388	1,141
Norwich (Norwich)	144	45	76	265
East Zorra-Tavistock (Innerkip/Tavistock)	63	114	-	177
Innerkip	22	18	-	40
Tavistock	41	96	-	137
Blandford Blenheim (Drumbo/Plattsville)	54	68	-	122
Drumbo	36	24	-	60
Platsville	16	43	-	59
South West Oxford (Mount Elgin)	-	37	-	37
County	**1,750**	**2,566**	**3,267**	**7,584**

Source: Derived from Oxford County land supply data by Watson & Associates Economists Ltd. and Dillon Consulting Ltd., 2025.

Village of Drumbo Land Supply

- Settlement Boundary - Serviced Village
- Built-Up Area (BUA)
- Non-Developable Lands/Constrained Areas

Vacant Land Supply

- Low Density Residential
- Medium Density Residential
- Future Urban Gowth (FUG) Area/Secondary Plan Area (Residential)
- Commercial
- Industrial

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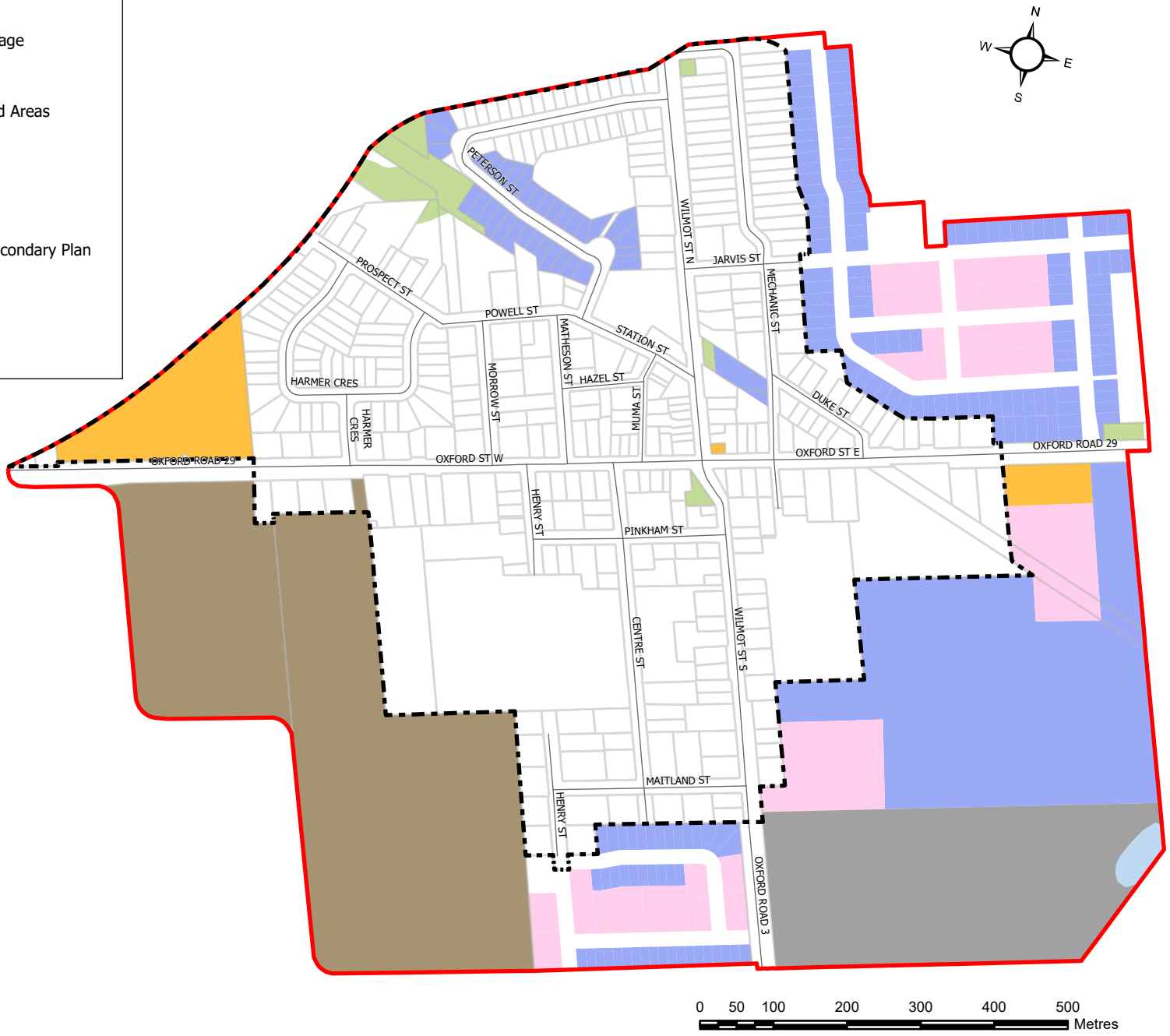

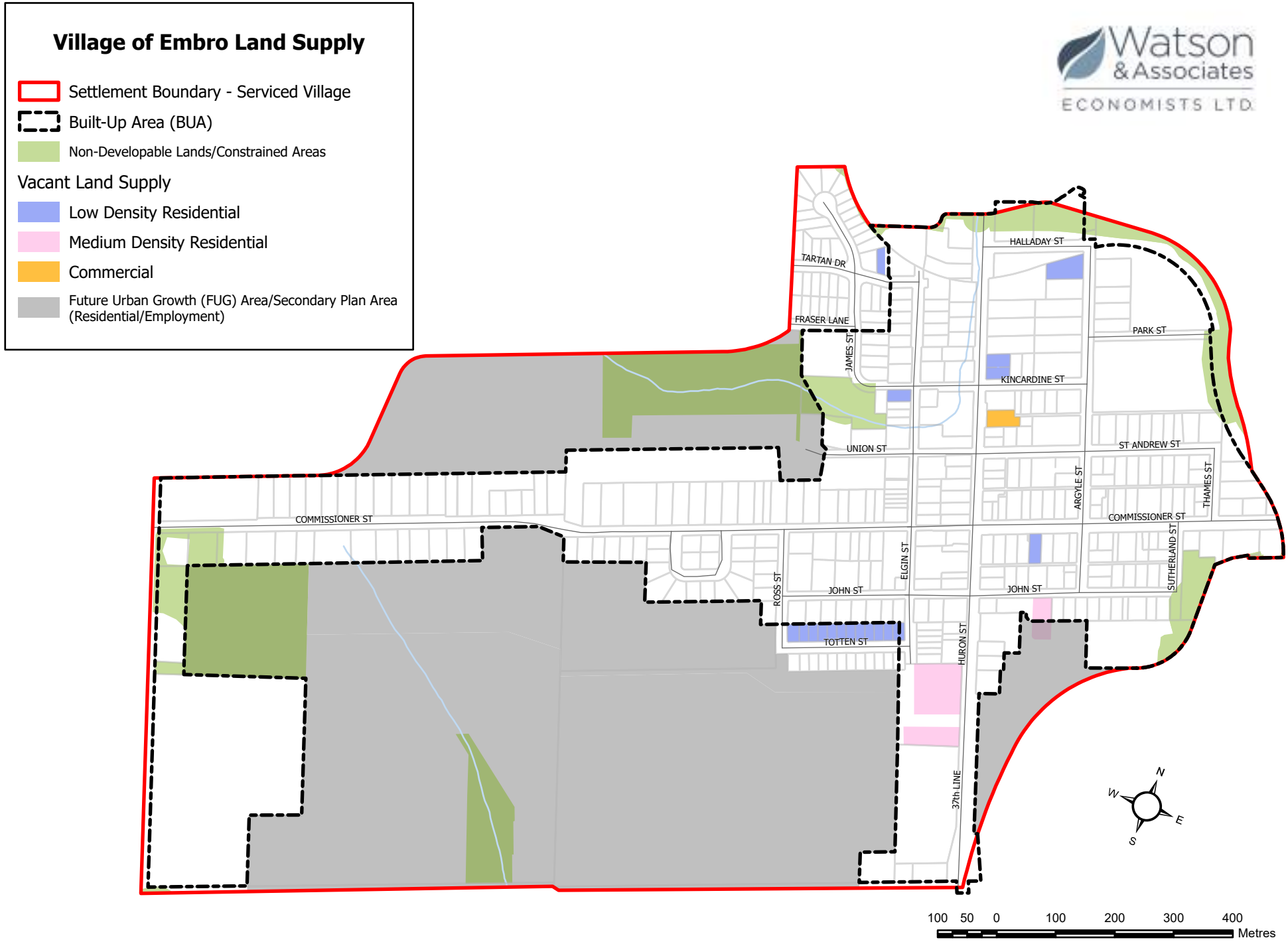
Village of Embro Land Supply
Settlement Boundary - Serviced Village
Built-Up Area (BUA)
Non-Developable Lands/Constrained Areas
Vacant Land Supply
Low Density Residential
Medium Density Residential
Commercial
Future Urban Growth (FUG) Area/Secondary Plan Area (Residential/Employment)
Watson & Associates ECONOMISTS LTD.
HALLADAY ST
TARTAN DR
FRASER LANE
JAMES ST
PARK ST
KINCARDINE ST
UNION ST
ST ANDREW ST
ARGYLE ST
THAMES ST
COMMISSIONER ST
COMMISSIONER ST
SUTHERLAND ST
ROSS ST
ELGIN ST
JOHN ST
JOHN ST
TOTTEN ST
HURON ST
37th LINE
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W
E
S
100 50 0 100 200 300 400
Metres

Town of Ingersoll Land Supply

- Settlement Boundary
- Built-Up Area (BUA)
- Non-Developable Lands/Constrained Areas

Vacant Land Supply

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Density Residential
- Industrial
- Commercial
- Institutional

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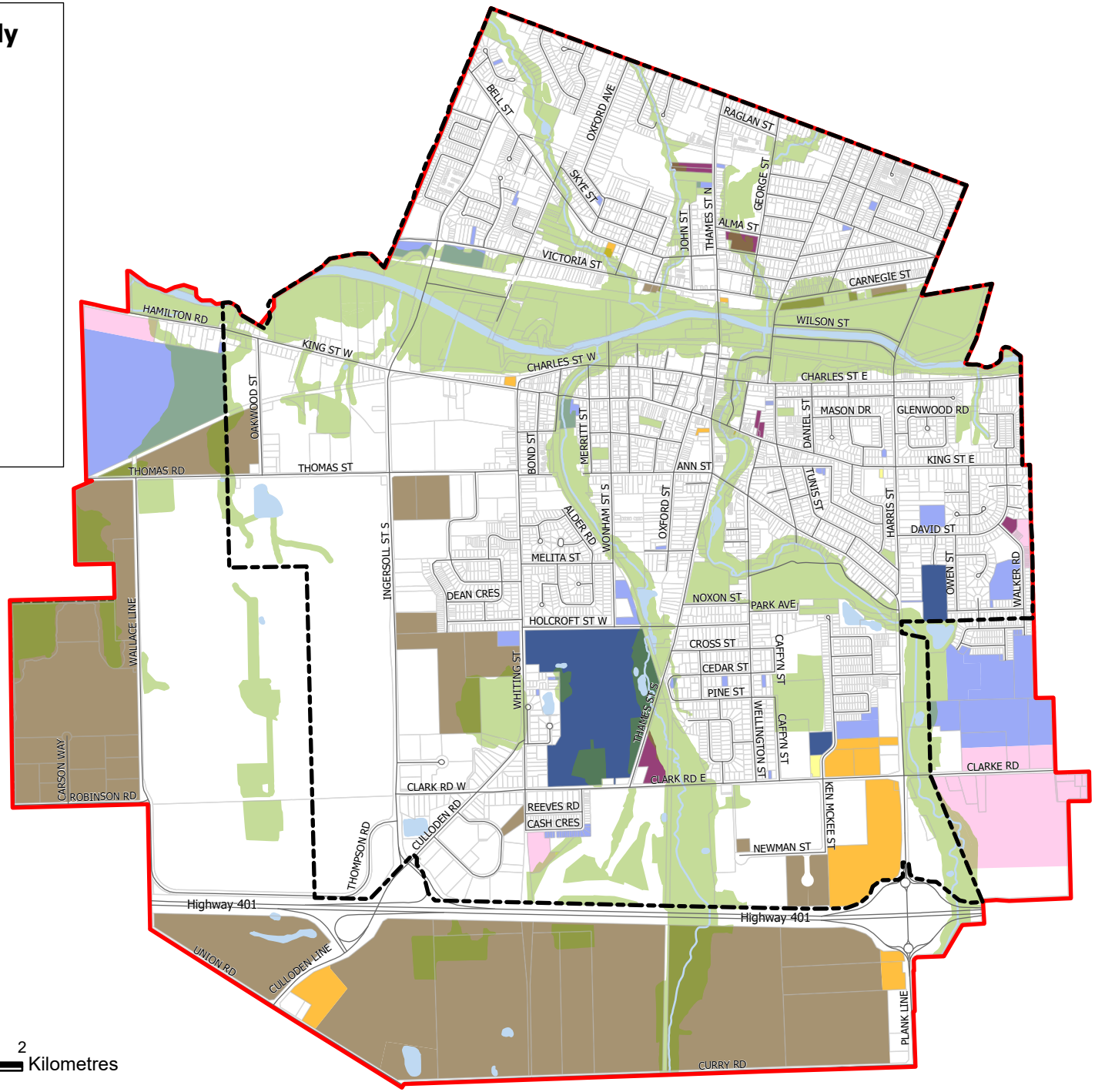

Village of Innerkip Land Supply

- Settlement Boundary - Serviced Village
- Built-Up Area (BUA)
- Non-Developable Lands/Constrained Areas

Vacant Land Supply

- Low Density Residential
- Commercial

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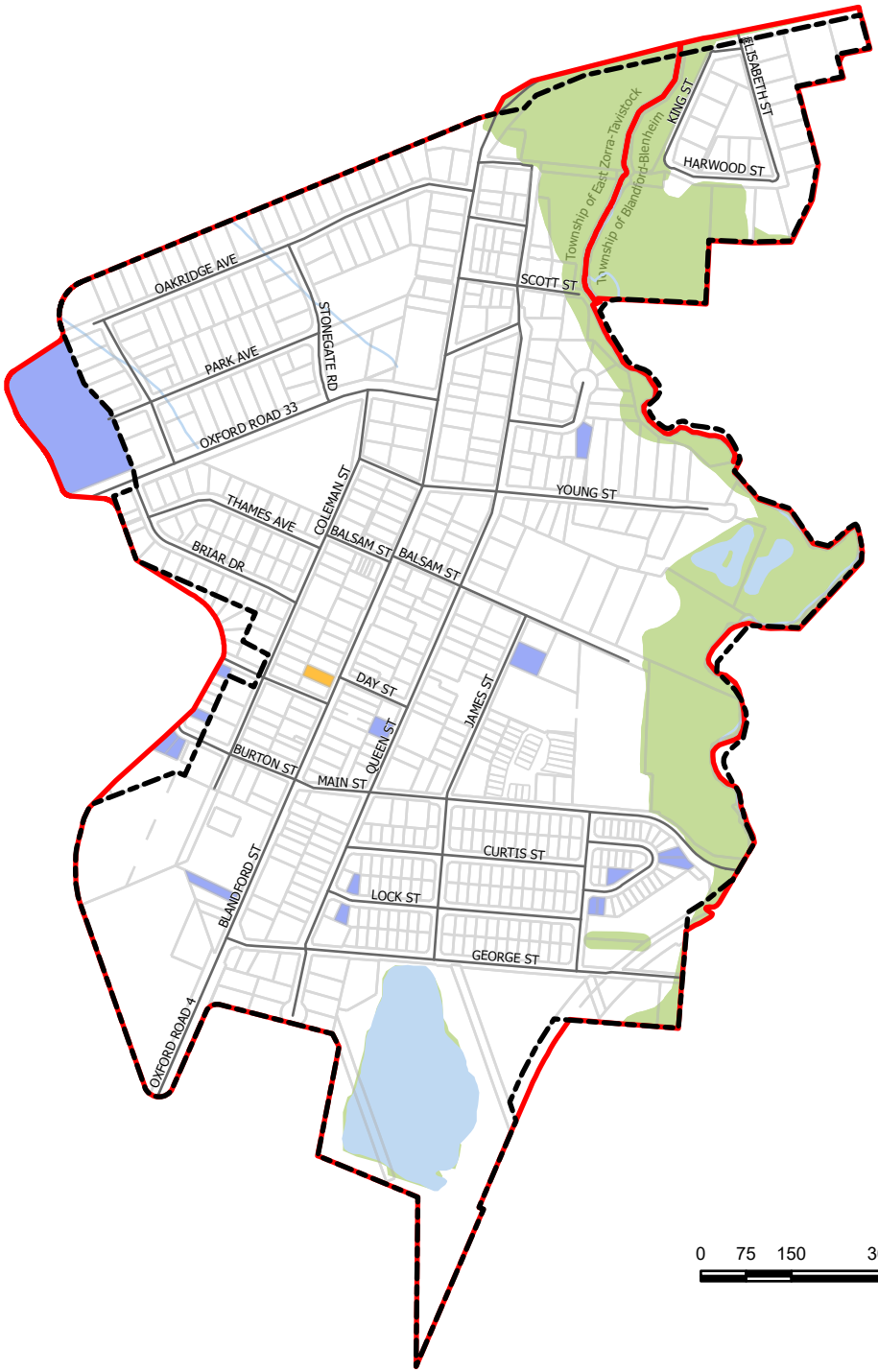
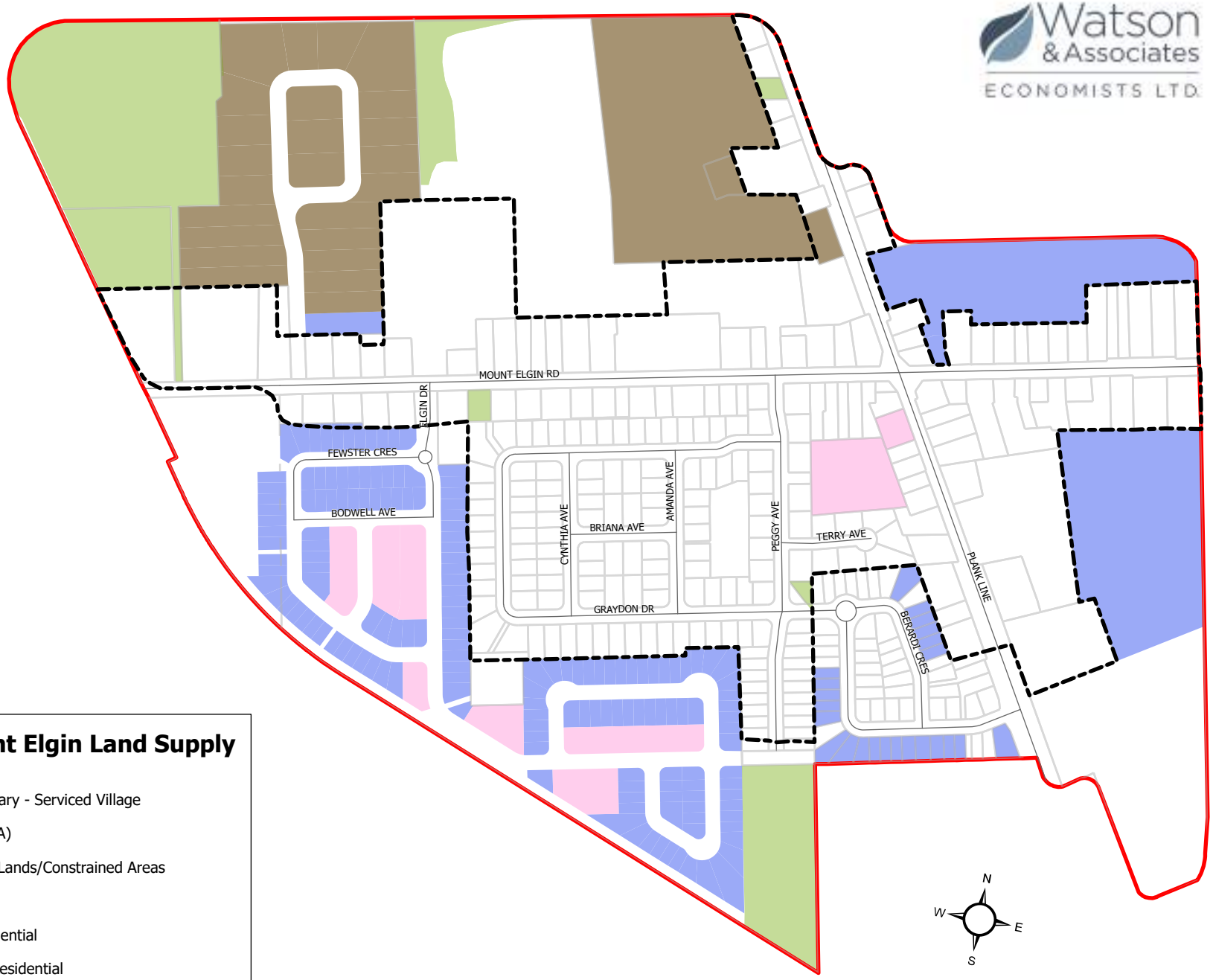
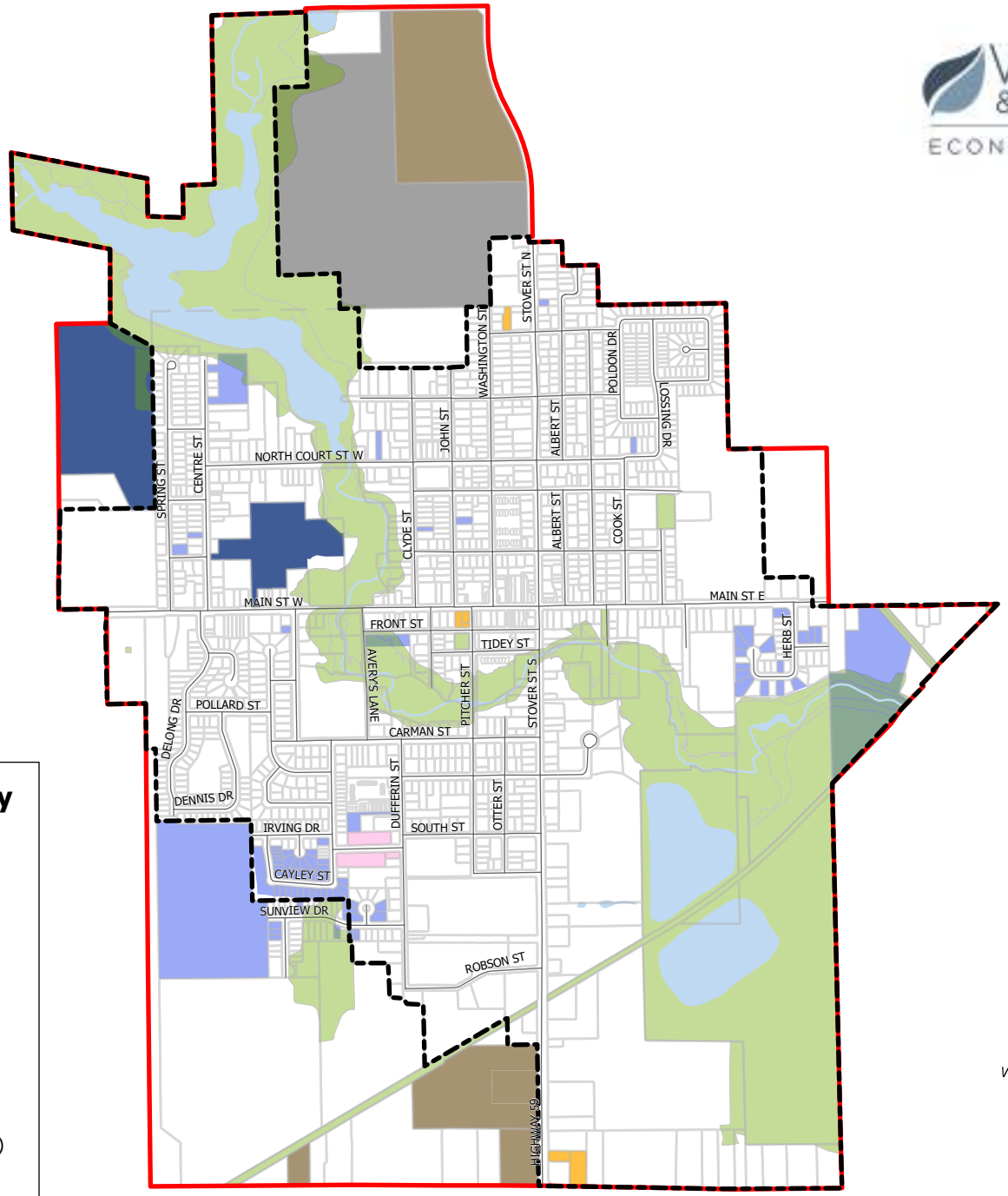



Watson & Associates ECONOMISTS LTD
MOUNT ELGIN RD
ELGIN DR
FEWSTER CRES
BODWELL AVE
CYNTHIA AVE
BRIANA AVE
AMANDA AVE
PEGGY AVE
TERRY AVE
GRAYDON DR
BERARDI CRES
PLANK LINE
Village of Mount Elgin Land Supply
Settlement Boundary - Serviced Village
Built-Up Area (BUA)
Non-Developable Lands/Constrained Areas
Vacant Land Supply
Low Density Residential
Medium Density Residential
Industrial
N
W
E
S
0
75
150
300
450
Metres



Village of Norwich Land Supply

- Settlement Boundary - Serviced Village
- Built-Up Area (BUA)
- Non-Developable Lands/Constrained Areas

Vacant Land Supply

- Low Density Residential
- Medium Density Residential
- Mixed Density Residential
- Future Urban Growth (FUG) Area (Residential)
- Commercial
- Industrial

Village of Plattsville Land Supply

- Settlement Boundary - Serviced Villages
- Built-Up Area (BUA)
- Non-Developable Lands/Constrained Areas

Vacant Land Supply

- Low Density Residential
- Medium Density Residential
- Commercial

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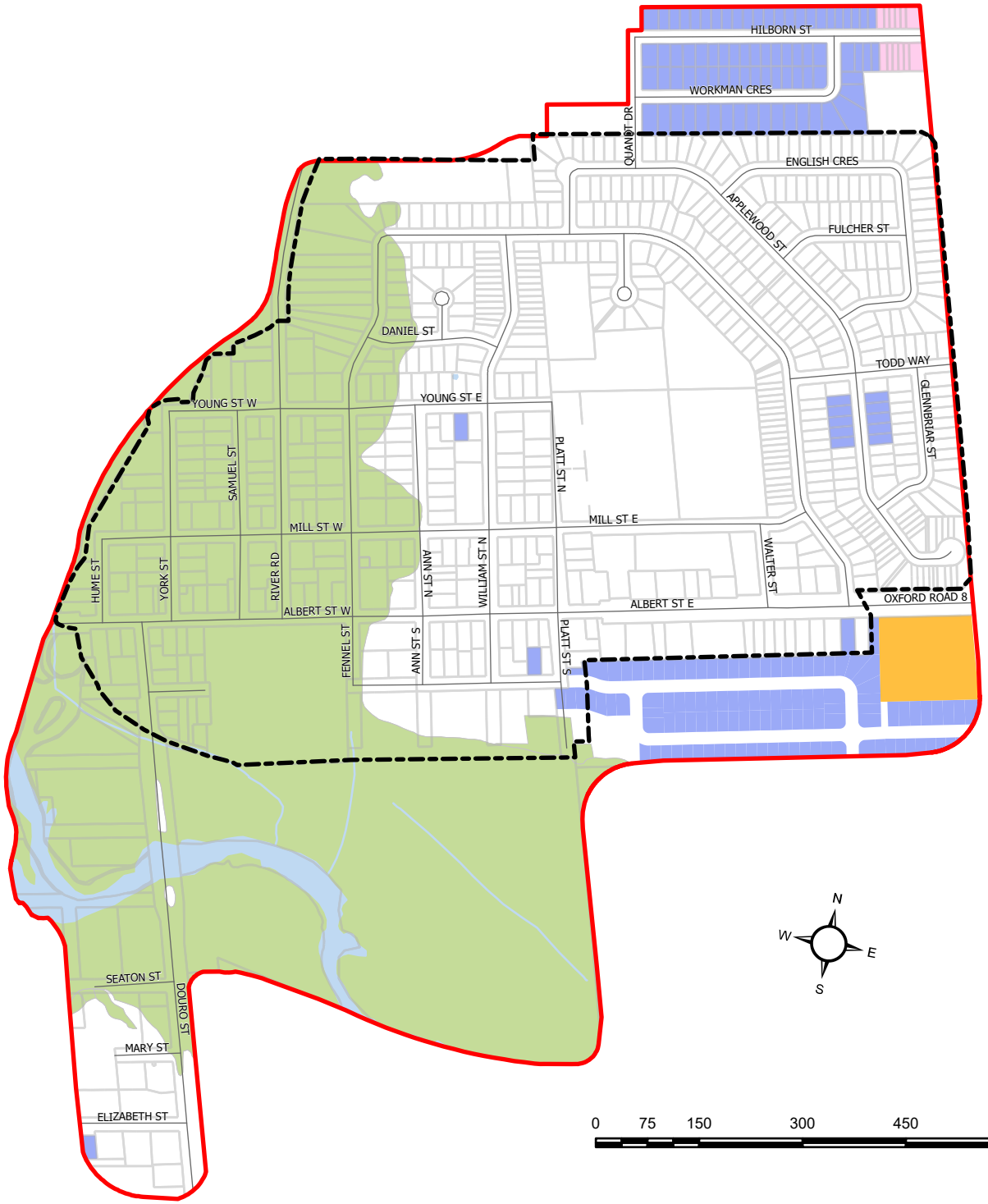

Village of Tavistock Land Supply

- Settlement Boundary - Serviced Village
- Built-Up Area (BUA)
- Non-Developable Lands/Constrained Areas

Vacant Land Supply

- Low Density Residential
- Medium Density Residential
- Commercial
- Industrial
- Institutional

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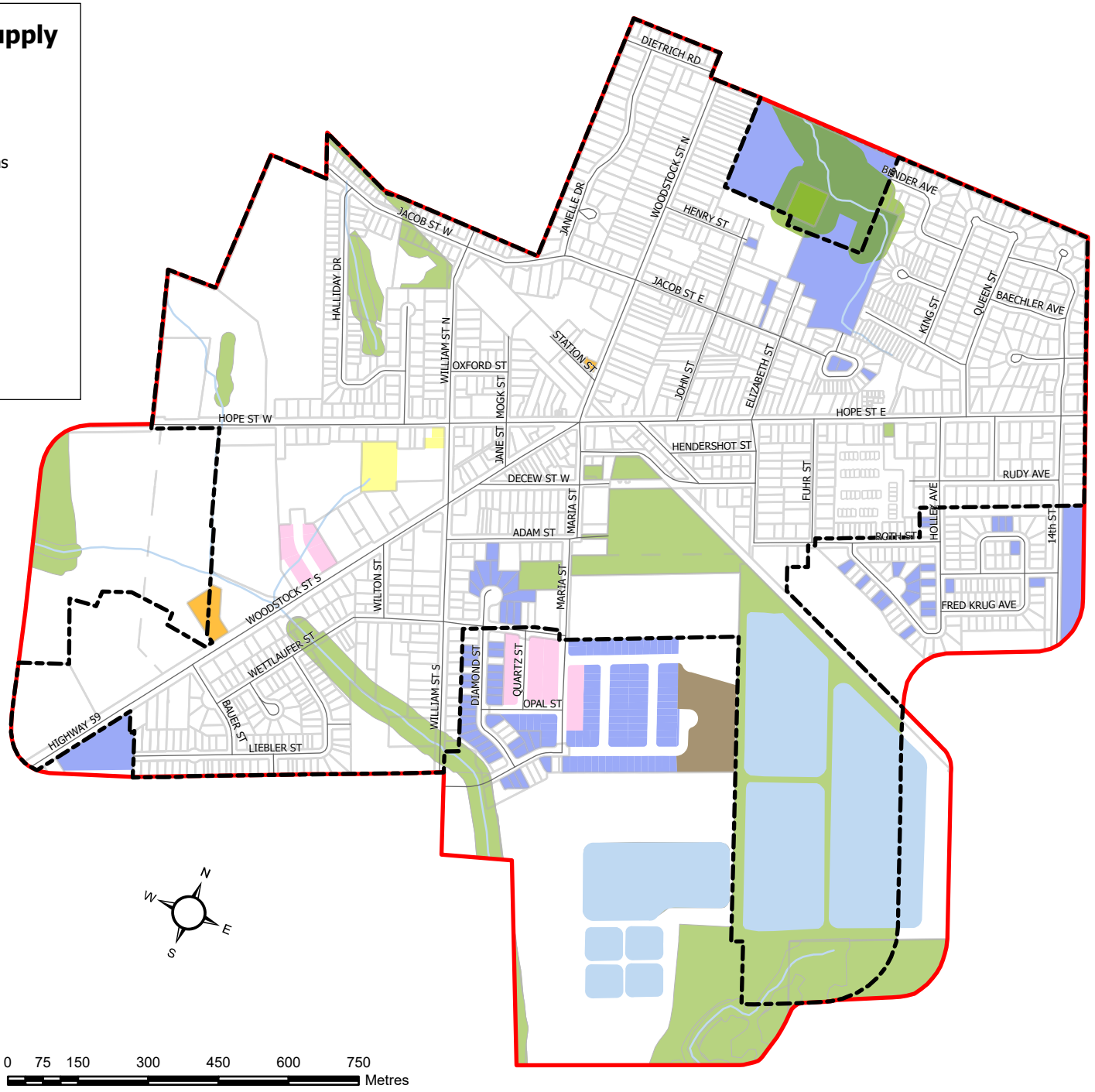

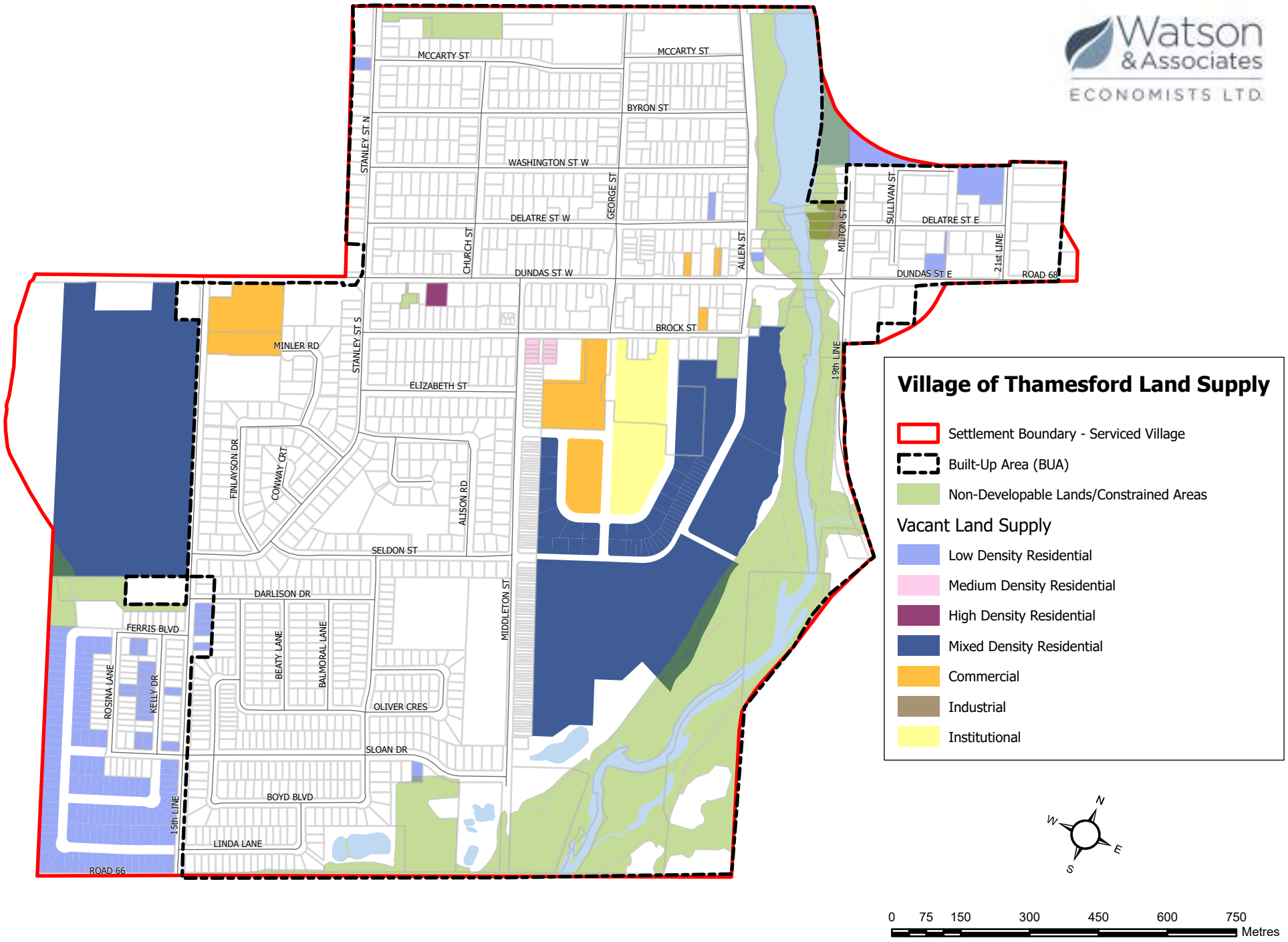
Watson & Associates ECONOMISTS LTD.
MCCARTY ST
MCCARTY ST
BYRON ST
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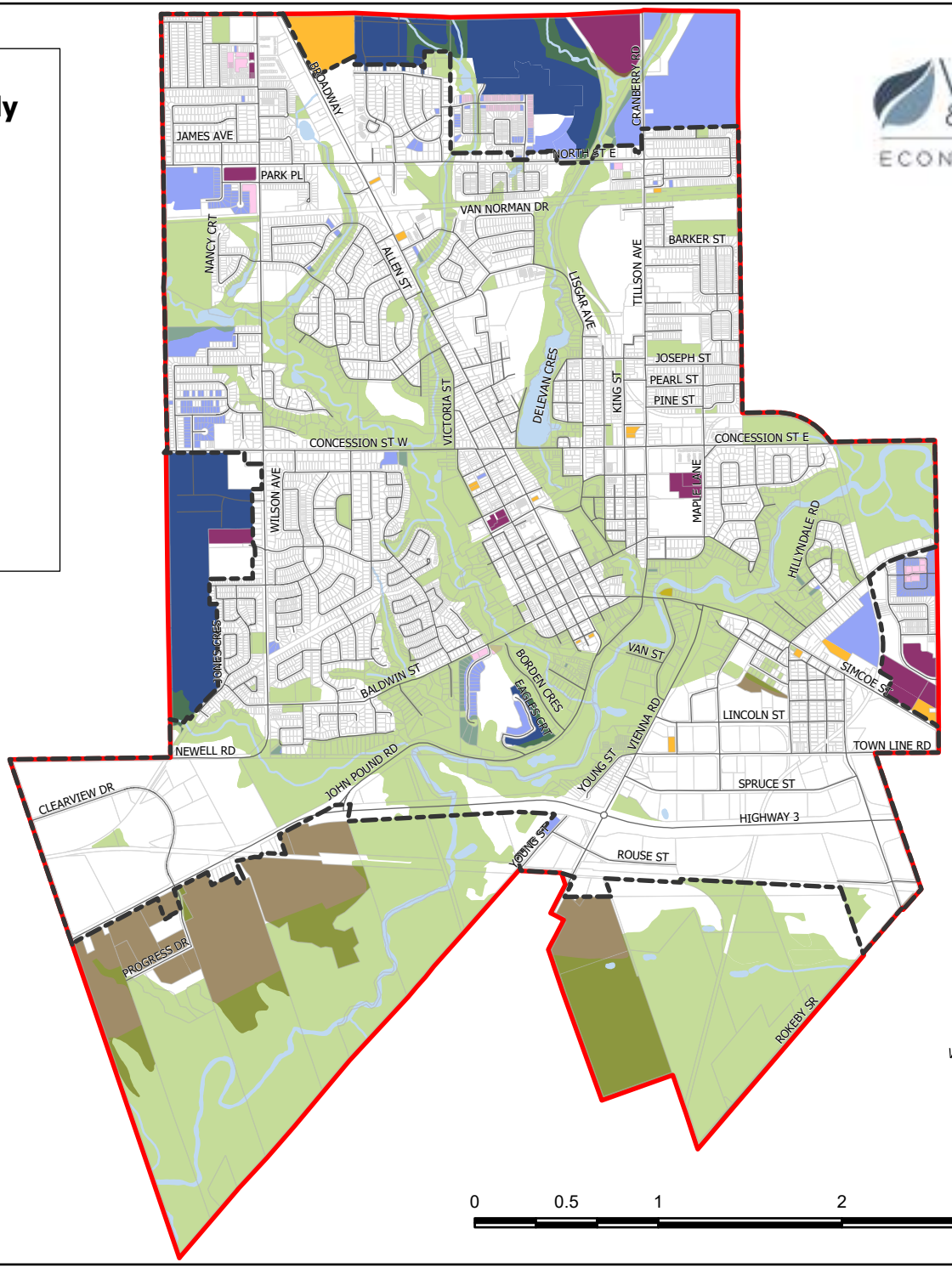
WASHINGTON ST W
GEORGE ST
DELATRE ST W
CHURCH ST
DUNDAS ST W
ALLEN ST
BROCK ST
MILTON ST
SULLIVAN ST
DELATRE ST E
DUNDAS ST E
21st LINE
ROAD 68
19th LINE
MINLER RD
STANLEY ST S
ELIZABETH ST
FINLAYSON DR
CONWAY CRT
ALISON RD
SELDON ST
DARLISON DR
MIDDLETON ST
FERRIS BLVD
BEATY LANE
BALMORAL LANE
ROSINA LANE
KELLY DR
OLIVER CRES
SLOAN DR
BOYD BLVD
15th LINE
LINDA LANE
ROAD 66
Village of Thamesford Land Supply
Settlement Boundary - Serviced Village
Built-Up Area (BUA)
Non-Developable Lands/Constrained Areas
Vacant Land Supply
Low Density Residential
Medium Density Residential
High Density Residential
Mixed Density Residential
Commercial
Industrial
Institutional
N
W
E
S
0
75
150
300
450
600
750
Metres

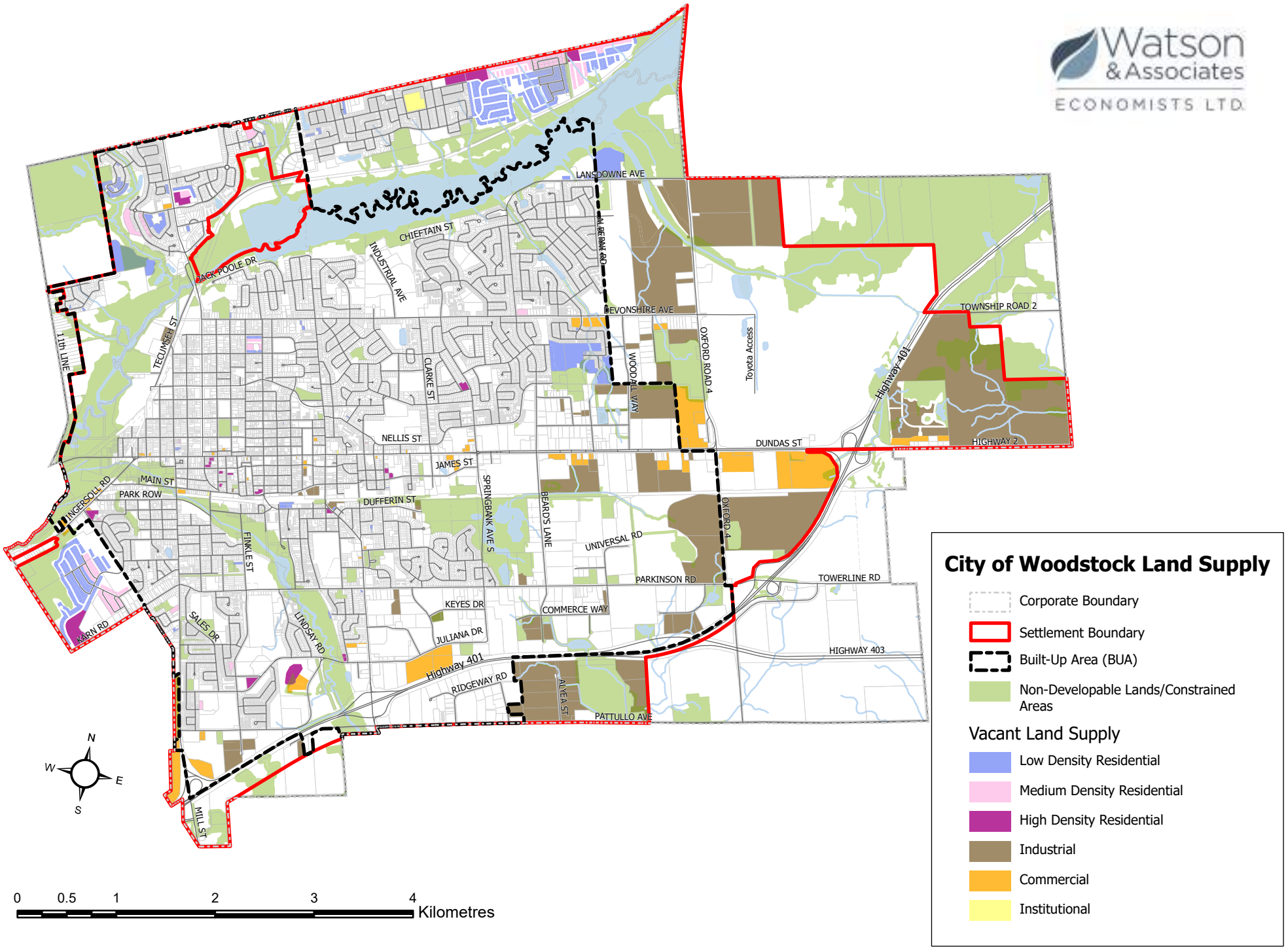
Town of Tillsonburg Land Supply

- Settlement Boundary
- Built-Up Area (BUA)
- Non-Developable Lands/Constrained Areas

Vacant Land Supply

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Density Residential
- Industrial Land
- Commercial Land




Watson & Associates ECONOMISTS LTD
LANSDOWNE AVE
CHIEFTAIN ST
INDUSTRIAL AVE
ALBERT RD
JACK POOLE DR
DEVONSHIRE AVE
TOWNSHIP ROAD 2
11th LINE
TECUMSEH ST
CLARKE ST
WOODALL WAY
OXFORD ROAD 4
Toyota Access
Highway 401
NELLIS ST
DUNDAS ST
HIGHWAY 2
JAMES ST
INGERSOLL RD
MAIN ST
PARK ROW
DUFFERIN ST
SPRINGBANK AVE S
BEARD'S LANE
UNIVERSAL RD
OXFORD 4
FINKLE ST
PARKINSON RD
TOWERLINE RD
KEYES DR
COMMERCE WAY
KARN RD
SALES DR
LINDSAY RD
JULIANA DR
HIGHWAY 403
Highway 401
RIDGEWAY RD
ALYEA ST
PATTULLO AVE
MILL ST
N
W
E
S
0
0.5
1
2
3
4
Kilometres
City of Woodstock Land Supply
Corporate Boundary
Settlement Boundary
Built-Up Area (BUA)
Non-Developable Lands/Constrained Areas
Vacant Land Supply
Low Density Residential
Medium Density Residential
High Density Residential
Industrial
Commercial
Institutional

OXFORD GMS

NODES AND CORRIDOR BOUNDARY

WOODSTOCK

FIGURE #1-3

- Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Highway
- Major Road
- Minor Road

SCALE 1:25,000

0 500 1,000 m

N W E S

MAP DRAWING INFORMATION:
DATA PROVIDED BY MNRF, CLIENT

MAP CREATED BY: RMT
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MAP PROJECTION: NAD 1983 UTM Zone 17N

DILLON CONSULTING

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OXFORD GMS

NODES AND CORRIDOR BOUNDARY

INGERSOLL

FIGURE #1-1

Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:8,000

0 160 320 m

N W E S

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MAP PROJECTION: NAD 1983 UTM Zone 17N

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OXFORD GMS

NODES AND CORRIDOR BOUNDARY

TILLSONBURG

FIGURE #1-2

- Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:14,000

0 280 560 m

N W E S

MAP DRAWING INFORMATION:
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MAP CHECKED BY: AN
MAP PROJECTION: NAD 1983 UTM Zone 17N

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PROJECT: 24-7712
STATUS: DRAFT
DATE: 27/11/2025

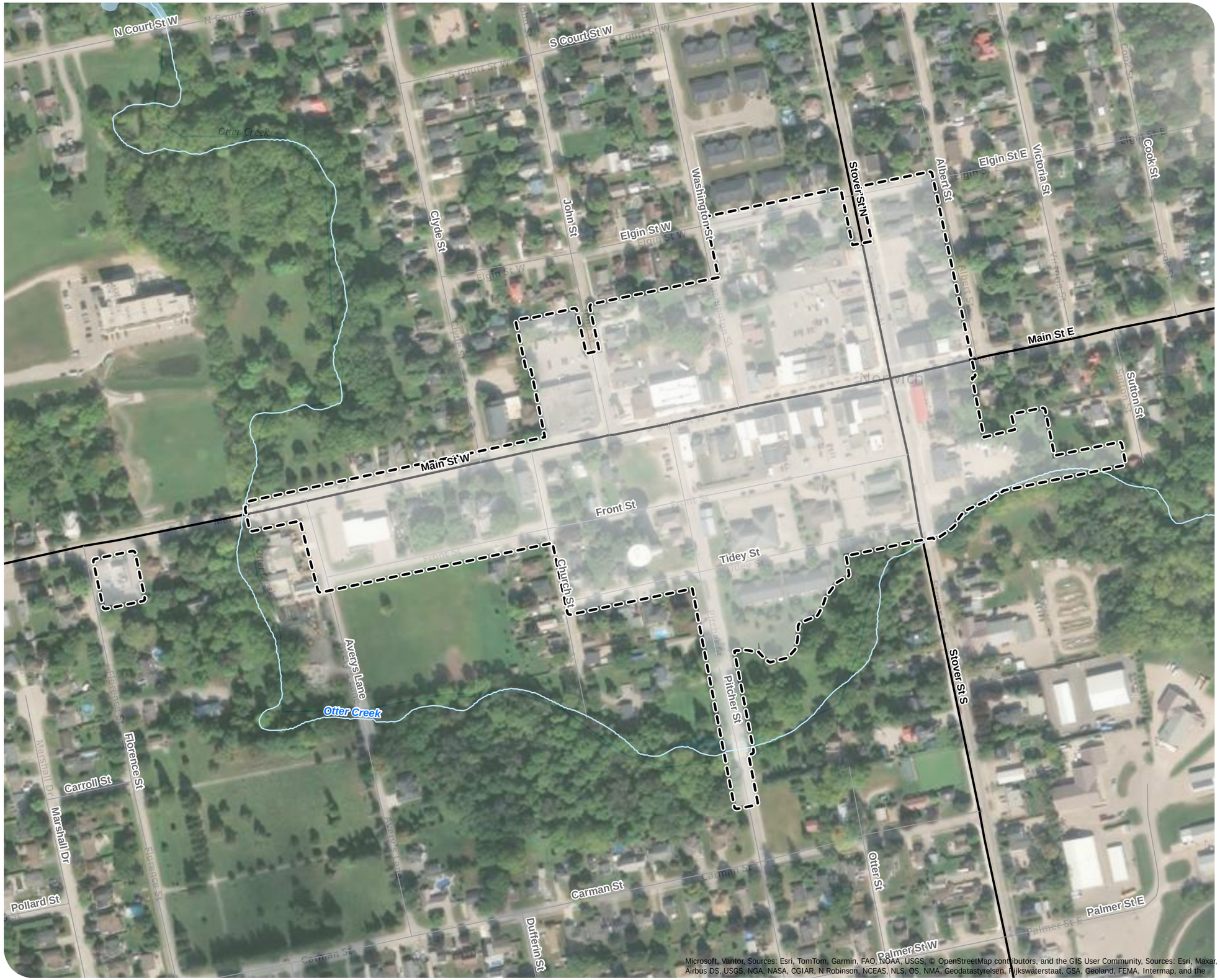
FILE LOCATION: K:\2024\247712\Product\Client\247712_Oxford_GMS_Mapping\247712_Oxford_GMS_Mapping\247712_Oxford_GMS_Mapping.aprx

OXFORD GMS

NODES AND CORRIDOR BOUNDARY

NORWICH

FIGURE #1-5



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Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:3,000

0 70 140 m

N W E S

MAP DRAWING INFORMATION:
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MAP PROJECTION: NAD 1983 UTM Zone 17N

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DATE: 27/11/2025

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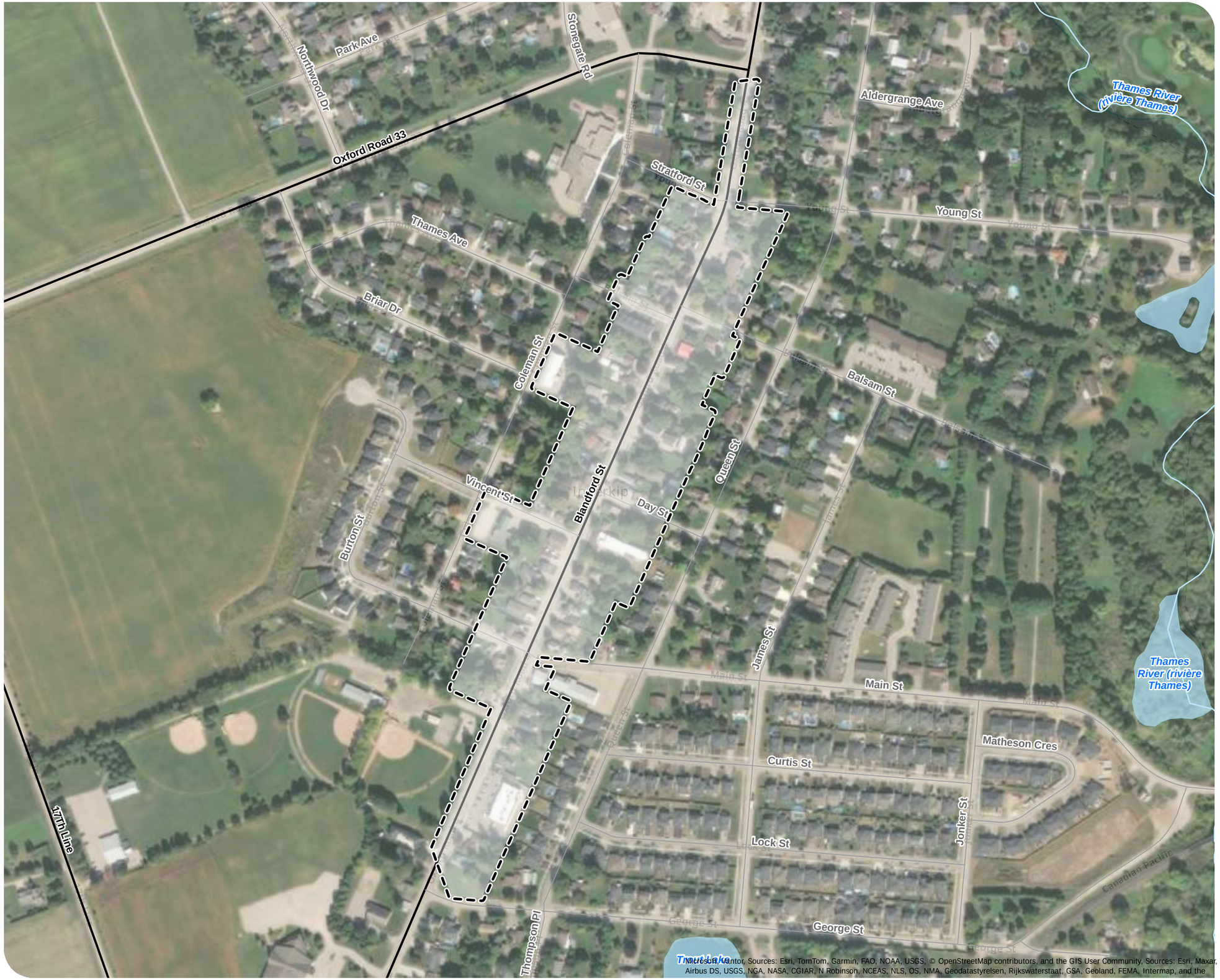

OXFORD GMS

NODES AND CORRIDOR BOUNDARY

INNERKIP

FIGURE #1-3

- Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:4,000

0 90 180 m

N W E S

MAP DRAWING INFORMATION:
DATA PROVIDED BY MNRF, CLIENT

MAP CREATED BY: RMT
MAP CHECKED BY: AN
MAP PROJECTION: NAD 1983 UTM Zone 17N

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OXFORD GMS

NODES AND CORRIDOR BOUNDARY

TAVISTOCK

FIGURE #1-7

Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:5,000

0 120 240 m

N W E S

MAP DRAWING INFORMATION:
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MAP PROJECTION: NAD 1983 UTM Zone 17N

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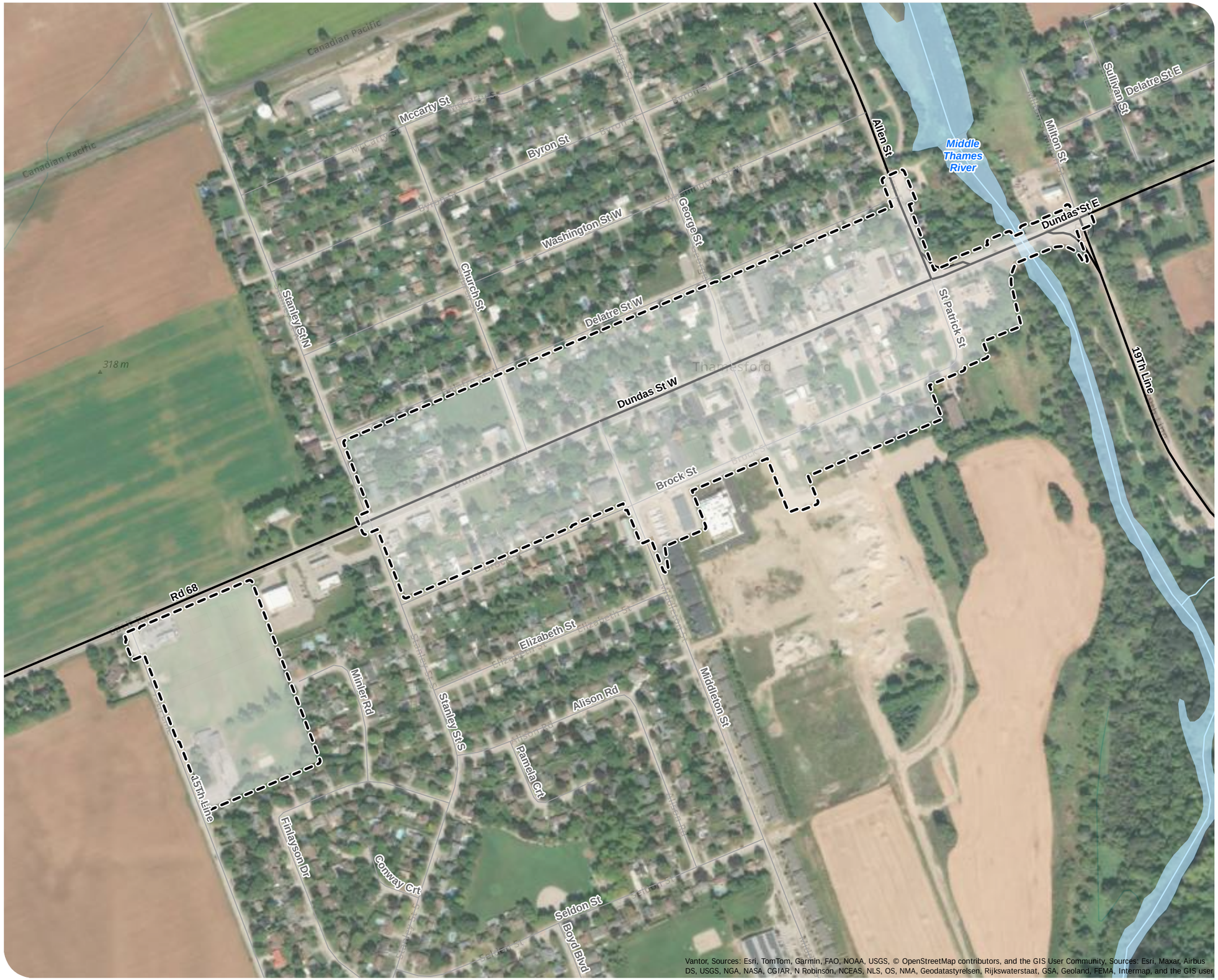
Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community, Region of Waterloo, Vantor, Sources: Esri, Maxar, Airbus DS, USGS, NGA, NASA, CGIAR, N Robinson, NCEAS, NLS, OS, NMA, Geodatastyrelsen, Rijkswaterstaat, GSA, Geoland, FEMA, Intermap,



OXFORD GMS

NODES AND CORRIDOR BOUNDARY

THAMESFORD

FIGURE #1-8

- Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:5,000

0 120 240 m

N W E S

MAP DRAWING INFORMATION:
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MAP CREATED BY: RMT
MAP CHECKED BY: AN
MAP PROJECTION: NAD 1983 UTM Zone 17N

DILLON CONSULTING

PROJECT: 24-7712
STATUS: DRAFT
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FILE LOCATION: K:\2024\247712\Product\Client\247712_Oxford_GMS_Mapping\247712_Oxford_GMS_Mapping\247712_Oxford_GMS_Mapping.aprx

OXFORD GMS

NODES AND CORRIDOR BOUNDARY

EMBRO

FIGURE #1-2

Nodes and Corridor Boundary

Base Data

- Watercourse
- Major Road
- Minor Road

SCALE 1:2,000

0 40 80 m

N W E S

MAP DRAWING INFORMATION:
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MAP CREATED BY: RMT
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MAP PROJECTION: NAD 1983 UTM Zone 17N

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NODES AND CORRIDOR BOUNDARY

MOUNT ELGIN

FIGURE #1-4

Nodes and Corridor Boundary

Base Data

- Highway
- Major Road
- Minor Road

SCALE 1:1,000

0 20 40 m

N W E S

MAP DRAWING INFORMATION:
DATA PROVIDED BY MNRF, CLIENT

MAP CREATED BY: RMT
MAP CHECKED BY: AN
MAP PROJECTION: NAD 1983 UTM Zone 17N

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NODES AND CORRIDOR BOUNDARY

PLATTSVILLE

FIGURE #1-6

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Sources: Esri, Maxar, Airbus DS, USGS, NGA, NASA, CGIAR, N Robinson, NCEAS, NLS, OS, NMA, Geodatastyrelsen, Rijkswaterstaat, GSA, Geoland, FEMA,

Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:4,000

0 90 180 m

N
W E
S

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OXFORD GMS

NODES AND CORRIDOR BOUNDARY

DRUMBO

FIGURE #1-1

Nodes and Corridor Boundary

Base Data

Major Road

Minor Road

SCALE 1:2,000

0 40 80 m

N W E S

MAP DRAWING INFORMATION:
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MAP CHECKED BY: AN
MAP PROJECTION: NAD 1983 UTM Zone 17N

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PROJECT: 24-7712

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Appendix F
Detailed Residential Land Needs by Area Municipality

Appendix F: Detailed Residential Land Needs by Area Municipality

Figure F-1
City of Woodstock
Residential Land Needs (Gross Developable Hectares)

Period	Calculation	Low Density	Medium Density	High Density	Total
Greenfield Growth (Units)					
2024-2044	A	3,735	1,453	2,013	7,201
2024-2049	B	4,690	1,959	2,209	8,858
2024-2054	C	5,598	2,496	2,418	10,512
Designated Greenfield Supply (Units)					
Vacant Supply	D	1,336	724	714	2,774
Designated Greenfield Unit Shortfall (Units)					
2024-2044	E = D - A	-2,399	-729	-1,299	-4,427
2024-2049	F = D - B	-3,354	-1,235	-1,495	-6,084
2024-2054	G = D - C	-4,262	-1,772	-1,704	-7,738
Greenfield Housing Unit Per Hectare Assumptions					
Units Per Ha (Net)	H	23	42	80	n/a
Designated Greenfield Land Needs, Net Land Area					
2024-2044	I = E / H	-104	-17	-16	-138
2024-2049	J = F / H	-146	-29	-19	-194
2024-2054	K = G / H	-185	-42	-21	-249
Greenfield Land Needs, Gross-to-Net (55% Residential / 45% Other)					
2024-2044	L = I / 55%	-190	-32	-30	-251
2024-2049	M = J / 55%	-265	-53	-34	-353
2024-2054	N = K / 55%	-337	-77	-39	-452
Future Urban Growth Area/Secondary Plan, Gross Developable, Hectares					
Vacant Supply, ha	O				0
Final Greenfield Area Land Needs, Gross Developable, Hectares					
2024-2044	P = L + O				-251
2024-2049	Q = M + O				-353
2024-2054	R = N + O				-452

Notes: Gross developable land area is based on the land required to accommodate residential development, as well as lands to support the residential uses, including institutional and commercial uses, as well as infrastructure as roads, sidewalks, parks and stormwater ponds.
Source: Watson & Associates Economists Ltd., 2025.

Figure F-2
Town of Ingersoll
Residential Land Needs (Gross Developable Hectares)

Period	Calculation	Low Density	Medium Density	High Density	Total
Greenfield Growth (Units)					
2024-2044	A	933	207	394	1,534
2024-2049	B	1,099	250	503	1,853
2024-2054	C	1,242	297	625	2,164
Designated Greenfield Supply (Units)					
Vacant Supply		588	775	0	1,363
B.U.A. Approved Supply (Excess)		0	0	423	423
Total Adjusted Vacant Supply	D	588	775	423	1,786
Designated Greenfield Unit Shortfall (Units)					
2024-2044	E = D - A	-345	568	29	252
2024-2049	F = D - B	-511	525	-80	-67
2024-2054	G = D - C	-654	478	-202	-378
Greenfield Housing Unit Per Hectare Assumptions					
Units Per Ha (Net)	H	23	42	80	n/a
Designated Greenfield Land Needs, Net Land Area					
2024-2044	I = E / H	-15	14	0	-1
2024-2049	J = F / H	-22	12	-1	-11
2024-2054	K = G / H	-28	11	-3	-20
Greenfield Land Needs, Gross-to-Net (55% Residential / 45% Other)					
2024-2044	L = I / 55%	-27	25	1	-2
2024-2049	M = J / 55%	-40	23	-2	-20
2024-2054	N = K / 55%	-52	21	-5	-36
Future Urban Growth Area/Secondary Plan, Gross Developable, Hectares					
Vacant Supply, ha	O				0
Final Greenfield Area Land Needs, Gross Developable, Hectares					
2024-2044	P = L + O				-2
2024-2049	Q = M + O				-20
2024-2054	R = N + O				-36

Notes:
[1] B.U.A. Approved Supply (Excess) refers to the additional housing units that have been approved, beyond the forecast amount for intensification.
Gross developable land area is based on the land required to accommodate residential development, as well as lands to support the residential uses, including institutional and commercial uses, as well as infrastructure as roads, sidewalks, parks and stormwater ponds.
Source: Watson & Associates Economists Ltd., 2025.

Figure F-3
Town of Tillsonburg
Residential Land Needs (Gross Developable Hectares)

Period	Calculation	Low Density	Medium Density	High Density	Total
Greenfield Growth (Units)					
2024-2044	A	2,602	784	341	3,727
2024-2049	B	3,141	1,029	384	4,554
2024-2054	C	3,638	1,288	442	5,368
Designated Greenfield Supply (Units)					
Vacant Supply	D	1,359	1,020	1,385	3,764
Designated Greenfield Unit Shortfall (Units)					
2024-2044	E = D - A	-1,243	236	1,044	37
2024-2049	F = D - B	-1,782	-9	1,001	-790
2024-2054	G = D - C	-2,279	-268	943	-1,604
Greenfield Housing Unit Per Ha Assumptions					
Units Per Ha (Net)	H	23	42	80	n/a
Designated Greenfield Land Needs, Net Land Area					
2024-2044	I = E / H	-54	6	13	-35
2024-2049	J = F / H	-77	0	13	-65
2024-2054	K = G / H	-99	-6	12	-94
Greenfield Land Needs, Gross-to-Net (55% Residential / 45% Other)					
2024-2044	L = I / 55%	-98	10	24	-64
2024-2049	M = J / 55%	-141	-0.4	23	-119
2024-2054	N = K / 55%	-180	-12	21	-170
Future Urban Growth Area/Secondary Plan, Gross Developable, Hectares					
Vacant Supply, ha	O				0
Final Greenfield Area Land Needs, Gross Developable, Hectares					
2024-2044	P = L + O				-64
2024-2049	Q = M + O				-119
2024-2054	R = N + O				-170

Notes: Gross developable land area is based on the land required to accommodate residential development, as well as lands to support the residential uses, including institutional and commercial uses, as well as infrastructure as roads, sidewalks, parks and stormwater ponds.
Source: Watson & Associates Economists Ltd., 2025.

Figure F-4
Township of Zorra
Residential Land Needs (Gross Developable Hectares)

Period	Calculation	Low Density	Medium Density	High Density	Total
Greenfield Growth (Units)					
2024-2044	A	630	102	105	837
2024-2049	B	717	159	170	1,046
2024-2054	C	774	230	254	1,258
Designated Greenfield Supply (Units)					
Vacant Supply		464	327	0	791
B.U.A. Approved Supply (Excess) [1]		0	394	234	628
Total Adjusted Vacant Supply	D	464	721	234	1,419
Designated Greenfield Unit Shortfall (Units)					
2024-2044	E = D - A	-166	619	129	582
2024-2049	F = D - B	-253	562	64	373
2024-2054	G = D - C	-310	491	-20	161
Greenfield Housing Unit Per Ha Assumptions					
Units Per Ha (Net)	H	19	35	50	n/a
Designated Greenfield Land Needs, Net Land Area					
2024-2044	I = E / H	-9	18	3	12
2024-2049	J = F / H	-13	16	1	4
2024-2054	K = G / H	-16	14	0	-3
Greenfield Land Needs, Gross-to-Net (60% Residential / 40% Other)					
2024-2044	L = I / 60%	-15	29	4	19
2024-2049	M = J / 60%	-22	27	2	7
2024-2054	N = K / 60%	-27	23	-1	-4
Future Urban Growth Area/Secondary Plan, Gross Developable, Hectares					
Vacant Supply, ha	O				20
Final Greenfield Area Land Needs, Gross Developable, Hectares					
2024-2044	P = L + O				39
2024-2049	Q = M + O				27
2024-2054	R = N + O				16

Notes:
[1] B.U.A. Approved Supply (Excess) refers to the additional housing units that have been approved, beyond the forecast amount for intensification.
Gross developable land area is based on the land required to accommodate residential development, as well as lands to support the residential uses, including institutional and commercial uses, as well as infrastructure as roads, sidewalks, parks and stormwater ponds.
Source: Watson & Associates Economists Ltd., 2025.

Figure F-5
Township of Norwich
Residential Land Needs (Gross Developable Hectares)

Period	Calculation	Low Density	Medium Density	High Density	Total
Greenfield Growth (Units)					
2024-2044	A	549	105	280	934
2024-2049	B	713	145	303	1,161
2024-2054	C	868	189	333	1,390
Designated Greenfield Supply (Units)					
Vacant Supply	D	222	12	138	372
Designated Greenfield Unit Shortfall (Units)					
2024-2044	E = D - A	-327	-93	-142	-562
2024-2049	F = D - B	-491	-133	-165	-789
2024-2054	G = D - C	-646	-177	-195	-1,018
Greenfield Housing Unit Per Ha Assumptions					
Units Per Ha (Net)	H	19	35	50	n/a
Designated Greenfield Land Needs, Net Land Area					
2024-2044	I = E / H	-17	-3	-3	-23
2024-2049	J = F / H	-26	-4	-3	-33
2024-2054	K = G / H	-34	-5	-4	-43
Greenfield Land Needs, Gross-to-Net (60% Residential / 40% Other)					
2024-2044	L = I / 60%	-29	-4	-5	-38
2024-2049	M = J / 60%	-43	-6	-6	-55
2024-2054	N = K / 60%	-57	-8	-7	-72
Future Urban Growth Area/Secondary Plan, Gross Developable, Hectares					
Vacant Supply, ha	O				29
Final Greenfield Area Land Needs, Gross Developable, Hectares					
2024-2044	P = L + O				-9
2024-2049	Q = M + O				-26
2024-2054	R = N + O				-43

Notes: Gross developable land area is based on the land required to accommodate residential development, as well as lands to support the residential uses, including institutional and commercial uses, as well as infrastructure as roads, sidewalks, parks and stormwater ponds.
Source: Watson & Associates Economists Ltd., 2025.

Figure F-6
Township of East Zorra Tavistock
Residential Land Needs (Gross Developable Hectares)

Period	Calculation	Low Density	Medium Density	High Density	Total
Greenfield Growth (Units)					
2024-2044	A	779	141	90	1,010
2024-2049	B	974	169	106	1,249
2024-2054	C	1,157	226	111	1,494
Designated Greenfield Supply (Units)					
Vacant Supply	D	259	45	0	304
Designated Greenfield Unit Shortfall (Units)					
2024-2044	E = D - A	-520	-96	-90	-706
2024-2049	F = D - B	-715	-124	-106	-945
2024-2054	G = D - C	-898	-181	-111	-1,190
Greenfield Housing Unit Per Ha Assumptions					
Units Per Ha (Net)	H	19	35	50	n/a
Designated Greenfield Land Needs, Net Land Area					
2024-2044	I = E / H	-27	-3	-2	-32
2024-2049	J = F / H	-38	-4	-2	-43
2024-2054	K = G / H	-47	-5	-2	-55
Greenfield Land Needs, Gross-to-Net (60% Residential / 40% Other)					
2024-2044	L = I / 60%	-46	-5	-3	-53
2024-2049	M = J / 60%	-63	-6	-3	-72
2024-2054	N = K / 60%	-79	-9	-3	-91
Future Urban Growth Area/Secondary Plan, Gross Developable, Hectares					
Vacant Supply, ha	O				0
Final Greenfield Area Land Needs, Gross Developable, Hectares					
2024-2044	P = L + O				-53
2024-2049	Q = M + O				-72
2024-2054	R = N + O				-91

Notes: Gross developable land area is based on the land required to accommodate residential development, as well as lands to support the residential uses, including institutional and commercial uses, as well as infrastructure as roads, sidewalks, parks and stormwater ponds.
Source: Watson & Associates Economists Ltd., 2025.

Figure F-7
Township of Blandford-Blenheim
Residential Land Needs (Gross Developable Hectares)

Period	Calculation	Low Density	Medium Density	High Density	Total
Greenfield Growth (Units)					
2024-2044	A	441	71	60	572
2024-2049	B	541	93	64	698
2024-2054	C	634	117	71	822
Designated Greenfield Supply (Units)					
Vacant Supply	D	509	275	0	784
Designated Greenfield Unit Shortfall (Units)					
2024-2044	E = D - A	68	204	-60	212
2024-2049	F = D - B	-32	182	-64	86
2024-2054	G = D - C	-125	158	-71	-38
Greenfield Housing Unit Per Ha Assumptions					
Units Per Ha (Net)	H	19	35	50	n/a
Designated Greenfield Land Needs, Net Land Area					
2024-2044	I = E / H	4	6	-1	8
2024-2049	J = F / H	-2	5	-1	2
2024-2054	K = G / H	-7	5	-1	-3
Greenfield Land Needs, Gross-to-Net (60% Residential / 40% Other)					
2024-2044	L = I / 60%	6	10	-2	14
2024-2049	M = J / 60%	-3	9	-2	4
2024-2054	N = K / 60%	-11	8	-2	-6
Future Urban Growth Area/Secondary Plan, Gross Developable, Hectares					
Vacant Supply, ha	O				11
Final Greenfield Area Land Needs, Gross Developable, Hectares					
2024-2044	P = L + O				24
2024-2049	Q = M + O				14
2024-2054	R = N + O				5

Notes: Gross developable land area is based on the land required to accommodate residential development, as well as lands to support the residential uses, including institutional and commercial uses, as well as infrastructure as roads, sidewalks, parks and stormwater ponds.
Source: Watson & Associates Economists Ltd., 2025.

Figure F-8
Township of South-West Oxford
Residential Land Needs (Gross Developable Hectares)

Period	Calculation	Low Density	Medium Density	High Density	Total
Greenfield Growth (Units)					
2024-2044	A	408	75	0	483
2024-2049	B	503	101	0	604
2024-2054	C	593	130	0	723
Designated Greenfield Supply (Units)					
Vacant Supply	D	285	69	0	354
Designated Greenfield Unit Shortfall (Units)					
2024-2044	E = D - A	-123	-6	0	-129
2024-2049	F = D - B	-218	-32	0	-250
2024-2054	G = D - C	-308	-61	0	-369
Greenfield Housing Unit Per Ha Assumptions					
Units Per Ha (Net)	H	19	35	50	n/a
Designated Greenfield Land Needs, Net Land Area					
2024-2044	I = E / H	-6	0	0	-7
2024-2049	J = F / H	-11	-1	0	-12
2024-2054	K = G / H	-16	-2	0	-18
Greenfield Land Needs, Gross-to-Net (60% Residential / 40% Other)					
2024-2044	L = I / 60%	-11	0	0	-11
2024-2049	M = J / 60%	-19	-2	0	-21
2024-2054	N = K / 60%	-27	-3	0	-30
Future Urban Growth Area/Secondary Plan, Gross Developable, Hectares					
Vacant Supply, ha	O				0
Final Greenfield Area Land Needs, Gross Developable, Hectares					
2024-2044	P = L + O				-11
2024-2049	Q = M + O				-21
2024-2054	R = N + O				-30

Notes: Gross developable land area is based on the land required to accommodate residential development, as well as lands to support the residential uses, including institutional and commercial uses, as well as infrastructure as roads, sidewalks, parks and stormwater ponds.
Source: Watson & Associates Economists Ltd., 2025.

Figure F-9
Oxford County
Summary of Residential Land Needs (Gross Developable Hectares)

Municipality	20-Year Land Needs	25-Year Land Needs	30-Year Land Needs
City of Woodstock	-251	-353	-452
Town of Tillsonburg	-64	-119	-170
Township of East Zorra-Tavistock	-53	-72	-91
Township of Norwich	-9	-26	-43
Town of Ingersoll	-2	-20	-36
Township of South-West Oxford	-11	-21	-30
Township of Blandford-Blenheim	24	14	5
Township of Zorra	39	27	16
Oxford County Total (excludes surpluses)	**-390**	**-611**	**-822**

Note: Surpluses (i.e. positive figures) are not counted in the totals.
Source: Watson & Associates Economists Ltd., 2025.

Figure F-10
Oxford County
Summary of Key Residential Land Needs Assumptions

Municipality	Rural Housing Growth Share (%)	Intensification Rate (%)	Greenfield Housing Growth Share (%)	Total Housing Growth (%)	Units Per Ha (U.P.H.), Net Ha	Gross-to Net Factor [1]
City of Woodstock	0%	25%	75%	100%	Low: 23 U.P.H. Medium: 42 U.P.H. High: 80 U.P.H.	55%
Town of Tillsonburg	0%	25%	75%	100%		
Town of Ingersoll	0%	25%	75%	100%		
Township of Zorra	12%	25%	63%	100%	Low: 19 U.P.H. Medium: 35 U.P.H. High: 50 U.P.H.	60%
Township of Norwich	13%	15%	72%	100%		
Township of East Zorra-Tavistock	8%	15%	77%	100%		
Township of Blandford-Blenheim	12%	15%	73%	100%		
South-West Oxford	15%	10%	75%	100%		
Oxford County	3%	23%	74%	100%	-	-

[1] The gross-to-net factor is the assumption that provides a gross developable land area including other land-uses to support residential land needs, including institutional and commercial uses, as well as infrastructure as roads, sidewalks, parks and stormwater ponds.
Note: Based on 30-year period, over 2024 to 2054 planning horizon.
Source: Watson & Associates Economists Ltd., 2025.

Appendix G
Detailed Employment Area Land Needs by Area Municipality

Appendix G: Detailed Employment Land Needs by Area Municipality

Figure G-1 provides a summary of the Employment Area land supply by Area Municipality. This supply only includes Employment Area lands within the Urban Centres and fully serviced settlement areas in the Townships. The Employment Area land supply has been adjusted on net basis with a further reduction of 15% for long-term vacancy. A long-term land vacancy adjustment of is applied to account for lands that may not develop over the planning horizon for various factors such as marketability, site constraints, parcel configuration, landowner willingness, etc.

Figure G-1
Oxford County
Employment Area Land Supply

Municipality	Employment Supply, Gross Developable	Employment Supply, Net Developable (80%)	Employment Supply, ha Adjusted (15% long-term vacancy)
Woodstock [1]	429	343	291
Tillsonburg	83	67	57
Ingersoll	272	218	185
Zorra	1	1	1
Norwich	23	19	16
East Zorra-Tavistock	4	3	2
Blandford Blenheim	21	17	14
South-West Oxford	16	13	11
Total	848	679	577

[1] There are lands outside of the settlement boundary that have been identified for industrial use through the Southeast Woodstock Secondary Plan. These lands were not included in the employment land supply as they still require additional planning study prior to being brought into the settlement boundary, but would be first priority for any future settlement area boundary expansion for employment uses.
Source: Watson & Associates Economists Ltd., 2025.

Figure G-2 provides a summary of the forecast employment to be allocated on Employment Area lands. The forecast is only for Urban Centres and fully serviced settlement areas. An adjustment has been made to account for an estimated amount of Employment Area growth to be accommodated through intensification. It is assumed that 10% of employment growth in Woodstock, Ingersoll, and Tillsonburg will be accommodated through intensification, while a lower share of 5% is assumed for the serviced settlement areas in the Townships, acknowledging their smaller developed Employment Area base.

Figure G-2
Oxford County
Employment Area Forecast by Municipality

Municipality	Employment			Employment Adjusted for Intensification		
	2024-2044	2024-2049	2024-2054	2024-2044	2024-2049	2024-2054
Woodstock	6,020	7,160	8,250	5,420	6,440	7,430
Tillsonburg	1,340	1,600	1,840	1,210	1,440	1,660
Ingersoll	2,170	2,590	2,980	1,950	2,330	2,680
Zorra	90	110	120	90	100	110
Norwich	160	190	215	150	180	200
East Zorra-Tavistock	150	170	200	140	160	190
Blandford-Blenheim	90	110	120	90	100	110
South-West Oxford	80	90	120	80	90	110
Total	10,100	12,020	13,845	9,130	10,840	12,490

Source: Watson & Associates Economists Ltd., 2025.

Figure G-3 provides a summary of the Employment Area land demand forecast by Area Municipality. An average Employment Area density of 15 jobs per net hectare is utilized for Woodstock, Tillsonburg and Ingersoll, while an Employment Area density of 7 to 10 jobs per hectare is utilized for the serviced settlement areas in the Townships.

Figure G-3
Employment Area Land Demand

Municipality	Employment Adjusted for Intensification			Density (jobs/Net ha)	Land Demand		
	2024-2044	2024-2049	2024-2054		2024-2044	2024-2049	2024-2054
Woodstock	5,420	6,440	7,430	15	361	429	495
Tillsonburg	1,210	1,440	1,660	15	81	96	111
Ingersoll	1,950	2,330	2,680	15	130	155	179
Zorra	90	100	110	7	13	14	16
Norwich	150	180	200	10	15	18	20
East Zorra-Tavistock	140	160	190	10	14	16	19
Blandford-Blenheim	90	100	110	7	13	14	16
South-West Oxford	80	90	110	7	11	13	16
Total	9,130	10,840	12,490	-	638	756	871

Source: Watson & Associates Economists Ltd., 2025.

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Figure G-4 provides a summary of the Employment Area land needs by Area Municipality. The Employment Area land demand is compared to the Employment Area supply to determine the Employment Area land needs. The land needs are then adjusted downward to account for Future Growth Areas and Secondary Plans that were not included in the previous designated supply.

Figure G-4
Oxford County
Employment Area Land Needs

Municipality	Land Needs, Net, ha			Land Needs, Gross Developable, ha			Future Growth Area/Secondary Plan Areas	20-Year Land Needs Gross Developable (ha)	25-Year Land Needs Gross Developable (ha)	30-Year Land Needs Gross Developable (ha)
	2024-2044	2024-2049	2024-2054	2024-2044	2024-2049	2024-2054				
Woodstock [1]	-70	-138	-204	-87	-172	-255	4	-83	-168	-251
Tillsonburg	-24	-39	-54	-30	-49	-68	0	-30	-49	-68
Ingersoll	55	30	6	69	37	8	0	Surplus	Surplus	Surplus
Zorra	-12	-14	-15	-15	-17	-19	24	Surplus	Surplus	Surplus
Norwich	1	-2	-4	1	-3	-5	0	Surplus	-3	-5
East Zorra-Tavistock	-12	-14	-17	-14	-17	-21	0	-14	-17	-21
Blandford-Blenheim	1	-0	-2	2	-0	-2	0	Surplus	0	-2
South-West Oxford	-1	-2	-5	-1	-3	-6	0	-1	-3	-6
Total	-	-	-	-	-	-	28	-129	-240	-353

[1] There are lands outside of the settlement boundary that have been identified for industrial use through the Southeast Woodstock Secondary Plan. These lands were not included in the employment land supply as they still require additional planning study prior to being brought into the settlement boundary, but would be first priority for any future settlement area boundary expansion for employment uses.
Source: Watson & Associates Economists Ltd., 2025.

Figures G-5a, G-5b and G-5c illustrate the forecast for rural dry industrial land absorption in Township areas outside serviced villages. It shows potential land take-up for dry industrial uses within unserviced settlement areas and other rural locations. Further discussion of this forecast is provided in Section 9.6.

Figure G-5a
Oxford County
Rural Dry-Industrial Land Absorption Forecast, 20-Year Forecast

Municipality	Dry Industrial Employment	Employment Density (jobs/net hectare)	Dry Industrial Land Demand, Net Land Area (hectares)	Dry Industrial Land Demand, Gross Developable (hectares)
Blandford-Blenheim	140	4	35	44
East Zorra-Tavistock	30	4	8	9
Norwich	30	4	8	9
South-West Oxford	30	4	8	9
Zorra	30	4	8	9
Total	**260**	**4**	**65**	**81**

Figure G-5b
Oxford County
Rural Dry-Industrial Land Absorption Forecast, 25-Year Forecast

Municipality	Dry Industrial Employment	Employment Density (jobs/net hectare)	Dry Industrial Land Demand, Net Land Area (hectares)	Dry Industrial Land Demand, Gross Developable (hectares)
Blandford-Blenheim	170	4	43	53
East Zorra-Tavistock	30	4	8	9
Norwich	40	4	10	13
South-West Oxford	40	4	10	13
Zorra	30	4	8	9
Total	**310**	**4**	**78**	**97**

Figure G-5c
Oxford County
Rural Dry-Industrial Land Absorption Forecast, 25-Year Forecast

Municipality	Dry Industrial Employment	Employment Density (jobs/net hectare)	Dry Industrial Land Demand, Net Land Area (hectares)	Dry Industrial Land Demand, Gross Developable (hectares)
Blandford-Blenheim	190	4	48	59
East Zorra-Tavistock	40	4	10	13
Norwich	50	4	13	16
South-West Oxford	50	4	13	16
Zorra	40	4	10	13
Total	**370**	**4**	**93**	**116**

Note: Gross developable is based on an upward adjustment of 20%.
Source: Watson & Associates Economists Ltd., 2025.

Appendix H
Nodes and Corridors

OXFORD GMS

NODES AND CORRIDOR BOUNDARY

WOODSTOCK

FIGURE #1-3

- Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Highway
- Major Road
- Minor Road

SCALE 1:25,000

0 500 1,000 m

N W E S

MAP DRAWING INFORMATION:
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MAP CREATED BY: RMT
MAP CHECKED BY: AN
MAP PROJECTION: NAD 1983 UTM Zone 17N

DILLON CONSULTING

PROJECT: 24-7712
STATUS: DRAFT
DATE: 27/11/2025

Vantor, Esri, NASA, NGA, USGS, FEMA

FILE LOCATION: K:\2024\247712\Product\Client\247712_Oxford_GMS_Mapping\247712_Oxford_GMS_Mapping\247712_Oxford_GMS_Mapping.aprx

OXFORD GMS

NODES AND CORRIDOR BOUNDARY

INGERSOLL

FIGURE #1-1

- Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:8,000

0 160 320 m

N W E S

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Vantor, Esri, NASA, NGA, USGS, FEMA

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OXFORD GMS

NODES AND CORRIDOR BOUNDARY

TILLSONBURG

FIGURE #1-2

- Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:14,000

0 280 560 m

N W E S

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OXFORD GMS

NODES AND CORRIDOR BOUNDARY

NORWICH

FIGURE #1-5

- Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:3,000

0 70 140 m

N
W E
S

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OXFORD GMS

NODES AND CORRIDOR BOUNDARY

INNERKIP

FIGURE #1-3

Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:4,000

0 90 180 m

N W E S

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OXFORD GMS

NODES AND CORRIDOR BOUNDARY

TAVISTOCK

FIGURE #1-7

Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:5,000

0 120 240 m

N W E S

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MAP CHECKED BY: AN
MAP PROJECTION: NAD 1983 UTM Zone 17N

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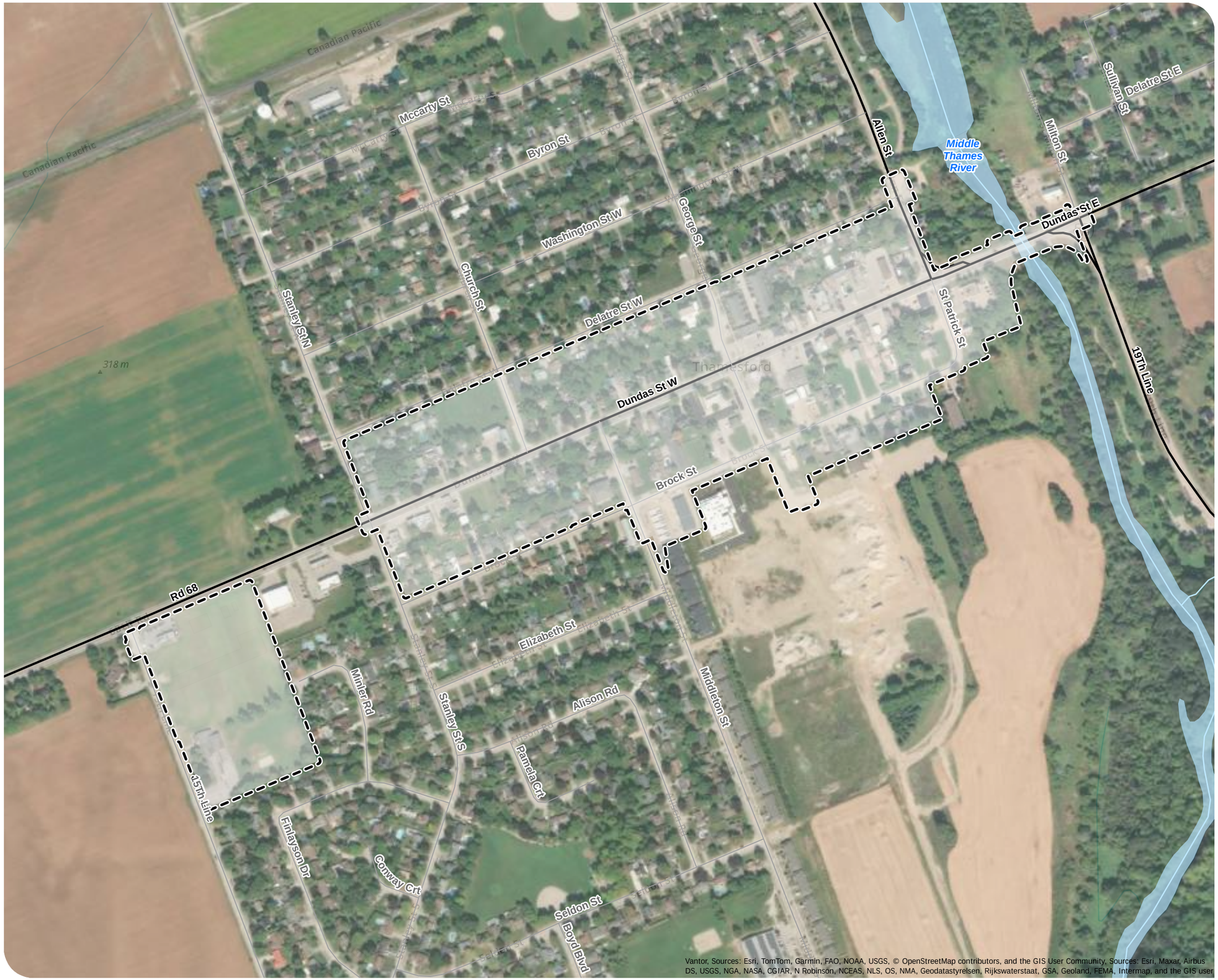
OXFORD GMS

NODES AND CORRIDOR BOUNDARY

THAMESFORD

FIGURE #1-8



Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:5,000

0 120 240 m

N W E S

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OXFORD GMS

NODES AND CORRIDOR BOUNDARY

EMBRO

FIGURE #1-2

Nodes and Corridor Boundary

Base Data

- Watercourse
- Major Road
- Minor Road

SCALE 1:2,000

0 40 80 m

N W E S

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OXFORD GMS

NODES AND CORRIDOR BOUNDARY

MOUNT ELGIN

FIGURE #1-4

Nodes and Corridor Boundary

Base Data

- Highway
- Major Road
- Minor Road

SCALE 1:1,000

0 20 40 m

N W E S

MAP DRAWING INFORMATION:
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NODES AND CORRIDOR BOUNDARY

PLATTSVILLE

FIGURE #1-6

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Sources: Esri, Maxar, Airbus DS, USGS, NGA, NASA, CGIAR, N Robinson, NCEAS, NLS, OS, NMA, Geodatastyrelsen, Rijkswaterstaat, GSA, Geoland, FEMA,

Nodes and Corridor Boundary

Base Data

- Water Body
- Watercourse
- Major Road
- Minor Road

SCALE 1:4,000

0 90 180 m

N
W E
S

MAP DRAWING INFORMATION:
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MAP CHECKED BY: AN
MAP PROJECTION: NAD 1983 UTM Zone 17N

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OXFORD GMS

NODES AND CORRIDOR BOUNDARY

DRUMBO

FIGURE #1-1

Nodes and Corridor Boundary

Base Data

Major Road

Minor Road

SCALE 1:2,000

0 40 80 m

N

W E

S

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Watson & Associates ECONOMISTS LTD.

DILLON CONSULTING

Oxford County
Growth Analysis and Land Needs Assessment

Oxford County - Council Meeting

January 28, 2026

Introduction

Overview

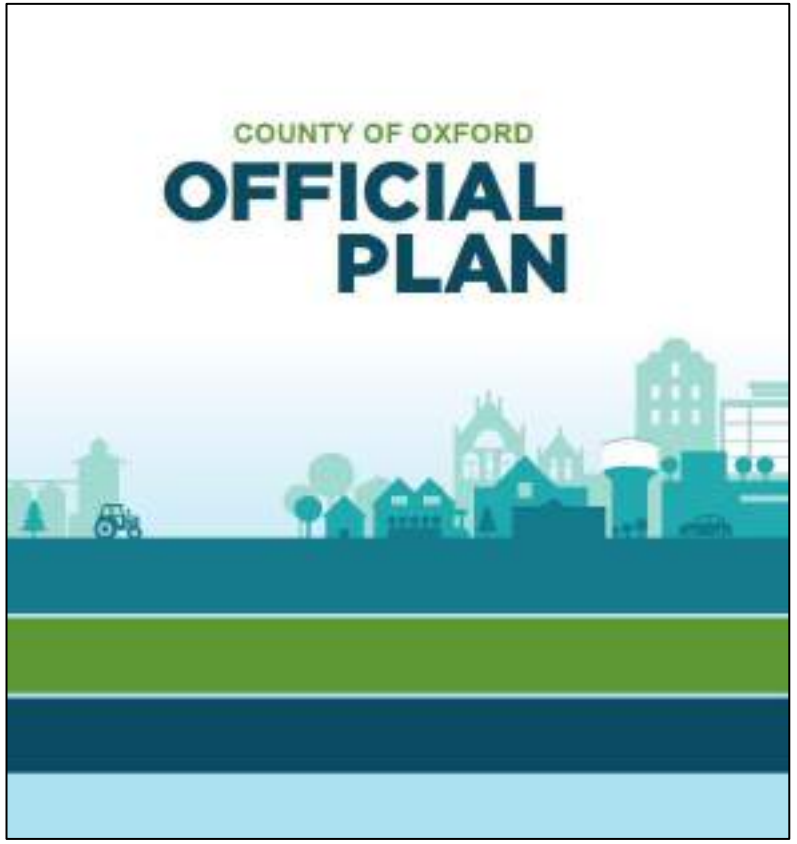
- Watson in partnership with Dillon Consulting Ltd. were retained by Oxford County to carry out an updated Growth Analysis and Land Needs Assessment for the County. Key components include:
    - Growth forecast and allocations by Area Municipality;
    - Intensification analysis to identify short-term opportunities to accommodate intensification;
    - Land Needs analysis for Community Area (residential, commercial and institutional uses) and Employment Areas (industrial-type uses) in 20-, 25- and 30-year periods; and
    - Strategic growth management directions to inform the County's Official Plan Review.

Provincial Planning Context

Overview

Integrated Provincial Policy Document – Provincial Planning Statement 2024

County of Oxford Official Plan

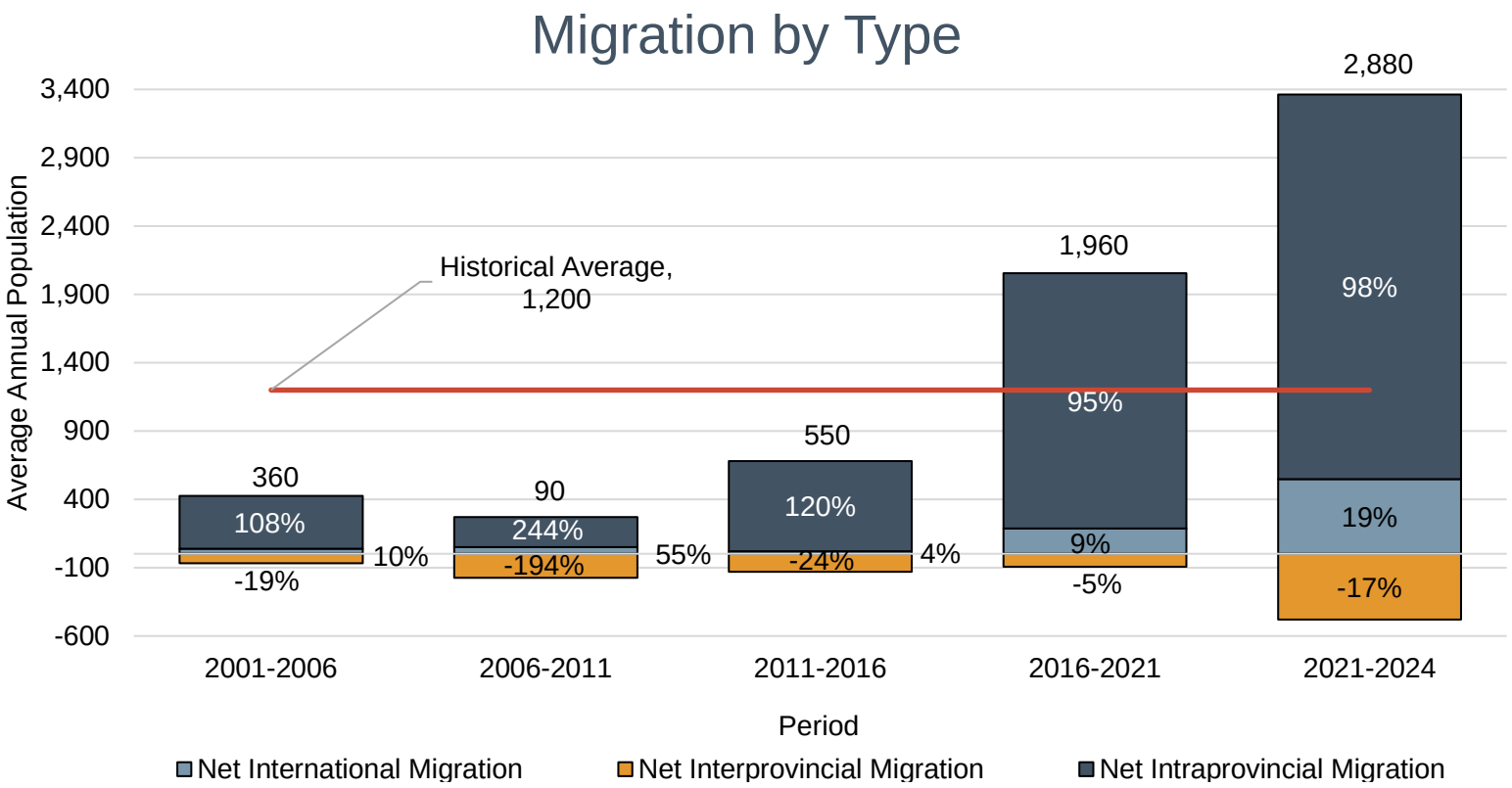


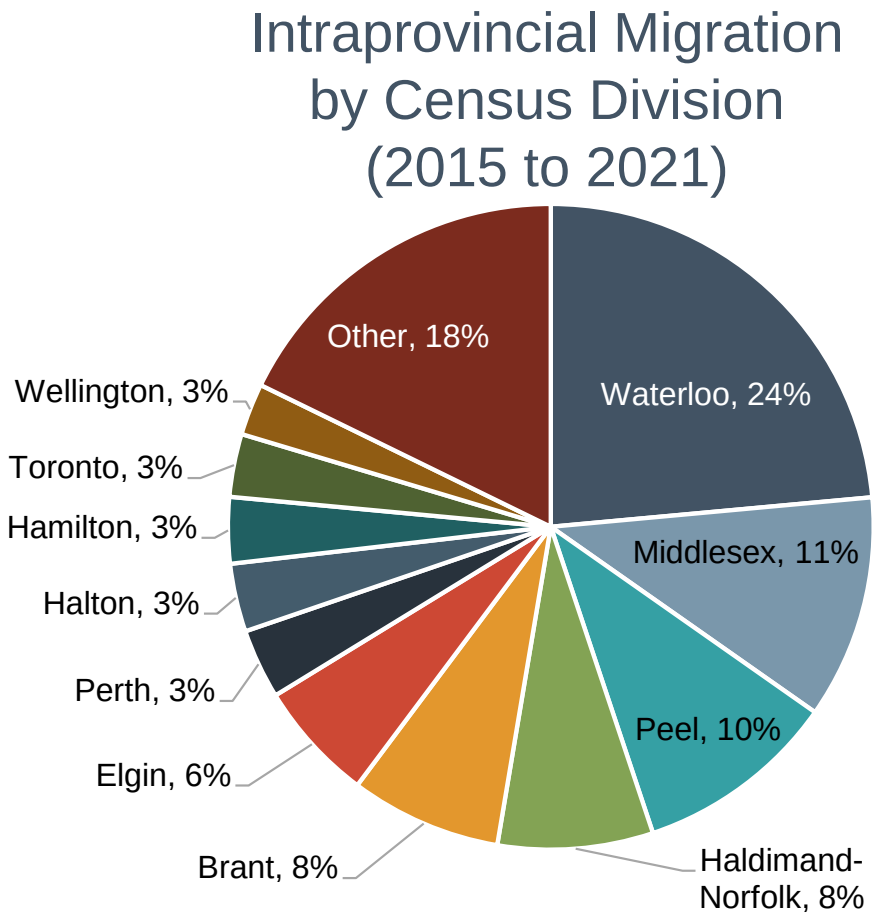
Oxford County Growth Forecast

Summary

Components of Population Growth – Migration

Oxford Census Division Net-Migration by Type, 2001 to 2024





Source: Custom order Statistics Canada Intraprovincial Trends by CD data, derived by Watson & Associates Economists Ltd.

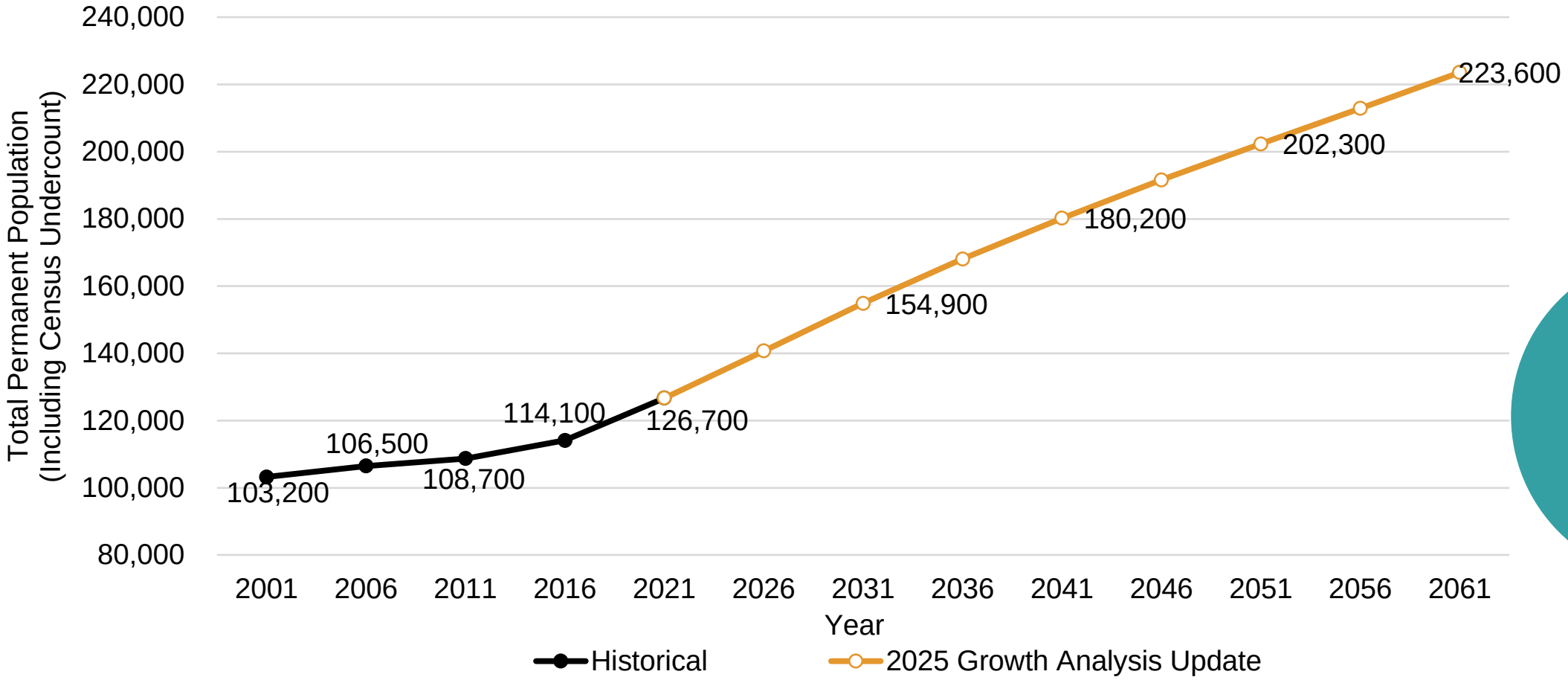
Note: Population figures include net Census undercount. Figures have been rounded and may not add up precisely.
Source: Statistics Canada Table 17-10-0153-01, summarized by Watson & Associates Economists Ltd.

Oxford County

Key Population and Employment Growth Drivers

Oxford County Growth Forecast

County Population Growth Forecast Update

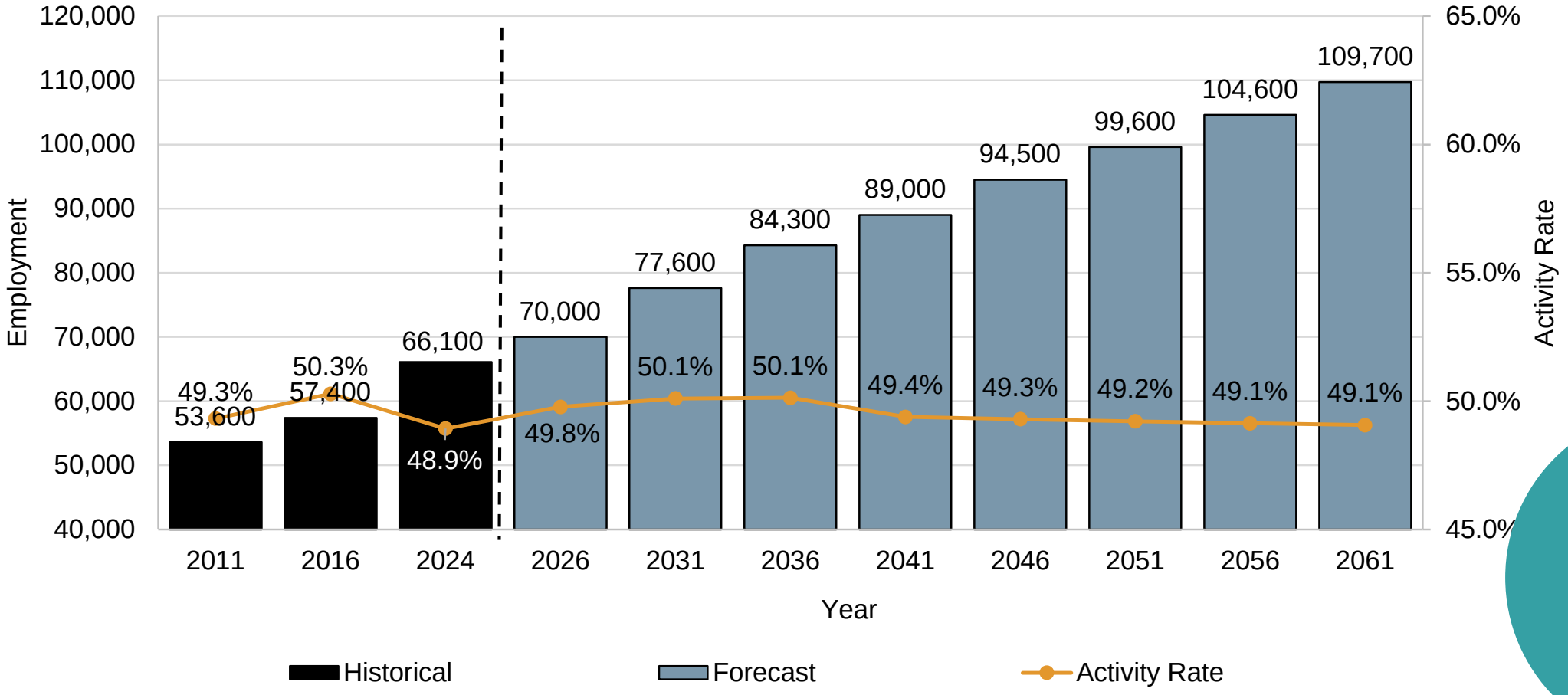


2021 to 2061 Annual Growth Rate: 1.4%

Note: Population includes net Census undercount estimated at 4.1% and figures have been rounded.
Source: Historical 2001 to 2021 data derived from Statistics Canada Table 17-10-0152-01; forecast prepared by Watson & Associates Economists Ltd.

Oxford County Growth Forecast

County Employment Growth Forecast Update



2024 to 2061 Annual Growth Rate: 1.4%

Source: 2011 to 2016 derived from Statistics Canada Census data; forecast prepared by Watson & Associates Economists Ltd.

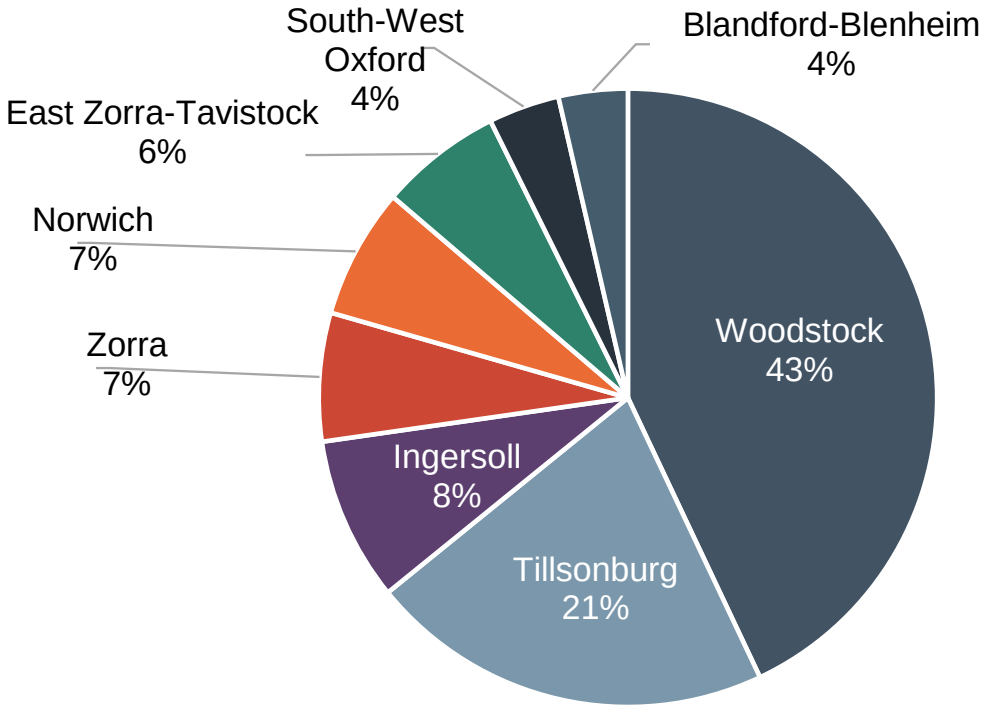
Growth Allocations

Overview

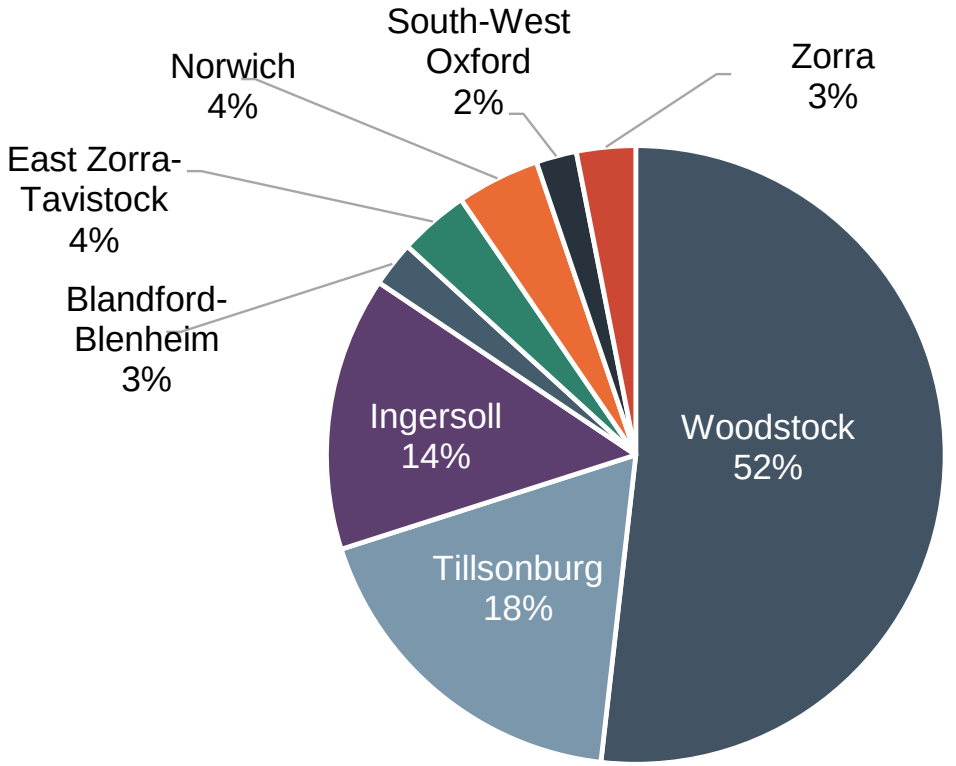
Oxford County Growth Forecast

2021 to 2061 Growth Shares by Area Municipality

Population

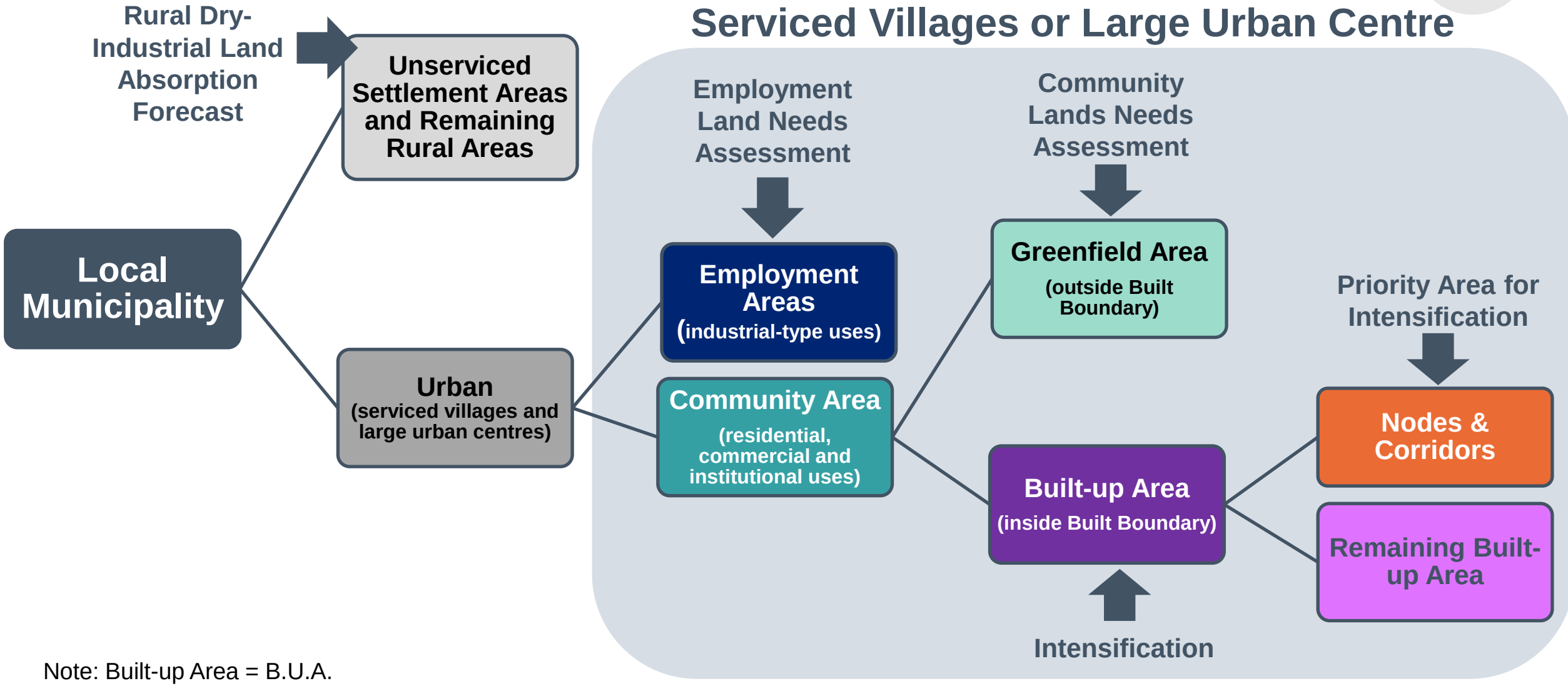


Employment



Note: Figures may not add precisely due to rounding.
Source: Watson & Associates Economists Ltd.

Land Needs Approach and Community Structure



Note: Built-up Area = B.U.A.

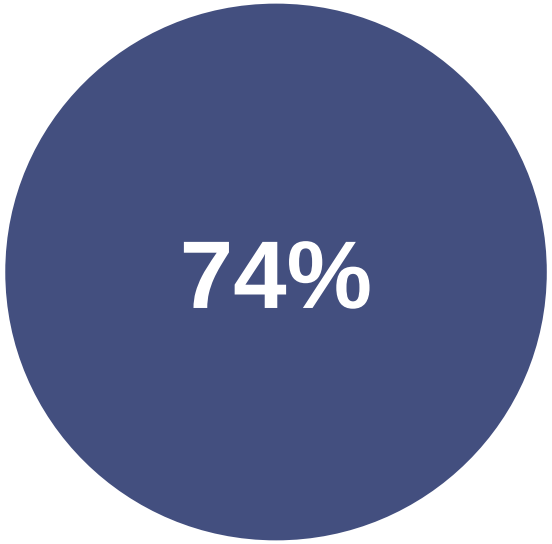
Source: Watson & Associates Economists Ltd.

Land Needs Requirements

Overview

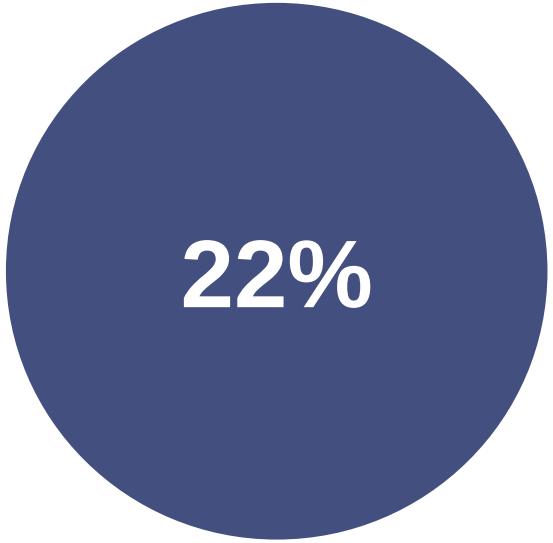
Housing Growth by Area, 2024 to 2054

Large Urban Centres



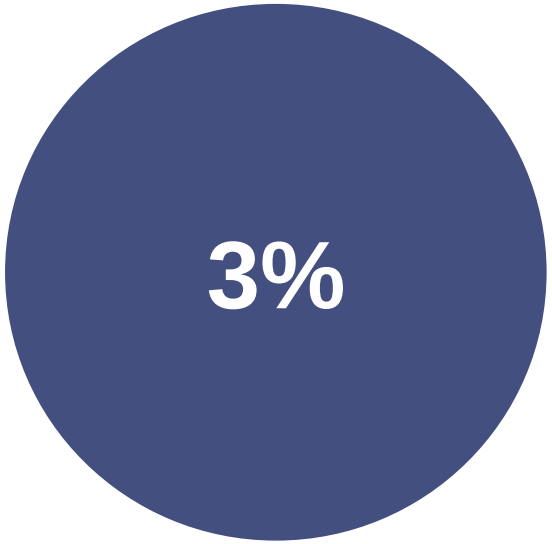
802 units annually

Serviced Villages



233 units annually

Unserviced Settlement Areas and Remaining Rural Areas

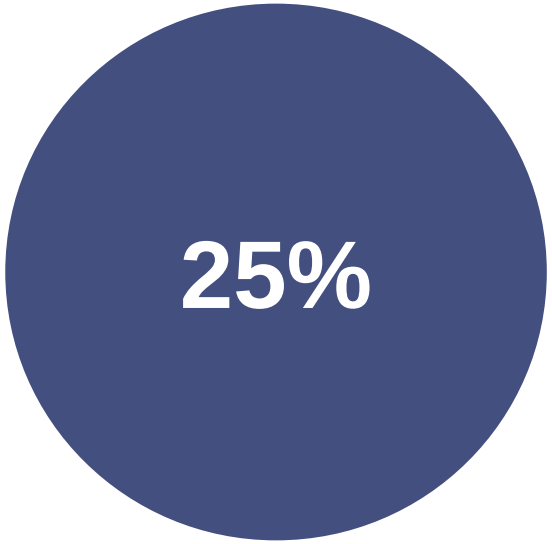


31 units annually

Source: Watson & Associates Economists Ltd.

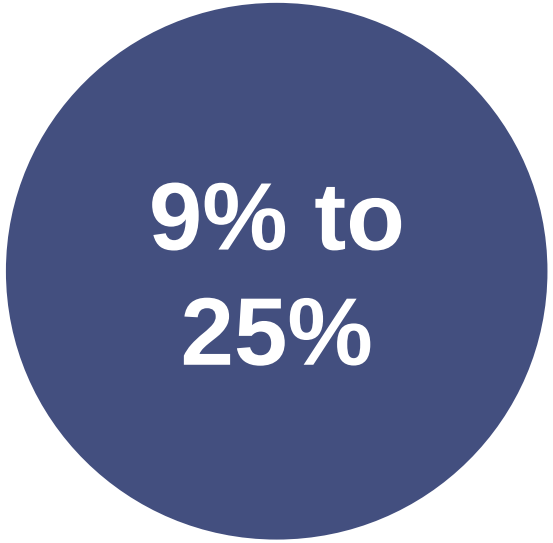
Intensification Housing Growth, 2024 to 2054

Large Urban Centres



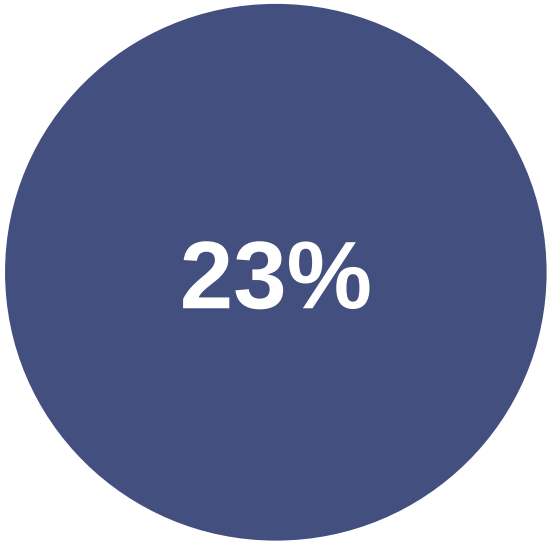
200 housing units annually

Serviced Villages



44 housing units annually

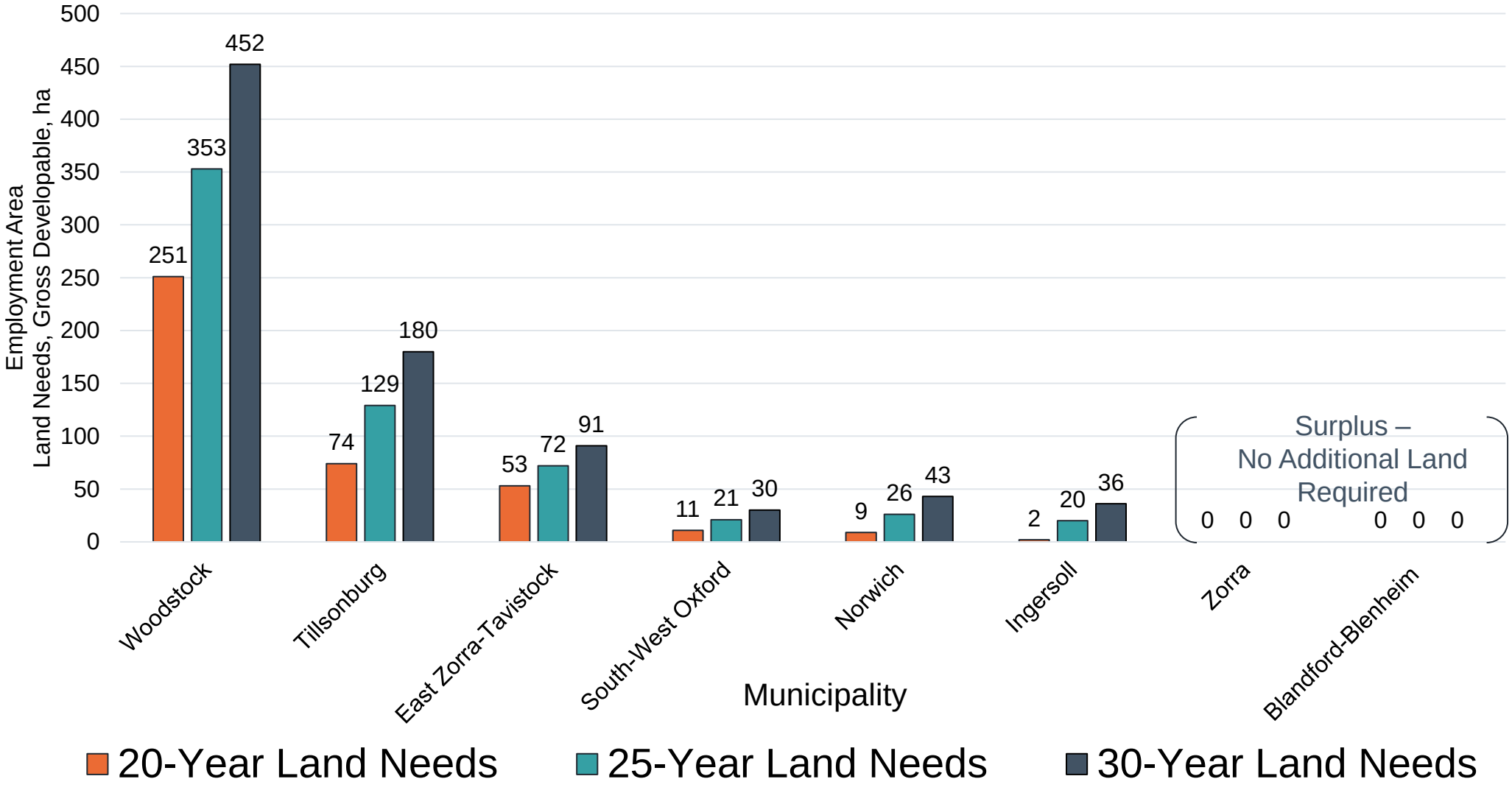
County Average



244 housing units annually

Source: Watson & Associates Economists Ltd.

Community Area Land Needs by Area Municipality



20 Year: 400 ha

25 Year: 631 ha

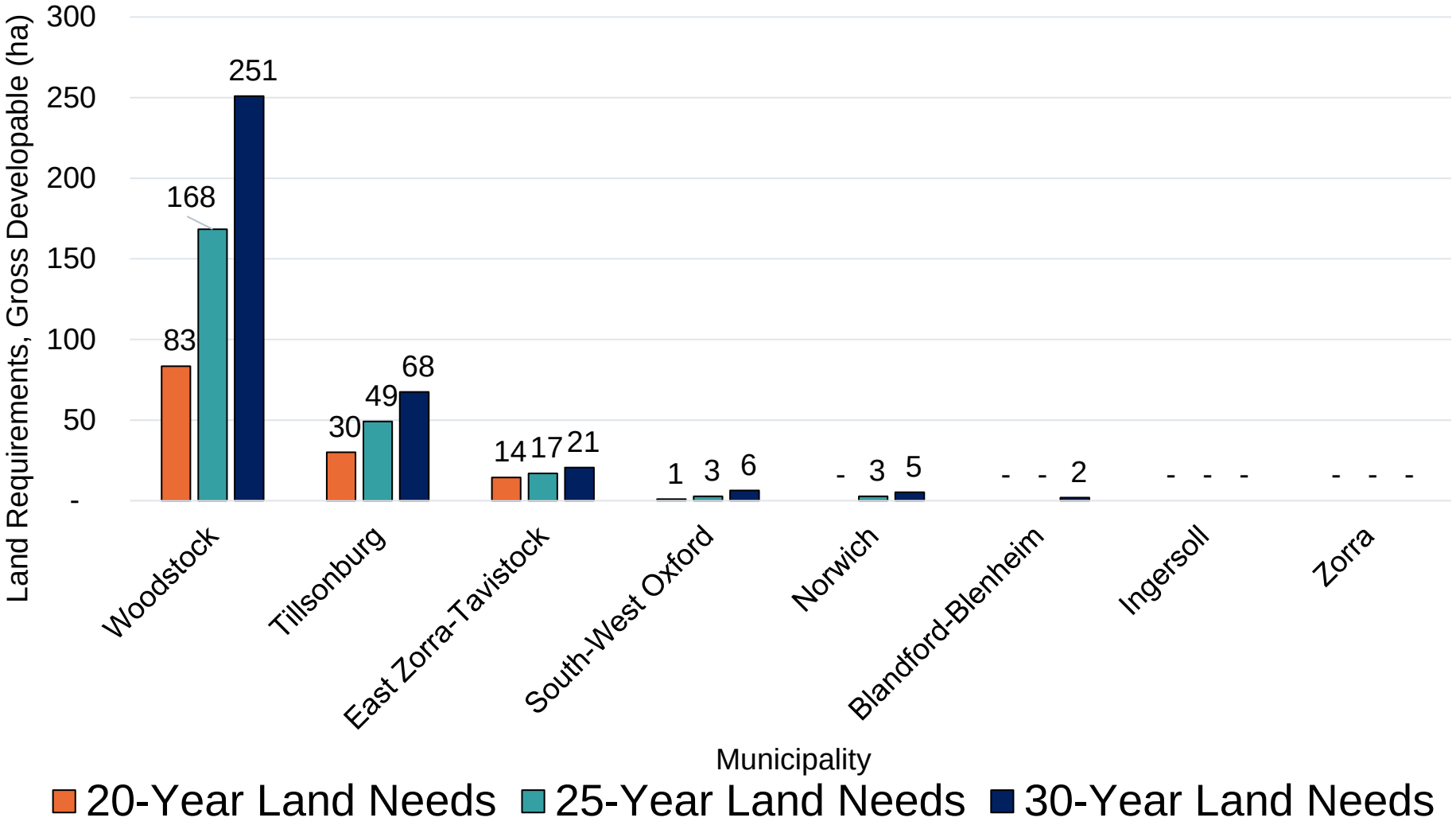
30 Year: 832 ha

Source: Watson & Associates Economists Ltd.

Employment Allocation Categories

Community Area (Work at Home, Commercial/ Institutional Uses)	Employment Area (Large Urban Centres and Serviced Villages)	Dry-Industrial in Rural and Unserviced Settlement Areas	Remaining Rural Area
2024-2054			
61%	**38%**	**2%**	**<1%**

Employment Area Land Needs by Area Municipality



20 Year: 129 ha

25 Year: 240 ha

30 Year: 353 ha

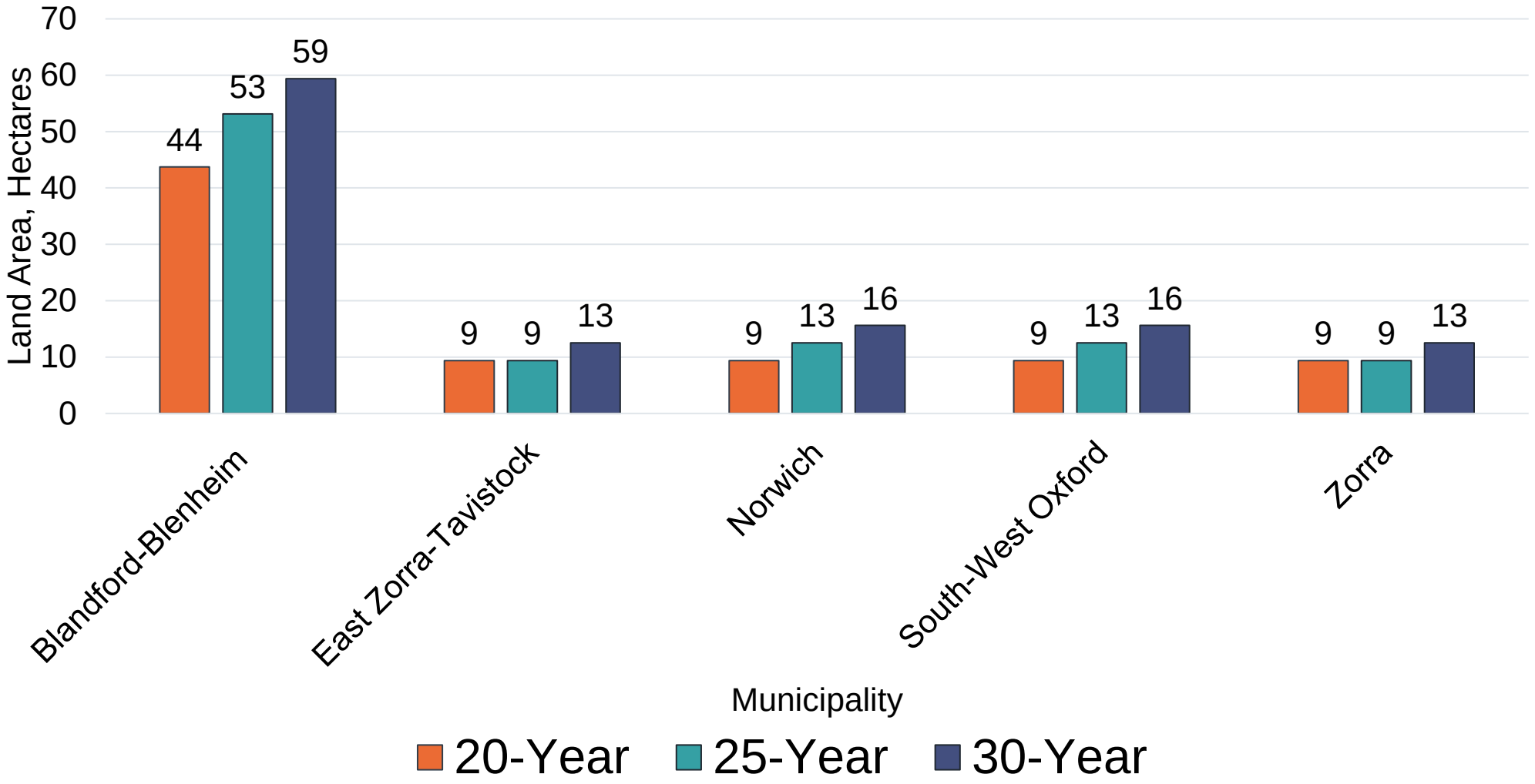
Note: Although forecasted employment growth is primarily intended to be accommodated in the County's fully serviced settlement areas, this project will also be assessing the need to identify some limited areas in partially serviced or unserviced settlement areas to accommodate a portion of the forecasted employment growth as 'dry' employment uses that may be more appropriate to locate on lands with private/partial servicing.
Source: Watson & Associates Economists Ltd.

Total Settlement Expansion Land Requirements

Additional Land Required
Gross Developable

Source: Watson & Associates Economists Ltd.

Rural Dry-Industrial Land Absorption Forecast



20 Year: 81 ha

25 Year: 97 ha

30 Year: 116 ha

Conclusions

Overview

Recommendations and Key Next Steps

- Adopt the updated Growth Analysis and LNA report as the official growth forecasts and allocations for the County and Area Municipalities for the period 2021 to 2061.
- Where the report has identified a land need (all municipalities except Zorra and Blandford-Blenheim), the initiation of settlement area boundary review processes and timing (i.e. to meet PPS requirements) will need to be considered.
- For municipalities with less than a 15-year residential land supply (Woodstock, EZT, Norwich & SWOX), consideration of Secondary Plan/settlement area boundary review will need to be a priority to address the minimum land supply requirements in the PPS.
- Initiate further study to address rural dry industrial uses (e.g. to determine appropriate locations, permitted uses, development criteria, site design, etc.)
- Undertake an ‘urban structure’ study as part of development of new Official Plan
- Continue to monitor growth, density, and intensification.

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August 1, 2025

Megan House, MCIP, RPP – Senior Policy Planner
Community Planning
County of Oxford
21 Reeve Street
Woodstock, ON, N4S 7Y3

RE: County of Oxford – Oxford County Growth Forecasts and Land Needs Assessment

Dear Ms. House,

Please consider this letter as a summary of comments regarding County of Oxford's Growth Forecasts and Land Needs Assessment.

Sifton Properties Limited (Sifton) has retained Altus Group (Altus) to undertake a peer review of the documentation provided. Altus has reviewed both the Growth Forecast and Land Needs Assessment documentation. A summary of their commentary is included in a memo enclosed as Appendix A to this letter.

Based on the memo prepared by Altus, we believe that an expansion of approximately 1,450 gross hectares of land is necessary to accommodate projected growth over the 30-year planning horizon (2024-2054).

The result of Altus's analysis is driven by recognizing an appropriate range and mix of housing that is reflective of the underlying demographics and market demand factors as summarized in the analysis. Altus finds that future housing needs will be 70% low density, 15% medium density and 15% high density.

In summary, we request the following:

1. That the County adopt a greater allocation of low density residential to accommodate long term growth as reflected in the Altus analysis amounting to a need for approximately **1,450 gross ha of additional lands.**

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519.434.1000 Fax 519.434.1009

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We appreciate the opportunity to submit comments.

Sincerely,
Sifton Properties Limited

Phillip Masschelein
Senior Vice President, Neighbourhood Developments

Attach (1)

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Appendix A

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BEST MANAGED COMPANIES

July 31, 2025

Memorandum to: Phillip R. Masschelein, Senior Vice President
Sifton Properties Limited

From: Peter Norman, VP& Economic Strategist

Subject: Residential Land Needs Assessment, Oxford County
Our File: P- 7025

Altus Group ("Altus") was retained by Sifton Properties Limited to advise on Land Economics matters related to Oxford County and its constituent municipalities. This memorandum provides an independent analysis of potential residential growth needs in Oxford County and provides an independent commentary on recently-released growth management work from the County: Watson & Associates "Growth Analysis and Land Need Assessment, Oxford County" (July 10, 2025).

Introduction

Recent population growth in Oxford County has accelerated, exacerbating a shortage of housing and contributing to a growing affordability problem. The County is in the process of a Municipal Comprehensive Review in part to evaluate the quantum of residential lands required to support future housing needs.

As part of this process the County released the Watson Land Needs Analysis (LNA) in July 2025. The LNA correctly sets a 30-year time horizon for its analysis (2024-2054) and the basis for its analysis is the population projection for Oxford County provided by the Ministry of Finance in 2024.

The LNA compares potential housing need with supply and intensification analyses prepared by the consultants. The net result is that the LNA recommends that Oxford County requires some 819 gross hectares of land be brought into the urban boundary for residential purposes.

Altus Group has prepared an independent analysis of potential housing needs in the County and its constituent municipalities and that analysis is set out in this memo. Altus finds that the land requirements are closer to 1,500 gross hecares over the same period.

A key difference between the two analyses are the findings with respect to the mix of housing required to meet demographic demand. The Altus analysis takes into consideration the age profile of growth, as set out in the MOF projections, which has a marked skew toward middle-aged and older households, which have a high propensity toward lower density housing. In our view, the LNA over-weights the value of a very recent trend in Oxford County toward construction of higher density housing, in particular townhouses and apartments. The recent trend has been driven by recent demographics (that have skewed younger) and by an acute affordability crisis in the past number of years. Our view is that planning should be focused on the goal and assumption that affordability will improve with better planning, and that, along with the older skew to the population this will reduce the need for higher density housing.

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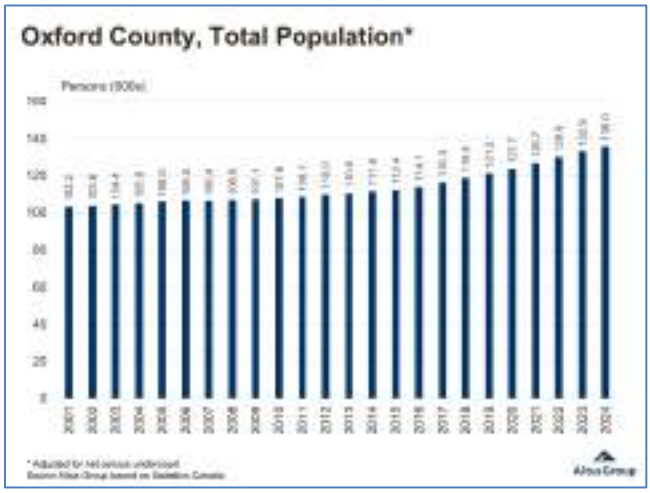
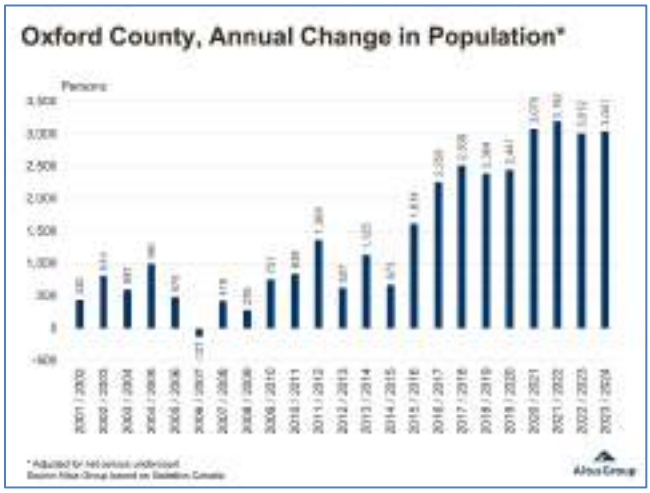
The remainder of this memo sets out our analysis of housing need in Oxford County and its constituent municipalities.

Population, 2024 and Growth Trends 2014-2024

Oxford County's population was estimated at 136,000 persons in 2024, marking a significant increase from 2014. Over the decade, the County experienced a population growth of 24,200 persons, reflecting a 22% increase or an average annual growth rate of 2.0%. This growth trajectory has been stable, with some 3,041 new persons in 2024, similar to the preceding four years. It is noteworthy that the pace of growth since 2016 has exceeded earlier periods, indicating an uptick in migration and population inflows.

The sharp rise in population growth in the period after 2020, in particular, was largely unanticipated by the County in its previous growth management efforts, and the resulting housing shortage contributed to upward pressure on housing prices with a deterioration in housing affordability in recent years. This has had an impact on both housing attainability (we've seen headship rates decline for younger cohorts, indicating lack of housing attainability) and housing choice (we've seen a shift in demand to higher density forms as younger households respond to affordability pressures). Both of these effects should unwind somewhat with a more adequate housing supply leading to improvements in affordability in the years ahead.





A key driver of this growth has been net in-migration, which accounted for approximately 89% of the population increase. The County has seen an influx of about 2,160 new residents per year. Net international immigration is an important source of newcomers to Oxford, though from a growth perspective it has been almost entirely offset by the net out-migration of persons to other provinces. The net in-migration of people from other parts of Ontario (some 1,900 persons per year) account for the largest component of growth in the County. Much of this interprovincial growth is accounted for by migration of households from the GTA.

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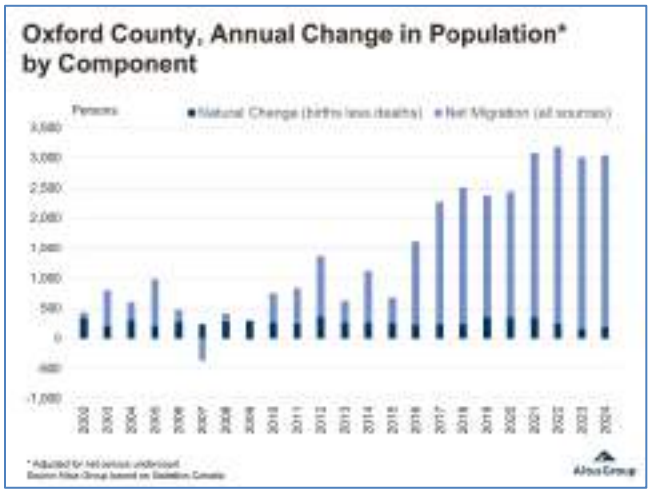
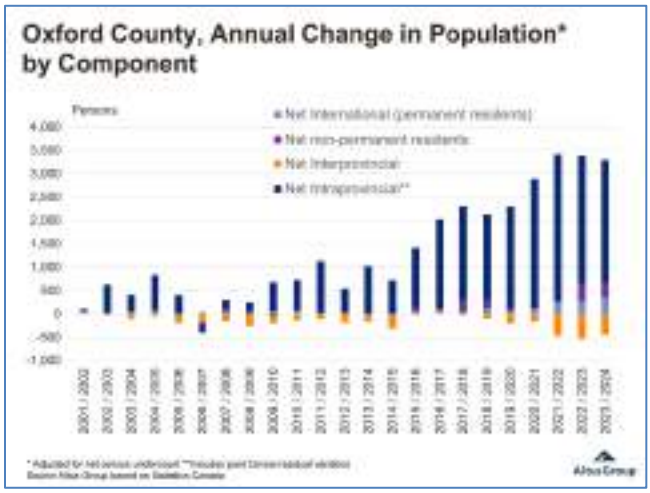
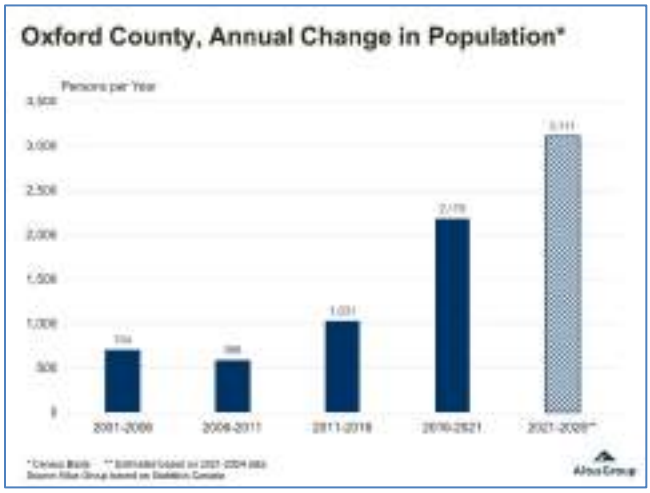


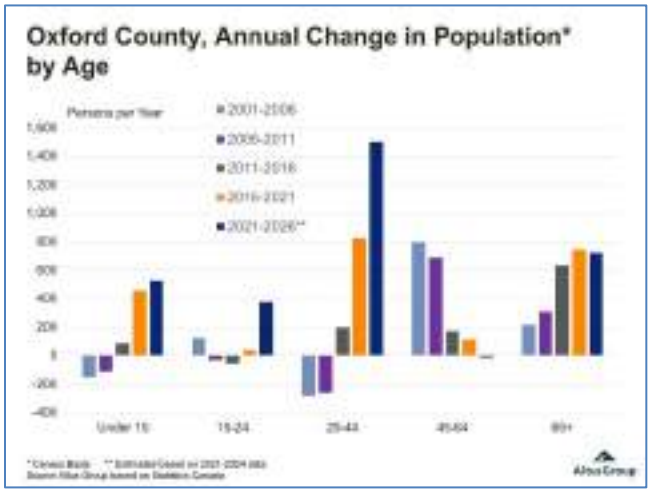


Recent Trends and Age Profile

Reviewing recent trends in population growth from the past number of census counts reveals a moderating trend in the 2000s, followed by an accelerating trend since. In the most recent census period (2016-2021) population advanced some 2,179 persons per year, about twice the pace in the 2011-2016 period. Based on an Altus Group estimate of the growth in Census population since 2021 growth has continued to accelerate and will likely advancing by some 3,111 persons per year through to 2026.

The trends in population growth over the past decades also demonstrate a shift in the demographic structure of Oxford County. Between 2001 and 2011, the population was predominantly driven by the 45-64 age group. In contrast, recent years (since 2011) have seen a shift towards a younger population (aged 25-44) and their children (under 15), while the 65+ age group has also grown. This shift has had a profound impact on housing demand, with younger families and children driving the need for smaller units, particularly townhouses.





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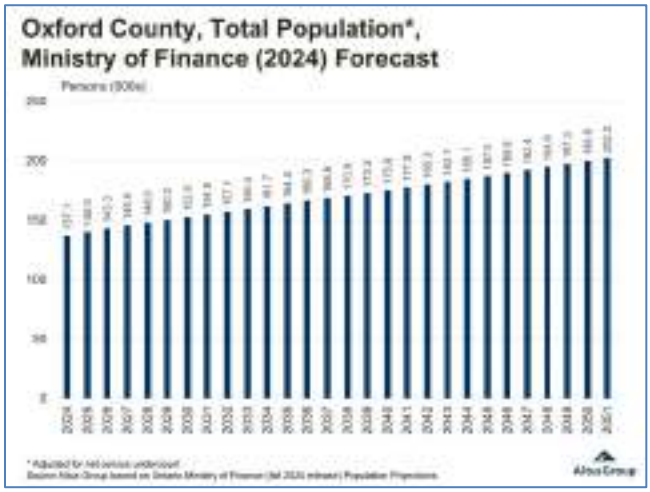
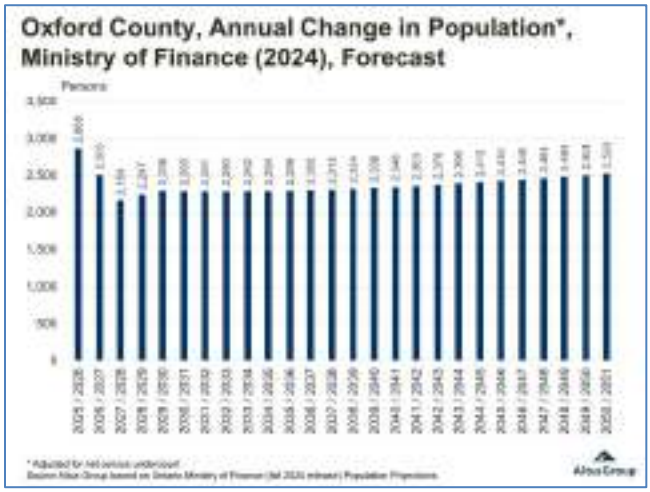
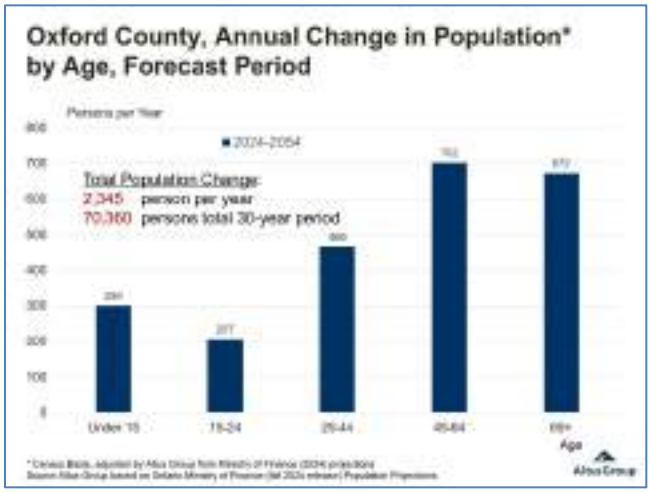
Population Projections (2024-2054)

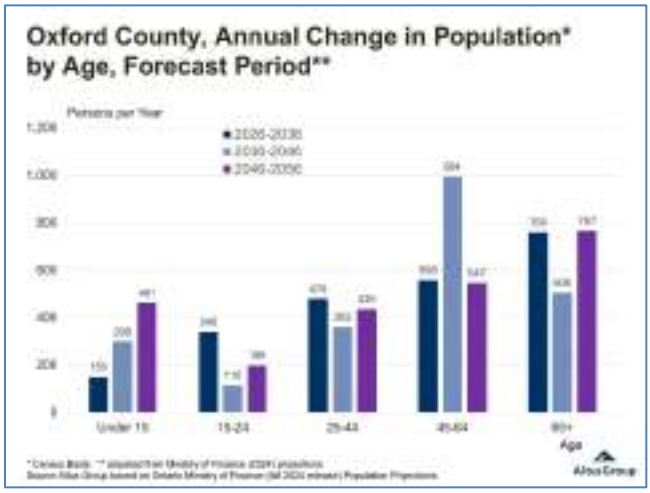
The 2024 Provincial Planning Statement (PPS) Policy 2.2.3. directs municipalities to plan for residential land needs for a time horizon of at least 20 years. The County's recent Land Needs Assessment (LNA) provides an analysis for the period 2024-2054, which is a 30-year time horizon that conforms to the PPS guidance and is appropriate. The housing and residential development land needs of Oxford County are also to be guided by the population forecasts published by the Ontario Ministry of Finance (MOF), according to PPS Policy 2.1.1.

The MOF projects that the population of Oxford County will reach approximately 202,300 by 2051, up from 137,100 in 2024. This marks a total growth of 65,200 persons over the 2024-2051 period, at an average of 2,400 persons per year. In order to align with the planning period in the County's LNA, Altus Group extrapolated these trends beyond 2051, predicting a continued increase in growth.









The 2024 MOF forecast indicates that the largest segment of growth will come from individuals aged 45-64 (approximately 700 persons per year), followed by those 65+ (670 persons per year). This marks a significant shift compared to the trends of the last decade, where the growth had been centered on younger age groups. By

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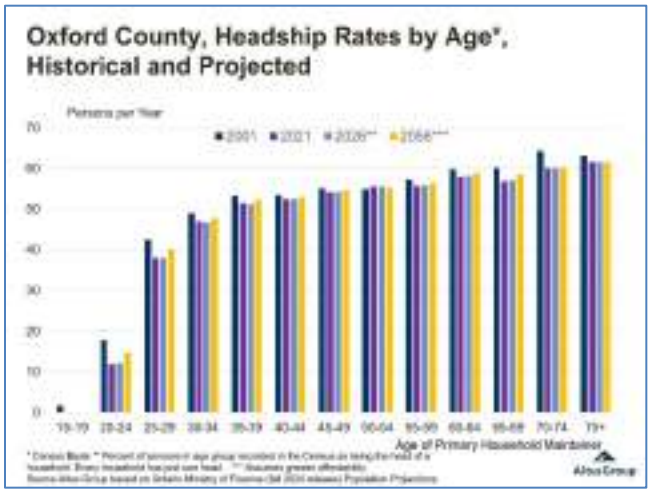
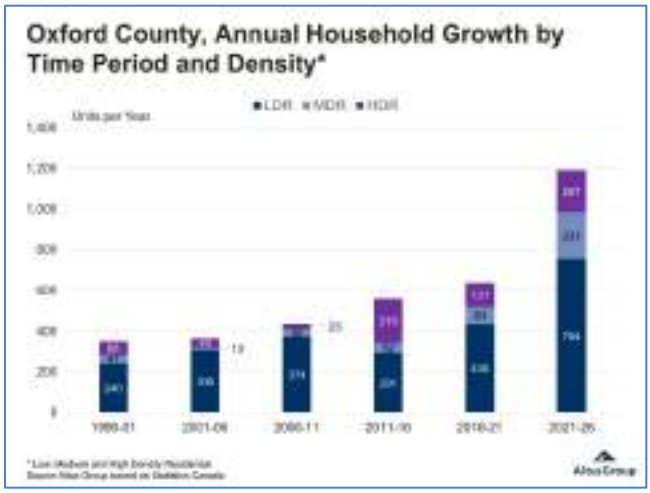
contrast, the trends going forward will be closer to the patterns seen in the 2000s. These changes in the age distribution will likely lead to a higher demand for single-family homes, reflecting the County's aging population.

Housing Needs Analysis

Altus Group's analysis draws from headship rates—the proportion of individuals in a given age group who head a household. Headship rates generally rise with age, sharply among younger age groups and more moderately among older age groups. Over the past 20 years, there has been a decline in headship rates, particularly among younger age groups, such as those aged 20-24. In 2001, 18% of people in this age group were the head of a household, whereas by 2021, this had dropped to 12%. A similar decline was seen in the age 25-29 cohort, falling from 43% to 38%. The decline in headship rates was most stark among younger age groups, which is consistent with analysis of the impacts of an affordability crisis, which affects younger first time buyers and renters more heavily than older more established households. Affordability constraints worsen where land development fails to adequately keep pace with population growth.

Looking ahead, Altus Group assumes that affordability will improve, with headship rates for younger households recovering somewhat as municipalities plan for a greater pace of development.





Housing Demand by Density

Oxford County has seen a steady shift in housing preferences over the past 30 years. Historically, low-density housing—primarily single- and semi-detached homes—has dominated, comprising 70% of housing demand between 1996 and 2021. However, since 2021, a modest shift has occurred towards medium-density housing, such as townhouses, which now make up 19% of demand, while high-density housing (apartments) remains relatively steady at 17%.

This shift can be attributed to several factors, including affordability constraints and the growing number of younger households. The demand for townhouse units in particular has surged as young families seek more affordable housing options.

Going forward, the expected pace of household growth is determined through the Altus Group Potential Housing Demand Model using the MOF population growth profile and the assumed future headship rates as discussed

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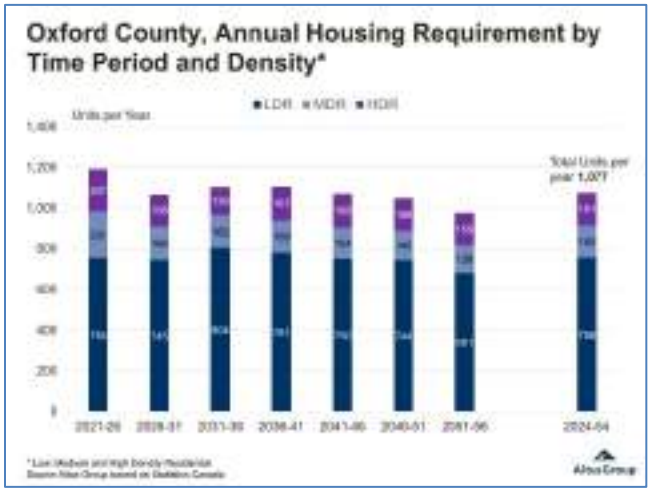
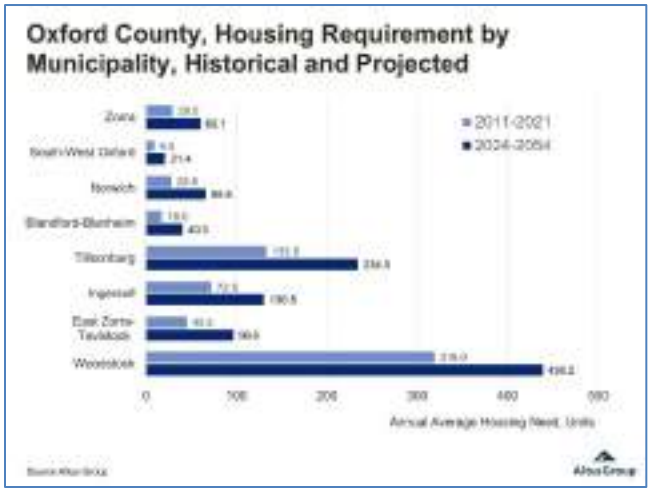
before. Housing choices are also determined through the Potential Housing Demand Model taking into account historical propensities by age and housing type and holding these constant. Historically, there has been little to no change in housing propensities by age group over time, this is a very stable relationship.

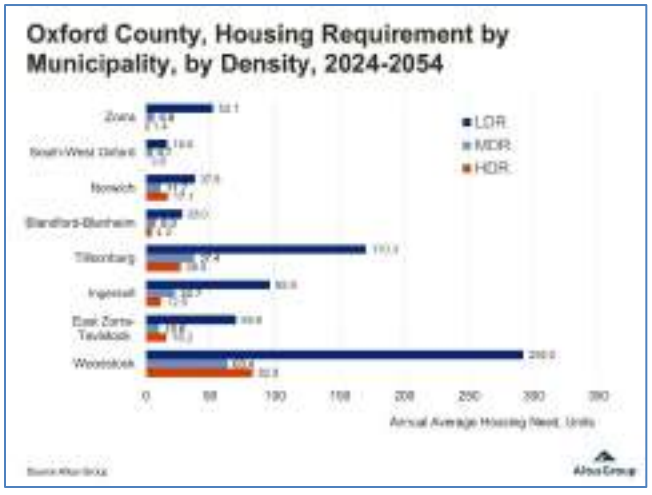
Over the coming years, Oxford County can expect a continued demand for low-density housing (approximately 70%), with medium- and high-density housing accounting for 15% and 15%, respectively. However, the demand for medium-density housing is likely to taper off after the high growth rates seen in recent years, with a shift towards single-family homes in line with demographic trends.

Housing Demand by Municipality

The distribution of housing demand within Oxford County reveals that the City of Woodstock accounted for almost half of the household growth in the 2011-2021 period, and it is expected to maintain a dominant share of growth through 2054, with an estimated 40% of overall growth. Other municipalities, such as Ingersoll and Tillsonburg, will also see continued demand, though factors such as affordability and lifestyle choices will influence the distribution of growth.







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Land Needs Analysis

Based on the projected housing demand, Altus Group has estimated that Oxford County will require approximately 1,450 gross hectares of new greenfield land to accommodate residential development over the 2024-2054 period. This figure is derived by analyzing housing demand by density type and comparing it with existing supply. This analysis has adopted the intensification and supply analysis from the Watson LNA. The intensification estimates in the LNA are likely high, especially for lower density units, which will have a conservative influence on the Altus findings below.

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Oxford County Land Budget Model

	Total Housing Requirements	Less BUA Intensi-fication[2]	Equals Greenfield Growth (units)	Designated Vacant Greenfield Supply[2]	Surplus / (Shortfall) within Designated Supply	Greenfield Density Assumption[3]	Equals Greenfield Needs Beyond Current Designations[1]					Less Future Growth Areas[2]	Equals Final Greenfield Needs (Gross Ha)
							Net Ha	Assumed Net to Gross	Gross Ha	Adjustment for Complete Communities	Gross Ha		
	Units	Units	Units	Units	Units	Units/Ha	Ha		Ha	Ha	Ha	Ha	Ha
Woodstock													
LDR	8,761.0	605.0	8,156.0	1,336.0	(6,820.0)	23.0	(296.5)	0.55	(539.1)		(539.1)		
MDR	1,902.0	680.0	1,222.0	724.0	(498.0)	42.0	(11.9)	0.55	(21.6)	(2.8)	(24.4)		
HDR	2,484.0	2,220.0	264.0	714.0	450.0	80.0	-	0.55	-	(12.8)	(12.8)		
Total	13,147.0	3,505.0	9,642.0	2,774.0	(6,868.0)						(576.3)	-	(576.3)
Ingersoll													
LDR	2,877.0	415.0	2,462.0	588	(1,874.0)	23.0	(81.5)	0.55	(148.1)		(148.1)		
MDR	680.0	200.0	480.0	775	295.0	42.0	-	0.55	-	(6.7)	(6.7)		
HDR	359.0	105.0	254.0	423	169.0	80.0	-	0.55	-	(3.5)	(3.5)		
Total	3,916.0	720.0	3,196.0	1,786.0	(1,410.0)						(158.3)	-	(158.3)
Tillsonburg													
LDR	5,109.0	380.0	4,729.0	1359	(3,370.0)	23.0	(146.5)	0.55	(266.4)		(266.4)		
MDR	1,121.0	400.0	721.0	1020	299.0	42.0	-	0.55	-	(12.0)	(12.0)		
HDR	805.0	1,015.0	(210.0)	1385	1,595.0	80.0	-	0.55	-	(6.3)	(6.3)		
Total	7,035.0	1,795.0	5,240.0	3,764.0	(1,476.0)						(284.8)	-	(284.8)
Zorra													
LDR	1,562.0	40.0	1,522.0	464	(1,058.0)	15.0	(70.5)	0.55	(128.2)		(128.2)		
MDR	198.0	300.0	(102.0)	721	823.0	40.0	-	0.55	-	(4.0)	(4.0)		
HDR	43.0	155.0	(112.0)	234	346.0	80.0	-	0.55	-	(2.0)	(2.0)		
Total	1,803.0	495.0	1,308.0	1,419.0	111.0						(134.2)	20.0	(114.2)
Norwich													
LDR	1,134.0	145.0	989.0	222	(767.0)	15.0	(51.1)	0.55	(93.0)		(93.0)		
MDR	351.0	45.0	306.0	12	(294.0)	40.0	(7.4)	0.55	(13.4)		(13.4)		
HDR	512.0	100.0	412.0	138	(274.0)	80.0	(3.4)	0.55	(6.2)		(6.2)		
Total	1,997.0	290.0	1,707.0	372.0	(1,335.0)						(112.6)	29.0	(83.6)
East Zorra-Tavistock													
LDR	2,094.0	65.0	2,029.0	259	(1,770.0)	15.0	(118.0)	0.55	(214.5)		(214.5)		
MDR	318.0	115.0	203.0	45	(158.0)	40.0	(4.0)	0.55	(7.2)		(7.2)		
HDR	486.0	100.0	386.0	0	(386.0)	80.0	(4.8)	0.55	(8.8)		(8.8)		
Total	2,898.0	280.0	2,618.0	304.0	(2,314.0)						(230.5)	-	(230.5)
Blandford-Blenheim													
LDR	840.0	50.0	790.0	509	(281.0)	15.0	(18.7)	0.55	(34.1)		(34.1)		
MDR	240.0	65.0	175.0	275	100.0	40.0	-	0.55	-	(1.1)	(1.1)		
HDR	129.0	55.0	74.0	0	(74.0)	80.0	(0.9)	0.55	(1.7)		(1.7)		
Total	1,209.0	170.0	1,039.0	784.0	(255.0)						(36.8)	11.0	(25.8)
South-West Oxford													
LDR	499.0	-	499.0	285	(214.0)	15.0	(14.3)	0.55	(25.9)		(25.9)		
MDR	142.0	35.0	107.0	69	(38.0)	40.0	(1.0)	0.55	(1.7)		(1.7)		
HDR	-	55.0	(55.0)	0	55.0	80.0	-	0.55	-	(0.4)	(0.4)		
Total	641.0	90.0	551.0	354.0	(197.0)						(28.1)	-	(28.1)
Oxford County													
LDR	22,876.0	1,700.0	21,176.0	5,022.0	(16,154.0)		(797.2)		(1,449.4)		(1,449.4)		
MDR	4,952.0	1,840.0	3,112.0	3,641.0	529.0		(24.1)		(43.8)		(70.4)		
HDR	4,818.0	3,805.0	1,013.0	2,894.0	1,881.0		(9.2)		(16.7)		(41.7)		
Total	32,646.0	7,345.0	25,301.0	11,557.0	(13,744.0)		(830.5)		(1,509.9)		(1,561.5)	60.0	(1,449.9)

1. Surpluses omitted
2. Sourced from Watson LNA (July 2025)
3. MBPC Analysis

Altus Group

Concluding Remarks

Oxford County faces a period of significant growth in both population and housing demand over the next several decades. This growth presents both challenges and opportunities for municipalities to plan for adequate development. The expected demographic shifts, with a larger portion of growth in older age cohorts, will influence the demand for different housing types. Policymakers must prioritize the creation of sufficient residential land and infrastructure to meet these needs, balancing the demand for both single-family and

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medium-density housing while also ensuring affordable housing options for younger households. As Oxford County moves towards its 2054 horizon, these planning efforts will be critical in ensuring sustainable and efficient residential development across the County. The County's Land Needs Assessment from July 2025 significantly underestimates the quantum of residential development land needs. The risks of under-designating urban growth lands are market distortions and continued affordability challenges.

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Memorandum

To:	Paul Michiels, Director of Community Planning and Meghan House, Senior Policy Planner, Oxford County
From:	Jamie Cook, Watson & Associates Economists Ltd.
Date:	January 6, 2026
Re:	August 1, 2026 Sifton Memo – Oxford County Growth Forecast and Land Needs Assessment

Fax ☐ Courier ☐ Mail ☐ Email ☒

1. Introduction and Background

Watson & Associates Economists Ltd. (Watson), in association with Dillon Consulting Ltd. (Dillon), were retained by Oxford County in 2024 to undertake a Growth Analysis and Land Needs Assessment (L.N.A.), herein referred to as the 2025 Growth and L.N.A Study. This study forms a foundational background report to the County's Official Plan Review (O.P.R.), and provides a long-term forecast of population, housing, employment growth and associated urban land needs for the County and its Area Municipalities.

A development industry information session was held on July 17, 2025, to present the draft results of the study. During this meeting a detailed information package was also provided, which identified a need for 819 gross ha of residential land through urban expansion over a 30-year forecast period.[1]

Sifton Properties Limited (Sifton) has submitted a letter to the County dated August 1, 2025, which includes a Residential Land Needs Assessment Memo by Altus Group (Altus 2025 L.N.A.). This memo identifies that a significantly larger residential land area expansion of 1,450 gross ha is required to accommodate forecast long-term residential growth.[2],[3] This response by Watson examines the long-term County-wide and Area Municipal population and housing growth forecast and L.N.A. prepared by Altus.

[1] Oxford County Growth and Land Needs Study, Updated Housing and Employment Growth Allocations by Area Municipality and Settlement area and Residential Land Needs, July 10, 2025, Watson & Associates Economists Ltd.
[2] Sifton Properties Limited. Re: County of Oxford – Oxford County Growth Forecast and Land Needs Assessment, August 1, 2025.
[3] P-7025. Residential Land Needs Assessment, Oxford County, Memo by Altus Group.

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2. Oxford County Population Forecast

2.1 Population Forecast

Observation: Page 4 of the Altus 2025 L.N.A. states the housing and residential land needs of Oxford are to be guided by the Ministry of Finance (M.O.F.) population projections, Policy 2.1.1 of the 2024 Provincial Planning Statement (P.P.S., 2024).

Analysis: The Oxford County Growth and L.N.A. Study is consistent with the 2024 M.O.F. population projections for Oxford County with a population of 202,300 by 2051, and 223,600 by 2061. It is important to note that the most recent 2025 M.O.F. population projections for Oxford County have been reduced by 4,400 people to 197,900 by 2051. As noted by Watson in the 2025 Growth and L.N.A Study, the recommended population growth forecast for Oxford County (based on 2024 M.O.F. population projections) represents an ambitious, yet plausible rate of future population growth for the County over the long-term.

2.2 Population Forecast by Age

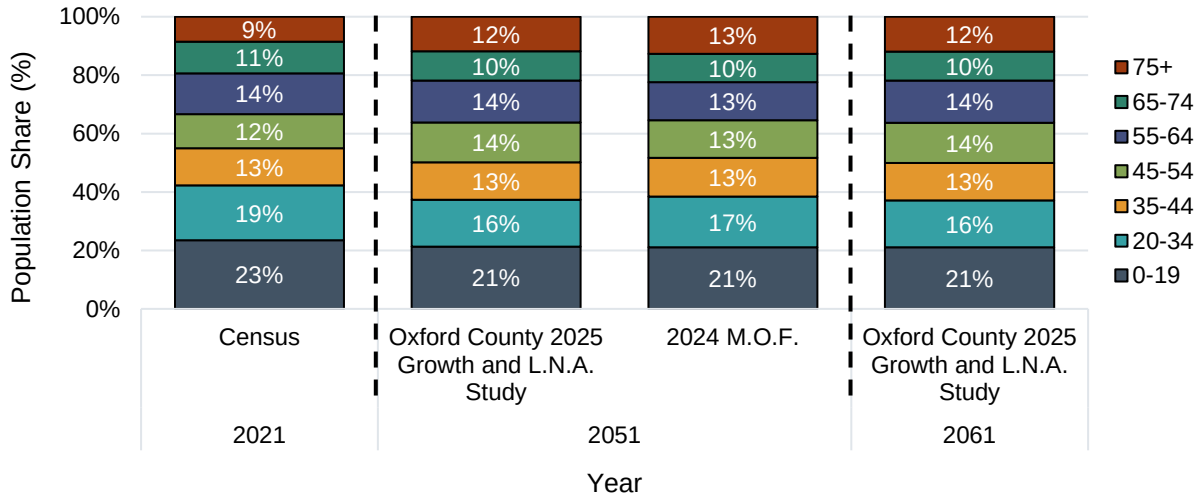
Observation: Page 4 of the Altus 2025 L.N.A. identifies that Altus takes into consideration the age profile of growth, as outlined in the M.O.F. projections, which is concentrated in older population age groups between 45 to 64 and 65+ years of age. Altus notes that this marks a significant shift compared to trends of the last decade, where growth had been centered around younger age groups.

Analysis: The population by age forecast established through the 2025 Growth and L.N.A Study was comprehensively modelled through a cohort-survival forecast methodology, which is the most widely accepted approach to preparing long-term population by major age group forecasts in Ontario. Figure 1 illustrates that:

- The 2025 Growth and L.N.A Study population by age group forecast in 2051 is very similar to the 2024 M.O.F. population projections for Oxford County.
- The Altus L.N.A. states that the 45-64 and 65+ age groups account for the largest segment of population growth. The 2025 Growth and L.N.A Study forecast incorporates and appropriately accounts for this, with the 45+ age group comprising 57% of population growth from 2021 to 2051 and 59% to 2061, compared to 54% from 2021 to 2051 in the 2024 M.O.F. projections.

In summary, the 2025 Growth and L.N.A Study total population and population forecast by major age group is generally consistent with the results of the 2024 M.O.F. Accordingly, the 2025 Growth and L.N.A Study population forecast by major age group, which has been used to inform the County's total housing forecast, is appropriate.

Figure 1
Oxford County
Population by Age Structure Forecast, 2016 to 2051



Notes: Figures may not sum precisely due to rounding.
Source: 2021 derived from Statistics Canada Table: 17-10-0152-01. 2024 M.O.F. derived from Ontario Ministry of Finance 2024 Population Projections (Medium Scenario). Oxford County 2025 Growth and L.N.A. Study by Watson & Associates Economists Ltd.

3. Household Headship Rate Forecast

Observation: Page 5 of the Altus 2025 L.N.A. states that over the past 20 years, there has been a decline in household headship rates[1] particularly in the 20-24 and 25-29 age cohort, as a result of the housing affordability crisis, which is affecting younger first time buyers most, and worsens where land development fails to adequately keep pace with population growth. Looking ahead, Altus states that affordability will improve, with headship rates recovering somewhat as municipalities plan for a greater pace of development.

Analysis: The Altus 2025 L.N.A. does not provide a sufficient level of analysis to support their headship rate forecast and conclusions regarding long-term improvements in housing affordability. Figure 2 summarizes average household headship rates for Oxford County by major age group based on Census data between 2011 and 2021. Key observations include:

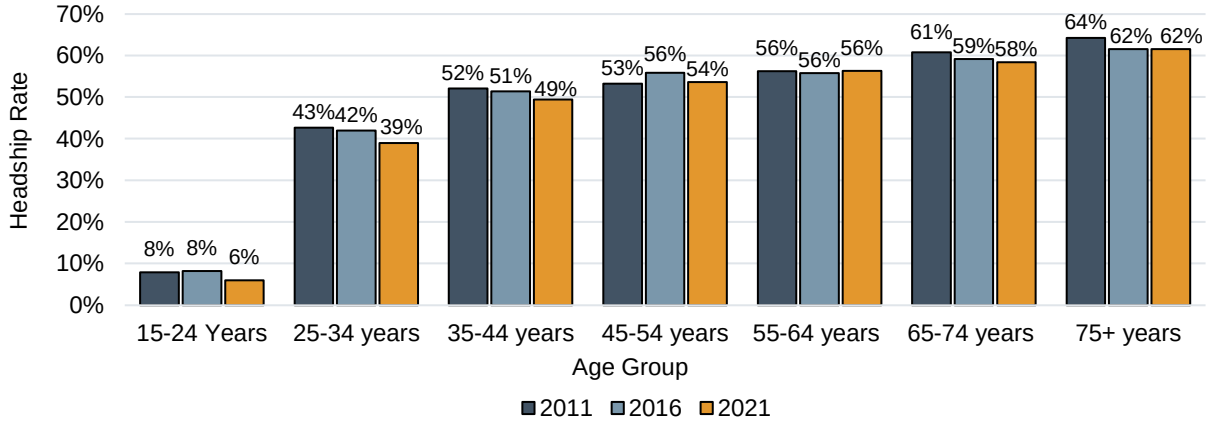
- Average household headship rates in Oxford County have been declining since 2011 for younger age groups (i.e. 15 to 44);

[1] A headship rate is defined as the ratio of primary household maintainers, or heads of households, by major population age group.

- In contrast, average household headship rates have been relatively stable for population age groups in Oxford County between 45 to 64, which as previously mentioned is the population age group anticipated to represent the largest segment of population growth in the County; and

Average household headship rates also moderately declined between 2011 to 2016 in the 65+ age group, but appear to be stabilizing for this age group.

Figure 2
Oxford County
Historical Headship Rate by Major Age Group, 2011 to 2021



Source: Derived from Statistics Canada Census data, by Watson & Associates economists Ltd.

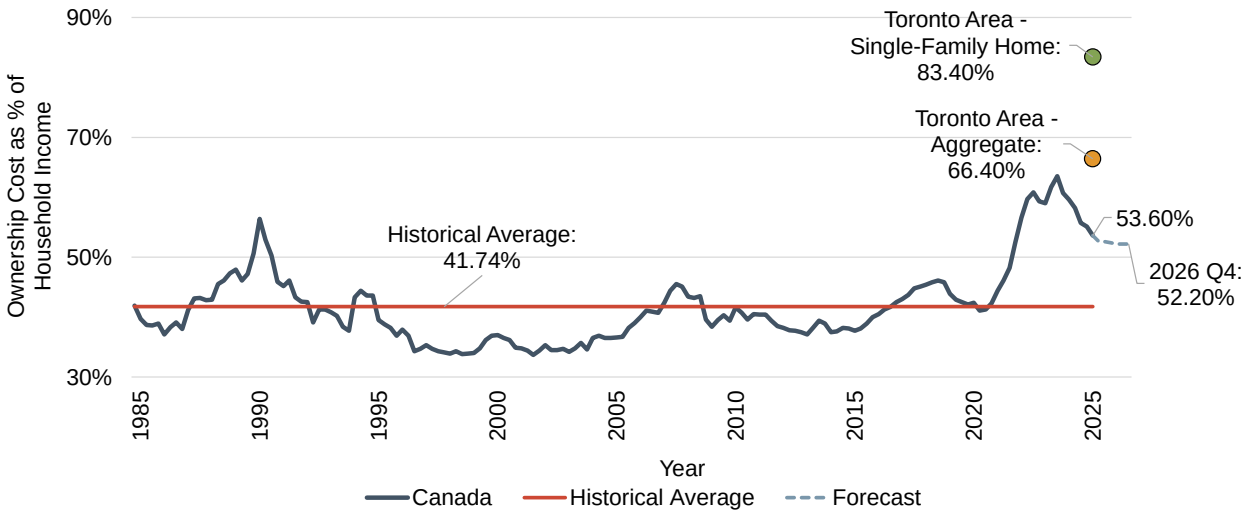
With respect to housing affordability, Oxford County's 2022 Master Housing Strategy and Housing Needs Assessment Study prepared by N. Barry Lyon Consultants (NBLC) examined County household income deciles (by tenure) and housing affordability thresholds of each decile group. The study concluded that most new ownership units in the County, particularly low-density units, are unaffordable to households below the 9th income decile, which reflects households with incomes of less than $175,300 per year. Only 10% of households in Oxford County, reflecting those with relatively high household incomes (greater than $175,300 per year), have wide housing ownership options from an affordability perspective. This makes market-priced homeownership out of reach for many households in Oxford County, increasing the need for more affordable ownership units and the need for an increasing share of rental housing.

The erosion in housing affordability has driven a notable market shift to a greater need for medium and high-density housing ownership and rental, including townhouses, purpose-built rentals and condominium units to accommodate growing segments of the County's population base in younger and older age groups.

As summarized in Figure 3 below, while relative housing affordability has improved in recent years, average housing costs as a share of average household income remain well above historical levels over the past 40 years. R.B.C. forecasts minor easing in housing affordability to 2026 Q4, but at a slowing rate due to the effect of interest rate

cuts fading and decelerating income growth. These trends suggest that conditions regarding housing affordability are not likely to improve to a level that will drive household headship rate forecasts higher for most age groups. Accordingly, the 2025 Growth and L.N.A. Study does assume that the total headship rate for the County will increase over time as the County's share of households occupied by older adults increases. However, Watson does not support a notable increase in household headship rates in any age groups over the long-term planning horizon.

Figure 3
Canada and Toronto Area
Ownership Cost as % of Household Income (All Housing Categories)



Source: Derived from Royal Bank of Canada: Housing Affordability – Easing homeownership costs could soon slow in Canada, October 1, 2025, by Watson & Associates Economists Ltd.

Altus suggests that expanding housing supply through additional urban residential land expansion will improve housing affordability in Oxford County. In our opinion, Altus has oversimplified this statement. While basic economics suggests that expansion in supply will theoretically lower housing prices, the impact is expected to be relatively limited due to development costs, which largely determine the prices of new homes. Hard and soft construction costs represent the largest component of housing development costs and these inputs are largely fixed and independent of housing supply. Land costs, in comparison, typically represent 15 to 25% of new home prices, and even with a modest land price (value) decline attributed to greater urban designated land supply, the downward impact on new home prices is anticipated to be minimal.

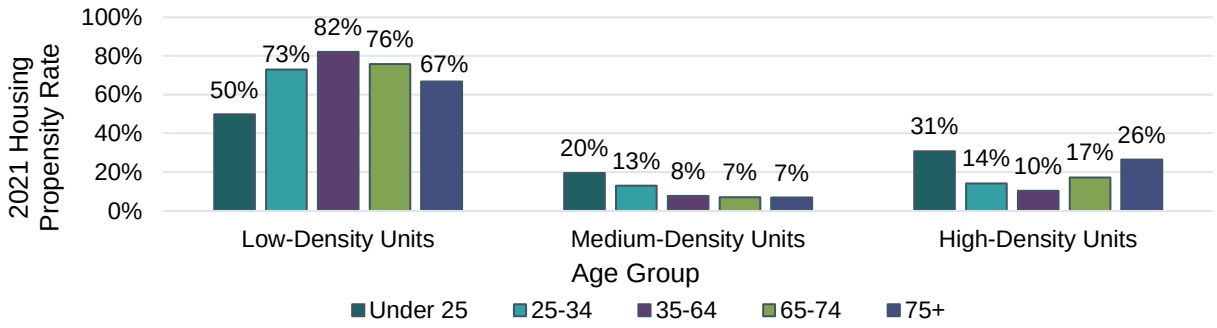
Any major expansion in housing supply potential driven by County policy changes is not expected to reduce new home prices to a significant degree and would not have any tangible impacts on housing affordability.

4. Housing Demand by Density Type

Observation: Page 5 of the Altus 2025 L.N.A. states that since 2021 a modest shift has occurred towards medium-density housing while high-density remains stable, as young families seek more affordable housing options. Altus holds 2021 Census average housing propensity rates (i.e. demand) by population age and housing type constant to the year 2056, noting there has been little to no change in housing demand by structure type by major age group over time. Over the coming years, the Altus 2025 L.N.A. forecasts a continued demand for low-density housing (70%), with medium and high-density accounting for 15% and 15%, respectively. Altus states that the demand for medium density is likely to taper off in the coming years, with a shift towards single-family homes.

Analysis: Figure 4 summarizes housing propensity (i.e. demand) by major age group and housing structure type based on 2021 Census data for Oxford County. Demand for high-density housing (apartments) is highest among the under 25 age group and the 75+ age group. As previously illustrated herein in Figure 1, the 75+ population in Oxford County is expected to be the fastest-growing age group, increasing from 9% to 12% of the County's population share between 2021 to 2051 and 2061. Housing demand from the 75+ age group, combined with demand from young adults, is anticipated to continue to drive demand for an increasing share of high-density housing forms across Oxford County.

Figure 4
Oxford County
Housing Propensity Rates by Structure Type and Age Group, 2021

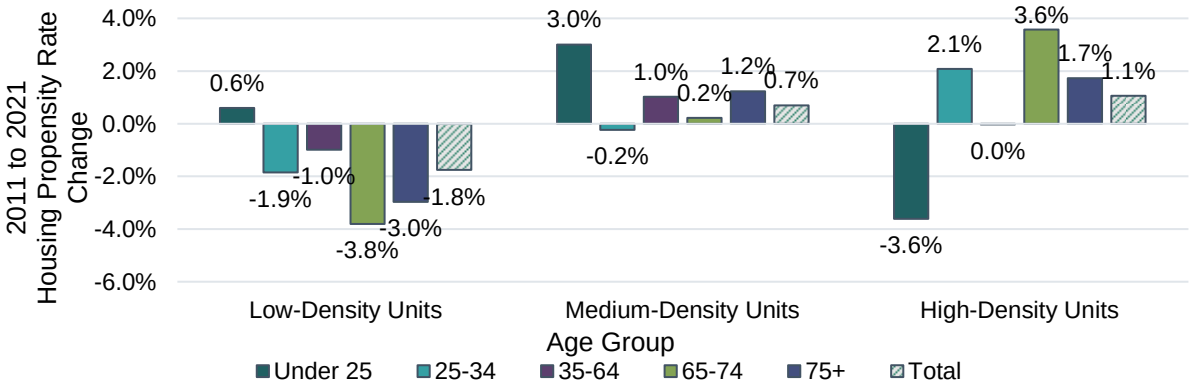


Source: Derived from Statistics Canada Census data, by Watson & Associates Economists Ltd.

The County's growing population base of adults and new families will also be seeking a broad range of ownership and rental housing options. Accordingly, a mix of housing options are anticipated across a range of grade-related and high-density housing forms (including attainable and affordable housing options) to accommodate people across a broad range of age groups and diverse income levels throughout the County.

It is our opinion that Statistics Canada Census housing propensity rates are a useful data source in projecting future housing demand by major population age group, by structure type. However, we do not support the use of a constant housing propensity rate by structure type and age group over the long-term planning horizon to forecast future housing demand. Over the past 15 years, rising costs associated with both ownership and rental housing have been the primary driver of higher housing propensity rates (i.e. increased demand) for both ownership and rental housing in medium and high-density housing forms across most major age groups within Oxford County. In accordance with Statistics Canada Census data, Figure 5 illustrates the changes in housing propensity rates by structure and major age group from 2011 to 2021 for Oxford County. This data indicates that housing propensity rates have been rising on average for medium- and high-density housing forms across most age groups. In contrast, average housing propensity rates have fallen for low-density housing forms across all age groups between 25 to 75+ years of age. We would note that these trends can be observed over the past three Census periods and are not just a result of higher housing prices between the 2016 to 2021 period.

Figure 5
Oxford County
Housing Propensity by Structure Type and Age Group Change, 2011 to 2021



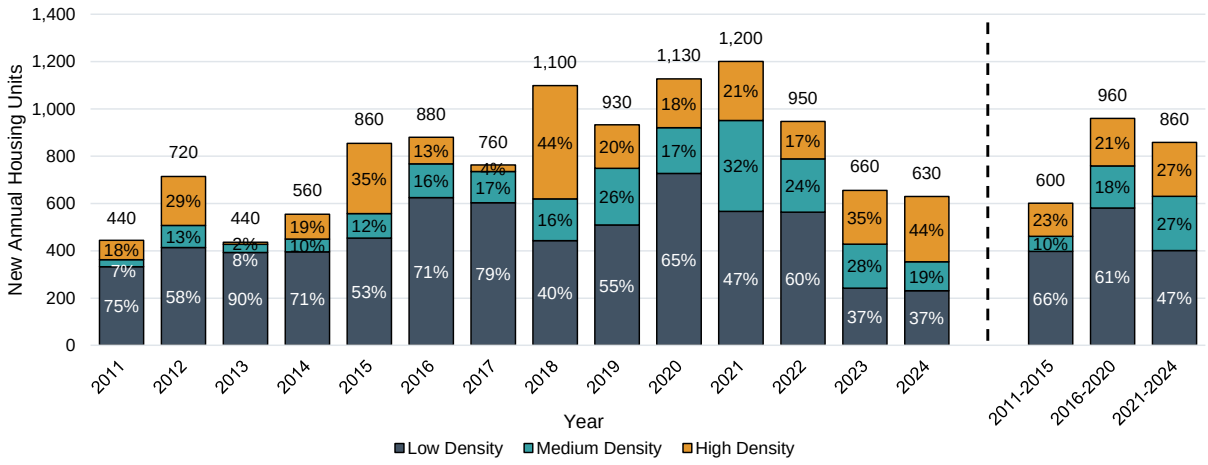
Source: Derived from Statistics Canada Census data, by Watson & Associates Economists Ltd.

Policy 2.2.1. of the P.P.S., 2024, states that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet the project needs of current and future residents in the regional market area. In August 2025, the Province released a proposed update to the 1995 Provincial Methodology Guideline (P.M.G.). The Proposed P.M.G. recognizes several factors that can influence total future housing need and demand by unit type, such as: market vacancy, market contingency, market choice, housing tenure, and existing housing inventory (including units under construction). It is our opinion that the Oxford County 2025 Growth and L.N.A. Study housing forecast by structure type methodology is consistent with the P.P.S., 2024, and the Province's proposed methodology used to forecast housing demand by structure type.

Figure 6 summarizes historical residential building permits (new units only) by structure type from 2011 to 2024 in Oxford County. During this historical time period, the County has experienced a shift from low-density forms towards medium and high-density forms (i.e., townhouses, apartments and additional residential units). More specifically, the low-density housing share decreased from 66% between 2011 to 2016 to 47% between 2021 to 2024.

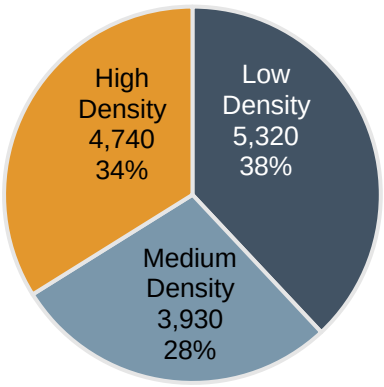
Figure 7 summarizes the County's active residential housing supply that is currently in registered but unbuilt and submitted draft approved plans as of mid-2024. Of this total, 38% are low-density housing units (5,320 housing units), while the remaining 62% are medium and high-density housing units (8,760). Our review of historical housing demand and active housing development applications does not indicate that the County will experience a tapering off in the relative share of housing demand for medium and high-density housing in the coming years.

Figure 6
Oxford County
Total Residential Building Permits by Structure Type, 2011 to 2024



Notes:
- Low density includes single detached and semi-detached households.
- Medium density includes townhouses and apartments in duplexes.
- High density includes bachelor, 1-bedroom and 2-bedroom+ apartments and secondary suites.
Source: Derived from Oxford County data, by Watson & Associates Economists Ltd.

Figure 7
Oxford County
Total Registered, Draft Approved and Submitted Units by Structure Type as of Mid-2024



Source: Derived from Oxford County data, by Watson & Associates Economists Ltd.

Based on our review of recent housing market trends from building permit activity, active residential development applications by housing type, and longer-term propensity by housing type and population age, it is our opinion that the Oxford County 2025 Growth and L.N.A. Study housing forecast by structure is appropriate. The forecast of 54% low-density, 21% medium-density and 25% high-density households from 2024 to 2054 (Figure 8) reflects a conservative long-term housing market outlook with respect to housing demand for medium- and high-density housing when compared to historical trends and active residential plans. We would also note that Watson's annual low-density housing forecast of 571 units per year for Oxford County, represents an increase of approximately 23% in annual low-density housing demand when compared to residential building permit activity between 2011 and 2024.

We further note that the increase in the share of low-density housing assumed by Altus should produce a relatively lower need for additional housing as low-density housing forms have a higher average persons per unit (P.P.U.) when compared to medium and high-density households. Despite this observation, the housing forecast prepared by Altus is approximately 2% greater than the housing forecast prepared by Watson.

Figure 8
Oxford County
Total Registered, Draft Approved and Submitted Units by Structure Type

Forecast	Low-Density Units	Medium-Density Units	High-Density Units	Total Units
Total Housing Units, 2024 to 2054				
2025 Growth and L.N.A. Study	17,140	6,820	8,060	32,020
Altus 2025 L.N.A.	22,880	4,950	4,820	32,650
Housing Unit Share				
2011 to 2015 Building Permits	67%	10%	23%	100%
2016 to 2020 Building Permits	60%	19%	21%	100%
2021 to 2024 Building Permits	47%	27%	27%	100%
Active Development Applications	38%	28%	34%	100%
2025 Growth and L.N.A. Study, 2025 to 2054	54%	21%	25%	100%
Altus 2025 L.N.A., 2025 to 2054	70%	15%	15%	100%

Note: Figure may not sum precisely due to rounding.
Source: Altus 2025 L.N.A. adapted from P-7025. Residential Land Needs Assessment, Oxford County, Memo by Altus Group, 2025 Growth and L.N.A. Study by Watson & Associates Economists Ltd., building permit and active development applications (as of mid-2024) derived from Oxford County data, by Watson & Associates Economists Ltd.

5. Housing Demand by Municipality

Observation: Figure 9, below, compares the housing forecast by Area Municipality between the Altus 2025 Residential L.N.A. memo and the 2025 Growth and L.N.A. Study prepared by Watson. Similar to the Watson report, Altus provides details regarding the share of total County housing growth by Area Municipality as well as by planning policy area (i.e. greenfield area / intensification within Built-up Areas). Comparatively, Altus adopts the same County-wide total housing intensification rate of 23%, as used by Watson, but makes adjustments to the forecast residential intensification rates assumed by Area Municipality. Adjustments are also made by Altus to the share of housing by Area Municipality. No details are provided to support the differences in housing demand or intensification by Area Municipality, as assumed by Altus.

Figure 9
Oxford County
Total Housing Forecast Comparison, 2025 to 2054

Municipality	2025 Growth and L.N.A. Study			Altus 2025 L.N.A.			Difference		
	Total	B.U.A.	Intensification	Total	B.U.A.	Intensification	Total	B.U.A.	Intensification
Woodstock	14,020	3,500	25%	13,150	3,510	27%	-870	10	2%
Ingersoll	2,890	720	25%	3,920	720	18%	1,030	0	-7%
Tillsonburg	7,160	1,790	25%	7,040	1,800	26%	-120	10	1%
Zorra	1,990	500	25%	1,800	500	28%	-190	0	3%
Norwich	1,920	290	15%	2,000	290	15%	80	0	-1%
East-Zorra Tavistock	1,920	270	14%	2,900	280	10%	980	10	-4%
Blandford Blenheim	1,160	170	15%	1,210	170	14%	50	0	-1%
South West Oxford	960	90	9%	640	90	14%	-320	0	5%
Oxford County	**32,010**	**7,340**	**23%**	**32,650**	**7,350**	**23%**	**640**	**10**	**0%**

Note: Figure may not sum precisely due to rounding.
Source: Altus 2025 L.N.A. adapted from P-7025. Residential Land Needs Assessment, Oxford County, Memo by Altus Group, and 2025 Growth and L.N.A. Study by Watson & Associates Economists Ltd.

6. Residential Land Needs Analysis

Observations: As previously noted, the Altus 2025 L.N.A. identifies a residential land need of 1,450 gross hectares from 2024 to 2054. This compares to a land need of 819 gross ha identified for the County in the 2025 Growth and L.N.A. Study.[1]

Analysis: A primary reason for the relatively higher need for additional residential lands (approximately 77% greater), as derived from the 20525 Altus L.N.A. memo, results from the greater share of low-density housing assumed by Altus when compared to the Watson 2025 Growth and L.N.A. Study. As previously identified in section 4 of this response, it is our opinion that the housing forecast by structure type prepared under the 2025 Growth and L.N.A. Study is appropriate. Accordingly, Watson does not support the significantly higher share of forecast low-density housing demand and the greater amount of additional residential expansion area required to accommodate these additional low-density units.

It is further noted that residential land expansion requirements are notably higher for the Townships in the Altus analysis as they assume a density of 15 units per net hectare for low-density households, compared to 19 units per hectare in the Watson 2025 Growth and L.N.A. Study. The density assumption in the Watson 2025 Growth and L.N.A. Study is supported by an evaluation of historical development patterns and anticipated future densities based on active development applications. Altus does not provide any explanation or justification for its lower density assumption for low-density housing.

[1] Oxford County Growth and Land Needs Study, Updated Housing and Employment Growth Allocations by Area Municipality and Settlement area and Residential Land Needs, July 10, 2025, Watson & Associates Economists Ltd.

In addition to a lower units per hectare density assumption, Altus applies a 45% net to gross land area ratio in calculating gross residential land requirements for each of the County's Area Municipalities. Comparatively, the 2025 Growth and L.N.A. Study applies a differentiated approach: 60% for Townships and 55% for Ingersoll, Woodstock, and Tillsonburg. This gross land area adjustment factor is applied to the net developable area to account for additional land required for infrastructure and amenities such as roads, parks, stormwater facilities, and other public spaces. This adjustment ensures that planning reflects the full footprint of a community rather than only the lots themselves.

The distinction in net to gross land area ratio within Oxford County is significant because infrastructure requirements and the level of urban amenities, including commercial and communities services differ between service villages and large urban centres. Accordingly, Watson does not support the 45% net to gross ratio used by Altus to support their gross land area requirements.

Report CP 2026-23
COMMUNITY PLANNING
Council Date: January 28, 2026

REPORT TO COUNTY COUNCIL

Application for Official Plan Amendment OP 24-02-7 – Town of Tillsonburg

To: **Warden and Members of County Council**

From: **Director of Community Planning**

RECOMMENDATIONS

1. **That Oxford County Council approve Official Plan Application OP 24-02-7, submitted by the Town of Tillsonburg for lands described as Lots 25 and 26 and Part of Willow Street, Plan 966, municipally known as 31 Earle Street Tillsonburg, to redesignate a portion of the subject lands from 'Low Density Residential' and 'Environmental Protection' to 'Medium Density Residential' with site specific policies to facilitate the development of a 4 storey, 47 unit apartment building on the subject lands;**
2. **And further, that Council approve the attached Amendment Number 347 to the County of Oxford Official Plan, as well as the enacting By-Law 6798-2026.**

REPORT HIGHLIGHTS

- An application has been submitted by the Town of Tillsonburg to amend the Official Plan to facilitate the development of a four storey, 47-unit apartment building.
- The central portion of the subject lands is proposed to accommodate the development of a 47-unit apartment building containing affordable and attainable housing units in partnership with Oxford County's Human Services Department. The southern portion of the lands will remain as a woodlot and the northern portion, encompassing a former elementary school, will continue to be leased as a police training facility.
- Planning staff are recommending that the application be supported, as it is consistent with the policies of the Provincial Planning Statement and generally maintains the intent and purpose of the Official Plan with respect to the designation of additional areas for medium density residential development and the provision of affordable and attainable housing units.

IMPLEMENTATION POINTS

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

Financial Impact

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

Communications

In accordance with the requirements of the Planning Act, notice of complete application regarding this proposal was provided to surrounding property owners on August 15, 2025, and notice of public meeting was issued on January 8, 2026.

Comments received with respect to this application are outlined in the Comments section of this report.

2023-2026 STRATEGIC PLAN

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

The recommendations in this report supports the following strategic goals.

Strategic Plan Pillars and Goals

PILLAR 1	PILLAR 2	PILLAR 3
Promoting community vitality	**Enhancing environmental sustainability**	**Fostering progressive government**
Goal 1.1 – 100% Housed Goal 1.2 – Sustainable infrastructure and development Goal 1.3 – Community health, safety and well-being		

See: Oxford County 2023-2026 Strategic Plan

DISCUSSION

Background

Owners: Town of Tillsonburg (c/o Cephas Panschow)
10 Lisgar Avenue, Tillsonburg, ON N4G 5A5

Location:

The subject lands are described as Lots 25 & 26, and Part of Willow Street, Plan 966 in the Town of Tillsonburg. The subject lands are located on the south side of Earle Street, east side of Cedar Street and west side of Pine Avenue and are municipally known as 31 Earle Street, Town of Tillsonburg.

County of Oxford 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 and Environmental Protection
Schedule 'T-3'	Town of Tillsonburg Leisure Resources and School Facilities Plan	Public Elementary School

Proposed:

Schedule 'T-2'	Town of Tillsonburg Residential Density Plan	Medium Density Residential with special development policies (to apply to the approximately 0.53 ha area indicated in Attachment 2)

Proposal:

Applications have been initiated by the Town of Tillsonburg to amend the County Official Plan and Town of Tillsonburg Zoning By-law to permit the construction of a four-storey apartment building containing 47 apartment units on a portion of the subject lands. The Official Plan amendment proposes to redesignate the central portion of the subject lands from 'Low Density Residential' and 'Environmental Protection' to 'Medium Density Residential' with special development policies to permit a higher net residential density than is currently permitted in the medium density residential designation. The northern portion of the lands will remain designated as 'Low Density Residential', no development is proposed on this portion of the lands at this time.

The subject lands are further designated as a 'Public Elementary School'. However, the former Elliot Fairbairn School on the subject lands was closed, and subsequently purchased by the Town of Tillsonburg in 2005. The amendment will remove the designation of the lands as a 'Public Elementary School' to reflect the closure of the school and Town's ownership of the lands.

Surrounding land uses include existing low density residential development consisting primarily of single detached dwellings, the former elementary school building which is being utilized as an OPP training facility, a locally significant woodlot which is located to the south of the proposed building that will remain and a significant woodland along Vienna Road, commercial uses along Simcoe Street, as well as industrial uses to the south of the subject lands.

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

Plate 2, 2020 Aerial Map, provides an aerial view of the subject property and surrounding area.

Plate 3, Proposed Concept Plan, provides the layout of the proposed development and location of parking areas and the proposed area to be redesignated through the subject application. The townhouses shown on the applicant sketch are not part of the current application.

Plate 4, Comments from Traffic Engineer, provides a response and analysis from the consultant hired by the Town to facilitate the Town's Transportation Master Plan updates.

Comments

2024 Provincial Planning Statement (PPS)

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

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 4.1 of the PPS speaks to Natural Heritage, indicating that areas containing significant natural heritage shall be protected for the long term and the diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages

between and among natural heritage features and areas, surface water features and ground water features.

County of Oxford 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 as “Residential’ on the Town of Tillsonburg Residential Land Use Plan. However, it is noted the lands are not currently identified with a specific residential density on the Town of Residential Density Plan, due to its current designation as a ‘Public Elementary School’. As such, Planning staff have interpreted the current residential density designation of the site to be ‘Low Density Residential’ in keeping with the residential density of the surrounding residential lands to the north, east and west. The subject lands are designated ‘Low Density Residential’, according to the Town of Tillsonburg Residential Density Plan. The subject application proposes to redesignate the lands to facilitate medium density residential development.

Areas designated for Low Density Residential use are generally intended to provide a variety of low-rise, low-density housing forms. In these Districts, it is intended that there will be a mixing and integration of different forms of housing to achieve a low overall density of use.

The maximum net residential density for an individual development in the Low Density Residential District is 30 units per hectare (12 units per acre) and the minimum net residential density shall be 15 units per hectare (6 units per acre).

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 47 units, would have a net residential density of 87 units per hectare (36 units per acre). Special development policies have been requested to recognize an increased net residential density for medium density residential development on the site.

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.

The southern portion of the subject lands contains an area of locally significant woodland. Section 3.2 of the Official Plan requires that, where site alteration is occurring within or 50 m adjacent to Locally Significant Natural Heritage Features, an Environmental Impact Study be prepared.

New permitted uses, or expansions/enlargements to existing uses, buildings, or structures that require a Planning Act approval and are to be located within or adjacent to a natural heritage feature, may only be permitted if it can be demonstrated through an Environmental Impact Study (EIS), prepared to the satisfaction of the County and Area Municipality in accordance with the policies contained in Section 3.2 of the Plan, that there will be no negative impacts to the natural heritage features and/or their ecological functions.

Town of Tillsonburg Zoning By-law

The subject lands are currently zoned 'Minor Institutional Zone (IN1)'. The applicant is proposing to rezone a portion of the lands to 'Special Medium Density Residential Zone (RM-sp) to facilitate the proposed four storey, 47 units apartment building.

The proposed apartment building (as depicted in Attachment 3) appears to meet the standard RM zoning provisions with the exception of the lot area per dwelling unit which is proposed to be reduced from 160 m^2 (1,722 ft^2) per dwelling unit to 114 m^2 (1,227 ft^2) per dwelling unit.

It is noted that the applicant is proposing approximately 71 parking spaces including the required accessible parking spaces, which exceeds the required parking spaces for the proposed apartment building in accordance with the provision of Section 5.24 of the Zoning By-law.

Agency Comments

Tillsonburg Chief Building Official indicated that the proposed split zoning for the parcel will require a defined boundary and that the proposal will be subject to site plan control and approval.

Oxford County Public Works indicated no concerns with the proposal and provided comments on the Functional Servicing Brief which will be addressed at the time of site plan approval.

Tillsonburg Engineering Department indicated no objections to the proposal. Concerns and comments relating to the waste management collection, stormwater management and functional servicing report were provided and will be addressed at the time of site plan approval.

Town of Tillsonburg Manager of Engineering clarified that the TIS does not indicate a failure at the intersection of Simcoe Street and Cedar Street but that the intersection is operating at a Level of Service (LOS) F (which is based on scale of A to F). The LOS F at the northbound left-turn occurs at peak PM hours, however, it is noted by the TIS author that "the movement is well within the lane capacity, and the delay is typical" and "the proposed development can be accommodated by the existing study area road system, and no off-site road improvements will be required."

Canada Post indicated that a centralized lock box assembly is required where a common lobby, common indoor or sheltered space is provided. The installation and maintenance of the mailbox is the responsibility of the developer/owner.

Tillsonburg Hydro, Tillsonburg Fire Department indicated no objections to the applications.

Public Consultation

Letters of concern were received prior to Town Council's consideration of the applications at their meeting of October 14, 2025. A number of adjacent landowners attended the public meeting to outline their concerns. In summary, the concerns were relating to the following:

- Increased density utilizing local roads;
- Removal of park land, and play areas;
- Traffic and safety impacts from the development;
- Over-concentration of community-housing;
- Ensuring the units remain affordable;
- Cost of infrastructure upgrades.

At the October 14, 2025, Town Council meeting, concerns were raised regarding the findings of the Traffic Impact Study (TIS) and, specifically, the intersection of Simcoe Street and Cedar Street. The TIS concluded that the intersection of Simcoe and Cedar is currently operating at a Level of Service (LOS) F (LOS is graded on a scale of A to F). Additionally, concerns were raised regarding when a road is reconsidered from a local road to a collector. The TIS also concluded that the proposed development would not require off-site road improvements and there will be minimal impact on the neighbourhood road system.

As a result of the concerns presented, Town Council requested that the operating level of the intersection of Simcoe and Cedar be referred to the traffic consultant who is completing the updates to the Transportation Master Plan for the Town. Town Council deferred their consideration of the application to provide an opportunity for the traffic consultant to review the development and provide comments.

The consultant provided a response which is appended to this report as Attachment 4. The traffic consultant advised they had no concerns with the TIS for 31 Earle. A discussion of their findings in contained within the Planning Analysis section of this report.

Additionally, there was a delegation to Town Council at the November 10, 2025 meeting by an adjacent landowner. The delegation raised concerns respecting the density of the proposal, local traffic increase and pedestrian safety, loss of green space and environmental impacts, over concentration of community housing, and affordability concerns.

Town of Tillsonburg Council

Town of Tillsonburg Council recommended support of the proposed Official Plan Amendment and approved 'in principle' the proposed Zone Change Application at their November 10, 2025, meeting.

Planning Analysis

Applications have been received to amend the Official Plan to facilitate the construction of a four storey apartment building containing approximately 47 units. The applicant proposes to redesignate the central portion of the subject lands from 'Low Density Residential' and 'Environmental Protection' to 'Medium Density Residential' with special development policies to permit a higher net residential density than is currently permitted in the medium density residential designation.

Supporting Studies

An Environmental Impact Study, Traffic Impact Brief, Planning Justification Report and Functional Servicing Report have been submitted to support the subject applications.

Environmental Impact Study

The requirement for the Environmental Impact Study (EIS) was triggered by the presence of a Locally Significant Woodland adjacent to the proposed development. The EIS was peer reviewed and comments from the consultant were incorporated into the design and layout of the proposed development in order to avoid conflicts and impacts on the feature. In light of the foregoing, planning staff consider the proposed residential development to be consistent with the Official Plan policies respecting development adjacent to significant woodlands and natural heritage features.

Transportation Impact Brief

A Transportation Impact Brief was prepared by Paradigm Transportation Solutions Limited which assessed and analyzed the existing traffic conditions, and future traffic conditions with recommendations to accommodate the proposed development. The analysis indicated that the proposed development is forecast to generate 16 morning peak hour trips and 29 evening peak hour trips. Based on the findings and conclusions of the study, it is anticipated that the proposed development can be accommodated by the Town's existing street and road network, with the required additional demand being able to be accommodated by the existing streets and parking areas.

With respect to the concerns raised about Traffic Volumes, the traffic engineering consultant summarized that the left turn at the Simcoe/Cedar intersection is currently operating with a delay of 69 seconds per vehicle. The PM peak forecasted growth to 2032 will result in a delay of 110 seconds per vehicle. Additionally, the current volume making a left turn in the PM peak onto Simcoe Street is 18, whereas the 2032 forecasts 24 turns in the PM peak, resulting in a 6 vehicle increase. It is noted by the consultant that the increase is not due to the proposed development and is primarily due to an 11% growth in traffic on Simcoe Street.

The traffic consultant also commented on the need for improvements and noted that traffic signals can alleviate road delay, however, at this specific intersection, with 24 vehicles making a left turn at PM peak and a small amount of traffic from the commercial driveway on the north side of Simcoe, traffic signals are not warranted. It is noted that traffic signals are typically warranted where there are an average 120 vehicles per hour on a sideroad and 50 vehicles per hour turning

left. Additionally, the collision data from 2019 to 2023 noted one (1) collision at the Simcoe/Cedar intersection.

Further, the traffic consultant found that there is no need to widen Cedar Street as there are only 93 vehicles per hour (two way) and the planning capacity for a local road is approximately 1,000 vehicles per hour (two way). Widening Cedar Street is not required nor would it improve the side left turn delays on Simcoe Street which are a result of the existing and forecasted traffic volumes on Simcoe Street, not resulting from the proposed development. The consultant concluded that no off-site road improvements will be required as a result of the proposed development.

Functional Servicing Report

The Functional Servicing Report submitted by the applicant for the development has been reviewed by Town and County staff. Town and County staff are satisfied that the servicing of the lands utilizing existing municipal services are feasible and appropriate to serve the proposed development. 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.

Provincial Planning Statement (PPS) 2024

Planning staff are of the opinion that the subject proposal is consistent with the applicable 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 (particularly with respect to affordable and attainable housing units) to help address the full range of housing affordability needs and will assist the Town in 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, and represents the development and introduction of new housing options within previously developed areas and redevelopment, which results in a net increase in residential units.

County of Oxford Official Plan

The Official Plan recognizes the importance of increasing the supply of affordable housing within Tillsonburg and states that 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 adequately addressed and are assessed below.

The area to be developed is of sufficient size to adequately accommodate the proposed medium density development. The area to be redesignated is approximately 0.54 ha (1.33 ac), with the woodlot to the south of the developed area to be maintained and remain designated as Environmental Protection and the front portion of the subject lands to remain designated as Low Density Residential. The subject lands are generally flat and bounded by public streets on all sides. The subject lands are in close proximity to existing residential development, Elliot Fairbairn Park, and are less than 200 m from designated shopping areas and service commercial uses and amenities on Simcoe Street. As such, Planning staff are satisfied that the proposed developable lands provide flexibility for site design, transitioning to surrounding existing low-density development, buffering supported by the presence of the woodlot adjacent to industrial uses south along Cedar Street, and provide adequate amenities in the surrounding area.

While the subject lands do not provide direct access to an arterial road, Simcoe Street, an arterial road on the Transportation Network Plan (Schedule T-4) is within 200 m of the subject lands. Planning staff also note that the subject lands were previously utilized as an elementary school which would have produced more vehicular trips on and off the subject site than the proposed apartment building. Official Plan policy 8.2.2.1 directs that Council may consider the use of reduced municipal infrastructure to facilitate the delivery of affordable housing. Planning staff are satisfied that access to a local road (Cedar street) is adequate for the development of the proposed apartment building in this case. As noted, the Traffic Impact Brief assessed the existing and proposed traffic conditions and no impact is anticipated on Simcoe Street or Cedar Street as a result of the proposed development, no off-site roadway improvements were recommended, the required off-street parking can be accommodated, and the location of the site access from Cedar Street is appropriate and will generate minimal traffic impact on the neighbourhood streets.

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 of 4 storeys and form of development (i.e. low-rise apartment) is consistent with the policies and form of residential development contemplated within this designation. The proposed apartment building will contain affordable housing units and, 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 net residential density of 87 units per hectare (36 units per acre) which does not include the woodlot area to the south of the development. The built form and density proposed will serve to protect the existing woodlot and maximize and utilize the developable area efficiently, while accommodating as many affordable units as possible.

The proposed building being a low rise (4 storey) apartment is considered a Medium Density form of development based on its appearance and building typology. The overall net residential density exceeds what is typically permitted, however, Planning staff are satisfied that the proposed exceedance of the maximum net residential density for the Medium Density Residential designation is appropriate in this case, as the proposed building type is a medium density built form and the development and 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 priority project and strategic direction outlined in the Town of Tillsonburg Community Strategic Plan for an Affordable housing collaboration with Oxford County.

Based on the EIS that was submitted in support of the application, it is the opinion of planning staff that the proposed residential development is consistent with the Official Plan policies respecting development adjacent to significant woodlands and natural heritage features and

would result in no negative impacts to the adjacent woodlot. A small portion along the north side of the woodlot that is currently designated as Environmental Protection is proposed to be re-designated as Medium Density Residential as reflected on Schedule T-2 of Attachment 6 (Official Plan Amendment, OPA 347). However, this amendment is technical in nature, as these lands do not contain any trees or natural features. As noted in the EIS, the development itself will have no negative impacts on the wooded area.

The Functional Servicing Report provided by the applicant was reviewed by Town and County staff and no concerns were raised with respect to servicing capacity. The proposed development will utilize existing municipal infrastructure and not require extensions or significant upgrades to service the proposed development. The development will be subject to site plan approval, where matters related to detailed servicing, landscaping, fencing, buffering, grading, access and parking will be required to be addressed to the satisfaction of the Town and County.

CONCLUSIONS

In light of the foregoing Planning staff are satisfied that the Official Plan amendment application 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 recommending approval of the Official Plan amendment application.

SIGNATURES

Report author:

Original Signed By
Amy Hartley
Development Planner

Departmental Approval:

Original Signed By
Eric Gilbert, MCIP, RPP
Manager of Development Planning

Original Signed By
Paul Michiels
Director of Community Planning

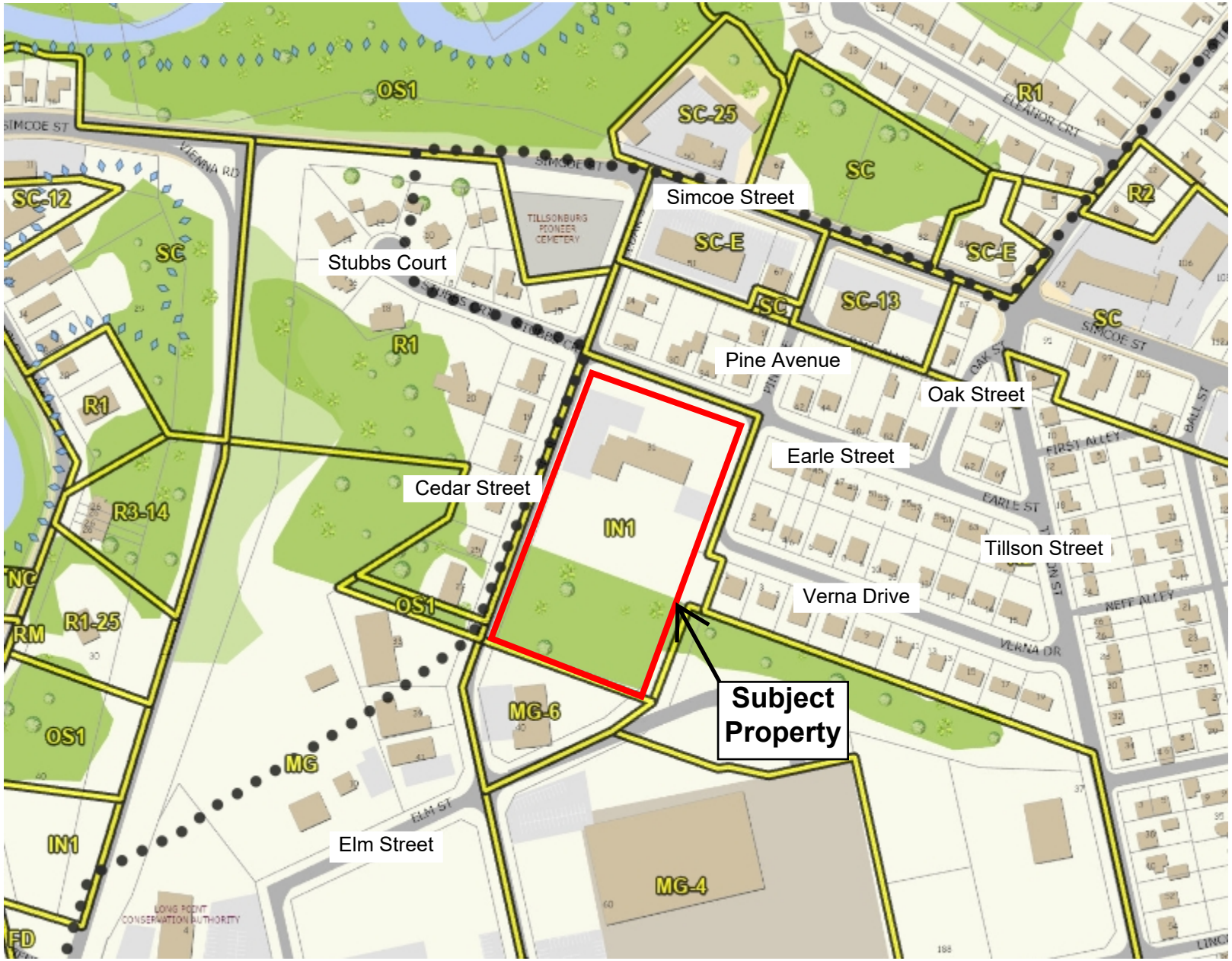
Approved for submission:

Original Signed By
Benjamin R. Addley
Chief Administrative Officer

ATTACHMENTS

Attachment 1 – Plate 1, Location Map with Existing Zoning
Attachment 2 – Plate 2, 2020 Aerial Map
Attachment 3 – Plate 3, Proposed Concept Plan
Attachment 4 – Plate 4, Comments from Traffic Engineer
Attachment 5 – Public Comments
Attachment 6 – Official Plan Amendment, OPA 347

Plate 1: Location Map with Existing Zoning
File Nos.: OP 24-02-7 and ZN 7-24-01 (Town of Tillsonburg)
Lots 25-26, Plan 966; 31 Earle Street, Town of Tillsonburg



Legend

Zoning Floodlines
Regulation Limit
- 100 Year Flood Line
- 30 Metre Setback
- Conservation Authority Regulation Limit
- Regulatory Flood And Fill Lines

Land Use Zoning (Displays 1:16000 to 1:500)

Notes

0 96 192 Meters

NAD_1983_UTM_Zone_17N

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

March 22, 2024

Plate 2: 2020 Aerial Map
File Nos.: OP 24-02-7 and ZN 7-24-01 (Town of Tillsonburg)
Lots 25-26, Plan 966; 31 Earle Street, Town of Tillsonburg

Legend

Zoning Floodlines
Regulation Limit
- 100 Year Flood Line
- 30 Metre Setback
- Conservation Authority Regulation Limit
- Regulatory Flood And Fill Lines

Land Use Zoning (Displays 1:16000 to 1:500)

Notes

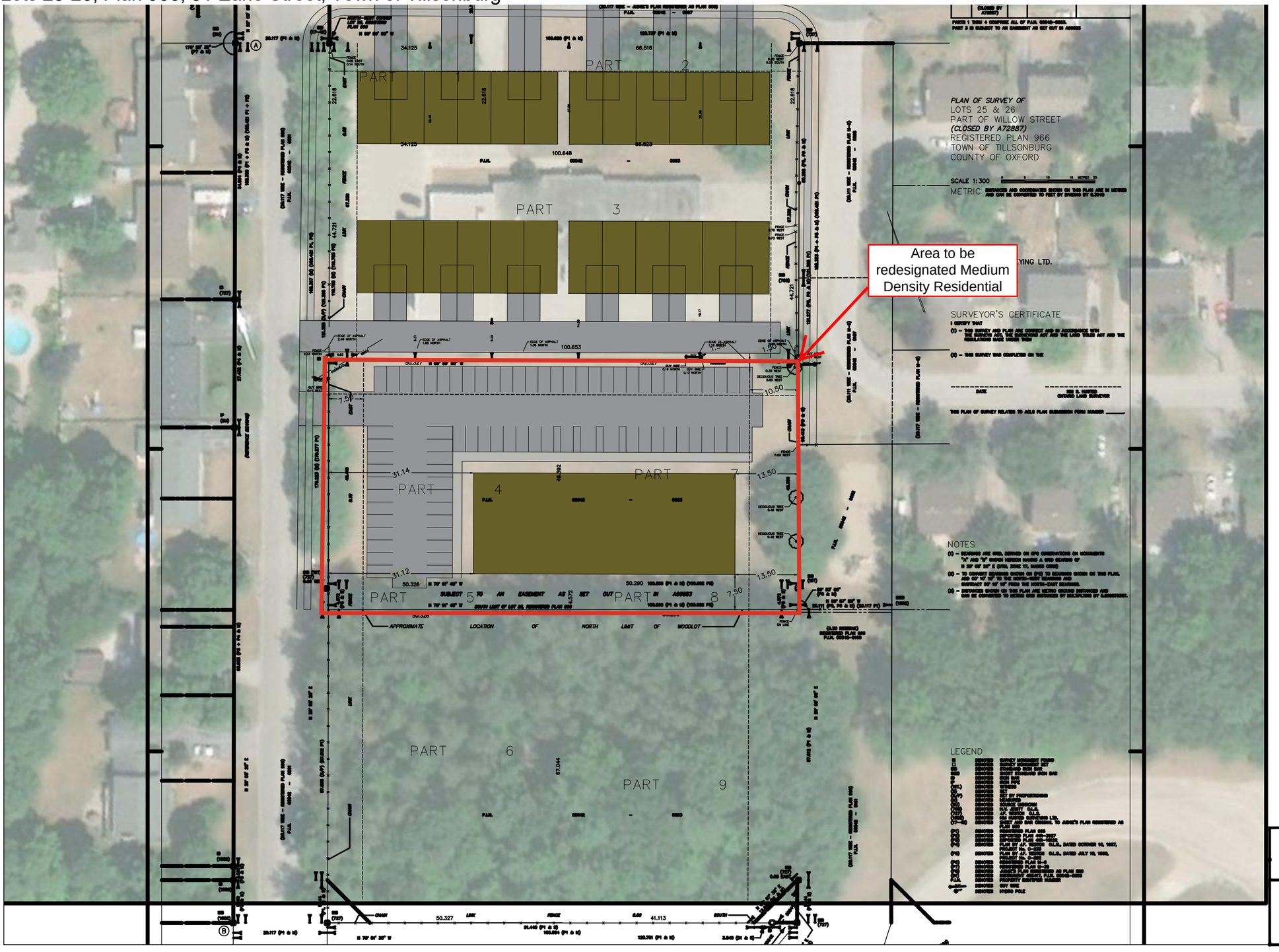
0 96 192 Meters

NAD_1983_UTM_Zone_17N

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

March 22, 2024

Plate 3: Proposed Concept Plan
File Nos.: OP 24-02-7 and ZN 7-24-01 (Town of Tillsonburg)
Lots 25-26, Plan 966; 31 Earle Street, Town of Tillsonburg



Amy Hartley

From: Leo Ferreira <lferreira@tillsonburg.ca>
Sent: Wednesday, October 29, 2025 12:51 PM
To: Amy Hartley; Carlos Reyes
Subject: Fw: Council Decision Letter - October 14, 2025 - Official Plan Amendment Application and Zone Change Application - OP 24-02-7 and ZN 7-24-01 - 31 Earle Street (Town of Tillsonburg)

Hi Amy,

Please see below for your follow up to Council.

Leo Ferreira, P. Eng., PMP
Manager of Engineering
Town of Tillsonburg
10 Lisgar Ave,
Tillsonburg, ON N4G 5A5
Phone: 519-688-3009 Ext. 4410

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From: Kevin Jones <kjones@ptsl.com>
Sent: Wednesday, October 29, 2025 12:46:38 PM
To: Leo Ferreira <lferreira@tillsonburg.ca>
Subject: RE: Council Decision Letter - October 14, 2025 - Official Plan Amendment Application and Zone Change Application - OP 24-02-7 and ZN 7-24-01 - 31 Earle Street (Town of Tillsonburg)

Hi Leo

Based on a review of the TIS I don't think this is anything to be concerned about.

In the PM Peak the key intersection of Cedar / Simcoe St currently operates at LOS F for the left turn move today with a delay of 69 seconds per veh.
With the development plus background growth to 2032 the PM Peak is forecast to still operate at LOS F with a delay of 110 second per vehicle. An increase in delay of 40 seconds per vehicle.

The forecast volume making the left turn is 24 in the PM Peak at full build out in 2032 – compared to 18 today. An extra 6 vehicles will be generated in the future and there will be an extra 40 seconds delay on average to find a gap to make the left turn. This increase is not due to the development traffic and is primarily due to about 11% growth in traffic on Simcoe Street over the same period – based on back growth.

The most common improvement to avoid the additional side road delay would be traffic signals, however with only 24 vehicles per hour making the left and very few vehicles using the Commercial driveway on the opposite side this location would not meet the minimum volume requirement for traffic signals. Typically, you would need an average of 120 vehicles per hour on the side road averaged over 8 hours of the day plus an average of 50 vehicles per hour turning left from the sideroad intersection (each of the same 8 hours) to meet the minimum requirements for signals. I also checked our collision data and found only 1 collision at this intersection between 2019 and 2023.

There would be no need to widen Cedar Street in the future as there are only 93 vehicles per hour (two way) using Cedar Street at the intersection. Typical planning capacity for a local road like this would be in the neighbourhood of 1000 vehicles per hour (two way). There is already a northbound left turn lane in place. Even if you were to widen the road it would not improve the side road delay at the intersection. The report noted the volume to capacity ratio for the northbound left will be 0.43 after build out. Typically, you would only consider adding capacity if this was well over 0.85.

Hope this helps.

Kevin Jones
Senior Consultant, Associate
Public Sector Practice Lead

Paradigm Transportation Solutions Limited
5A-150 Pinebush Road, Cambridge ON N1R 8J8
p: 416.479.9684 x513
m: 705.760.5517
e: kjones@ptsl.com
w: www.ptsl.com

Office Hours: 07:30 – 17:30 M-T, closed Fridays

From: Leo Ferreira <lferreira@tillsonburg.ca>
Sent: October 27, 2025 11:40 AM
To: Kevin Jones <kjones@ptsl.com>
Subject: FW: Council Decision Letter - October 14, 2025 - Official Plan Amendment Application and Zone Change Application - OP 24-02-7 and ZN 7-24-01 - 31 Earle Street (Town of Tillsonburg)

Hi Kevin,

Bringing to top in case got buried

Leo Ferreira, P. Eng., PMP
Manager of Engineering
Town of Tillsonburg
10 Lisgar Ave,
Tillsonburg, ON N4G 5A5
Phone: 519-688-3009 Ext. 4410

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From: Leo Ferreira
Sent: October 16, 2025 2:47 PM
To: Kevin Jones <kjones@ptsl.com>
Cc: Carlos Reyes <CReyes@tillsonburg.ca>
Subject: FW: Council Decision Letter - October 14, 2025 - Official Plan Amendment Application and Zone Change Application - OP 24-02-7 and ZN 7-24-01 - 31 Earle Street (Town of Tillsonburg)

Hi Kevin,

Please see below and attached referenced report.

Paradigm found that the left turn movement is operating at a Level of Service F during PM peak hour however they note that “the movement is well within the lane capacity, and the delay is typical” AND “the proposed development can be accommodated by the existing study area road system, and no off-site road improvements will be required”

May you comment on whether you’ve found concerns at Cedar/Simcoe that require attention? Public perception is that improvements are already needed; we will need to add a specific statement on “the need to widen Cedar Street” to the TMP

Leo Ferreira, P. Eng., PMP
Manager of Engineering
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Please consider the environment before printing this email.

From: Laura Pickersgill <LPickersgill@tillsonburg.ca>
Sent: October 16, 2025 2:14 PM
To: Planning <planning@oxfordcounty.ca>; Carlos Reyes <CReyes@tillsonburg.ca>; Cephas Panschow <CPanschow@tillsonburg.ca>; Duncan Bryce <dbryce@tillsonburg.ca>; Amy Hartley <ahartley@oxfordcounty.ca>; Eric Gilbert <egilbert@oxfordcounty.ca>; Geno Vanhaelewyn <GVanhaelewyn@tillsonburg.ca>; Josh McFadden <jmcfadden@tillsonburg.ca>; Justin White <jwhite@tillsonburg.ca>; Trisha Voth <tvoth@tillsonburg.ca>; Leo Ferreira <lferreira@tillsonburg.ca>
Cc: Kyle Pratt <kpratt@tillsonburg.ca>; Amelia Jaggard <AJaggard@tillsonburg.ca>; Laura Pickersgill <LPickersgill@tillsonburg.ca>
Subject: Council Decision Letter - October 14, 2025 - Official Plan Amendment Application and Zone Change Application - OP 24-02-7 and ZN 7-24-01 - 31 Earle Street (Town of Tillsonburg)

Hello,

At the October 14, 2025, meeting of Tillsonburg Town Council, the following resolution was passed:

Resolution # 2025-359
Moved By: Councillor Parsons
Seconded By: Councillor Luciani
THAT Council defer Official Plan Amendment Application and Zone Change Application - OP 24-02-7 and ZN 7-24-01 until such time as Council has an opportunity to evaluate the need to widen Cedar Street; and
THAT Council request Planning staff to report back with further comments in regard to the concerns raised; and
THAT the intersection of Simcoe and Cedar Streets be referred to the consultant leading the Transportation Master Plan review.

Thanks,

Laura Pickersgill, AMP, Dipl.M.A
Acting Deputy Clerk
Town of Tillsonburg
10 Lisgar Ave
Tillsonburg, ON N4G 5A5
Phone: 519-688-3009 Ext. 4042

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Opposition to OP24-02-7 & ZN 7-24-01 – 31 Earle Street

Lori Van Opstal
Tillsonburg, ON N4G 4P5
October 9, 2025

Mayor and Members of Council
Town of Tillsonburg
200 Broadway, Suite 204
Tillsonburg, ON N4G 5A7

Dear Mayor and Members of Council,

I am writing to oppose OP24-02-7 and ZN 7-24-01 for a proposed 47-unit, four-storey apartment at 31 Earle Street, and to request that Council instead pursue a community-compatible plan that protects and enlarges the existing park and woodlot while ensuring long-term Town ownership and ecological stewardship.

1) Density and location remain non-conforming
The proposal seeks a density of roughly 87 units per hectare, well above the Official Plan's Medium Density range (31–62 u/ha). It also relies entirely on local roads (Earle, Cedar, Pine) instead of the collector or arterial roads required for medium or high-density development (Official Plan Section 8.2.5). Approving this project would represent an exception that undermines the intent and consistency of the Official Plan.

2) Opportunity to enlarge the active park area
The Town's Official Plan (Leisure Resources policies, Schedule T-3) calls for the provision and equitable distribution of open space and the linkage of parks through trails and natural features. This site offers a unique opportunity to expand the active park area, connecting the existing play area to the adjacent woodlot and trail network. Approving a mid-rise apartment here would permanently remove the last viable chance to create a cohesive park system in this part of Tillsonburg.

3) Keep the play area and woodlot in Town ownership and rezone for protection
To ensure these green spaces remain accessible, maintained, and protected:
• Retain full Town ownership of both the existing play area and the wooded area.
• Rezone the play area to OS2 (Active Open Space) and the woodlot to OS1 (Passive Open Space) to formally recognize their recreation and environmental protection functions.
• These changes will ensure long-term municipal care, consistent maintenance standards, and protection against private redevelopment or institutional conversion.

4) Implement the EIS and peer-review recommendations for the woodland
The peer reviewer (North-South Environmental) noted that the EIS found limited understory and woody regeneration caused by mowing by Town staff, and that the woodland would meet density requirements if mowing stopped. It is concerning that mowing has occurred in an area designated Environmental Protection (Official Plan Section 3.2). Council should ensure that the EIS and peer review recommendations are fully implemented:

• Cease mowing and allow natural regeneration;
• Protect the woodland as a designated OS1 area under Town ownership;
• Manage the feature as part of the Town's ecological network, ensuring compliance with the Official Plan's Environmental Protection policies.

5) Traffic and safety deficiencies
The Traffic Impact Study underestimates traffic volumes and fails to consider cumulative development growth, contrary to Official Plan Section 8.2.5. It assumes unrealistically low trip rates for 47 units and overlooks the fact that the Cedar Street and Simcoe Street intersection already operates at LOS F (failing). The report also provides no pedestrian or school-route safety analysis, despite this being a family-oriented area adjacent to playgrounds. The site also connects only to local roads, inconsistent with the Plan's requirement that medium and high-density uses access collector or arterial streets (Section 8.2.5). Council should defer approval until the traffic study is revised to comply with these requirements.

6) Avoid over-concentration of community housing
Oxford County already operates Rent-Geared-to-Income family housing on Earle Street (47–61) and Verna Drive (1A–16A, 1B–16B), as well as other RGI sites at Maple Lane and Queen Street. Adding another large apartment in this same neighbourhood would concentrate community housing in one node instead of distributing affordable options evenly across Tillsonburg, contrary to the Official Plan's objective of balanced, inclusive neighbourhoods.

7) Affordability claims lack guarantees
The Planning Justification Report cites "affordable housing," yet there are no binding affordability agreements (e.g., with Oxford County or CMHC). Without secured affordability, the proposal cannot justify policy overrides.

Constructive alternative requested
Please reject the current amendments and invite a revised concept that:
• Delivers affordable, ground-oriented townhomes within 31–35 u/ha;
• Expands the park and integrates it into the existing wooded area/trail;
• Uses one consolidated access on Earle with a pedestrian-first layout; and
• Partners with County/non-profit providers to secure a share of units as affordable without over-concentrating RGI at one node.

This path meets intensification goals and the Official Plan's density, location, and compatibility policies while improving parkland and neighbourhood fit.

Respectfully submitted,

Lori Van Opstal Resident - [redacted] Tillsonburg, ON N4G 4P5

[redacted]

31 Earle Street – Balanced Growth, Park Expansion & Community Protection

Key Points

• Proposed 47-unit apartment exceeds Medium Density (87 u/ha vs. 31–62) and uses only local roads.
• Traffic Impact Study underestimated trips, ignored area growth, and found LOS F at Cedar/Simcoe without proposing mitigation.
• Site offers only chance to expand the park and link it to the woodlot/trail network.
• Rezone play area OS2 (Active Open Space) and woodlot OS1 (Passive Open Space) under Town ownership.
• Implement EIS and peer review recommendations: stop mowing and allow woodland regeneration.
• Oxford County already provides RGI housing nearby; this proposal over-concentrates community housing.
• PJR's 'affordable' claim lacks binding agreements with Oxford County or CMHC.

Constructive Alternative

Reject OP24-02-7 / ZN 7-24-01 and invite a plan that:
• Provides affordable townhomes (31–35 u/ha)
• Expands and integrates the park and woodlot
• Improves traffic safety with one consolidated access
• Partners with County/non-profit to secure true affordability

Requested Actions

1. Deny the current OPA and ZBA applications.
2. Require an updated traffic study that complies with Official Plan Section 8.2.5.
3. Zone play area OS2 and woodlot OS1 under Town ownership.
4. Implement EIS woodland restoration recommendations.
5. Invite a revised, park-led townhouse proposal with secured affordability.

Prepared by: Lori Van Opstal, Tillsonburg Resident

COUNTY OF OXFORD

BY-LAW NO. **6798-2026**

BEING a By-Law to adopt Amendment Number 347 to the County of Oxford Official Plan.

WHEREAS, Amendment Number 347 to the County of Oxford Official Plan has been recommended by resolution of the Council of the Town of Tillsonburg and the County of Oxford has held a public meeting and has recommended the Amendment for adoption.

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

1. That Amendment Number 347 to the County of Oxford Official Plan, being the attached explanatory text, is hereby adopted.

2. This By-Law shall come into force and take effect on the day of the final passing thereof.

READ a first and second time this 28th day of January, 2026.

READ a third time and finally passed this 28th day of January, 2026.

MARCUS RYAN, WARDEN

LINDSEY MANSBRIDGE, CLERK

AMENDMENT NUMBER 347

TO THE COUNTY OF OXFORD OFFICIAL PLAN

the following text and Plan designated Schedule “A”, attached hereto, constitute Amendment Number 347 to the County of Oxford Official Plan.

1.0 PURPOSE OF THE AMENDMENT

The purpose of the Amendment is to re-designate certain lands in the Town of Tillsonburg from 'Low Density Residential' and 'Environmental Protection' to 'Medium Density Residential' with special development policies, to facilitate the development of a four storey, 47 unit apartment development.

2.0 LOCATION OF LANDS AFFECTED

This Amendment applies to lands located at Lots 25 & 26, and Part of Willow Street, Plan 966 in the Town of Tillsonburg. The lands front on the south side of Earle Street, east side of Cedar Street, and west side of Pine Avenue, and are municipally known as 31 Earle Street, Town of Tillsonburg.

3.0 BASIS FOR THE AMENDMENT

The amendment has been initiated to redesignate a portion approximately 0.54 ha (1.33 ac), of the subject lands from 'Low Density Residential' and 'Environmental Protection' to 'Medium Density Residential' with special development policies to facilitate the development of the lands as indicated in the 'Purpose of Amendment' section above.

Additionally, the amendment will remove the underlying designation of 'Public Elementary School' from Schedule T-3 of the Official Plan to recognize the use of the lands for residential purposes.

It is the opinion of Council that the amendment is consistent with the policies of the PPS as the development is an efficient use of land and municipal services within a fully serviced settlement area. The development also contributes to housing types and densities required to meet the projected requirements of current and future residents of the Town and the broader regional market area. Further, the proposed development supports the strategic initiatives and objectives of the Official Plan with respect to ensuring that adequate affordable housing for low and moderate income households is available in the Town of Tillsonburg.

Council is further satisfied that the Official Plan criteria respecting the designation of the lands for Medium Density Residential purposes have been satisfactorily addressed.

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.

While the subject lands do not provide direct access to an arterial road, Simcoe Street, an arterial road on the Transportation Network Plan (Schedule T-4), is

within 200 m of the subject lands. The subject lands are in close proximity to Elliot Fairbairn Park, Coronation Park, Annadale Public School, and are less than 300 m from designated shopping areas on Simcoe Street. Adequate servicing capacity exists to serve the proposed development, and the development will be subject to the site plan approval process, where matters related to servicing, landscaping, fencing, grading, access and parking will be addressed to the satisfaction of the Town and County.

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 and that the presence for affordable housing units contributes to the County's target goal for affordable housing.

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

4.0 DETAILS OF THE AMENDMENT

4.1 That Section 8.2.5 – *Medium Density Residential Areas*, as amended, is hereby further amended by adding the following specific development policy at the end of Section 8.2.5.2 – *Special Development Policies*:

"8.2.5.2.3 South side of Earle Street, between Cedar Street and Pine Avenue, Town of Tillsonburg (31 Earle Street).

Location Lots 25 & 26, and Part of Willow Street, Plan 966 in the Town of Tillsonburg, south side of Earle Street, east side of Cedar Street and west side of Pine Avenue, Town of Tillsonburg.

Policies Notwithstanding Section 8.2.5, *Medium Density Residential*, or any other relevant policies of the Official Plan to the contrary, the net residential density in the Medium Density Residential area shall not exceed 87 units per hectare (36 units per acre) and the minimum net residential density shall be 31 units per hectare (13 units per acre)."

4.2 That Schedule "T-2" – Town of Tillsonburg Residential Density Plan, is hereby amended by changing the land use designation of those lands identified as "ITEM 1" on Schedule "A" attached hereto from "Low Density Residential" to "Medium Density Residential".

4.3 That Schedule "T-2" – Town of Tillsonburg Residential Density Plan, is hereby amended by changing the land use designation of those lands identified as "ITEM 2" on Schedule "A" attached hereto from "Environmental Protection" to "Medium Density Residential".

4.4 That Schedule “T-3” – Town of Tillsonburg Leisure Resources and School Facilities Plan, is hereby amended by removing the designation of ‘Public Elementary School’ of those lands identified as “ITEM 1” on Schedule “A”.

5.0 IMPLEMENTATION

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

6.0 INTERPRETATION

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

SCHEDULE "A"

AMENDMENT No. 347

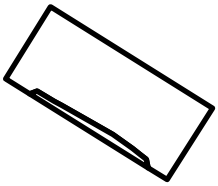
TO THE

COUNTY OF OXFORD OFFICIAL PLAN

SCHEDULE "T-2"

TOWN OF TILLSONBURG

RESIDENTIAL DENSITY PLAN



- AREA OF THIS AMENDMENT

ITEM 1 - CHANGE FROM LOW DENSITY RESIDENTIAL TO MEDIUM DENSITY RESIDENTIAL

ITEM 2 - CHANGE FROM ENVIRONMENTAL PROTECTION TO MEDIUM DENSITY RESIDENTIAL

RESIDENTIAL DENSITY PLAN LEGEND

- LOW DENSITY RESIDENTIAL
- OPEN SPACE
- ENVIRONMENTAL PROTECTION
- PROPOSED PARK

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SCHEDULE "A"

AMENDMENT No. 347

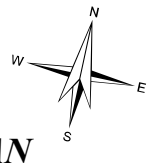
TO THE

COUNTY OF OXFORD OFFICIAL PLAN

SCHEDULE "T-3"

TOWN OF TILLSONBURG

LEISURE RESOURCES AND SCHOOL FACILITIES PLAN



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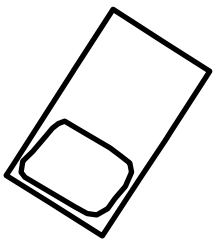

- AREA OF THIS AMENDMENT

ITEM 1 - REMOVE FROM PUBLIC ELEMENTARY SCHOOL

LEISURE RESOURCES AND SCHOOL FACILITIES PLAN LEGEND

- OPEN SPACE
- ENVIRONMENTAL PROTECTION
- PUBLIC ELEMENTARY SCHOOL
- FLOODLINE

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Report CP 2026-25
COMMUNITY PLANNING
Council Date: January 28, 2026

REPORT TO COUNTY COUNCIL

Application for Draft Plan of Condominium CD 24-06-1 – 2825085 Ontario Inc.

To: **Warden and Members of County Council**

From: **Director of Community Planning**

RECOMMENDATION

1. **That Oxford County Council grant draft plan approval for the proposed draft plan of condominium (CD 24-06-1), submitted by 2825085 Ontario Inc., for lands described as Lot 6 and Part Lots 5 and 7, Block A, Plan 104 and Part Lot 13, Concession 6 (Blenheim), Part 1, Plan 41R-10730, in the Township of Blandford-Blenheim (Village of Drumbo), municipally known as 23 Henry St, Drumbo, with a lapsing date of 3 years from the date of draft plan approval, subject to the conditions attached to this report as Schedule 'A' being met prior to final approval.**

REPORT HIGHLIGHTS

- The submitted Draft Plan of Condominium Application proposes a standard condominium with 17 townhouse units to be serviced by municipal water and wastewater services. The 17 units would be facilitated over three separate residential blocks.
- Planning staff are recommending that Oxford County Council approve the proposal as it is consistent with the Provincial Planning Statement and the Official Plan with respect to medium density residential development through a condominium within a serviced settlement.

IMPLEMENTATION POINTS

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

Financial Impact

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

Communications

In accordance with the requirements of the Planning Act, notice of complete application regarding this proposal was provided to surrounding property owners on September 17, 2024 and notice of public meeting for the Township public meeting was issued on October 30, 2025. A notice of public meeting for the Oxford County public meeting was issued on January 8, 2026.

At the time of submission of this report, staff have received two letters of concerns from members of the public (See Attachment 7). Further, residents raised a number of questions and concerns with respect to the application at the public meeting held on November 19, 2025 at Township of Blandford-Blenheim Council, which are further outlined in the planning analysis section of this report.

2023-2026 STRATEGIC PLAN

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

The recommendations in this report supports the following strategic goals.

Strategic Plan Pillars and Goals

PILLAR 1	PILLAR 2	PILLAR 3
Promoting community vitality	**Enhancing environmental sustainability**	**Fostering progressive government**
Goal 1.1 – 100% Housed Goal 1.2 – Sustainable infrastructure and development Goal 1.3 – Community health, safety and well-being Goal 1.4 – Connected people and places		

See: Oxford County 2023-2026 Strategic Plan

DISCUSSION

Background

Owner: 2825085 Ontario Inc.
3523 Huron Road, New Hamburg, On N3A 3C4

Agent: Patterson Planning Consultants Inc.
6095 Line 66, Monkton, ON N0K 1P0

Location:

The subject lands are described as Lot 6 and Part Lots 5 and 7, Block A, Plan 104 and Part Lot 13, Concession 6 (Blenheim), Part 1, Plan 41R-10730. The lands are located on the west side of Henry Street, north of Drumbo Park, and are municipally known as 23 Henry Steet, Village of Drumbo.

County of Oxford Official Plan

Schedule ‘B-1’	Township of Blandford-Blenheim Land Use Plan	‘Settlement’
Schedule ‘B-3’	Village of Drumbo Land Use Plan	‘Medium Density Residential’
Schedule ‘C-3’	County of Oxford Settlement Strategy Plan	‘Serviced Village’

Proposal

The proposed draft plan of condominium is for a standard condominium consisting of 17 townhouse units divided over three different blocks, to be serviced by municipal water and wastewater services. The development would be serviced by an internal condominium road, which would connect to Henry Street, a Township owned road. Each townhouse unit would contain one legal parking space within a private garage and one legal parking space within a private driveway. In addition to the parking spaces provided at each individual unit, there are also 11 parking spaces proposed within the site in a communal parking area for the use of residents and visitors.

A Zone Change Application has also been received to rezone the subject lands from ‘Residential Type 1 Zone (R1)’ to ‘Special Residential Type 3 Zone (R3-sp).’ Site specific R3 provisions have been requested with respect to minimum yard depths/widths and maximum parking coverage to facilitate the proposed form of development on the property.

The entirety of the subject lands is approximately 0.6 ha (1.4 ac) in size and is currently vacant of any buildings or structures. Access to the site is from Henry Street. Surrounding land uses include single detached dwellings to the north and east. Drumbo Park, a municipally owned recreational

space, is located to the south of the subject lands, while a municipally owned stormwater management pond exists to the west of the subject lands.

A Planning Opinion Report, a Functional Servicing and Stormwater Management Report, and an Archaeological Assessment have been submitted in support of the application.

Plate 1, Location Map and 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, Existing Official Plan Designations, the land use designations of the subject lands and surrounding area.

Plate 4, Draft Plan of Condominium, illustrates the draft plan of condominium layout and development configuration as proposed.

Plate 5, Tree Management Plan, identifies existing trees that are to remain and where new trees are proposed to be planted.

Plate 6, Applicant's Rendering Drawings, provides a street view of the proposed development from various angles.

Comments

Planning Act

Section 2 of the Planning Act respecting Provincial Interests, provides that a municipal Council, in carrying out their responsibilities under the Planning Act, shall have regard to, among other matters, matters of provincial interest such as (but not limited to):

- the protection of ecological systems an agricultural resource;
- the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- the adequate provision of a full range of housing, including affordable housing;
- the resolution of planning conflict involving public and private interests;
- the protection of public health and safety;
- the appropriate location of growth and development;
- the promotion of development that is designed to be sustainable, to support public transit and be oriented to pedestrians; and
- the promotion of built form that, among other matters, is well designed and encourages a sense of place.

Section 9 (2) of the Condominium Act states that the "provisions of sections 51, 51.1 and 51.2 of the Planning Act that apply to a plan of subdivision apply with necessary modifications to a description or an amendment to a description."

Section 51 (24) of the Planning Act provides that in considering a draft plan of subdivision, regard shall be had, among other matters, to the health, safety, convenience, accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality and to:

a) the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2;
b) whether the proposed subdivision is premature or in the public interest;
c) whether the plan conforms to the official plan and adjacent plans of subdivision, if any;
d) the suitability of the land for the purposes for which it is to be subdivided (including affordable housing units, if any);
e) the number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with the established highway system in the vicinity and the adequacy of them;
f) the dimensions and shapes of the proposed lots;
g) the restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land;
h) conservation of natural resources and flood control;
i) the adequacy of utilities and municipal services;
j) the adequacy of school sites;
k) the area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes;
l) the extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy; and
m) the interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41 (2) of this Act.

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.

With respect to the subject application, Section 2.1.4 requires that planning authorities provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area:

a) by maintaining at all times, the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and,
b) to maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans.

Section 2.1.6 outlines that planning authorities should support the achievement of complete communities by:

a) accommodating an appropriate range and 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;
b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and,
c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

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, General Policies for Settlement Areas indicate that settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.

Section 2.3.1 (2) states that land use patterns within settlement areas should be based on densities and a mix of land uses which:

a) efficiently use land use resources;
b) optimize existing and planned infrastructure and public facilities;
c) support active transportation;
d) are transit supportive, as appropriate, and,
e) are freight supportive.

Section 3.6.1, Sewage, Water, and Stormwater, outlines that planning for sewage and water services shall:

a) accommodate forecasted growth in a timely manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services and existing private communal sewage services and private communal water services;
b) ensure that these services are provided in a manner that:

    1. can be sustained by the water resources upon which such services rely;
    2. is feasible and financially viable over their life cycle;
    3. protects human health and safety, and the natural environment, including the quality and quantity of water; and
    4. aligns with comprehensive municipal planning for these services, where applicable.

c) promote water and energy conservation and efficiency;
d) integrate servicing and land use considerations at all stages of the planning process;
e) consider opportunities to allocate, and re-allocate if necessary, the unused system capacity of municipal water services and municipal sewage services to support efficient use of these services to meet current and projected needs for increased housing supply; and,
f) be in accordance with the servicing options outlined through policies 3.6.2, 3.6.3, 3.6.4 and 3.6.5.

Section 3.6.7 states that planning authorities may allow lot creation where there is confirmation of sufficient reserve sewage system capacity and reserve water system capacity.

Section 4.6 of the PPS indicates that Planning authorities shall not permit development and site alteration on lands that may contain archaeological resources or areas of archaeological potential unless the resources have been conserved. Planning authorities are encouraged to develop and implement archaeological management plans for conserving archaeological resources and proactive strategies for conserving significant built heritage resources and cultural heritage landscapes.

Official Plan

The subject lands are located within the Village of Drumbo, designated as “Serviced Village” and ‘Settlement’ according to Schedule C-3 “County of Oxford Settlement Strategy Plan” and Schedule B-1 “Township of Blandford-Blenheim Land Use Plan”, respectively, and further designated as ‘Medium Density Residential’ according to Schedule B-3 “Village of Drumbo Land Use Plan”.

According to Section 2.1.1 (Growth Management), to manage growth, it is a strategic initiative of the Official Plan to ensure designated growth settlements are developed with efficient land use patterns and densities to minimize land consumption, control infrastructure costs, and limit growth pressure in rural areas. Further, Section 4.1 (Strategic Approach) states that the County shall aim to ensure existing designated land supplies and infrastructure will be efficiently utilized, including achievement of intensification targets, prior to designating new areas for growth.

Section 4.2.2.4 (Serviced Villages) directs that Serviced Villages are settlements characterized by a broad range of uses and activities which have been developed or are proposed for development on centralized wastewater and water supply facilities.

Section 6.2.1 (Objectives for Rural Settlement Residential Designations) states that compact urban form and residential infilling, as well as a range of housing types, shall be promoted in all rural settlement areas where appropriate given the level of infrastructure available.

Further, the Official Plan (Section 6.2.3) directs that Medium Density Residential areas in serviced villages are those lands that are to be developed or planned for a variety of medium density residential development consisting of low rise apartment buildings, cluster houses, converted dwellings, and all forms of townhouses.

The Official Plan establishes densities for Medium Density Residential areas with a minimum net residential density of 22 units per hectare (9 units per acre) and a maximum net residential density of 50 units per hectare (20 units per acre). Net residential density is defined as the number of housing units per hectare of residentially designated lands, exclusive of lands required for open space, environmentally sensitive areas, and transportation and servicing infrastructure, including stormwater management.

The Official Plan also establishes Drumbo specific densities for Medium Density Residential areas with a minimum net residential density of 26 units per hectare (11 units per acre) and a maximum net residential density of 50 units per hectare (20 units per acre).

Section 6.2.4 (Site Design Policies for Multiple Unit Residential Development in Rural Settlements) outlines various criteria to consider when reviewing multiple residential unit proposal. The proposed buildings should avoid long linear orientations by providing appropriate breaks and varying rooflines. Parking should be provided through a combination of private and communal parking. Communal parking should be located within reasonable walking distance of each residential unit while also ensuring that privacy for individual units is protected from the communal parking lot. The proposal shall also take into consideration pedestrian circulation within the site and shall provide an adequate pedestrian system on-site to facilitate safe movement on-site. Where practical, existing vegetation shall be maintained and new vegetation shall be encouraged on-site. Multiple residential unit proposals shall also be required to provide adequate space for play activities for children within the subject lands.

The Official Plan further requires that, as a condition of draft plan approval, County Council will require the applicant to satisfy conditions prior to final approval and registration of the plan. Should the conditions not be met within the specified time period, the draft plan approval may lapse. Additionally, to provide for the fulfillment of these conditions, and for the installation of services according to municipal standards, Council shall require that the applicant enter into a condominium agreement with the Township and, where necessary, the County, prior to final approval of the plan.

Zoning By-law

The subject lands are currently zoned ‘Residential Type 1 Zone (R1)’ according to the Township’s Zoning By-law. The Zone Change Application proposes to rezone the subject lands from ‘Residential Type 1 Zone (R1)’ to ‘Special Residential Type 3 Zone (R3-sp)’, to allow for the

proposed townhouse unit types and establish a number of site specific provisions related to minimum yard depths/widths and maximum parking coverage to facilitate the proposed form of development on the property.

The 'R3' zone permits apartment buildings, boarding/lodging houses, converted dwellings, home occupations, multiple unit dwellings, and street fronting townhouses.

Agency Comments

Canada Post provided detailed comments respecting the requirements for the provision of community mailboxes throughout the proposed development.

Bell Canada requested the following conditions be included:

- The Owner acknowledges and agrees to convey any easement(s) as deemed necessary by Bell Canada to service this new development. The Owner further agrees and acknowledges to convey such easements at no cost to Bell Canada.

- The Owner agrees that should any conflict arise with existing Bell Canada facilities where a current and valid easement exists within the subject area, the Owner shall be responsible for the relocation of any such facilities or easements at their own cost.

The County of Oxford Public Works Department has provided a number of conditions of draft approval, which have been incorporated as recommended conditions of draft approval.

The Township Chief Building Official, Township Director of Public Works, and the Township Director of Protective Services, and Hydro One have indicated no concerns or objections regarding the proposed draft plan of condominium or zoning amendment.

Township of Blandford-Blenheim Council

Township of Blandford-Blenheim Council recommended support of the proposed Draft Plan of Condominium while also approving the proposed Zone Change Application 'in principle', at the Township's regular meeting of Council on November 19, 2025.

During the Public Meeting on November 19, 2025, a number of residents raised concerns with respect to the subject application and, in particular, such matters as parking, traffic, loss of privacy, loss of vegetation, and the proposed density.

Planning Analysis

Applications for condominium approval can be dealt with in one of two ways, in accordance with the Condominium Act. The first method is where the approval of the condominium is exempt from the draft or 'conditional' approval stage and proceeds directly to final approval. The exemption process is intended to apply to proposals that have previously undergone a complete evaluation (i.e. site plan approval), and no further conditions of approval are required by the municipality for the development.

The second process, which is being undertaken for the subject application, is a process similar to an application for draft plan of subdivision where, after appropriate circulation and review, a proposal receives 'draft' approval, which is contingent on the applicant satisfying a number of conditions prior to final approval and registration. This is the process that the applicant has chosen to undergo in this particular circumstance.

The proposed application is intended to facilitate a residential development in the Village of Drumbo, consisting of 17 bungalow-style townhouses within a condominium complex. All 17 units would be serviced by an internal condominium road, which would connect to Henry Street, a Township owned road.

A Planning Opinion Report, a Functional Servicing and Stormwater Management Report, and an Archaeological Assessment have been submitted in support of the application.

Provincial Planning Statement

As the proposed draft plan of condominium is located within a designated settlement and will be serviced by municipal water and wastewater facilities, the development represents an efficient use of lands designated for residential purposes and existing municipal services. The development also provides for alternative housing types in the Village of Drumbo, while maintaining compatibility with existing residential uses in the surrounding neighbourhood. As such, Planning staff are of the opinion that the proposed development is consistent with the relevant PPS policies respecting residential development in settlement areas. The proposed development will facilitate land uses that are compatible with the surrounding residential and recreational uses.

Regarding Section 2.2.1 – Housing, the PPS has a strong focus on the development and introduction of new housing options that meet the needs of current and future residential from a range of economic households, including low and moderate incomes. To help achieve this goal, promoting density and ensuring that land, infrastructure, and public services are used efficiently are considered key to success. It is the opinion of staff that the proposed development promotes an efficient use of land and infrastructure while also providing for a broader range of housing options in the Village of Drumbo.

The PPS directs that settlements with full municipal servicing shall be the priority for future growth and development. Details of the proposed infrastructure and stormwater management strategy were provided in a Functional Servicing and Stormwater Management Report submitted in support of the application. In light of the comments received from various agencies (i.e. Township of Blandford-Blenheim and the County of Oxford Department of Public Works), and subject to conditions of approval to ensure review and approval of technical details, Planning staff are satisfied that adequate infrastructure and public facilities will be available to accommodate the initial phase of the development.

To ensure that development or site alteration does not impact lands containing archaeological resources, the applicant submitted a Stage 1-2 Archaeological Assessment of the subject lands, which was prepared by Lincoln Environmental Consulting. Lincoln Environmental Consulting advised that no archaeological resources were identified on site.

Official Plan

As previously noted, the Official Plan establishes a net density range of 26-50 units per hectare (11-20 units per acre) for Medium Density Residential areas within the Village of Drumbo. The proposed development would result in an overall net residential density of approximately 28.3 units per hectare (12.1 units per acre), consistent with the residential net density allowances established in the Official Plan.

With regard to the specific review criteria for plans of subdivision and condominiums (Section 10.3.3), the Oxford County Department of Public Works has advised that sufficient municipal water and wastewater capacity is available. Community facilities and supporting infrastructure exist in the surrounding Village of Drumbo, and the existing road network will be adequate to service the subject lands. Planning staff are of the opinion that the proposal represents an efficient use of existing services and lands designated for residential use, and the proposed development will help to provide an appropriate mix of housing types within the community, while remaining compatible with existing surrounding residential uses.

With respect to overall connectivity and local services, the subject lands are strategically located within the Village of Drumbo. They are within close proximity to community facilities such as the local school, commercial businesses, and recreational/open space areas. The location of a future vehicular access point and the likely impacts of traffic generated by the proposal on adjacent streets has been assessed by Township Public Works staff and determined to be acceptable.

Section 6.2.4 generally requires multiple unit residential developments to provide a communal play area for children within the development. In this particular case, staff are of the opinion that this requirement is unnecessary given the nature of the development (i.e. ground oriented townhouse units with individual backyards) and context of the subject lands. To the immediate south of the subject lands is Drumbo Park, which contains sport fields, a playground, and a splash pad.

In terms of compatibility with adjacent residential development, the proposed unit type (i.e. ground oriented townhouse dwellings) is a low density housing form and the proposed development will only slightly exceed the maximum density for low density residential development. Further, the applicant is proposing to maintain a minimum 7.5 m (24.6 ft) setback from the proposed residential units to northerly and southerly lot lines to reflect the minimum rear yard requirements for other residential zones (i.e. for a single detached dwelling in an R1 zone).

With respect to the specific review criteria for multiple unit residential development (Section 6.2.4), staff have reviewed the proposal and are of the opinion that it complies with the general intent and purpose of the criteria in terms of vegetation. While some vegetation has already been removed from the site and the municipal right-of-way, the applicant is proposing to retain the existing mature trees along the northern lot line to maintain privacy screening between existing properties and the proposed residential units. The applicant is also proposing to plant additional trees on the lands once construction is completed as indicated in the proposed tree planting plan (Attachment 5 to this report).

In order to help ensure compatibility between the proposed development and the existing recreational facilities adjacent to the subject lands, the applicant is in agreement with assisting the Township in covering costs of a netting system for the existing baseball diamond to the

immediate south of the subject lands. The purpose of the netting would be to reduce the number of baseballs that could potentially enter the subject lands. The Township and the applicant will split costs for the netting at 50% each. Additionally, wood fencing is proposed along the southern lot lines of the subject lands to ensure that vehicle headlights on the site do not interfere with the sports fields in the evening.

In addition to the 2 parking spaces being proposed for each residential unit (one in the driveway and one in the attached garage), the applicant is also proposing 11 communal parking spaces, for a total of 45 parking spaces, which is 17 more spaces than required by the Township Zoning By-law. The additional parking should help to avoid overflow parking from the development ending up along Henry Street. Further, the proposed communal parking spaces will be appropriately located away from the existing residential properties, as well as the back yard amenities spaces of the proposed residential units.

Servicing

Oxford County's Water and Wastewater Capacity Protocol for Residential Development (the 'protocol') allows for 25 units to be granted servicing at any one time. The purpose of the protocol is to ensure servicing is allocated responsibly and fairly amongst various development projects. The protocol is an important tool in ensuring that allocation is provided in a logical and equitable way. As only 17 units are being proposed, the development will be compliant with the Protocol and County Public Works has advised that there are no concerns with respect to the adequacy of servicing to facilitate the entirety of the proposed draft plan of condominium.

CONCLUSIONS

Considering the foregoing, Planning staff are satisfied that the submitted Draft Plan of Condominium Application is consistent with the policies of the Provincial Planning Statement and in-keeping with the strategic initiatives and objectives of the Official Plan respecting development in designated settlement areas and can be supported from a planning perspective, subject to the recommended conditions of draft approval set out in Attachment 8.

SIGNATURES

Report author:

Original signed by
Dustin Robson, MCIP, RPP
Development Planner

Departmental approval:

Original signed by
Eric Gilbert, MCIP, RPP
Manager of Development Planning

Original signed by
Paul Michiels
Director of Community Planning

Approved for submission:

Original signed by
Benjamin R. Addley
Chief Administrative Officer

ATTACHMENTS

Attachment 1 – Plate 1, Location Map and Existing Zoning
Attachment 2 – Plate 2, Aerial Map (2020) with Existing Zoning
Attachment 3 – Plate 3, Existing Official Plan Designations
Attachment 4 – Plate 4, Draft Plan of Condominium
Attachment 5 – Plate 5, Tree Management Plan
Attachment 6 – Plate 6, Applicant's Rendering Drawings (4 pages)
Attachment 7 – Letters of Concern
Attachment 8 – Conditions of Draft Approval

Plate 1: Location Map and Existing Zoning
File No. CD 24-06-1 (2825085 Ontario Inc.)
Pt Lt 5, Blk A, Plan 104, Pts 3 & 4, Plan 41R-10349, Lts 6-7, Plan 104, Pt Lt 13, Conc. 6 (Blenheim), Twp of Blandford-Blenheim, 23 Henry St.

Legend

Parcel Lines
- Property Boundary
- Assessment Boundary
- Unit
- Road
- Municipal Boundary

Zoning Floodlines Regulation Limit
- 100 Year Flood Line
- 30 Metre Setback
- Conservation Authority Regulation Limit
- Regulatory Flood And Fill Lines

Land Use Zoning (Displays 1:16000 to 1:500)

Notes

0 51 102 Meters

NAD_1983_UTM_Zone_17N

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

September 17, 2024

Plate 2: Aerial Map (2020) with Existing Zoning
File No. CD 24-06-1 (2825085 Ontario Inc.)
Pt Lt 5, Blk A, Plan 104, Pts 3 & 4, Plan 41R-10349, Lts 6-7, Plan 104, Pt Lt 13, Conc. 6 (Blenheim), Twp of Blandford-Blenheim,23 Henry St

Legend

Parcel Lines
- Property Boundary
- Assessment Boundary
- Unit
- Road
- Municipal Boundary

Zoning Floodlines Regulation Limit
- 100 Year Flood Line
- 30 Metre Setback
- Conservation Authority Regulation Limit
- Regulatory Flood And Fill Lines

Land Use Zoning (Displays 1:16000 to 1:500)

Notes

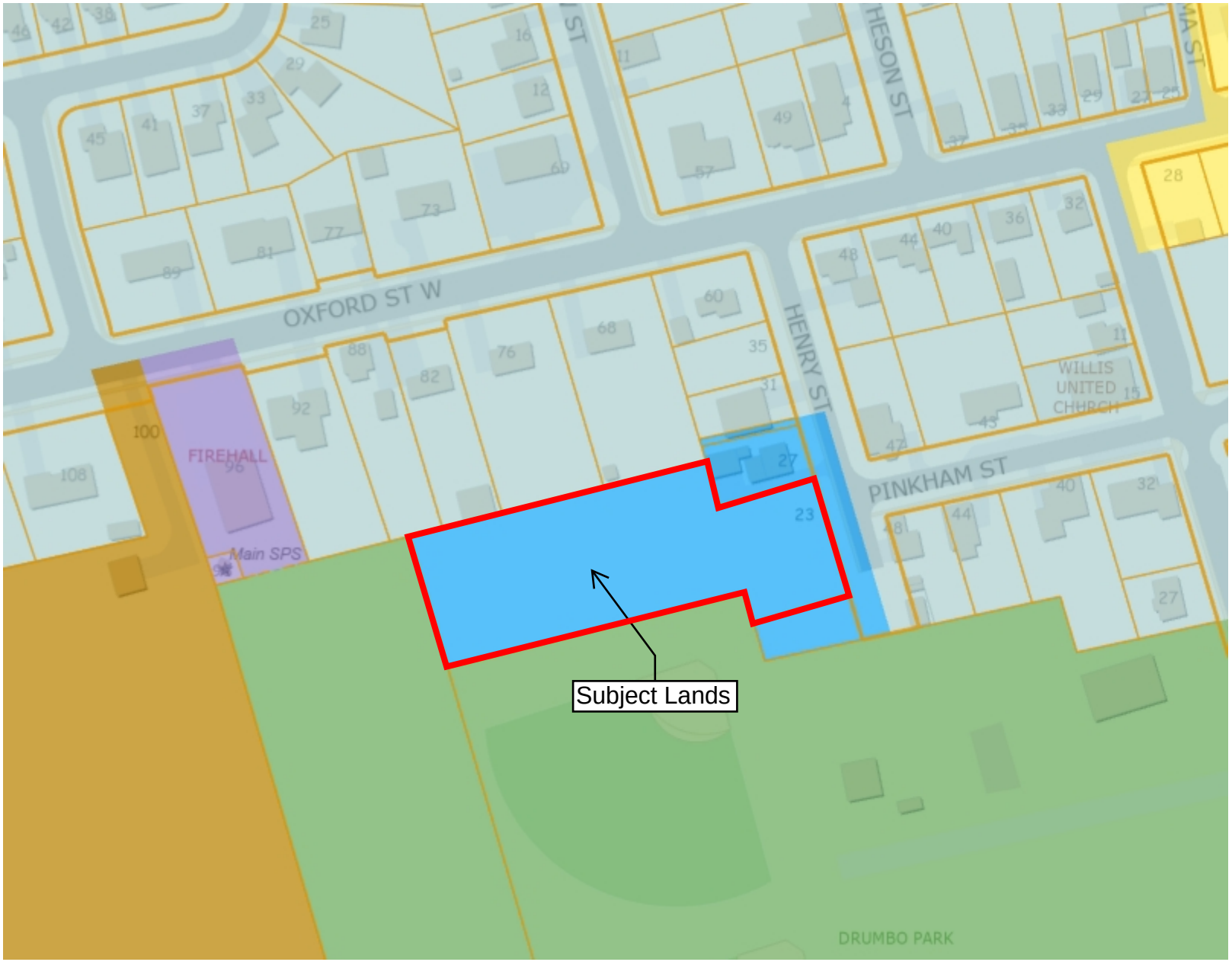
0 26 51 Meters

NAD_1983_UTM_Zone_17N

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

October 17, 2025

Plate 3: Existing Official Plan Designations
File No. CD 24-06-1 (2825085 Ontario Inc.)
Pt Lt 5, Blk A, Plan 104, Pts 3 & 4, Plan 41R-10349, Lts 6-7, Plan 104, Pt Lt 13, Conc. 6 (Blenheim), Twp of Blandford-Blenheim, 23 Henry St



Legend

Parcel Lines
- Property Boundary
- Assessment Boundary
- Unit
- Road
- Municipal Boundary

100 Metre Buffer Ingersoll

Site Specific Policy Areas

Village Land Use Designation
- Village Core
- Service Commercial
- Low Density Residential
- Medium Density Residential
- Industrial
- Minor Institutional
- Major Institutional
- Future Urban Growth
- Open Space
- Environmental Protection
- School

Requiring Secondary Planning (See Sec. 4.2.2.4)

Land Use Designation
- Residential
- Residential Reserve
- Central Business District
- Entrepreneurial District
- Neighbourhood Shopping Centre
- Service Commercial
- Regional Commercial Node
- Business Park
- Traditional Industrial
- Community Facility
- Open Space
- Environmental Protection
- Future Urban Growth

Notes

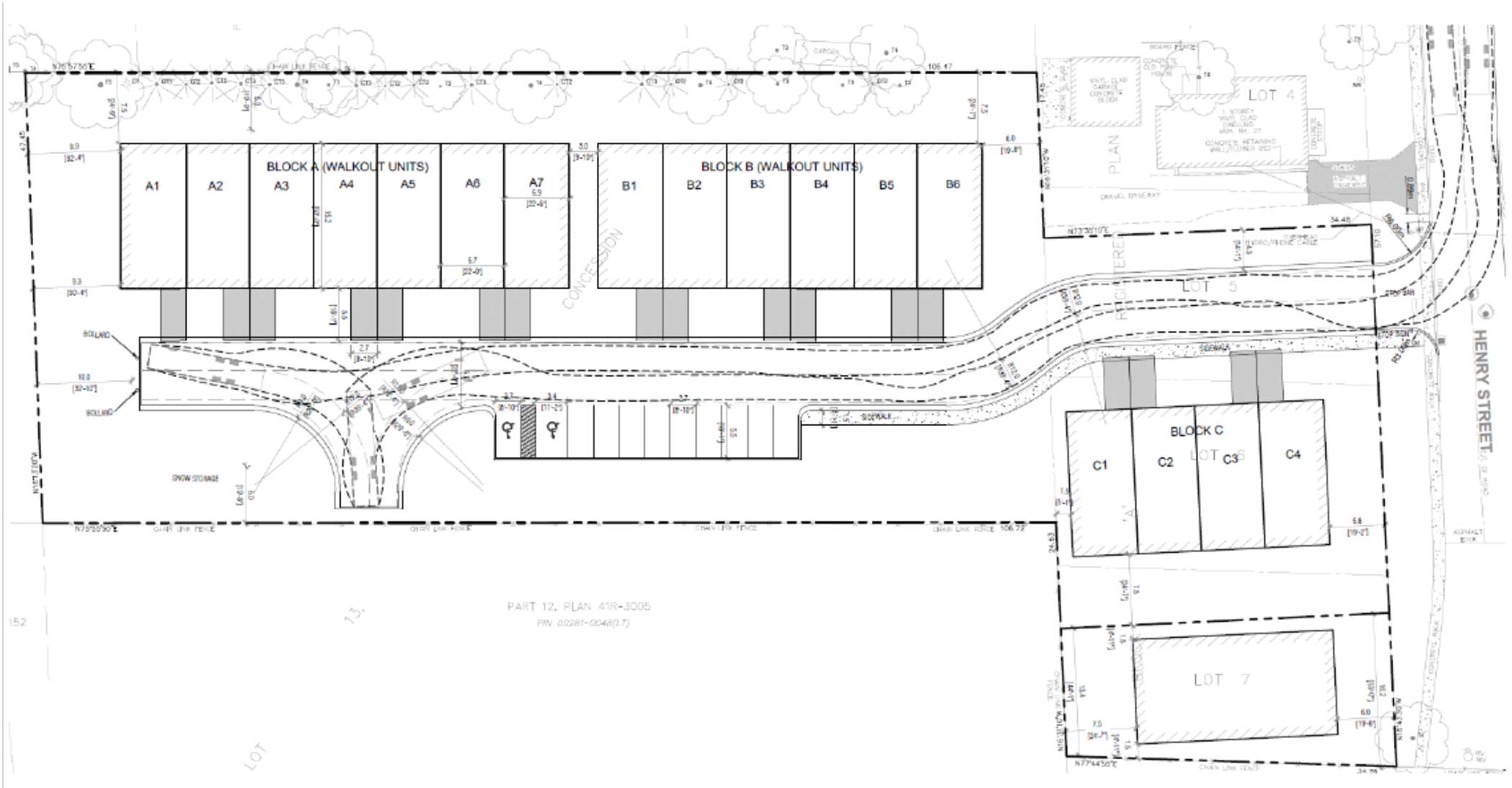
0 51 102 Meters

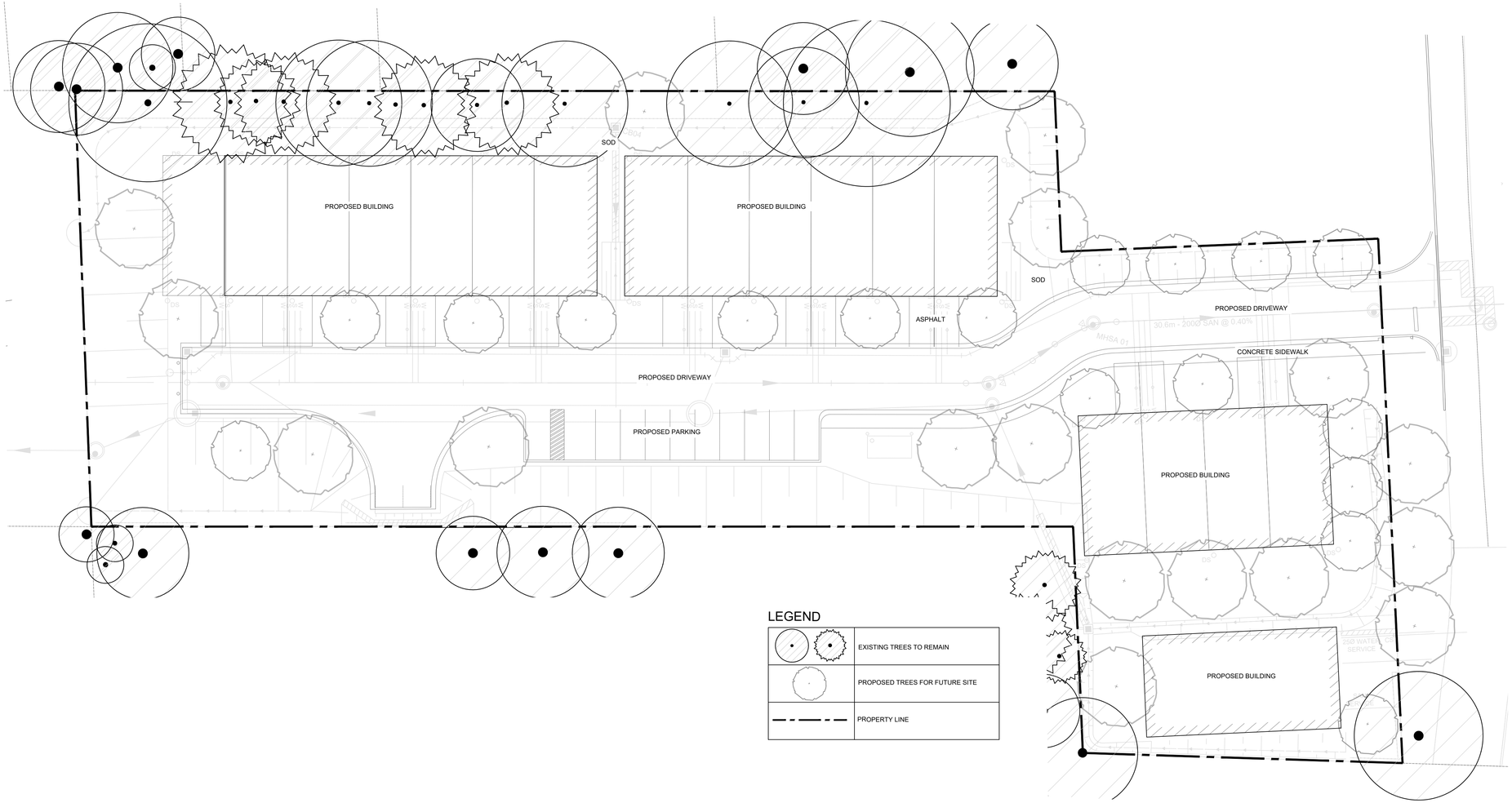
NAD_1983_UTM_Zone_17N

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

October 17, 2025

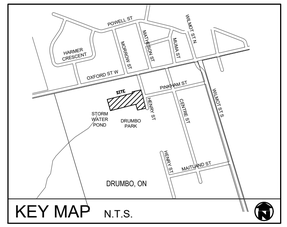
Plate 4: Draft Plan of Condominium
File No. CD24-06-1 (2825085 Ontario Inc.)
Pt Lt 5, Blk A, Plan 104, Pts 3 & 4, Plan 41R-10349, Lts 6-7, Plan 104, Pt Lt 13, Conc. 6 (Blenheim), Twp of Blandford-Blenheim, 23 Henry St





LEGEND

	EXISTING TREES TO REMAIN
	PROPOSED TREES FOR FUTURE SITE
	PROPERTY LINE



KEY MAP N.T.S.

GENERAL NOTES

1. SITE PLAN INFORMATION AS PER GEI ENGINEERING.
2. EXISTING CONDITIONS AS PER GM BLUEPLAN.
3. PROPOSED SITE GRADING AND SERVICING PLAN PROVIDED BY GEI ENGINEERING AND IS SHOWN FOR INFORMATIONAL PURPOSES ONLY.

REVISIONS

no.	date	description	by
1.	JUN.06.25	Issued for Submission	EA

PRELIMINARY
For Discussion Purposes only

J.P.B Developments
27 Henry St.
Drumbo, ON

Preliminary Concept

Hill Design Studio Inc.
226-686-0700 www.hilldesign.ca

PROJECT NO.: 2024-86	DRAWN BY: EA
SCALE: 1:250	DESIGNED BY: EA
SHEET: L2	APPROVED BY: AWH
	PLOT DATE: JUN.06.2025

Plate 5: Tree Management Plan
File No. CD 24-06-1 (2825085 Ontario Inc.)
Pt Lt 5, Blk A, Plan 104, Pts 3 & 4, Plan 41R-10349, Lts 6-7, Plan 104, Pt Lt 13, Conc. 6 (Blenheim), Twp of Blandford-Blenheim, 23 Henry St

Plate 6, Page 1: Applicant's Rendering
File No. CD 24-06-1 (2825085 Ontario Inc.)
Pt Lt 5, Blk A, Plan 104, Pts 3 & 4, Plan 41R-10349, Lts 6-7, Plan 104, Pt Lt 13, Conc. 6 (Blenheim), Twp of Blandford-Blenheim, 23 Henry St

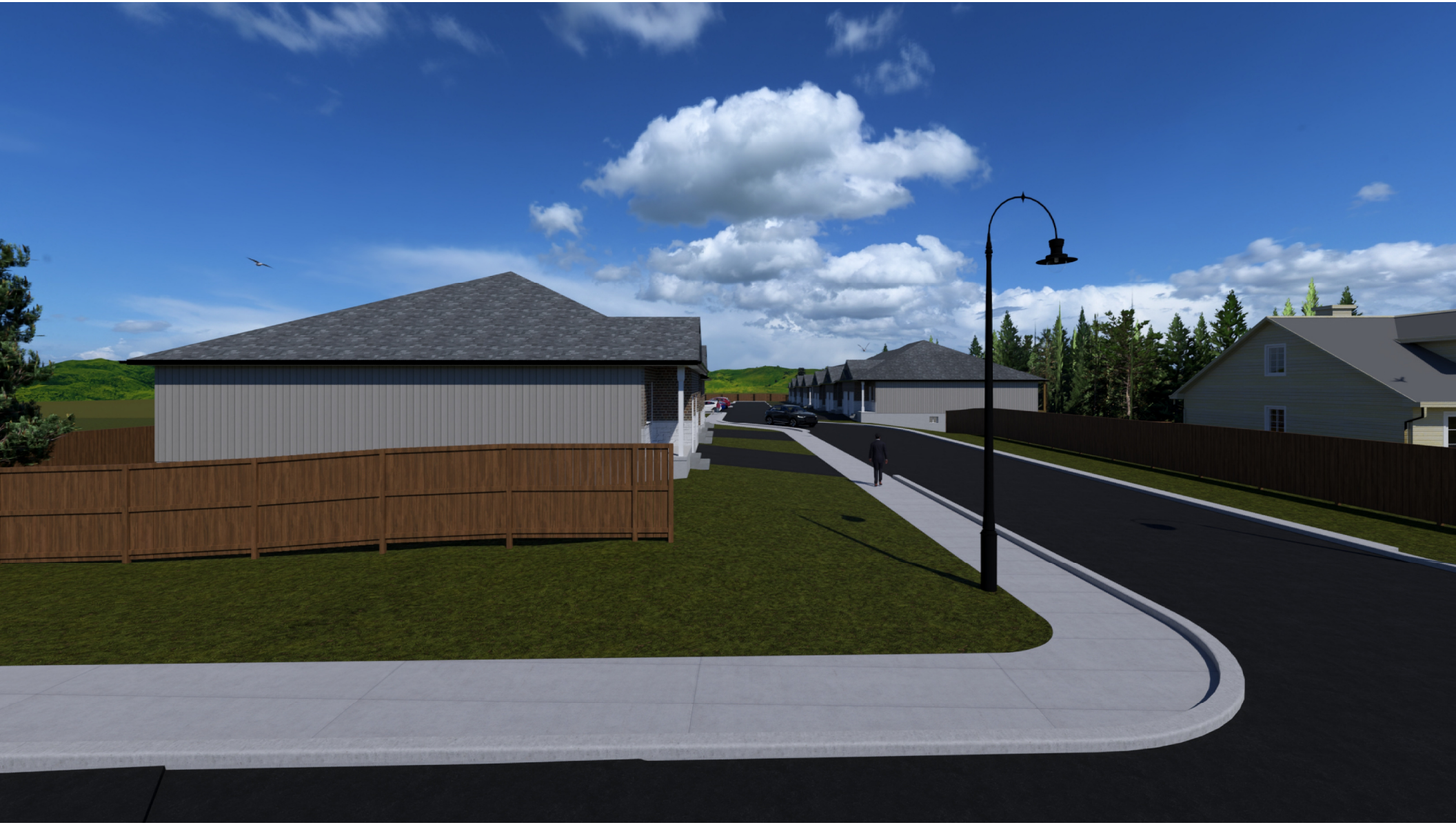
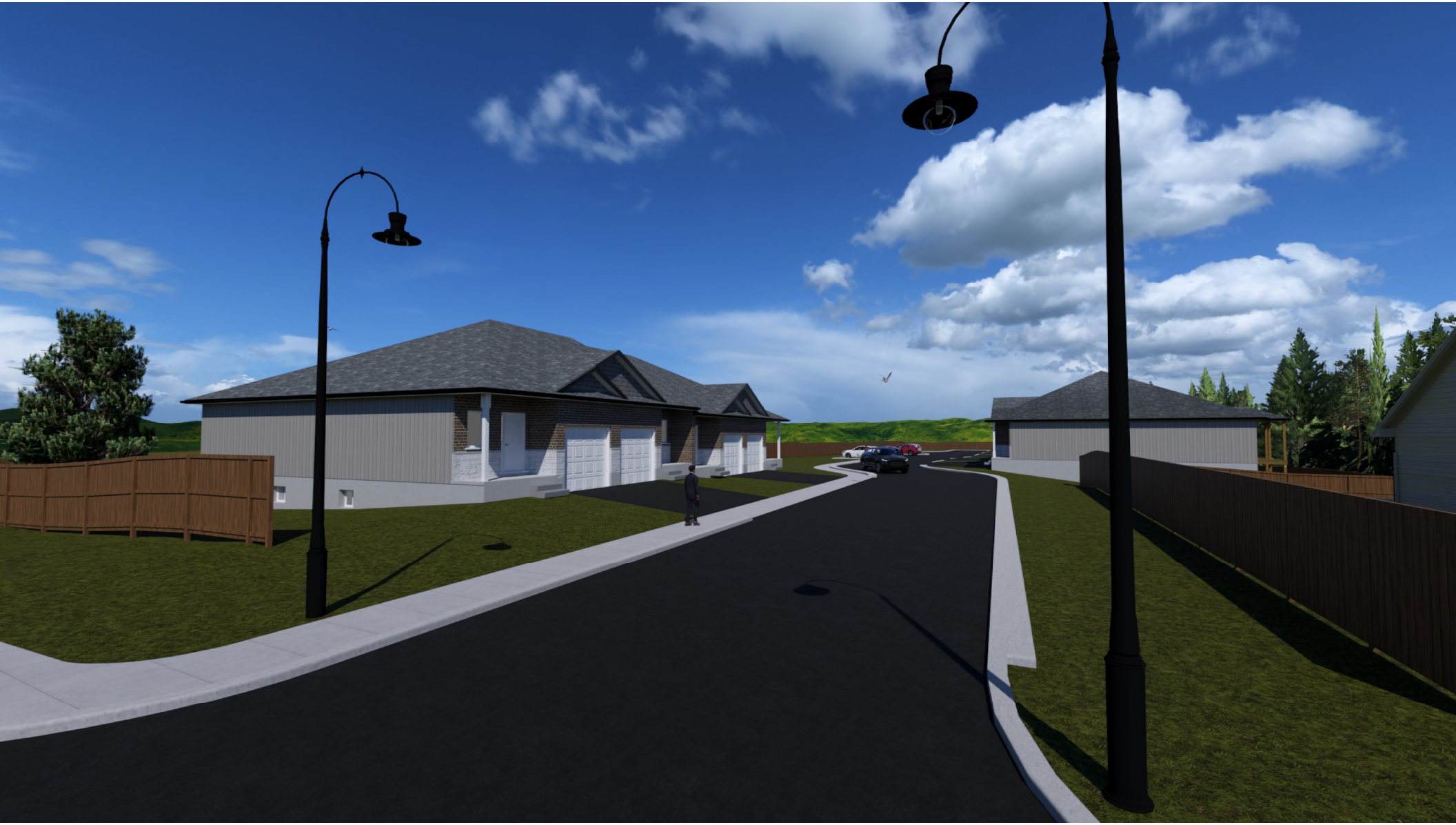


Plate 6, Page 2: Applicant's Rendering
File No. CD 24-06-1 (2825085 Ontario Inc.)
Part Lot 5, Block A, Plan 104, Part 3, Plan 41R10349, Lots 6-7, Plan 104, Part Lot 13, Concession 6 (Blenheim), Part 4, Plan 41R10349, Township of Blandford-Blenheim - 23 Henry Street

Plate 6, Page 3: Applicant's Rendering
File No. CD 24-06-1 (2825085 Ontario Inc.)
Pt Lt 5, Blk A, Plan 104, Pts 3 & 4, Plan 41R-10349, Lts 6-7, Plan 104, Pt Lt 13, Conc. 6 (Blenheim), Twp of Blandford-Blenheim, 23 Henry St

Plate 6, Page 4: Applicant's Rendering
File No. CD 24-06-1 (2825085 Ontario Inc.)
Pt Lt 5, Blk A, Plan 104, Pts 3 & 4, Plan 41R-10349, Lts 6-7, Plan 104, Pt Lt 13, Conc. 6 (Blenheim), Twp of Blandford-Blenheim, 23 Henry St



From:
To: Planning
Cc: Dustin Robson
Subject: RE: 76 Oxford street W
Date: Monday, October 7, 2024 10:32:23 AM
Attachments: image001.png

Excellent thanks

My concern/request is that the tree's at the back of the property between the new builds and the homes on Oxford Street are NOT removed.
These builds are already extremely invasive to the quiet nature/privacy of our backyards. The tree's are the only thing maintaining some of that privacy.

Can I also ask what the variance request is for the back yards on these homes?

Thank you,
Tania Tryon

From:
To: Dustin Robson; Mark Peterson; jbrick@blandfordblenheim.ca; dbarnes@blandfordblenheim.ca; ndemerest@blanfordblenheim.ca; bbanbury@blandfordblenheim.ca; tyoung@blandfordblenheim.ca; Planning
Subject: files :CD24-06-01 and ZN 1-24-18 (2825085 Ontario Inc.)
Date: Monday, November 17, 2025 8:16:31 PM

Blandford-Blenheim council and Oxford planning dept.,

We would like to voice our objection to the file listed above for the proposed development of townhouses on the west side of Henry Street in the village of Drumbo. This would be the largest project of this nature in Drumbo. This development is not required for this village and should not be jammed on a lot that is too small and is bordered by other residents and the Drumbo Park. The developer is requesting a zoning change as well as multiple variances to facilitate this project. There are also not nearly enough parking places to acomodate the number resident vehicles or guests. A project of this nature should be on a street that has street front access for each unit. This is planned to have a single laneway that serves all 17 units. This will drastically increase traffic at this area. The laneway will enter onto Henry Street which will create a safety issue for children as this is the main walking access to the Drumbo playground, splash pad and ball diamonds. There are numerous children who use this route passing the proposed laneway. Future residents of this proposed built will be affected by the ball diamond lights, noise and foul balls potentially doing damage to their property. This will create serious problems for the municipality in the form of complaints or possible legal action. This proposal will also have adverse effects on the adjoining residents to their quality of life and enjoyment of their properties. This proposal is not being driven by need or wanted by the residents of this village. It is being driven by a developer who is trying to make a profit at the expense of the existing residents. This developer has already shown his lack of respect for residents by illegally cutting down 100 year old maple trees lining the access to the park. He did this under the guise of requiring their removal to facilitate driveways for 4 townhouses fronting on Henry Street. If you look at his application there are no driveways required as he has now turned the houses 90* and utilized the single laneway for all units. He has destroyed the tree lined entrance to one of the best parks in the township. I respectively request this council to physically visit this site and evaluate this project from the perspective of local residents who elected you to look after the interests of the people of this township. This project belongs in a new subdivision not dropped into an existing area.

Respectfully,

Tom and Cathy Dezell

Schedule “A”
To Report No. CP 2026-25

CONDITIONS OF DRAFT APPROVAL – CD 24-06-1 – 2825085 Ontario Inc.

1. This approval applies to the draft plan of condominium submitted by 2825085 Ontario Inc., (File No. CD 24-06-1) and prepared by GEI Consultants, as shown on Plate 4 of Report No. 2025-319 and comprising lands described as Lot 6 and Part Lots 5 and 7, Block A, Plan 104 and Part Lot 13, Concession 6 (Blenheim), Part 1, Plan 41R-10730, Township of Blandford-Blenheim, consisting of 17 townhouse units serviced by an internal private condominium road.

2. The owner shall agree, in writing, to satisfy all requirements, financial and otherwise, of the Township of Blandford-Blenheim regarding the construction of roads, installation of services, including the water, sewer and electrical distribution systems, sidewalks, and drainage facilities, and other matters pertaining to the development of the condominium in accordance with the standards of the Township of Blandford-Blenheim.

3. The Owner shall enter into a condominium agreement with the Township of Blandford-Blenheim and this agreement shall be registered by the Township against the land to which it applies.

4. The condominium agreement shall make provision for the dedication of parkland or cash-in lieu thereof in accordance with the relevant provisions of the Planning Act, to the satisfaction of the Township of Blandford-Blenheim.

5. If required, the Owner agrees in writing, to install fencing as may be required by the Township, to the satisfaction of the Township of Blandford-Blenheim.

6. The Owner agrees in writing, to ensure the new private condominium street on this condominium plan is connected to Henry Street at no cost to the Township, to the satisfaction of the Township of Blandford-Blenheim.

7. The Owner agrees in writing, that 0.3 meter (1 foot) reserves shall be conveyed to the Township as required, free of all costs and encumbrances, to the satisfaction of the Township of Blandford-Blenheim.

8. The condominium agreement shall include appropriate disclosure provisions noting the proximity of the development to a municipal park that includes baseball diamonds and associated recreational uses. Purchasers shall be advised that periodic noise, lighting, and activity may occur as part of normal park operations. These provisions shall be included in any purchase agreement and be included in the condominium agreement, to the satisfaction of the Township of Blandford-Blenheim.

9. The Owner agrees in writing to satisfy all the requirements, financial and otherwise, including payment of applicable development charges and water connection charges, of the County of Oxford regarding the installation of the water distribution system, the installation of the sanitary sewer system, and other matters pertaining to the development of the condominium in accordance with County Guidelines.

10. Prior to the final approval of the condominium plan, the Owner shall receive confirmation from the County of Oxford Department of Public Works that there is sufficient capacity in the Drumbo water and sanitary sewer system to service the plan of condominium. Confirmation shall be given in accordance with the most current “County-Wide Water and Wastewater Capacity Allocation for Residential Development” protocol, and/or to the satisfaction of Oxford County Public Works. Given that the availability of servicing capacity can change over time due to a number of factors, any conditional allocation of reserve capacity to a particular proposed development (or phase of development) by the County is not considered final approved until such time as the application(s) for that development (or phase of development) has/have been final approved (e.g. registered).

11. The Owner shall agree to prepare and submit for the approval of Oxford County Public Works, detailed servicing plans designed in accordance with Oxford County Design Guidelines.
    - o Both PDF and CAD design drawings will be provided to the County.
    - o The Owner shall agree to prepare and submit final as-built PDF and CAD drawings of the condominium upon completion of each phase of construction.
    - o The Owner shall provide a Functional Servicing Report (FSR) for the proposed condominium for review during detailed design submissions.

12. The Owner shall provide confirmation from the Township Fire Department that fire protection has been discussed and approved by the Fire Department, to the satisfaction of the Oxford County Public Works Department.

13. Prior to final approval by the County, the Owner shall properly decommission any abandoned private services (water well, cistern and/or septic system) located on the subject lands, in accordance with the Ontario Water Resources Act, R.S.O. 1990 (Ontario Regulation No. 903) and to the satisfaction of the Oxford County Public Works Department.

14. The Owner shall agree that where existing municipal infrastructure (roads, sidewalks, sewers, watermains, etc. located external to the development land) is insufficient to accommodate the proposed development, the Owner shall be required to improve and/or relocate the existing infrastructure. These costs shall be borne solely by the Developer.

15. Garbage and recycling may be managed through either private or municipal collection, to the satisfaction of the Oxford County Public Works Department. While municipal collection is available only at the municipal curb. Municipal collection on private property may be approved if the owner or developer demonstrates that the completed site meets the requirements outlined in the County’s *Entry onto Private Property for Waste Collection Service Provision Operations Policy*.

16. Prior to the approval of the final plan by the County, the owner shall complete an archaeological assessment of the subject property and mitigate, through preservation or resources removal and documentation, adverse impacts to any significant archaeological resources found. No demolition, grading or further soil disturbances shall take place on the subject property prior to the entering of the appropriate report on the Ontario Public Register of Archaeological Reports and confirmation of same has been received by the County of Oxford.

17. Prior to the approval of the final plan by the County, the Owner shall agree in writing to satisfy the requirements of Canada Post Corporation with respect to advising prospective purchasers of the method of mail delivery, to the satisfaction of Canada Post.

18. The Owner agrees in writing, to satisfy all the requirements of the appropriate authority regarding the installation of the electrical distribution system and any other matters pertaining to the development of the condominium.

19. Prior to the approval of the final plan by the County, the owner shall agree in writing, to satisfy the requirements of applicable utility providers and that the owner/developer provide applicable utility providers with the necessary easements and/or agreements required for the provisions of gas services or other utilities.

20. Prior to the approval of the final plan by the County, the Owner shall provide a list of all conditions of draft approval with a brief statement detailing how each condition has been satisfied, including required supporting documentation from the relevant authority to the satisfaction of the County of Oxford.

21. Prior to the approval of the final plan by the County, the County of Oxford shall be advised by the Township of Blandford-Blenheim that Conditions 2 to 8 (inclusive) have been met to the satisfaction of the Township. The clearance letter shall include a brief statement for each condition detailing how each has been satisfied.

22. Prior to the approval of the final plan by the County, the Owner shall secure clearance from the County of Oxford Public Works Department that Conditions 9 to 15 (inclusive), have been met to the satisfaction of County Public Works. The clearance letter shall include a brief statement for each condition detailing how each has been satisfied.

23. Prior to the signing of the final plan by the County of Oxford, the County of Oxford shall be advised by the Ministry of Heritage, Sport, Tourism, and Culture Industries that Condition 16 has been met to their satisfaction. The clearance letter shall contain a brief statement detailing how the condition has been satisfied.

24. Prior to the approval of the final plan by the County, the County of Oxford shall be advised by Canada Post Corporation that Condition 17 has been met to the satisfaction of Canada Post. The clearance letter shall include a brief statement detailing how this condition has been satisfied.

25. Prior to final approval by the County, the County of Oxford shall be advised by applicable utility companies that Condition 18 and 19 has been met to the satisfaction of each applicable utility provider. The clearance letter shall include a brief statement detailing how this condition has been satisfied.

Report WDFL 2026-02
WOODINGFORD LODGE
January 28, 2026

REPORT TO COUNTY COUNCIL

Long-Term Care Committee of Management Quarterly Report January 2026 Q4 Year End

To: **Warden and Members of County Council**

From: **Director of Long-Term Care**

RECOMMENDATION

1. **That Oxford County Council receives the Committee of Management Updates from Woodingford Lodge for information as per requirements under the Fixing Long-Term Care Act (FLTCA), 2021, Section 135.**

REPORT HIGHLIGHTS

- Committee of Management Quarterly Reports provide County Council a detailed quarterly summary of key activities and Quality Metrics within Woodingford Lodge.
- Committee of Management Quarterly Reports can include the advocacy requests of the residents, families, and staff to ensure high-quality care and services are being communicated to County Council.
- Committee of Management is a requirement under the FLTCA, 2021 and is responsible for ensuring compliance with the requirements of the Act.

IMPLEMENTATION POINTS

Quarterly Reports will be provided to the Committee of Management to ensure continued compliance requirements are fulfilled.

Financial Impact

No additional financial impact beyond the approved 2026 operating budget.

Communications

This Committee of Management report is being published as per the guidelines set out in the FLTCA 2021 and Ontario Regulations 246/22 and continued awareness among the Residents and Family Members is ongoing.

The Woodingford Lodge Progress Reports and Quality Improvement Plans for the Provincial fiscal year ending March 31, 2025, are found on the County's website:

- 2025 Ingersoll Progress Report & Ingersoll Quality Improvement Plan Narrative
- 2025 Tillsonburg Progress Report & Tillsonburg Quality Improvement Plan Narrative
- 2025 Woodstock Progress Report & Woodstock Quality Improvement Plan Narrative

2023-2026 STRATEGIC PLAN

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

The recommendation in this report supports the following strategic goals.

Strategic Plan Pillars and Goals

PILLAR 1	PILLAR 2	PILLAR 3
Promoting community vitality	**Enhancing environmental sustainability**	**Fostering progressive government**
Goal 1.3 – Community health, safety and well-being		Goal 3.1 – Continuous improvement and results-driven solutions Goal 3.2 – Collaborate with our partners and communities

See: Oxford County 2023-2026 Strategic Plan

DISCUSSION

Background

Long-Term Care performance and accountability are tracked through a mix of legislated compliance requirements under the *Fixing Long-Term Care Act, 2021* and its regulation (O. Reg. 246/22), alongside system performance indicators and public reporting. Homes are expected to monitor and report on access and demand pressures (including waitlist/wait times and related system indicators), and on quality and resident care outcomes, which are publicly reported at the provincial level through Health Quality Ontario's long-term care performance reporting.

Operationally, the province also tracks direct hours of care (Nursing/PSW direct care targets), anchored by Ontario's LTC staffing plan and related ministry reporting toward the provincewide goal of four hours of direct care per resident per day. Compliance oversight occurs through Ministry of Long-Term Care inspections, with inspection reports and any non-compliance findings/orders made publicly available on the provincial LTC home reporting site.

In addition, LTC homes must manage critical incidents and mandatory reporting requirements set out in the regulations, including prompt reporting to the Director for defined critical incidents and other mandatory reporting circumstances. Finally, resident-centered quality improvement is informed by resident and family/caregiver feedback, with requirements and supporting sector tools used to collect, review, and act on survey results as part of ongoing quality improvement and accountability.

Comments

Occupancy Reporting

The Ministry of Long-Term Care (MLTC) sets an occupancy target of 97% for long-stay beds in long-term care homes to ensure efficient use of resources and funding eligibility. Additionally, wait list management is overseen by Ontario Health, with priority given to crisis cases and eligibility determined through standardized assessments. Table 1 and Table 2 below breaks down the specific occupancy numbers.

Table 1 – Woodingford Lodge Waitlist Information

	Number of People on Waitlist for Admission (As of December 11, 2025)	Average Number of Days on Waitlist (2023/2024)
Woodingford Lodge Ingersoll	310	125
Woodingford Lodge Tillsonburg	274	175
Woodingford Lodge Woodstock	466	155

Source – Ontario Health atHome & Health Quality Ontario

Table 2 – Woodingford Lodge Occupancy Rates

	2025 Quarter 1	2025 Quarter 2	2025 Quarter 3	2025 Quarter 4
Occupancy Rate	98.17%	99.10%	99.55%	99.36%
Admissions	32	23	22	22
Average Age	83.18	82.84	82.88	82.83
Average Length of Stay (Years)*	2.89	2.56	1.82	2.68

Q4 Data to December 11, 2025

***Length of stay refers to the average number of days the residents who were discharged in that quarter were admitted to Woodingford Lodge for

Table 3 – Woodingford Lodge Direct Hours of Care / Allied Health Hours of Care

	2025 Direct Hours of Care	2025 Allied Health Hours of Care
Woodingford Lodge Sites	*Target 4 hrs / resident day*	*Target 36 min/resident day*
Woodstock	4.0	30
Ingersoll	3.7	25
Tillsonburg	3.7	25

Compliance with Ministry of Long-Term Care Legislation

MLTC enforces compliance through the Fixing Long-Term Care Act, 2021, which sets the legislative framework for ensuring that long-term care homes operate as safe, dignified, and resident-centered environments. Compliance is monitored through unannounced inspections, which may be proactive or reactive, and focus on areas such as staffing, care standards, infection control, and resident rights.

Inspectors assess adherence to the Act and Regulations, issuing compliance orders, administrative monetary penalties, or written notifications where necessary. Homes must demonstrate corrective actions during inspections to avoid further enforcement. The MLTC also promotes transparency by publicly posting inspection reports and encourages continuous improvement through education, stakeholder engagement, and data analysis.

The Ministry's modernized approach includes a risk-based inspection model, enhanced accountability tools, and collaboration with sector partners to ensure long-term care homes meet evolving standards and expectations. Woodingford Lodge inspection dates and findings are in Table 4 below:

Table 4– MLTC Inspection Findings

Location	MLTC Inspection Dates	MLTC Inspection Findings
Woodingford Lodge Ingersoll	January 2025	2 Written Notifications
	November 2025	No Findings
	January 2025	No Findings

Woodingford Lodge Tillsonburg	March 2025	No Findings
	June 2025	No Findings
	November 2025	No Findings
Woodingford Lodge Woodstock	January 2025	No Findings
	March 2025	No Findings
	May 2025	No Findings
	July 2025	No Findings
	October 2025	No Findings
	November 2025	No Findings

Woodingford Lodge Ingersoll's action plan for January 2025 was reviewed at the last Committee of Management Meeting, October 8, 2025.

Critical Incident & Mandatory Reporting to MLTC

Under the *Fixing Long-Term Care Act, 2021*, long-term care homes are legally required to report certain incidents to MLTC through the Critical Incident System (CIS). These include:

- Mandatory Reports: Incidents of alleged abuse, neglect, improper care, unlawful conduct, or misuse of resident funds must be reported immediately upon suspicion.
- Critical Incidents: Events like unexpected deaths, disease outbreaks, missing residents, or serious injuries must be reported within one business day, with a full investigation submitted within 10 days.

These reporting requirements ensure transparency, accountability, and timely intervention to protect resident safety and uphold care standards. In 2025, Woodingford Lodge reported the following, in Table 5 below:

Table 5 – Woodingford Lodge Reports Submitted in 2025

Type of Report of Submitted		Number Submitted			
		Q1	Q2	Q3	Q4
Abuse/Neglect	Resident to Resident	7	3	7	1
	Staff to Resident	2	2		
	Visitor to Resident				
Improper/Incompetent Treatment of a Resident Resulting in Harm or Risk of Harm		1		1	1
Misuse/Misappropriation of Residents Money		1			
Unlawful Conduct Resulting in Harm or Risk of Harm					
Misuse/Misappropriation of Funding Provided to a Licensee					
Unexpected Death or sudden death, including an accident or suicide		1			
Disease Outbreak		4	4	4	4
Incident that Causes an Injury Where Resident is Taken to Hospital & Results in a Significant Health Status Change	Fracture not Related to Fall				
	Fall with Injury	6	2	3	1
	Injury of Unknown Cause				

Medication Incident/Adverse Drug Reaction	Errors in Administering that Altered a Resident's Health Status				
	Adverse Reaction that Altered a Resident's Health Status				
An Emergency	Bomb Threat				
	Fire				
	Unplanned Evacuation				
	Intake of Evacuees				
	Strike (Staff Shortage)				
	Pandemic				
	External Chemical Spill				
	External Air Quality				
	Severe Weather				
	Violent Outburst				
Environmental Hazard	Failure/Breakdown of Major Equipment				
	Failure/Breakdown of Major System				
	Loss of Essential Services				
	Flooding				
Missing Resident	Less Than/Equal to 3 Hours		1		
	Greater than 3 Hours	1		1	
	Returns with Injury			1	
Controlled Substance Missing/Unaccounted For			1		
Contamination of Drinking Water Supply			1		
Use of Glucagon, Resulting in Transfer to Hospital					
Severe or Unresponsive Hypoglycemia, Resulting in Transfer to Hospital					
Written Complaint/Response Concerning Resident Care				2	2
Written Complaint/Response Concerning Operation of LTC Home		1			1

Areas of Concern with Critical Incident Reporting for Q4:

- Abuse Incidents:
  - Resident to Resident - Incidents of abuse between residents often occur due to cognitive impairments that affect their behaviour. The incident in Quarter 4 involved a resident pushing another resident, causing them to fall, resulting in no injuries.
  - Staff to Resident – Alleged instances of abuse included 1 founded out of 4 instances. The instance involved a resident feeling rushed when provided direct care (i.e bathing, dressing).

- Improper Treatment of a Resident Resulting in Harm or Risk of Harm:
  - There was one report in this quarter of improper care towards a resident, based on a resident who was lifted in a mechanical lift, the slip clip came unhooked and resident fell. Resident did not receive significant injuries associated to fall;

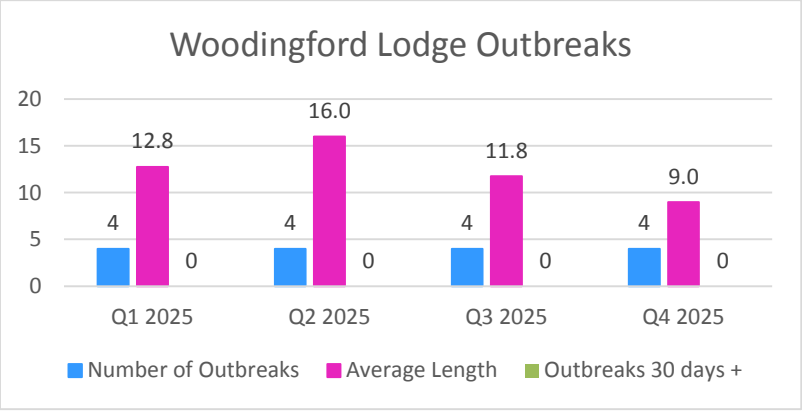
remedial action provided to team members involved and investigated by the Ministry of Long-Term Care with no findings.

- Written Complaints Concerning Resident Care:
  - There were four written complaints related to resident care, all were investigated by the MLTC and were unfounded.

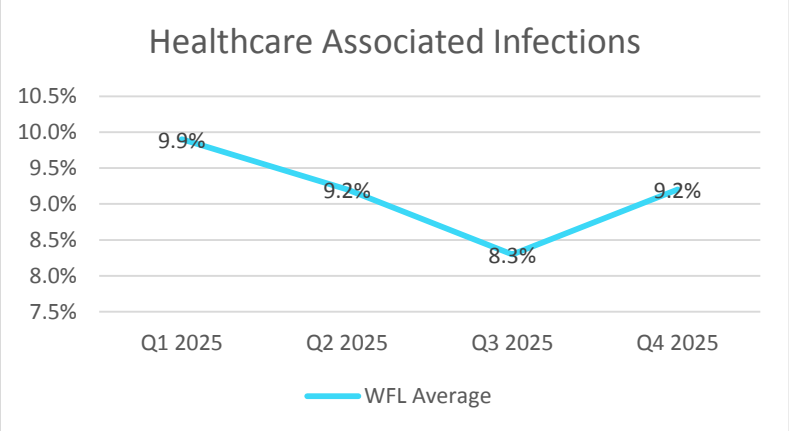
Infection Prevention and Control

Woodingford Lodge Homes are required to maintain a robust Infection Prevention and Control (IPAC) program under the *Fixing Long-Term Care Act, 2021*. This includes proactive surveillance, outbreak management protocols, and staff education to prevent and contain infectious diseases and antibiotic-resistant organisms (AROs). ARO refers to bacteria that have developed resistance to antibiotics, meaning the medications normally used to kill them no longer work effectively. Our IPAC Leads must oversee outbreak response, ensure proper use of PPE, and conduct regular audits to mitigate risks and protect residents, team members and visitors. Refer to Graph 1 and 2 below:

Graph 1 – Woodingford Lodge Outbreaks



Graph 2 – Number of Healthcare Associated Infections



Woodstock Hospital has been in an ongoing VRE outbreak during 2025, which has specifically accounted for 2.18% of the above Woodingford Lodge's cases. All residents have testing completed upon admission and readmission, if they have been in hospital for more than 48 hours.

Satisfaction Survey Results:

As required under the Fixing Long-Term Care Act, 2021 and Ontario Regulation 246/22, our home conducts annual resident and family satisfaction surveys. These surveys are an essential part of our compliance framework and reinforce our commitment to continuous quality improvement. They provide residents and their families with a meaningful platform to share feedback about care, environment, safety, and services, upholding resident rights to raise concerns and influence policy without fear.

Gathering this directly reported information is not merely a regulatory checkbox. It allows us to:

- Enhance Person-Centred Care: By listening to residents' preferences—around meals, activities, or care routines—we can tailor our services to better meet their individual needs, fostering comfort, dignity, and autonomy.
- Drive Continuous Improvement: Regular survey cycles allow us to monitor trends, identify areas needing attention, and take prompt, data-driven action—ensuring our quality efforts remain relevant and effective.
- Foster Trust & Transparency: Sharing results and demonstrating how feedback shapes improvements; builds credibility with residents and families, reinforcing a culture of openness and accountability.
- Support Staff Development: Survey insights highlight excellence and opportunity in our teams, guiding targeted training, recognition, and resource allocation.

Below are the highest-scoring areas from this year's resident satisfaction survey, highlighting where departments excelled in meeting resident expectations, in Table 6 & 7 below:

Table 6 – Resident Satisfaction Survey Results

Satisfaction Survey ratings range from "Poor, Fair, Good, and Excellent". Resident and family satisfaction surveys are measured with a focus on achieving "excellent" ratings, rather than simply meeting acceptable standards, to drive continuous improvement in the quality of care and services provided. By setting excellence as the benchmark, the home can identify opportunities to strengthen resident experience, staff practices, and service delivery, ensuring care consistently exceeds expectations and reflects a commitment to person-centred care.

	Department	Category	Results
Woodingford Lodge Woodstock	Nursing Services	Courteousness & Helpfulness of Registered Staff	56% Excellent
		Keeping Me Safe from Infection	51% Excellent
	Environmental Services	Courteousness & Helpfulness of Maintenance Staff	63% Excellent
		General Repair & Upkeep of the buildings and grounds	61% Excellent

	Dietary Services	Courteousness & Helpfulness of Dining Room Staff	47% Excellent
		Support Received During Mealtime	40% Excellent
	Recreation Services	Courteousness & Helpfulness of Recreation Staff	74% Excellent
		Ability to Enjoy the Outdoors	68% Excellent
	Global Satisfaction	Feel Safe Living Here	58% Excellent
		Addressing Complaints in a Timely Manner	44% Excellent
	Overall Satisfaction	Woodingford Lodge Being an Exceptional Place to Live	67% Excellent
Woodingford Lodge Tillsonburg	Nursing Services	Privacy is Respected by Staff	73% Excellent
		Assistance in the Bathroom	67% Excellent
	Environmental Services	Courteousness & Helpfulness of Housekeeping Staff	54% Excellent
		Cleanliness of the Home	53% Excellent
	Dietary Services	Courteousness & Helpfulness of Dining Room Staff	33% Excellent
		Dining Room Atmosphere is Comfortable & Enjoyable	22% Excellent
	Recreation Services	Courteousness & Helpfulness of Recreation Staff	33% Excellent
		Quality of Activities Offered	21% Excellent
	Global Satisfaction	Feel Safe Living Here	60% Excellent
		Staff Listen to Needs & Concerns	21% Excellent
	Overall Satisfaction	Woodingford Lodge Being an Exceptional Place to Live	67% Excellent
Woodingford Lodge Ingersoll	Nursing Services	Keeping Me Safe from Infection	70% Excellent
		Courteousness & Helpfulness of PSW Staff	60% Excellent
	Environmental Services	Cleanliness of the Home	85% Excellent
		General Repair & Upkeep of the Building & Grounds	68% Excellent
	Dietary Services	Food Quality	50% Excellent
		Support Received During Mealtime	44% Excellent
	Recreation Services	Courteousness & Helpfulness of Recreation Staff	74% Excellent
		Quality of Activities Offered	53% Excellent
	Global Satisfaction	Feel Safe Living Here	79% Excellent
		Staff Listen to Needs & Concerns	63% Excellent
	Overall Satisfaction	Woodingford Lodge Being an Exceptional Place to Live	74% Excellent

Table 7 – Family Satisfaction Survey Results

	Department	Category	Results
Woodingford Lodge Woodstock	Nursing Services	Courteousness & Helpfulness of PSW Staff	85% Excellent
		Courteousness & Helpfulness of Registered Staff	81% Excellent
	Environmental Services	Cleanliness of the Home	84% Excellent
		Courteousness & Helpfulness of Housekeeping/Laundry Staff	76% Excellent
	Dietary Services	Courteousness & Helpfulness of Dining Room Staff	78% Excellent
		Support Received During Mealtime	74% Excellent
	Recreation Services	Courteousness & Helpfulness of Recreation Staff	75% Excellent
		Quality of Activities Offered	69% Excellent
	Global Satisfaction	Staff Honors Loved One's Choices	74% Excellent
		Feel Safe Living Here	72% Excellent
	Overall Satisfaction	Woodingford Lodge Being an Exceptional Place to Live	81% Excellent
Woodingford Lodge Tillsonburg	Nursing Services	Courteousness & Helpfulness of PSW Staff	88% Excellent
		Courteousness & Helpfulness of Registered Staff	88% Excellent
	Environmental Services	Cleanliness of the Home	88% Excellent
		Courteousness & Helpfulness of Maintenance Staff	85% Excellent
	Dietary Services	Courteousness & Helpfulness of Dining Room Staff	81% Excellent
		Timeliness of the Dining Service	69% Excellent
	Recreation Services	Courteousness & Helpfulness of Recreation Staff	80% Excellent
		Support Received to Practice Spiritual Care Needs	73% Excellent
	Global Satisfaction	Feel Safe Living Here	86% Excellent
		Addressing Complaints in a Timely Manner	75% Excellent
	Overall Satisfaction	Woodingford Lodge Being an Exceptional Place to Live	81% Excellent
Woodingford Lodge Ingersoll	Nursing Services	Keeping Me Safe from Infection	86% Excellent
		Courteousness & Helpfulness of Registered Staff	82% Excellent
		Cleanliness of the Home	100% Excellent

	Environmental Services	Courteousness & Helpfulness of Housekeeping/Laundry Staff	81% Excellent
	Dietary Services	Courteousness & Helpfulness of Dining Room Staff	94% Excellent
		Dining Room Atmosphere is Comfortable & Enjoyable	76% Excellent
	Recreation Services	Courteousness & Helpfulness of Recreation Staff	94% Excellent
		Variety of Activities Offered	88% Excellent
	Global Satisfaction	Cultural Background & Traditions are Respected	100% Excellent
		Addressing Complaints in a Timely Manner	65% Excellent
	Overall Satisfaction	Woodingford Lodge Being an Exceptional Place to Live	81% Excellent

Participation Rates:

- Woodstock Woodingford Lodge:
  - Residents – 93/160 Residents
  - Family Members – 26 Family Members
- Tillsonburg Woodingford Lodge:
  - Residents – 15/34 Residents
  - Family Members – 16 Family Members
- Ingersoll Woodingford Lodge:
  - Residents – 20/34 Residents
  - Family Members – 17 Family Members

For all the results that were obtained during the Satisfaction Survey Process see Attachment 1 – Resident Satisfaction Survey Results and Attachment 2 – Family Satisfaction Survey Results.

Action Plans for Improvement

We take survey results seriously and use them as a foundation for continuous quality improvement. For areas where satisfaction scores were lower, our team develops targeted action plans to address concerns and enhance the resident experience. These plans include specific strategies, timelines, and accountability measures to ensure meaningful change.

Refer to Attachment 3 –Satisfaction Survey Action Plans for detailed action plans by department, for each Woodingford Lodge location.

In conclusion, the annual satisfaction surveys are a vital tool for understanding the experiences of our residents and families. We take these results seriously, using them to inform targeted action plans that address areas for improvement and strengthen what we do well. These efforts are central to our quality improvement strategy and demonstrate our ongoing commitment to continuously supporting residents and families. By listening, responding, and implementing meaningful changes, we ensure that their voices remain at the heart of our care delivery.

SIGNATURES

Report author:

Original signed by
Caitlin Pogson
Manager of Continuous Quality Improvement

Departmental approval:

Original signed by
Mark Dager
Director of Long-Term Care

Approved for submission:

Original signed by

Benjamin R. Addley
Chief Administrative Officer

ATTACHMENTS

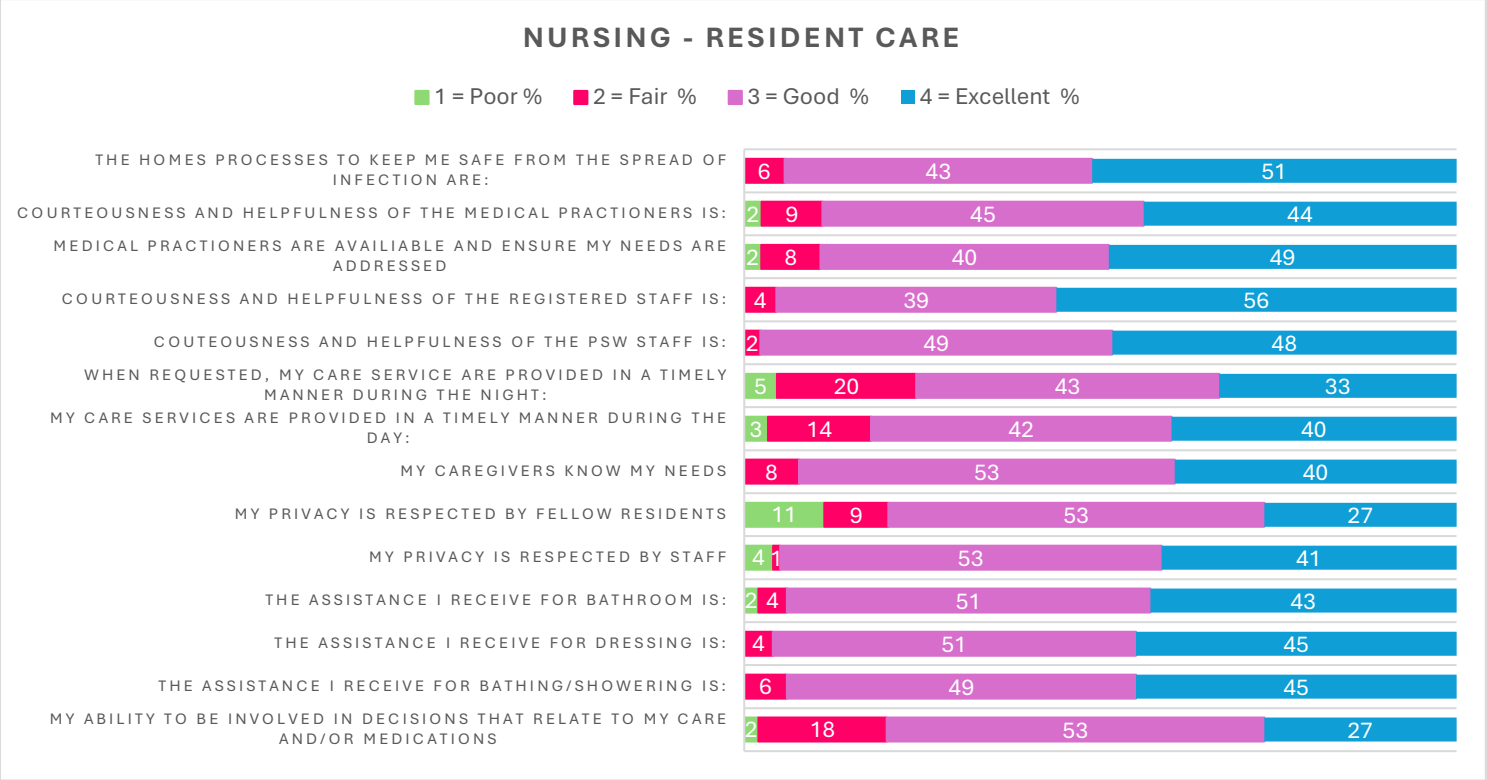
Attachment 1 – Resident Satisfaction Survey Results

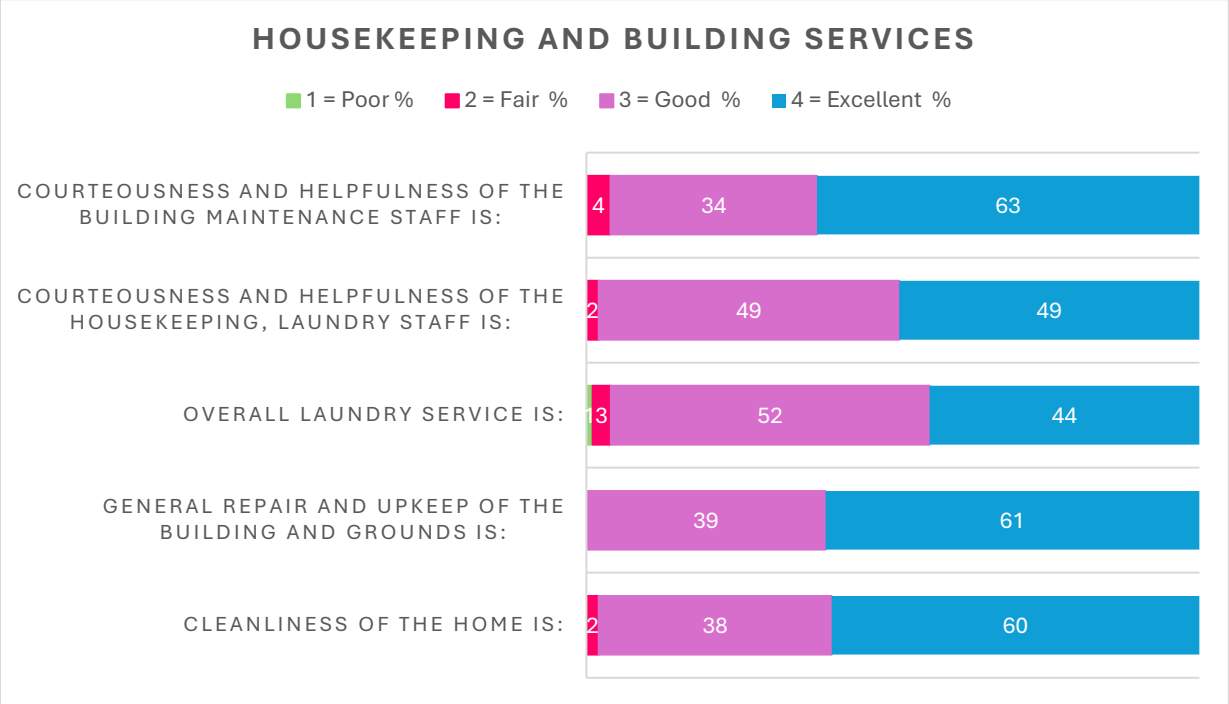
Attachment 2 – Family Satisfaction Survey Results

Attachment 3 – Satisfaction Survey Action Plans

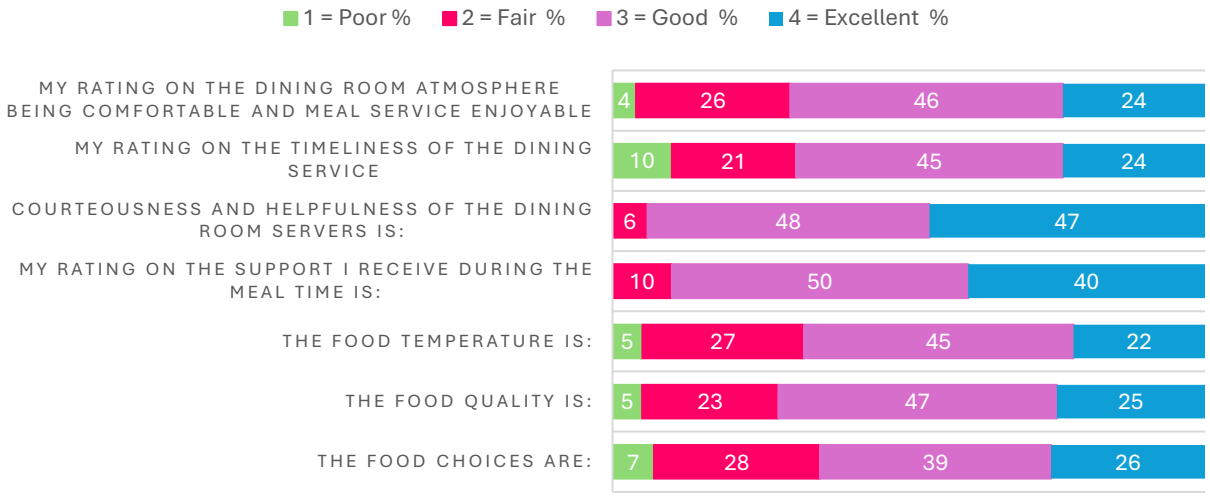
Resident Satisfaction Survey Results

Woodingford Lodge Woodstock:

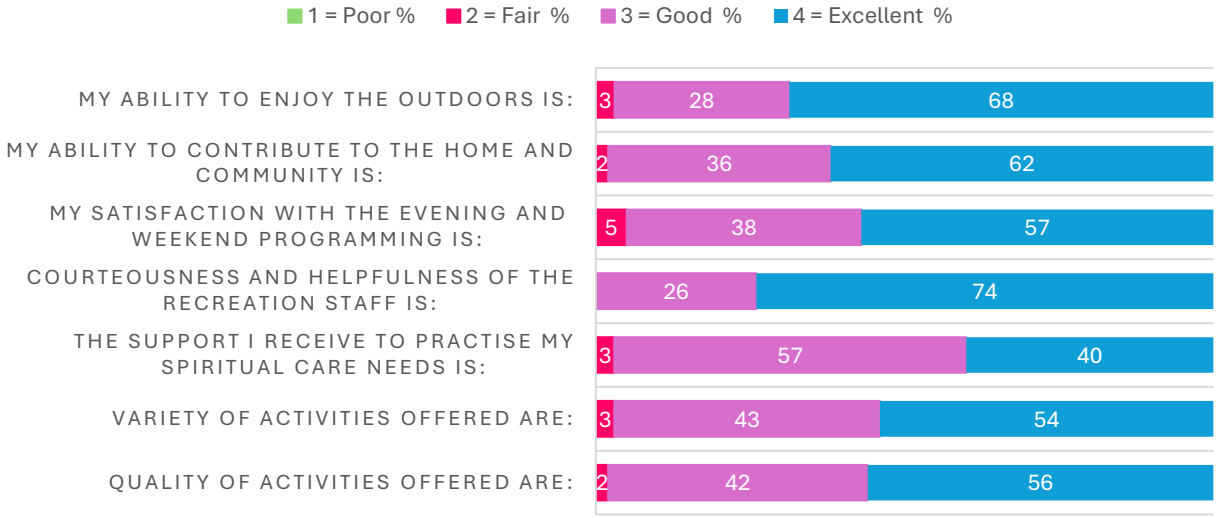




FOOD SERVICES



RECREATION SERVICES



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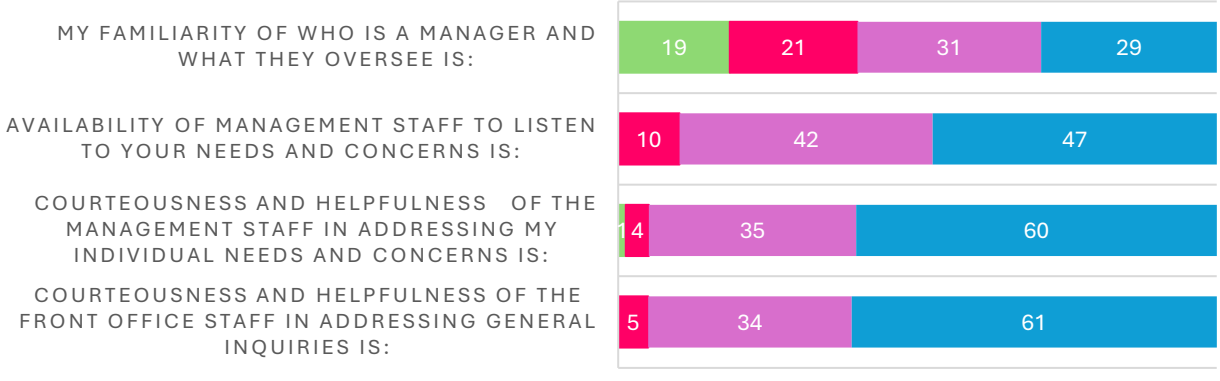
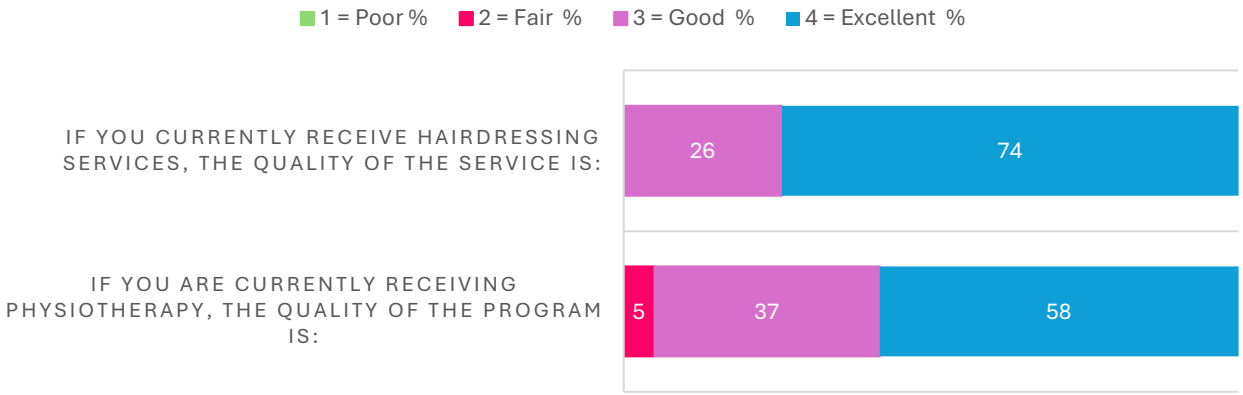
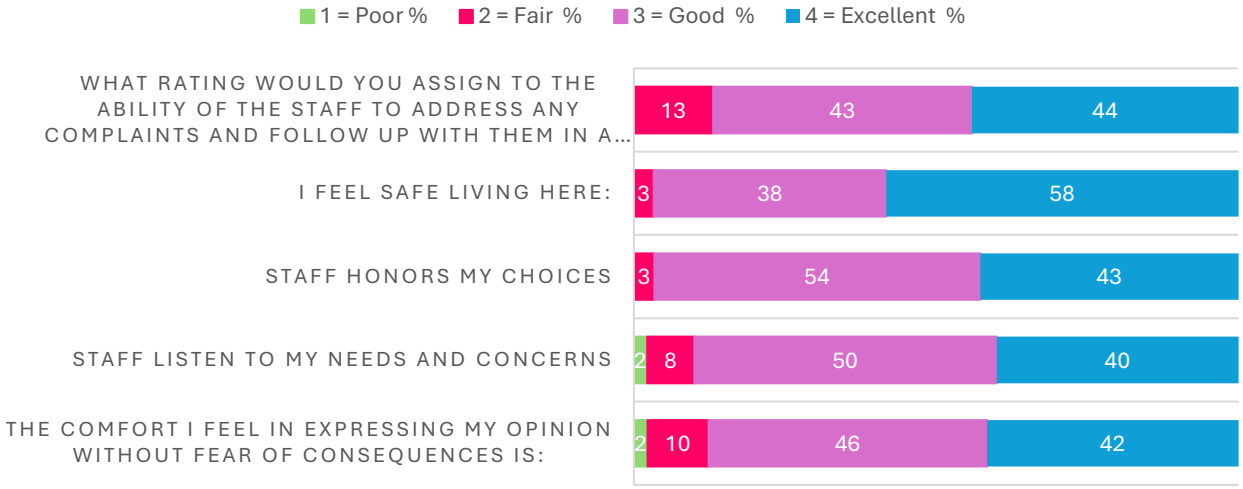


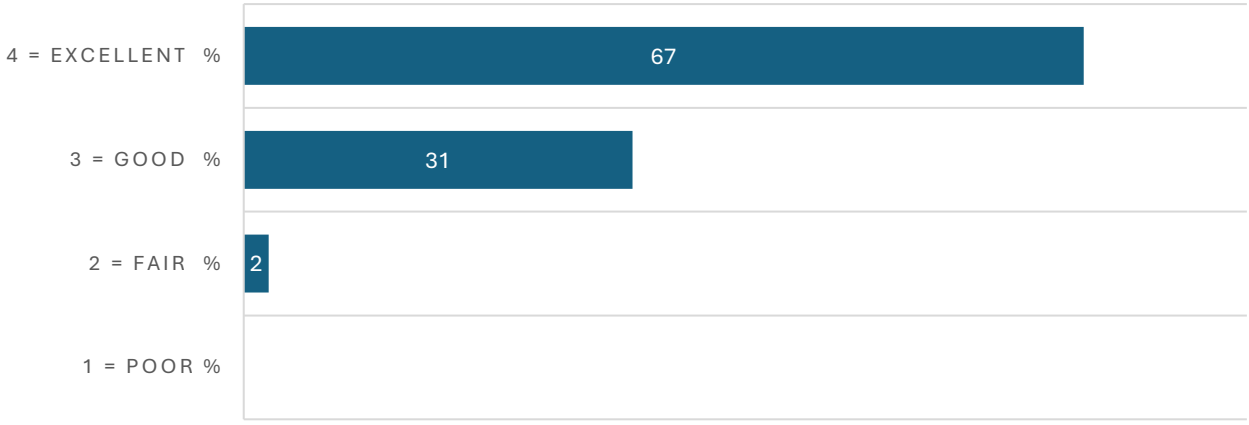
OTHER SERVICES



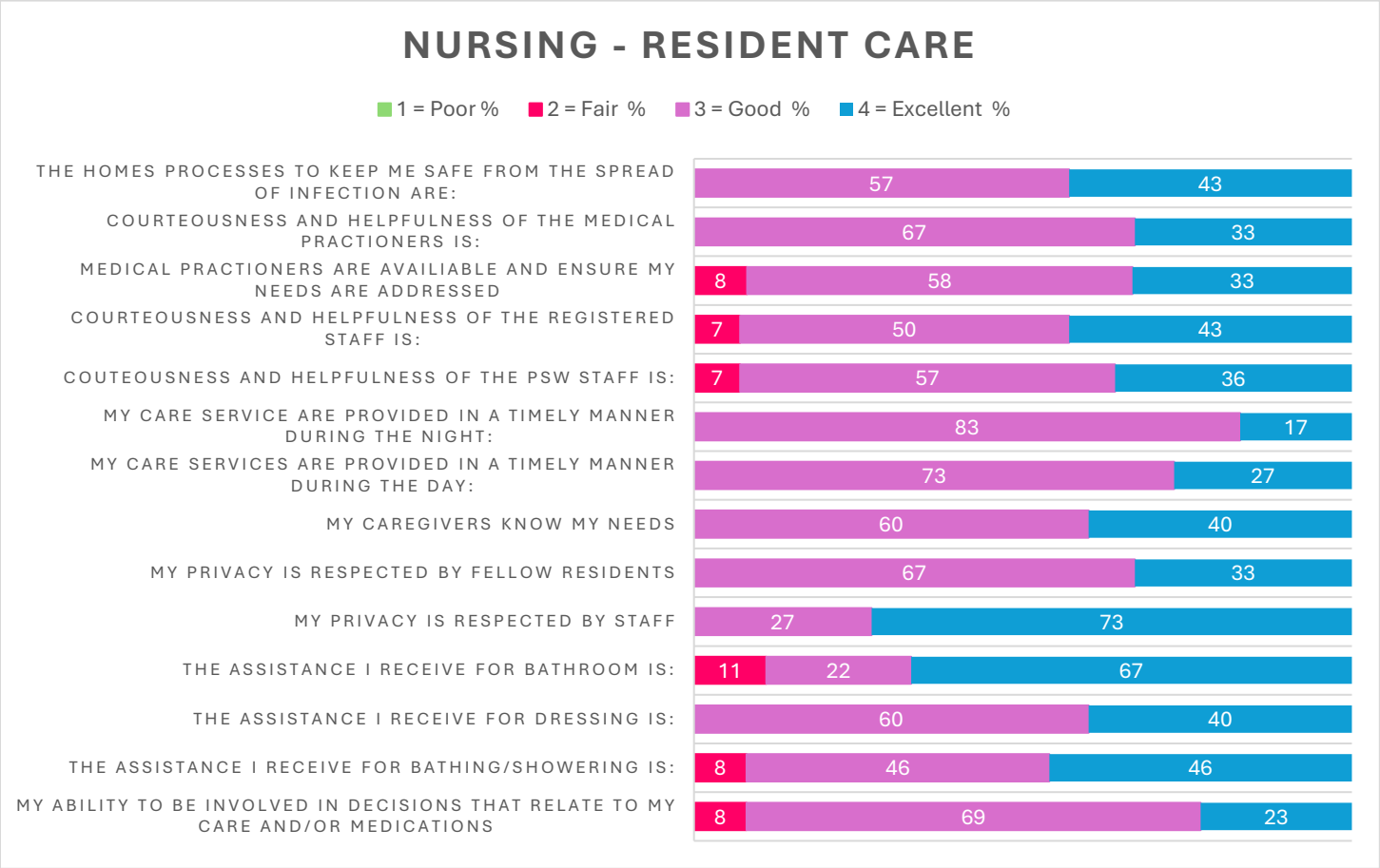
GLOBAL SATISFACTION

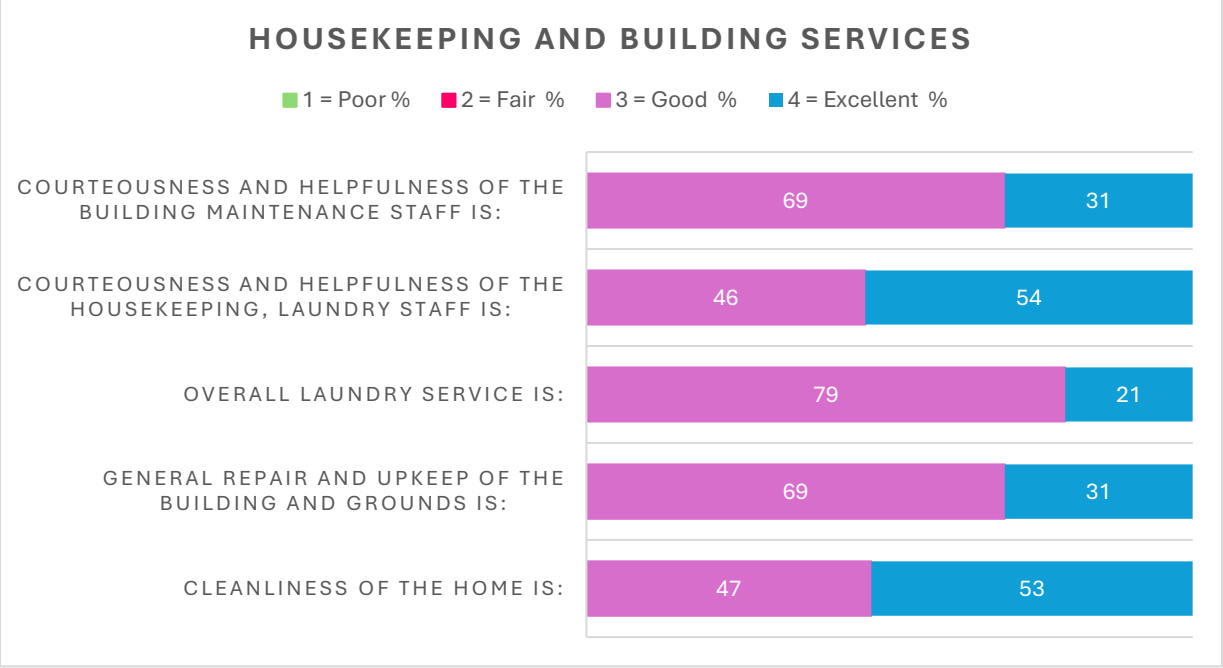


WHAT IS YOUR RATING OF WFL BEING AN EXCEPTIONAL PLACE TO LIVE?

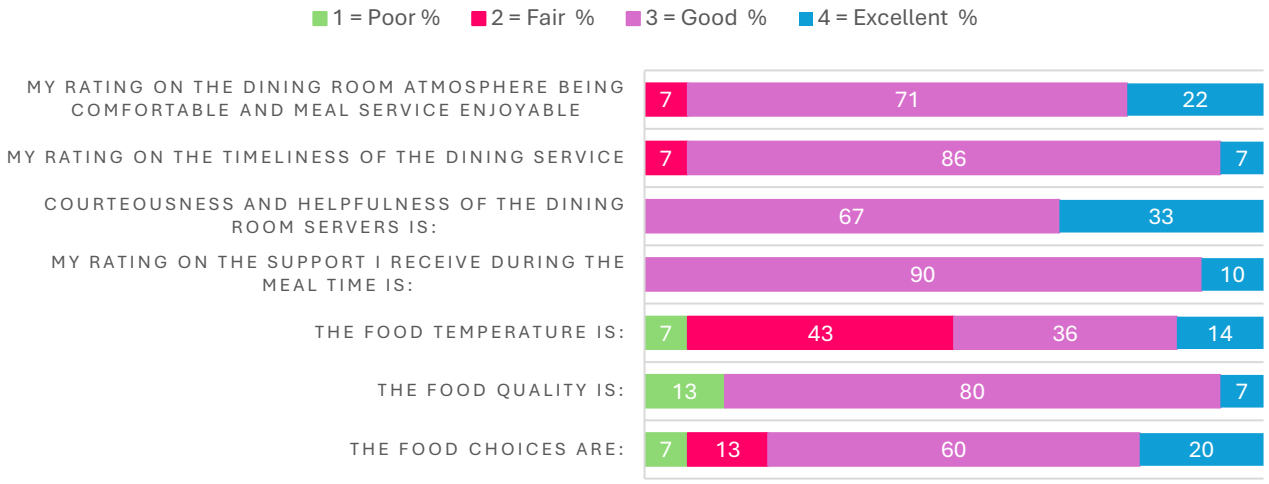


Woodingford Lodge Tillsonburg:





FOOD SERVICES



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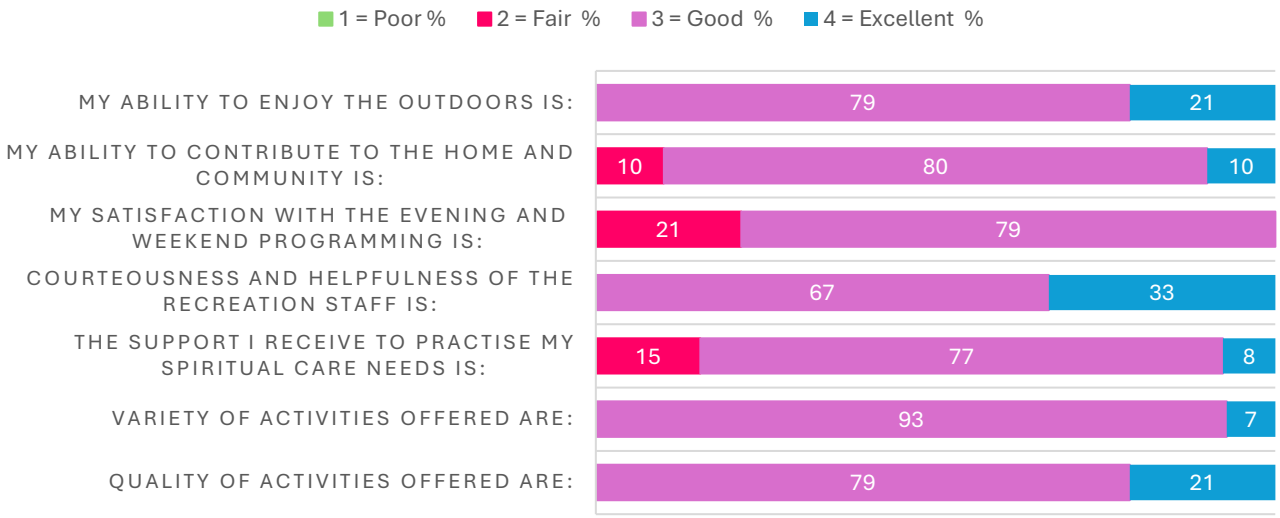
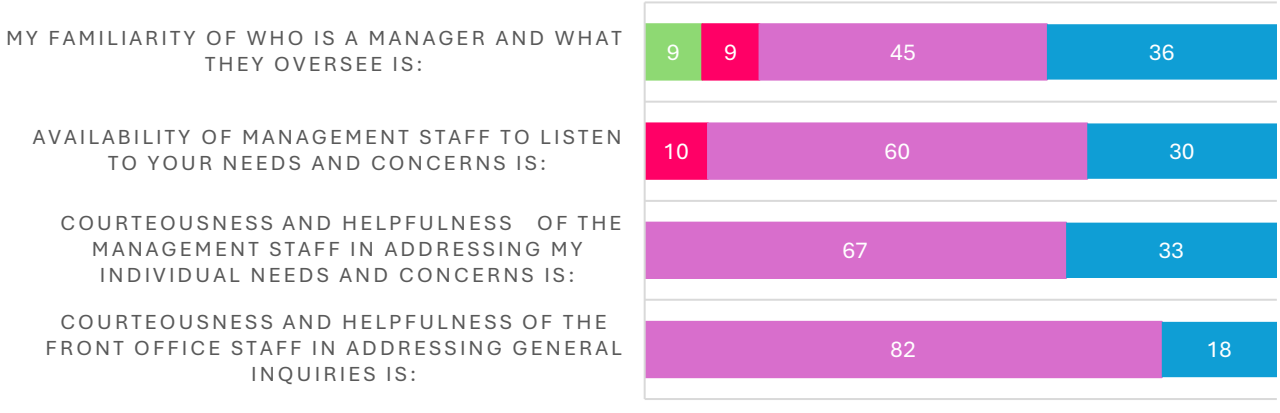
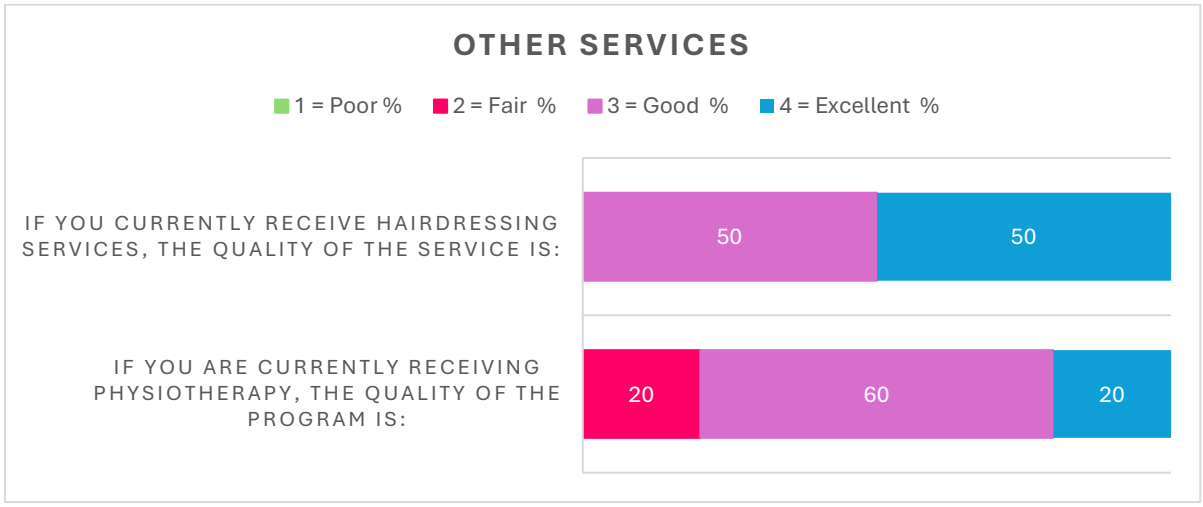
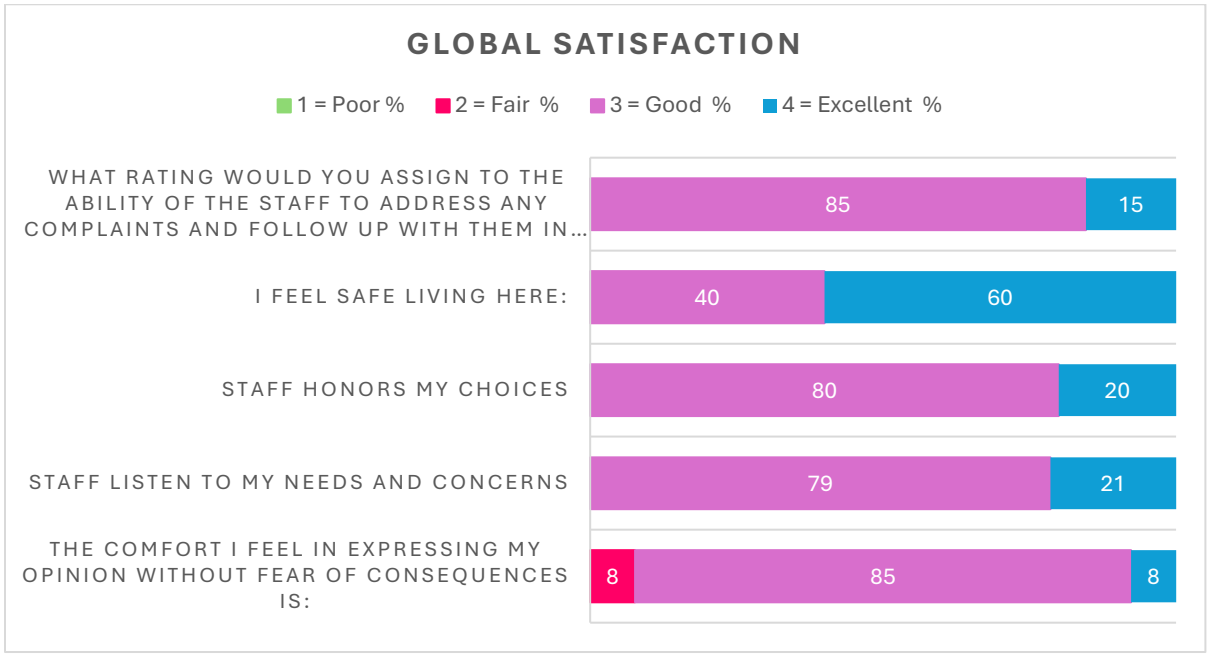
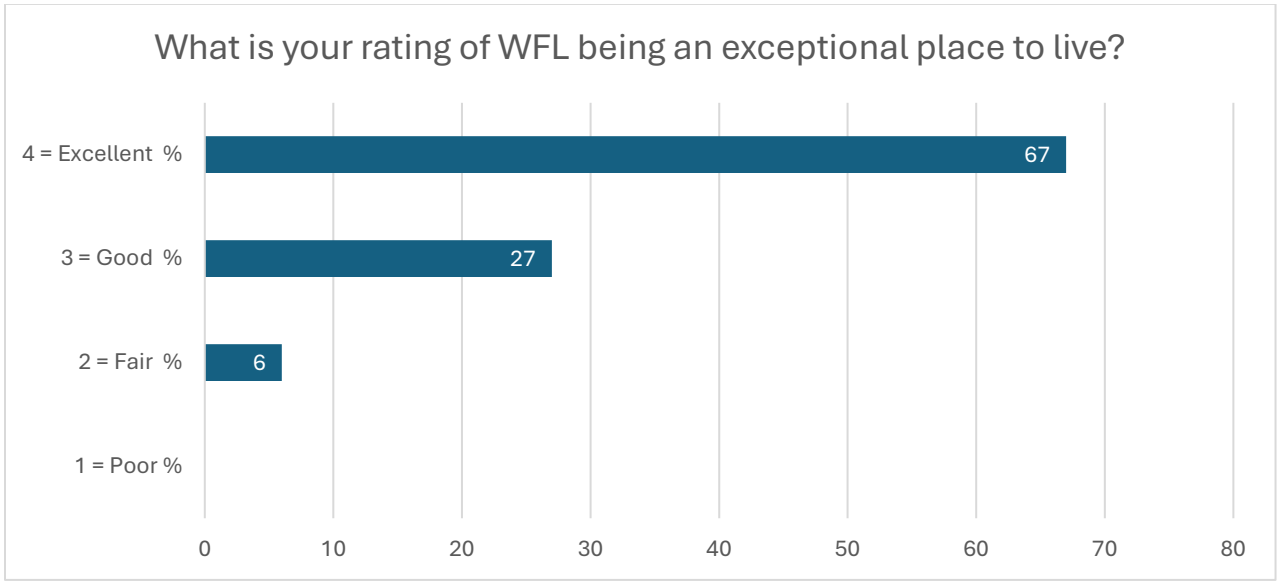


ADMINISTRATION

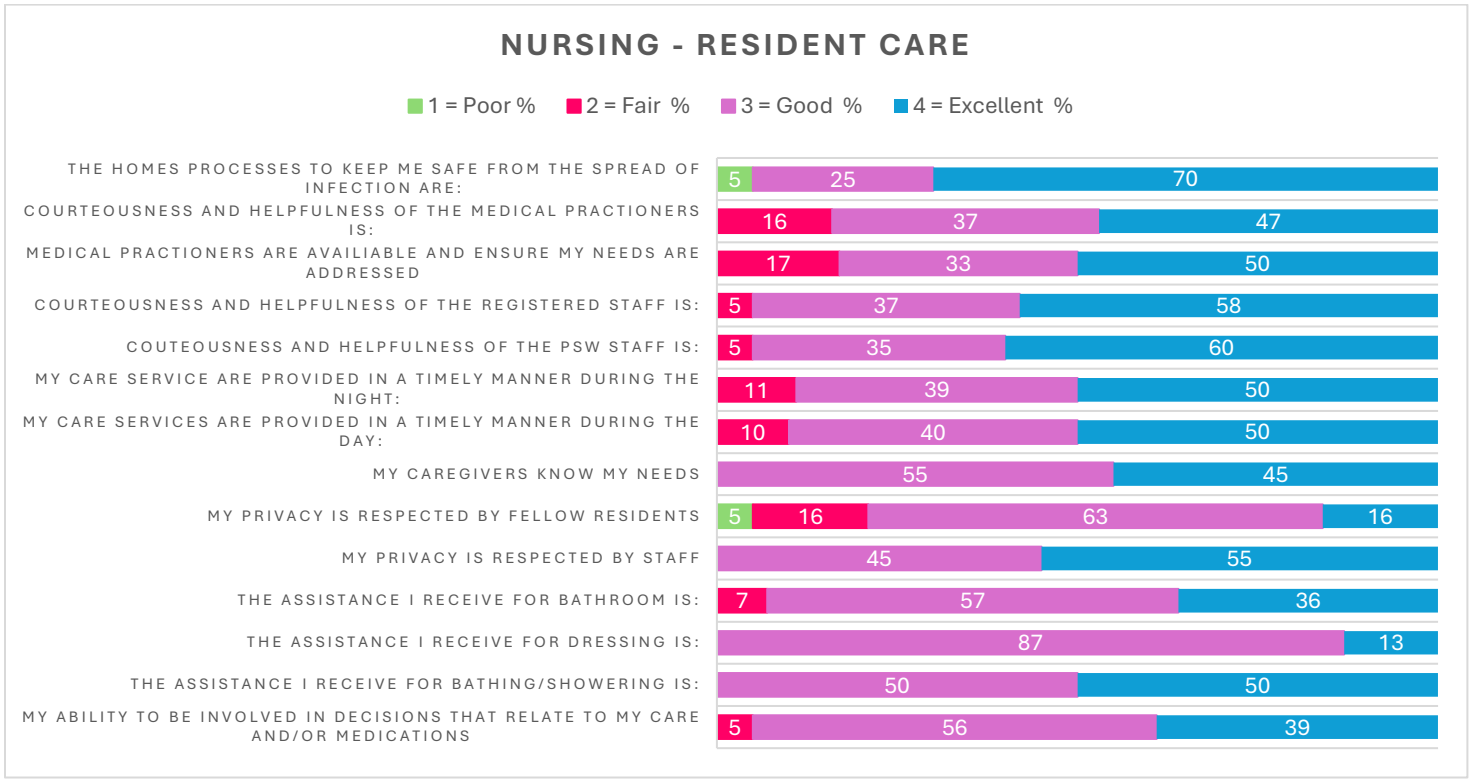


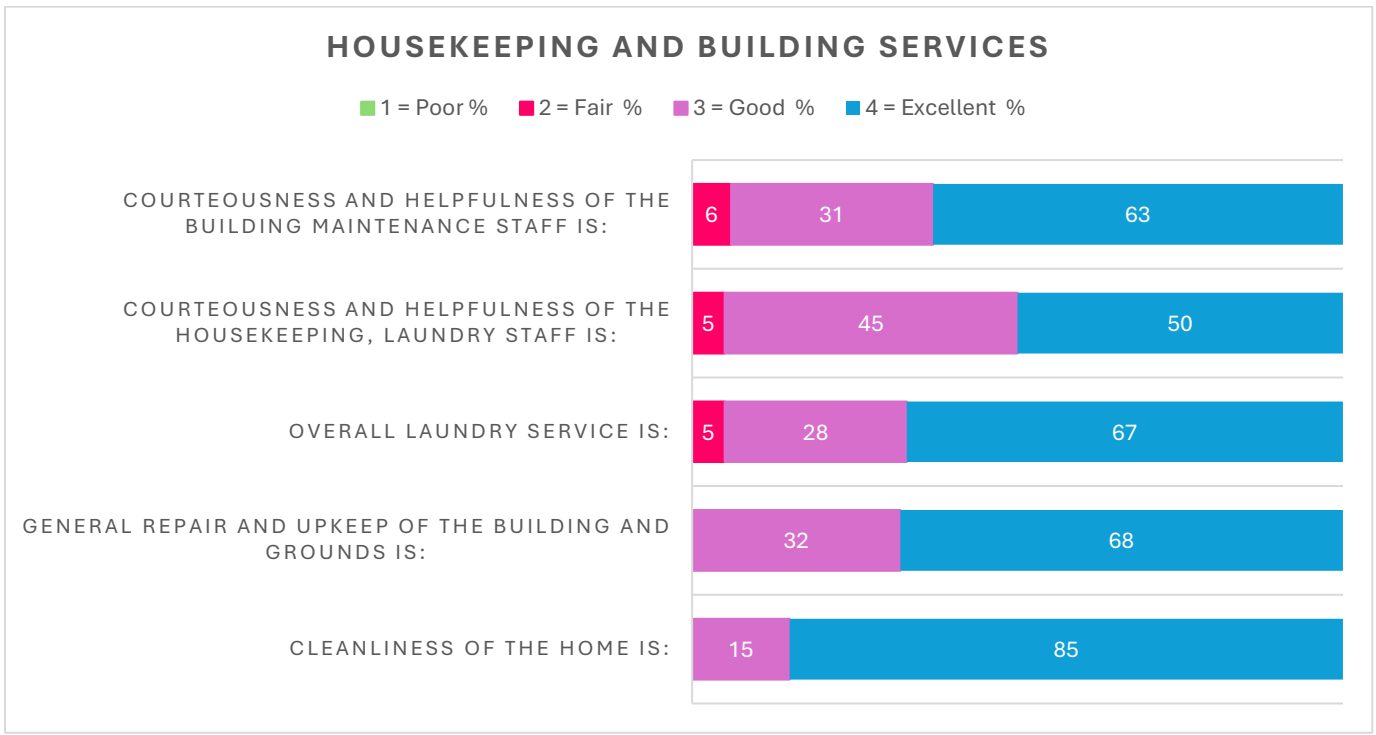

OTHER SERVICES
1 = Poor %
2 = Fair %
3 = Good %
4 = Excellent %
IF YOU CURRENTLY RECEIVE HAIRDRESSING SERVICES, THE QUALITY OF THE SERVICE IS:
50
50
IF YOU ARE CURRENTLY RECEIVING PHYSIOTHERAPY, THE QUALITY OF THE PROGRAM IS:
20
60
20


GLOBAL SATISFACTION
1 = Poor %
2 = Fair %
3 = Good %
4 = Excellent %
WHAT RATING WOULD YOU ASSIGN TO THE ABILITY OF THE STAFF TO ADDRESS ANY COMPLAINTS AND FOLLOW UP WITH THEM IN...
85
15
I FEEL SAFE LIVING HERE:
40
60
STAFF HONORS MY CHOICES
80
20
STAFF LISTEN TO MY NEEDS AND CONCERNS
79
21
THE COMFORT I FEEL IN EXPRESSING MY OPINION WITHOUT FEAR OF CONSEQUENCES IS:
8
85
8

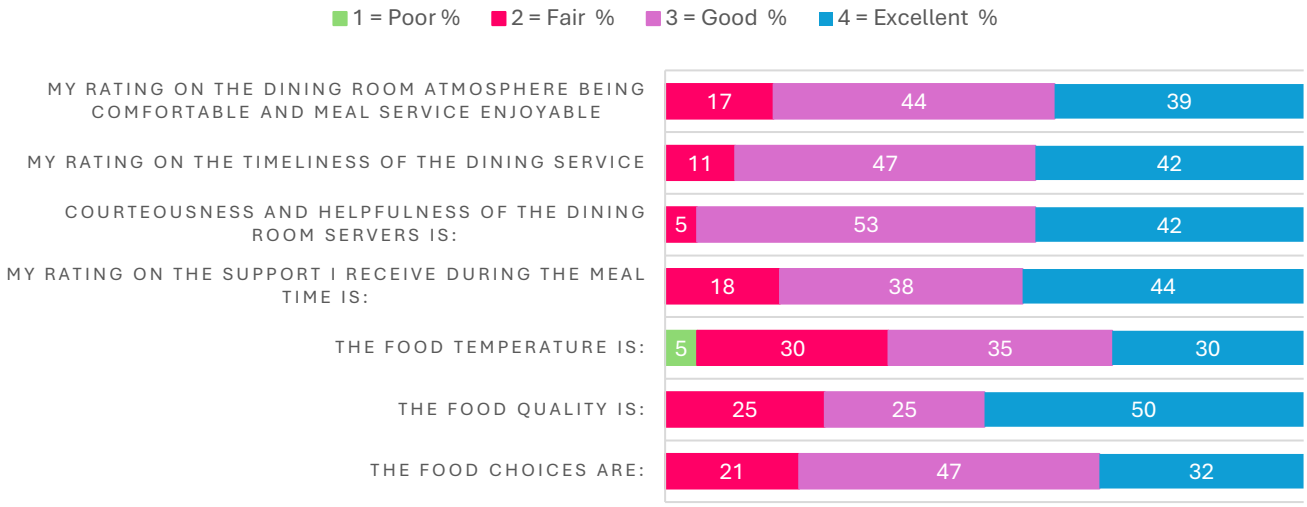

What is your rating of WFL being an exceptional place to live?
4 = Excellent %
67
3 = Good %
27
2 = Fair %
6
1 = Poor %
0
10
20
30
40
50
60
70
80

Woodingford Lodge Ingersoll:

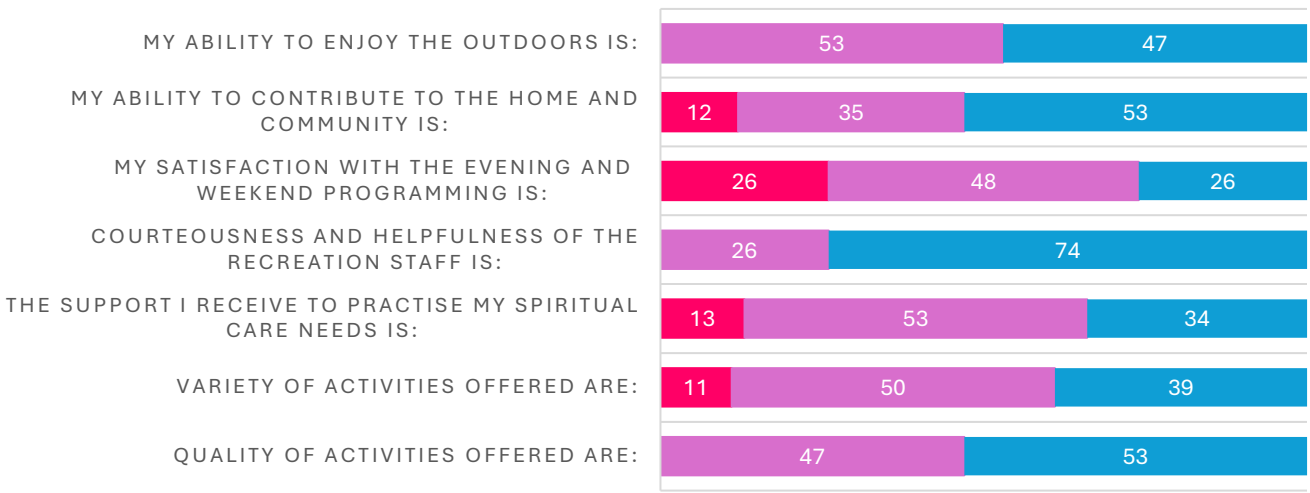




FOOD SERVICES



RECREATION SERVICES



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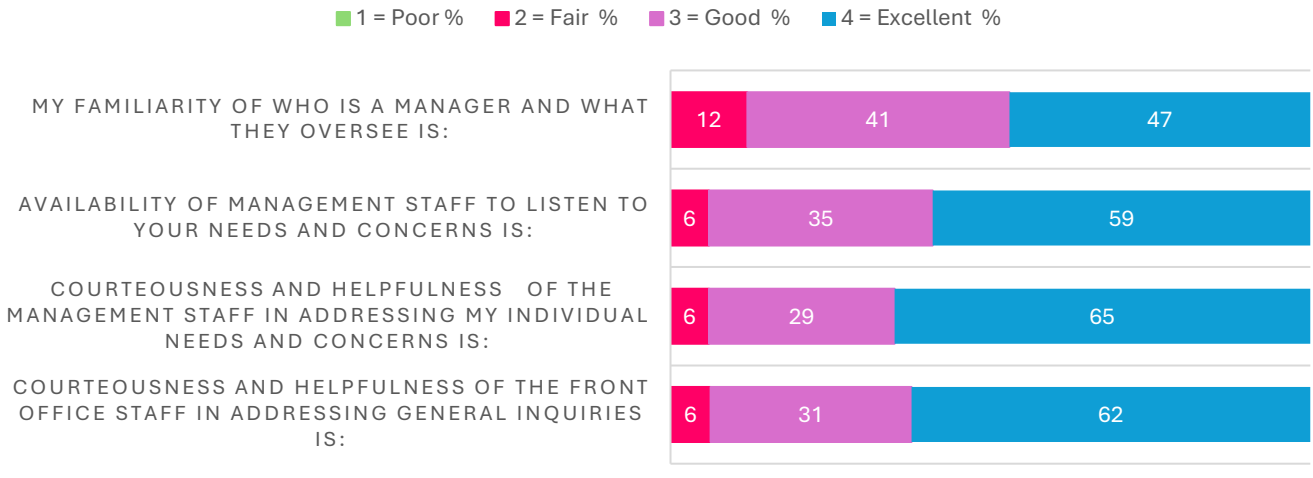
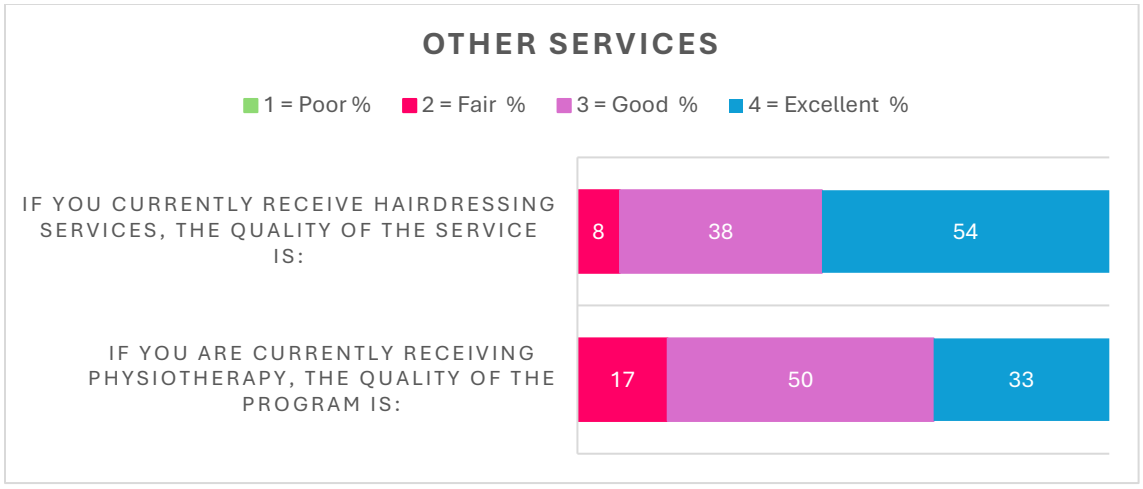
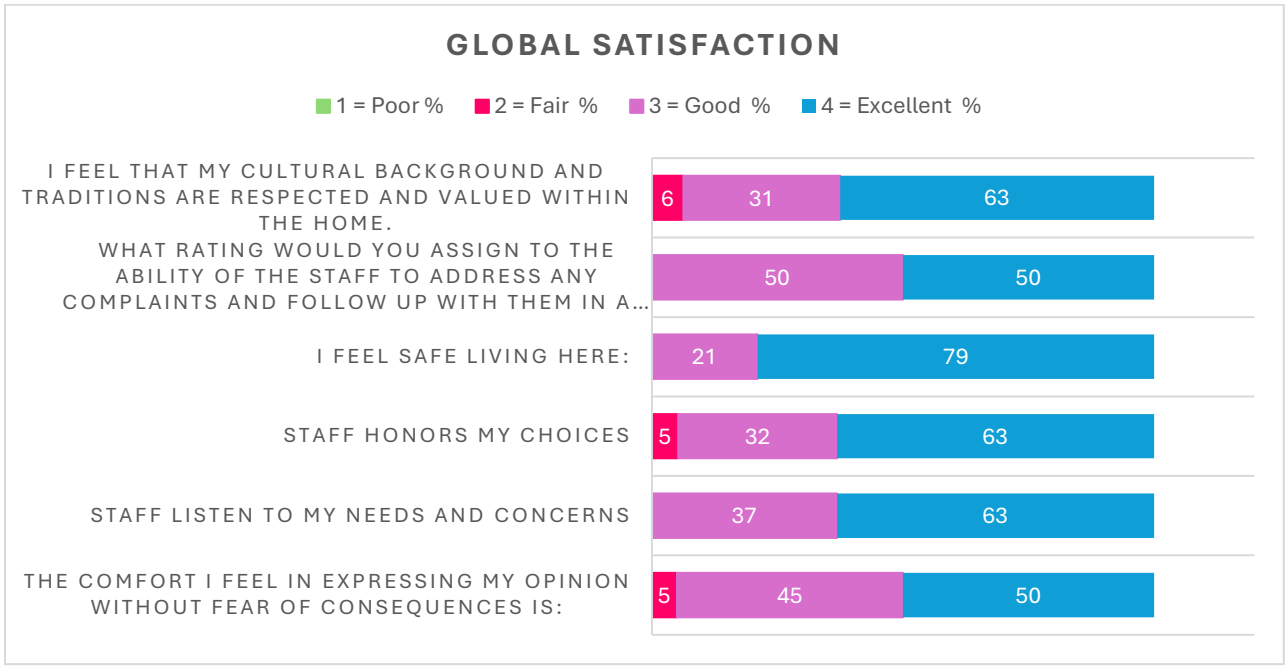
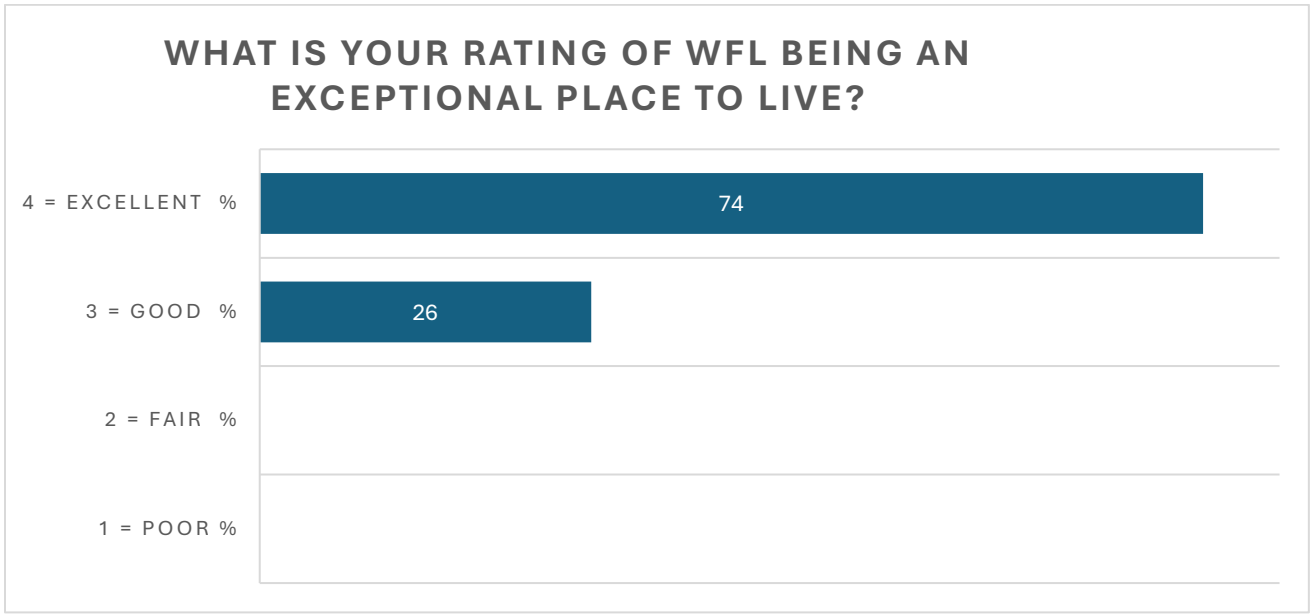


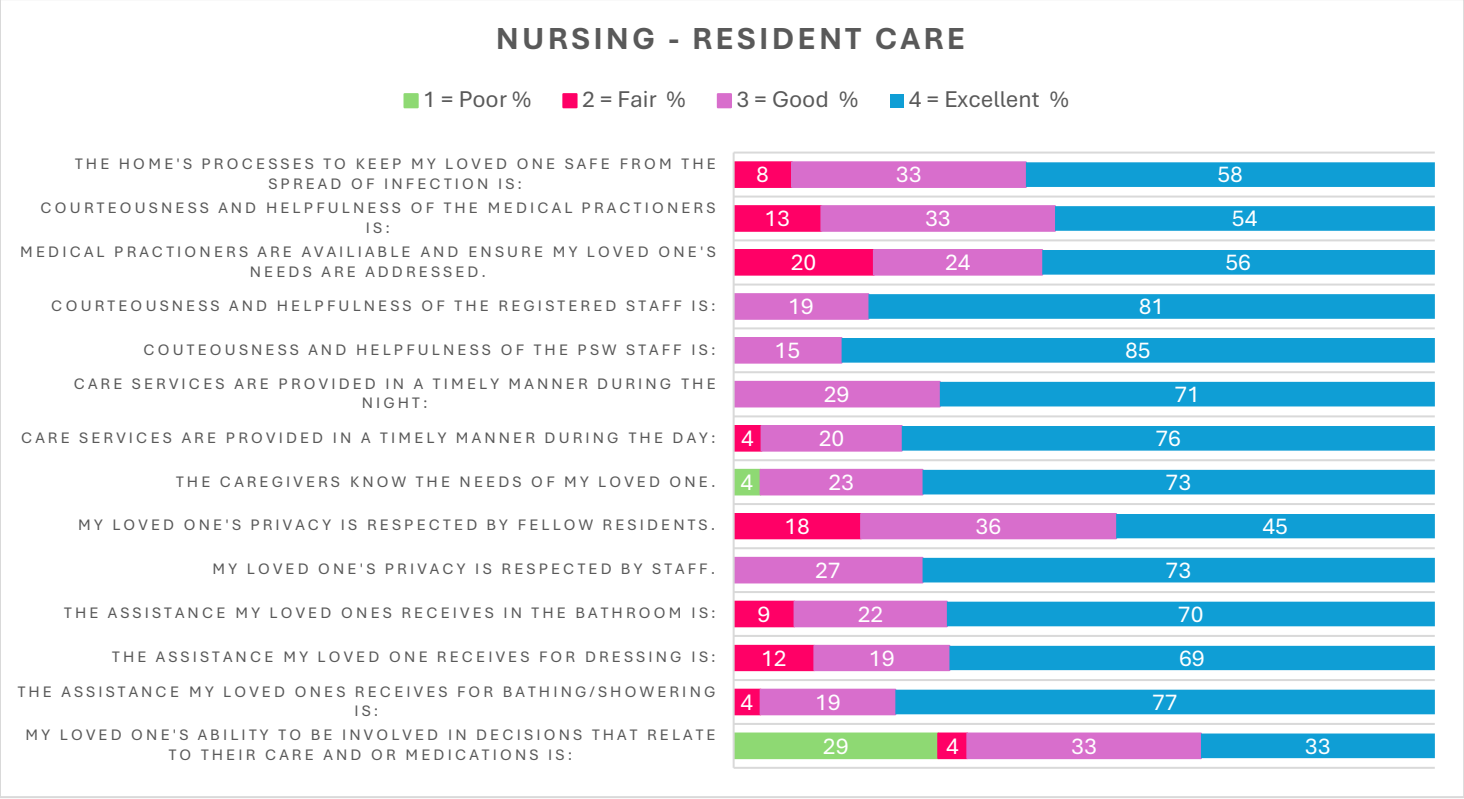

OTHER SERVICES
1 = Poor %
2 = Fair %
3 = Good %
4 = Excellent %
IF YOU CURRENTLY RECEIVE HAIRDRESSING SERVICES, THE QUALITY OF THE SERVICE IS:
8
38
54
IF YOU ARE CURRENTLY RECEIVING PHYSIOTHERAPY, THE QUALITY OF THE PROGRAM IS:
17
50
33

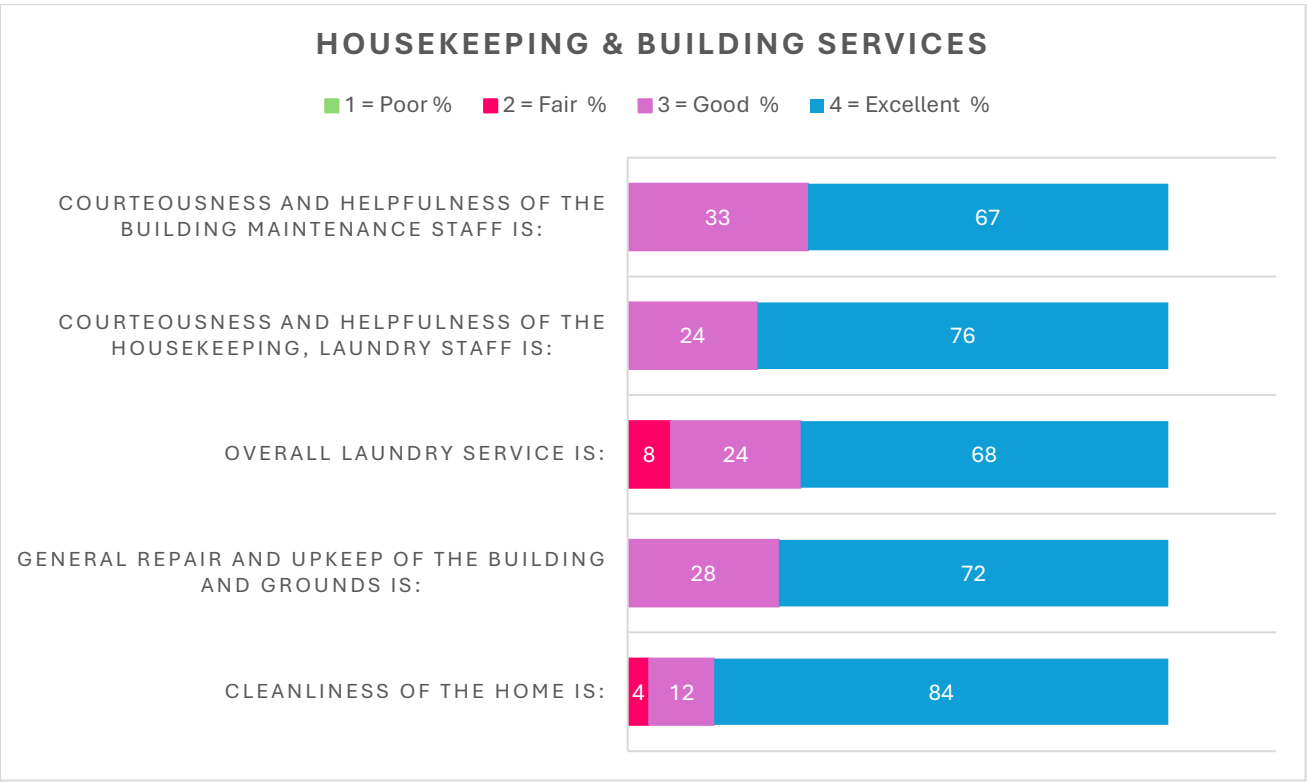

GLOBAL SATISFACTION
1 = Poor %
2 = Fair %
3 = Good %
4 = Excellent %
I FEEL THAT MY CULTURAL BACKGROUND AND TRADITIONS ARE RESPECTED AND VALUED WITHIN THE HOME.
6
31
63
WHAT RATING WOULD YOU ASSIGN TO THE ABILITY OF THE STAFF TO ADDRESS ANY COMPLAINTS AND FOLLOW UP WITH THEM IN A...
50
50
I FEEL SAFE LIVING HERE:
21
79
STAFF HONORS MY CHOICES
5
32
63
STAFF LISTEN TO MY NEEDS AND CONCERNS
37
63
THE COMFORT I FEEL IN EXPRESSING MY OPINION WITHOUT FEAR OF CONSEQUENCES IS:
5
45
50


WHAT IS YOUR RATING OF WFL BEING AN EXCEPTIONAL PLACE TO LIVE?
4 = EXCELLENT %
74
3 = GOOD %
26
2 = FAIR %
1 = POOR %

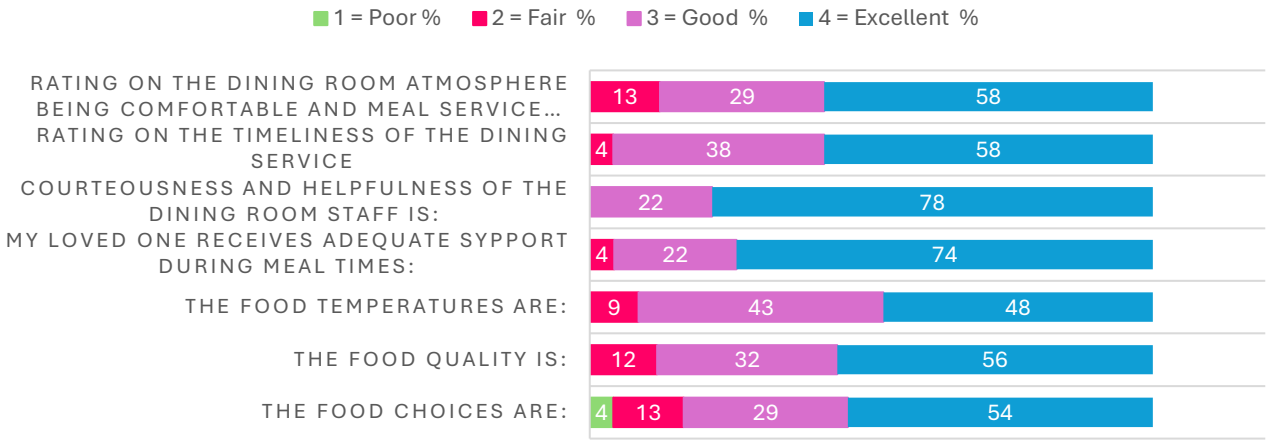
Family Satisfaction Survey Results

Woodingford Lodge Woodstock:

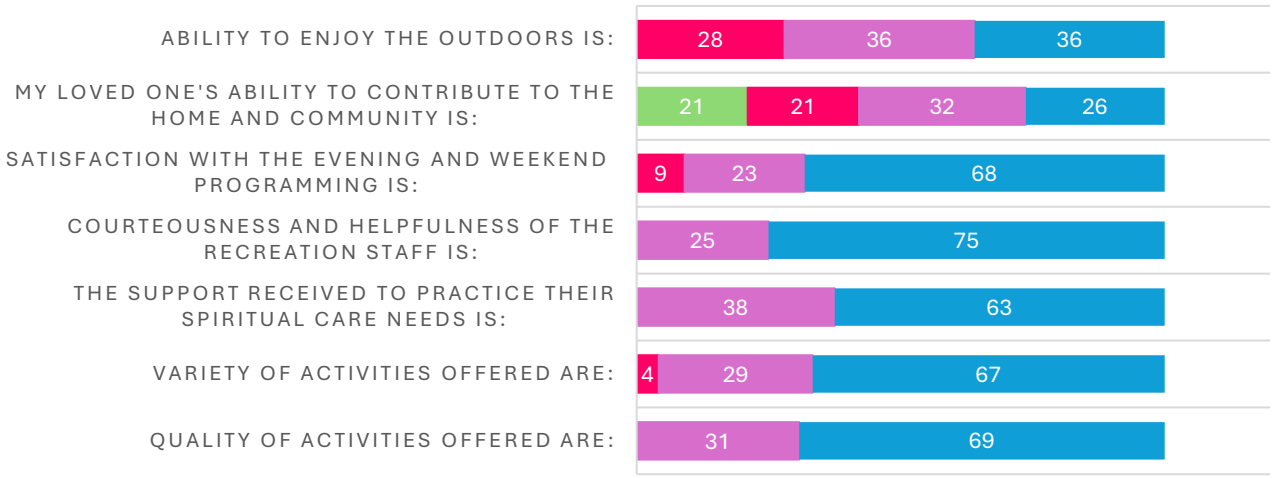




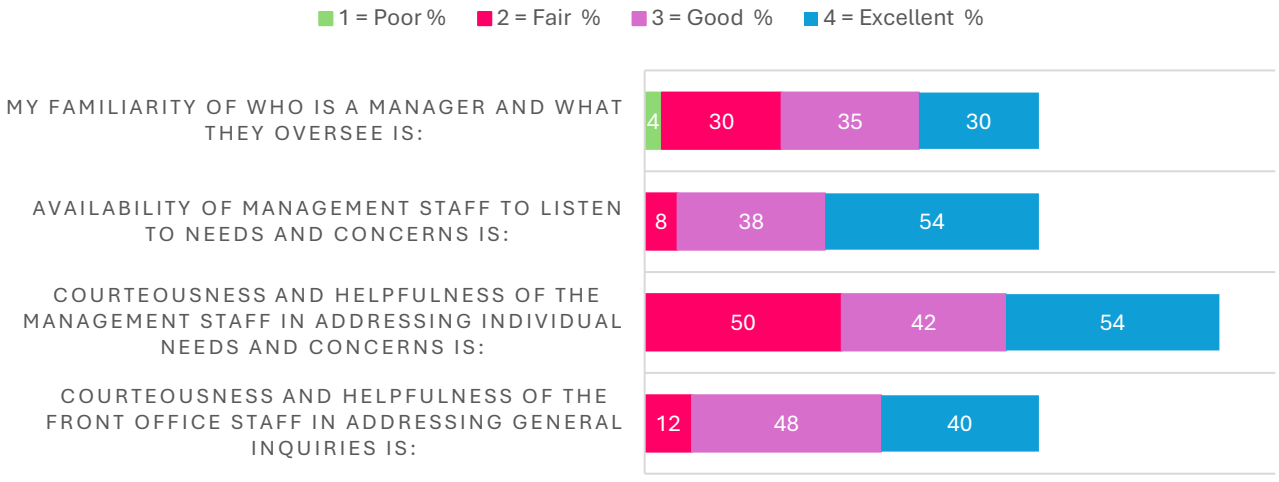
FOOD SERVICES

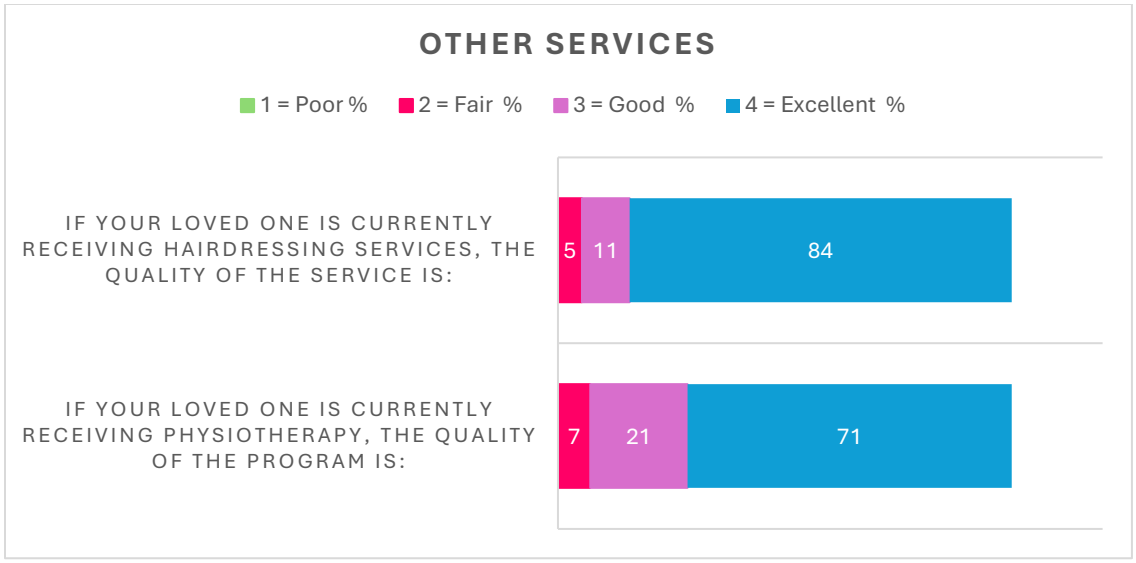


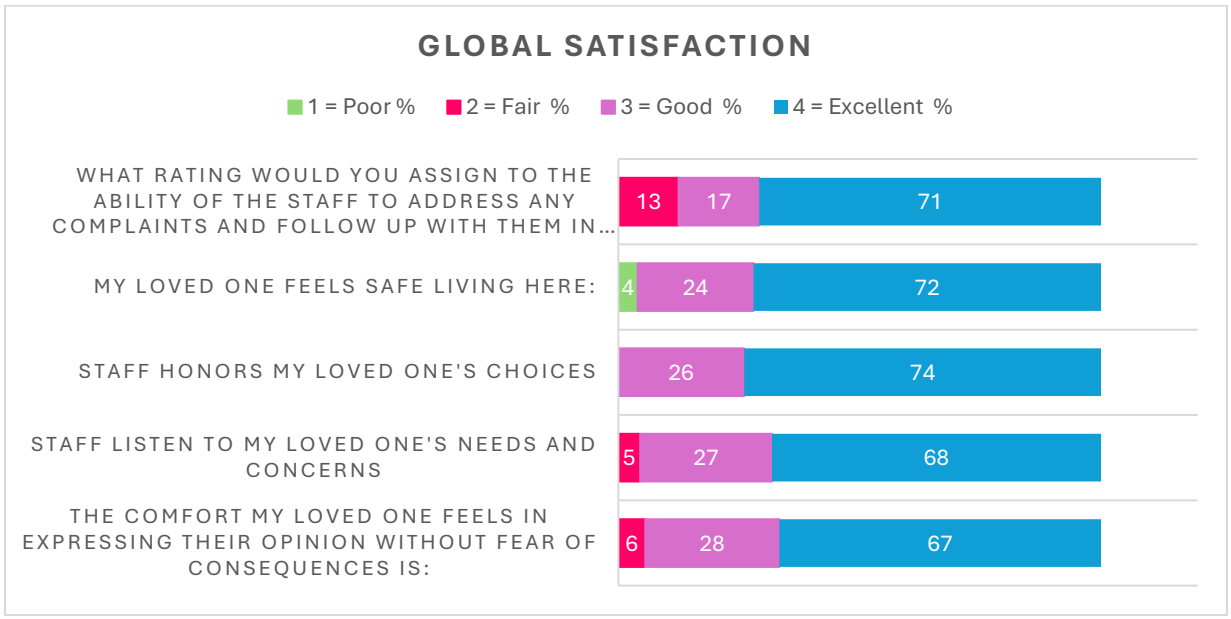
RECREATION SERVICES

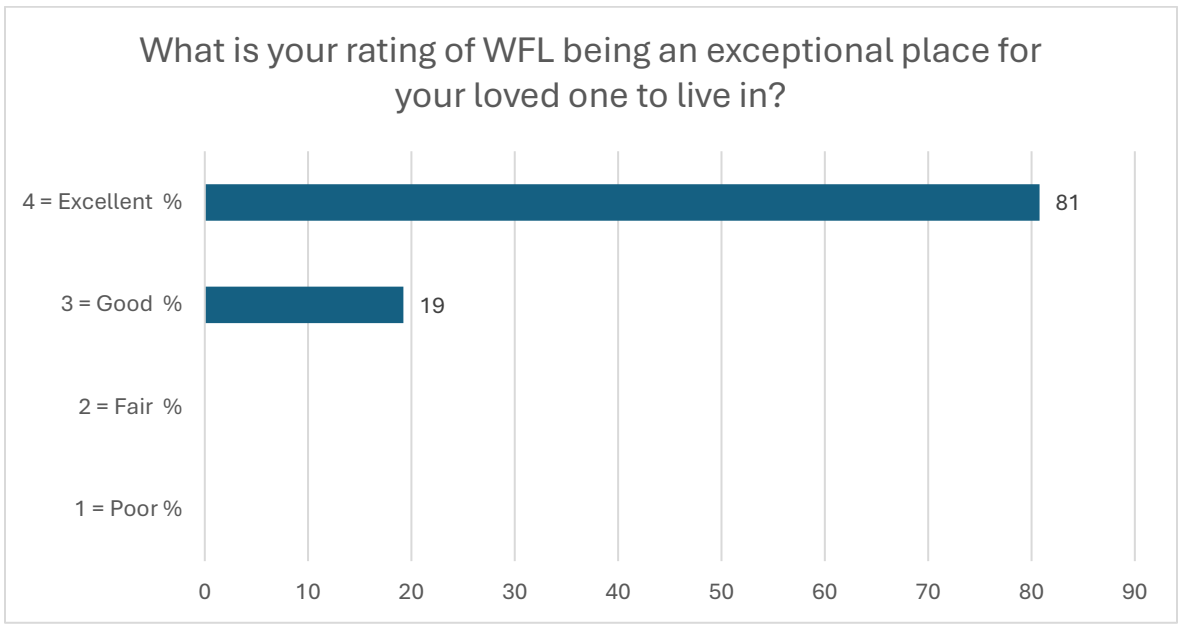


ADMINISTRATION

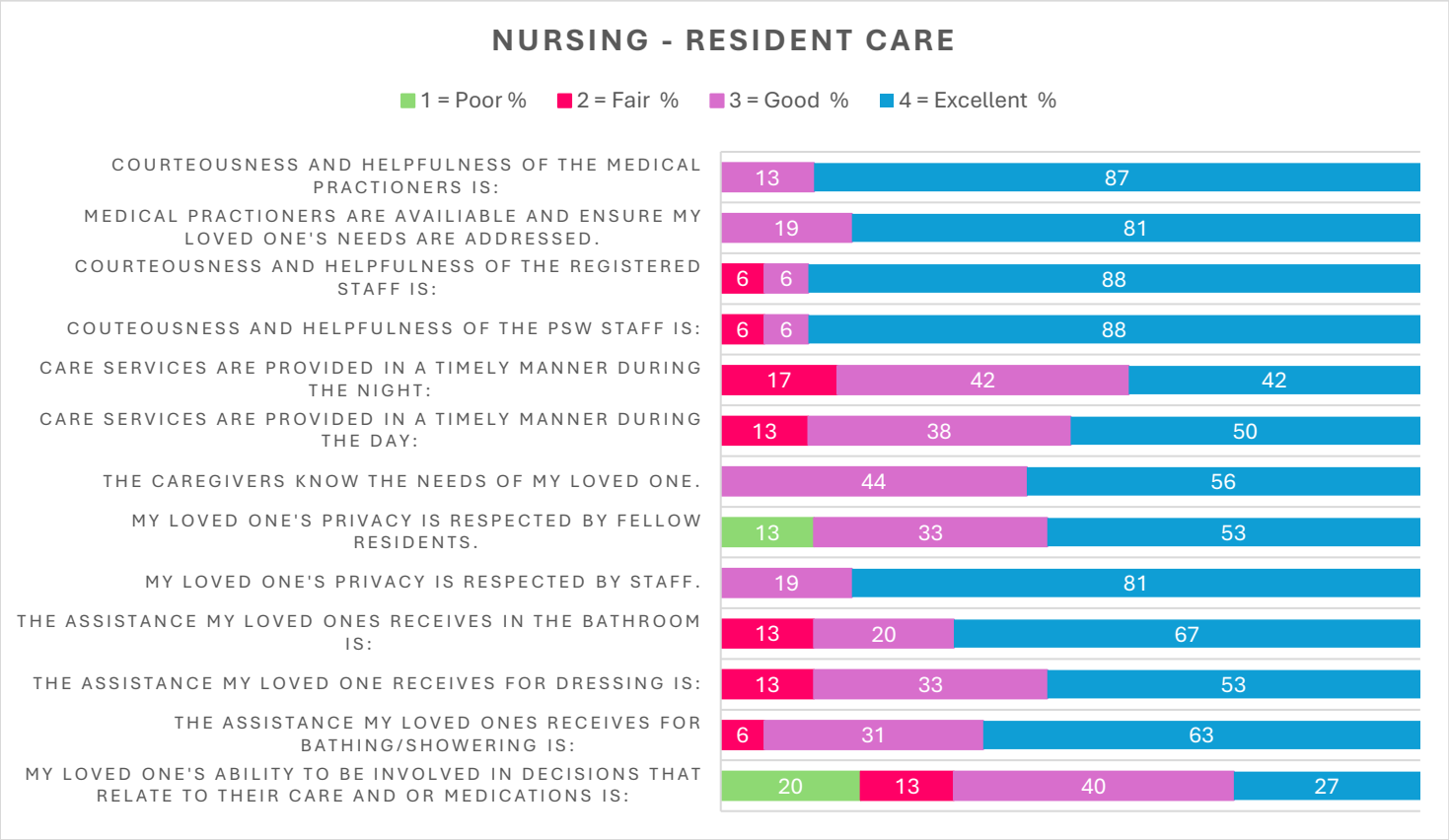


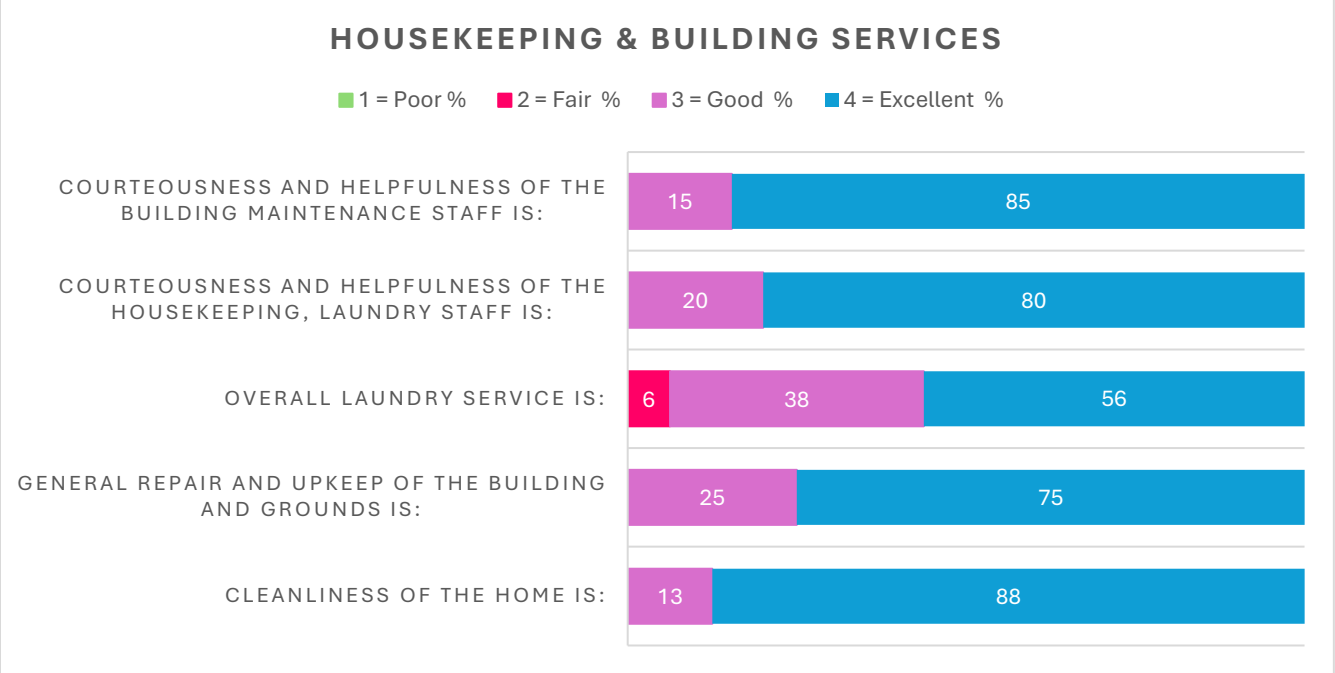

OTHER SERVICES
1 = Poor %
2 = Fair %
3 = Good %
4 = Excellent %
IF YOUR LOVED ONE IS CURRENTLY RECEIVING HAIRDRESSING SERVICES, THE QUALITY OF THE SERVICE IS:
5
11
84
IF YOUR LOVED ONE IS CURRENTLY RECEIVING PHYSIOTHERAPY, THE QUALITY OF THE PROGRAM IS:
7
21
71


GLOBAL SATISFACTION
1 = Poor %
2 = Fair %
3 = Good %
4 = Excellent %
WHAT RATING WOULD YOU ASSIGN TO THE ABILITY OF THE STAFF TO ADDRESS ANY COMPLAINTS AND FOLLOW UP WITH THEM IN...
13
17
71
MY LOVED ONE FEELS SAFE LIVING HERE:
4
24
72
STAFF HONORS MY LOVED ONE'S CHOICES
26
74
STAFF LISTEN TO MY LOVED ONE'S NEEDS AND CONCERNS
5
27
68
THE COMFORT MY LOVED ONE FEELS IN EXPRESSING THEIR OPINION WITHOUT FEAR OF CONSEQUENCES IS:
6
28
67

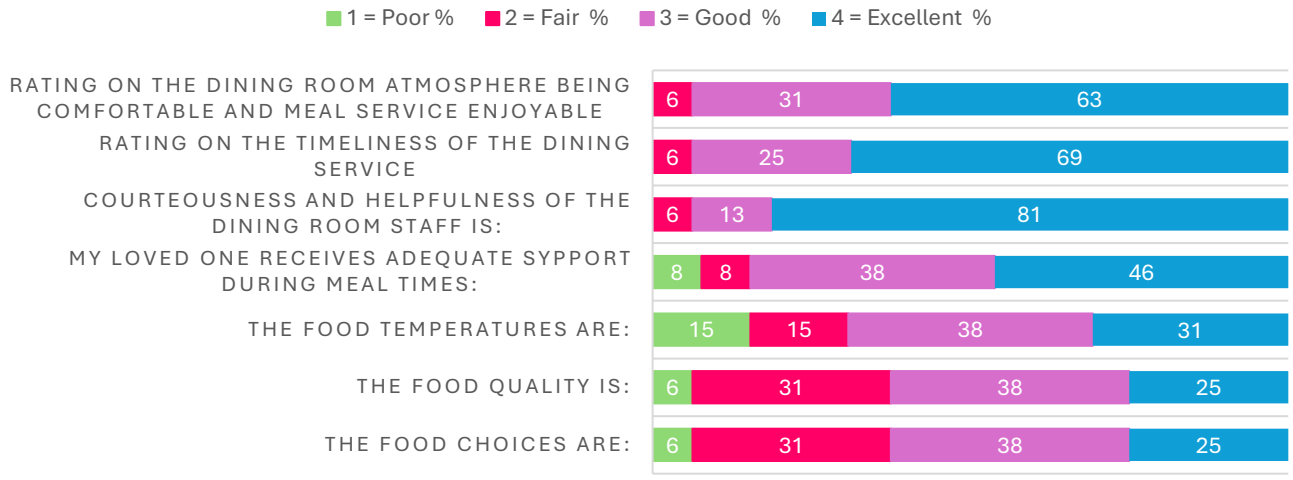

What is your rating of WFL being an exceptional place for your loved one to live in?
4 = Excellent %
81
3 = Good %
19
2 = Fair %
1 = Poor %
0
10
20
30
40
50
60
70
80
90

Woodingford Lodge Tillsonburg:

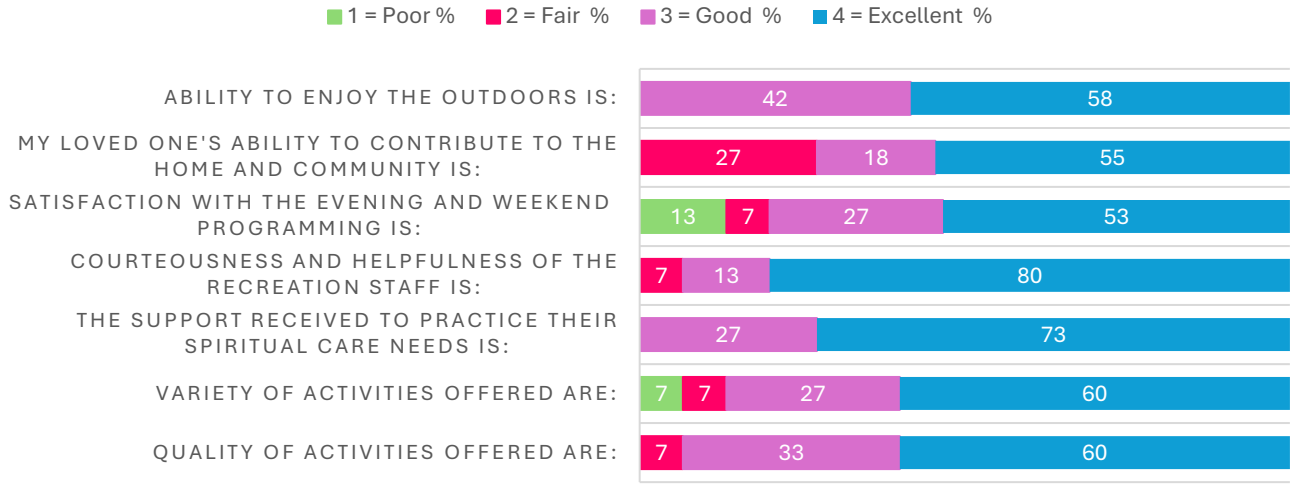




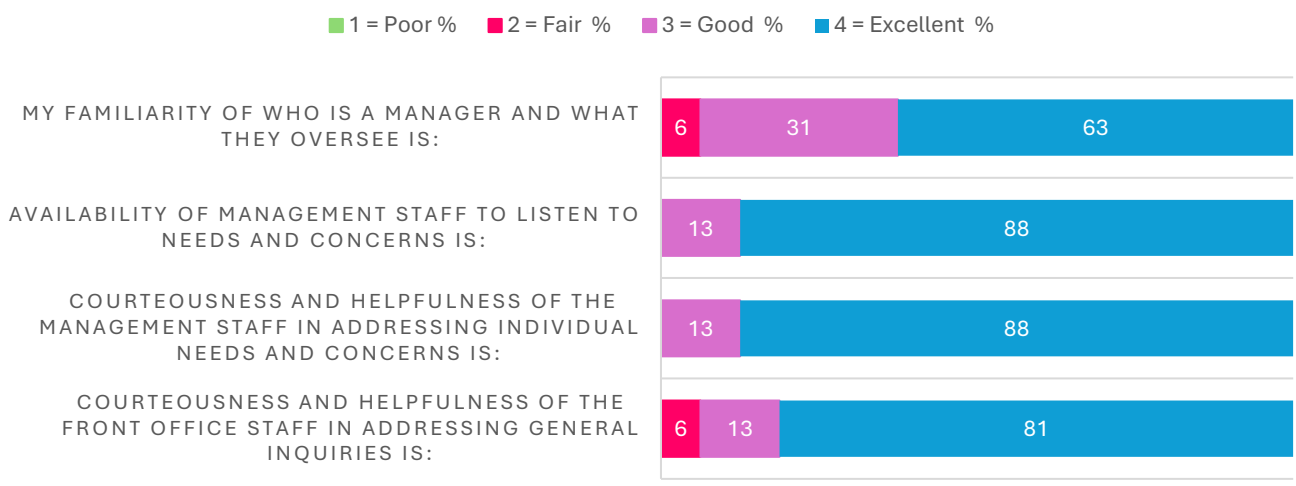
FOOD SERVICES

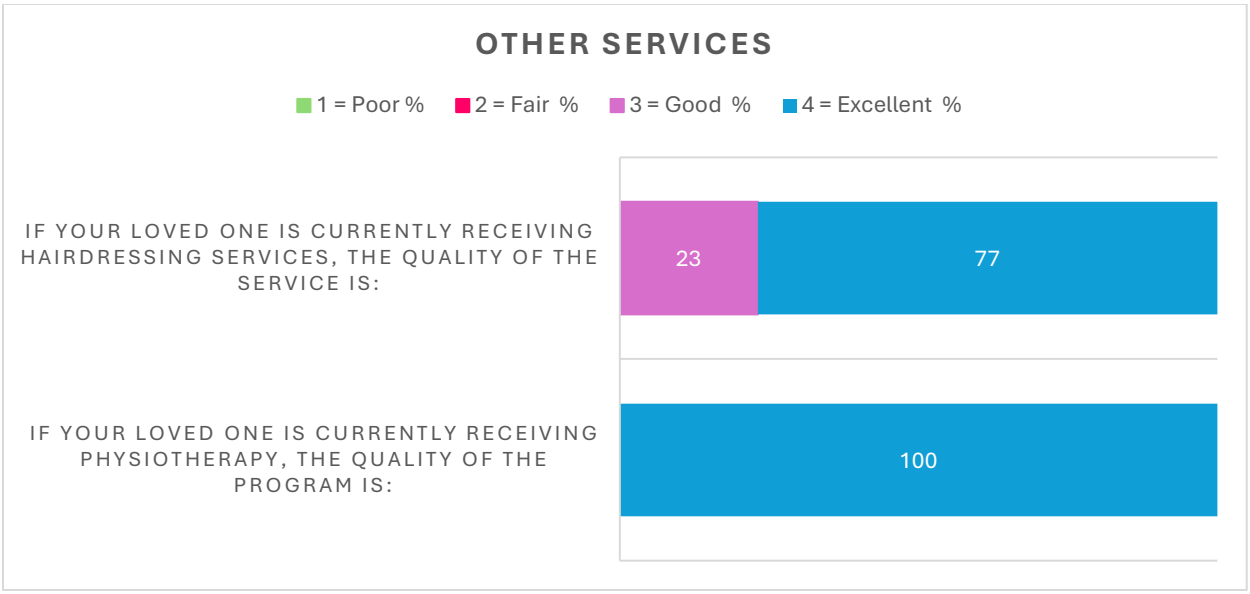


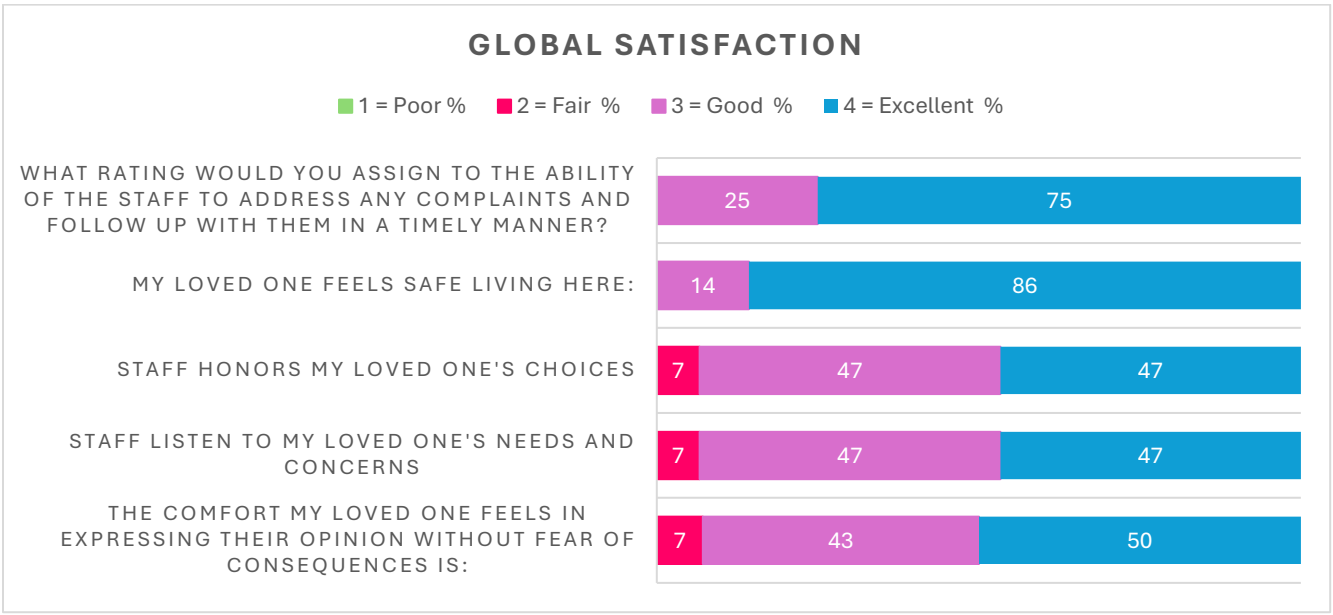
RECREATION SERVICES

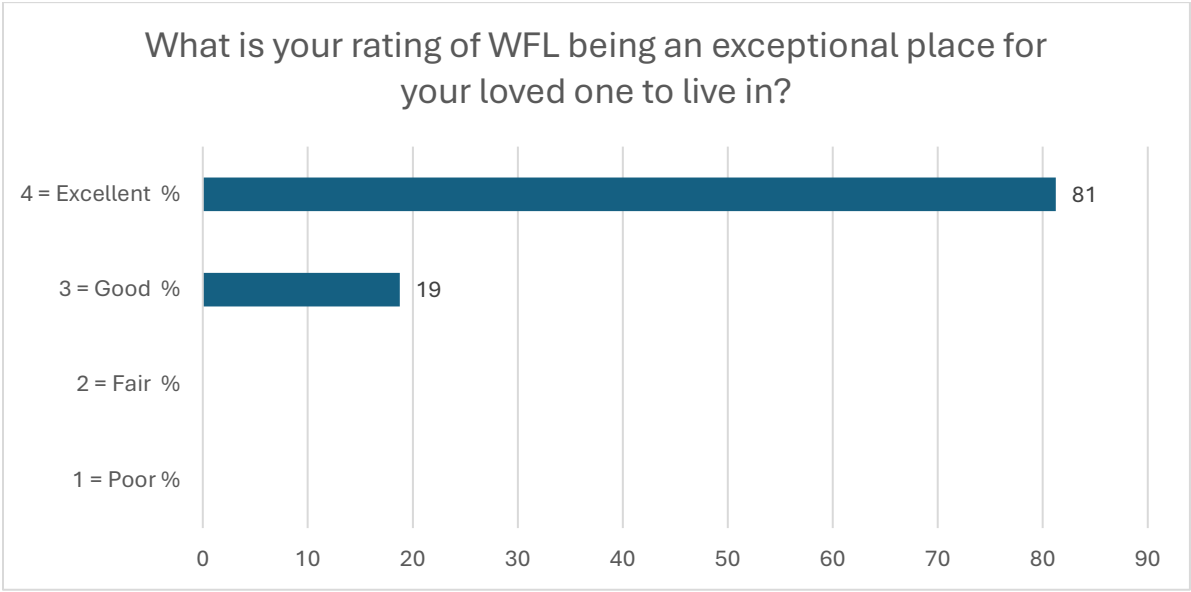


ADMINISTRATION

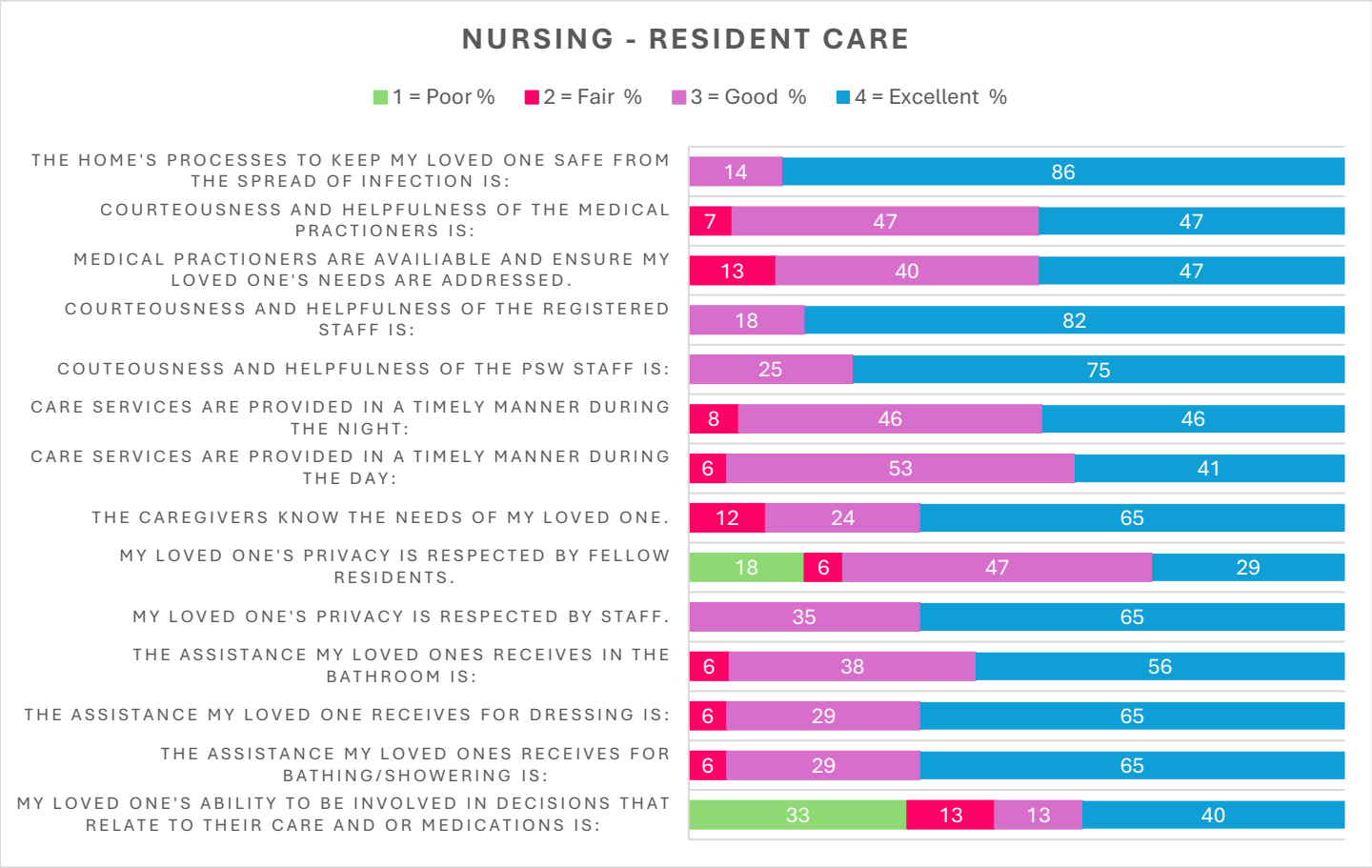


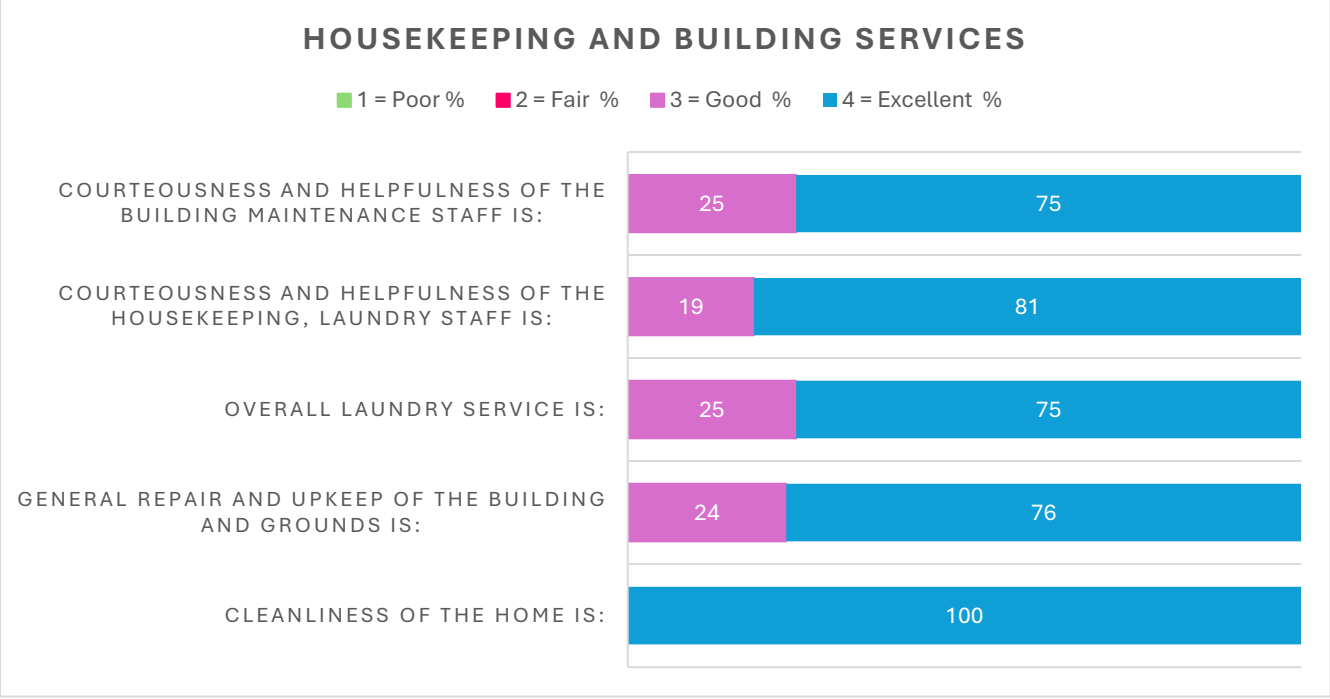

OTHER SERVICES
1 = Poor %
2 = Fair %
3 = Good %
4 = Excellent %
IF YOUR LOVED ONE IS CURRENTLY RECEIVING HAIRDRESSING SERVICES, THE QUALITY OF THE SERVICE IS:
23
77
IF YOUR LOVED ONE IS CURRENTLY RECEIVING PHYSIOTHERAPY, THE QUALITY OF THE PROGRAM IS:
100


GLOBAL SATISFACTION
1 = Poor %
2 = Fair %
3 = Good %
4 = Excellent %
WHAT RATING WOULD YOU ASSIGN TO THE ABILITY OF THE STAFF TO ADDRESS ANY COMPLAINTS AND FOLLOW UP WITH THEM IN A TIMELY MANNER?
25
75
MY LOVED ONE FEELS SAFE LIVING HERE:
14
86
STAFF HONORS MY LOVED ONE'S CHOICES
7
47
47
STAFF LISTEN TO MY LOVED ONE'S NEEDS AND CONCERNS
7
47
47
THE COMFORT MY LOVED ONE FEELS IN EXPRESSING THEIR OPINION WITHOUT FEAR OF CONSEQUENCES IS:
7
43
50

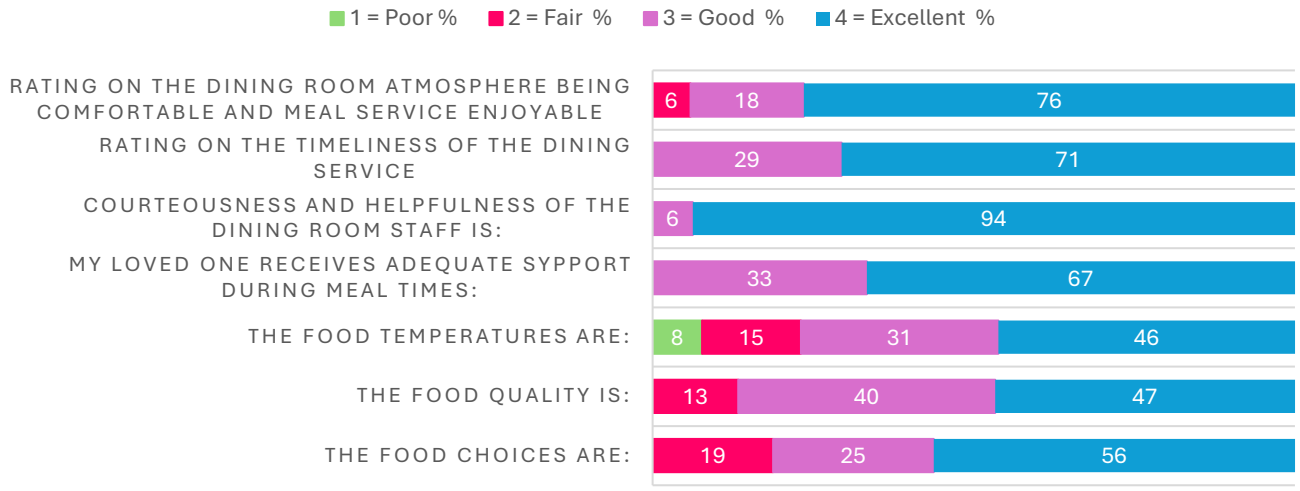

What is your rating of WFL being an exceptional place for your loved one to live in?
4 = Excellent %
81
3 = Good %
19
2 = Fair %
1 = Poor %
0
10
20
30
40
50
60
70
80
90

Woodingford Lodge Ingersoll:

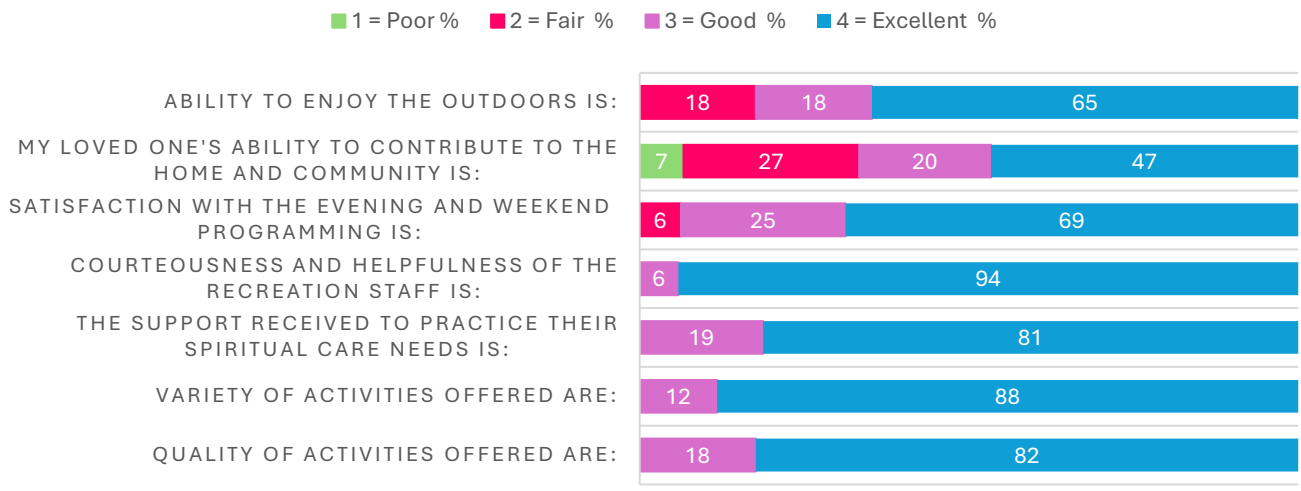




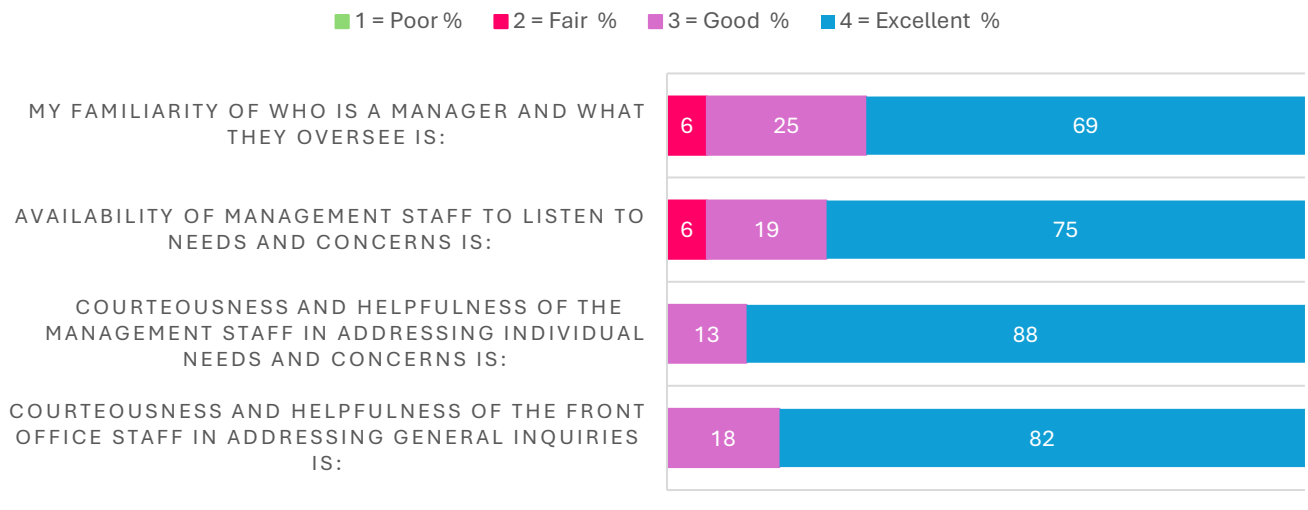
FOOD SERVICES



RECREATION SERVICES



ADMINISTRATION



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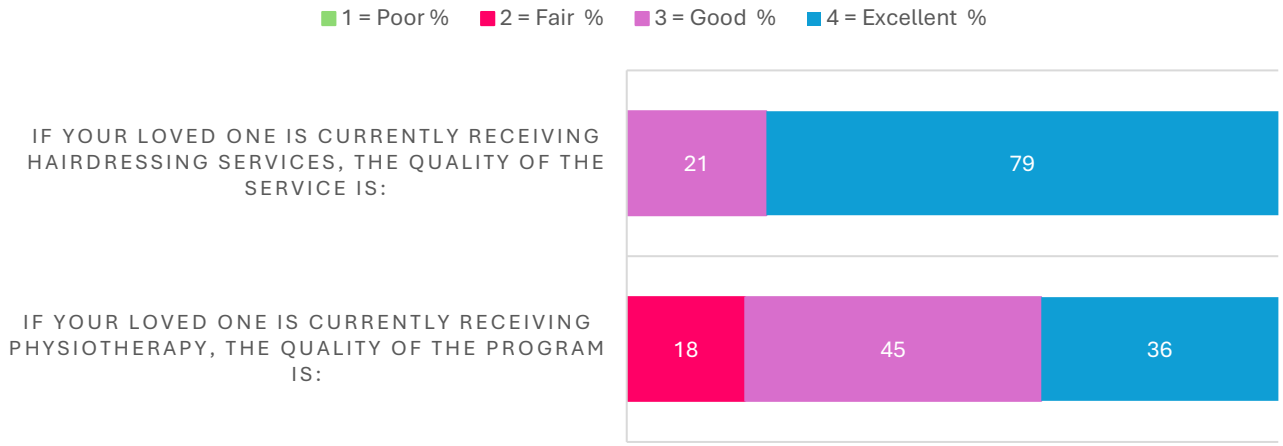
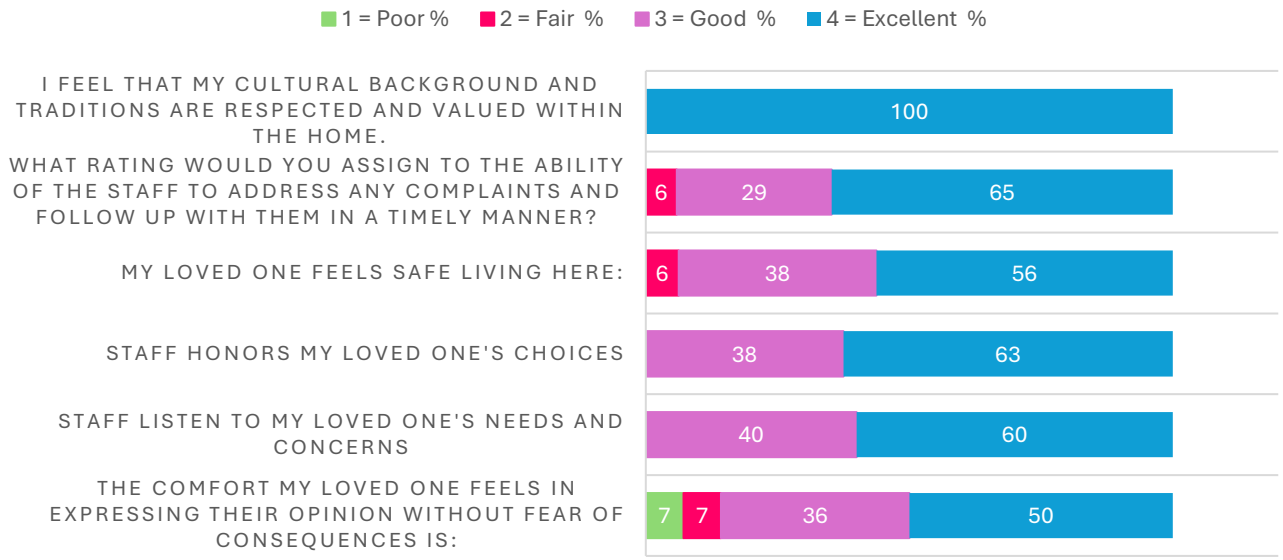
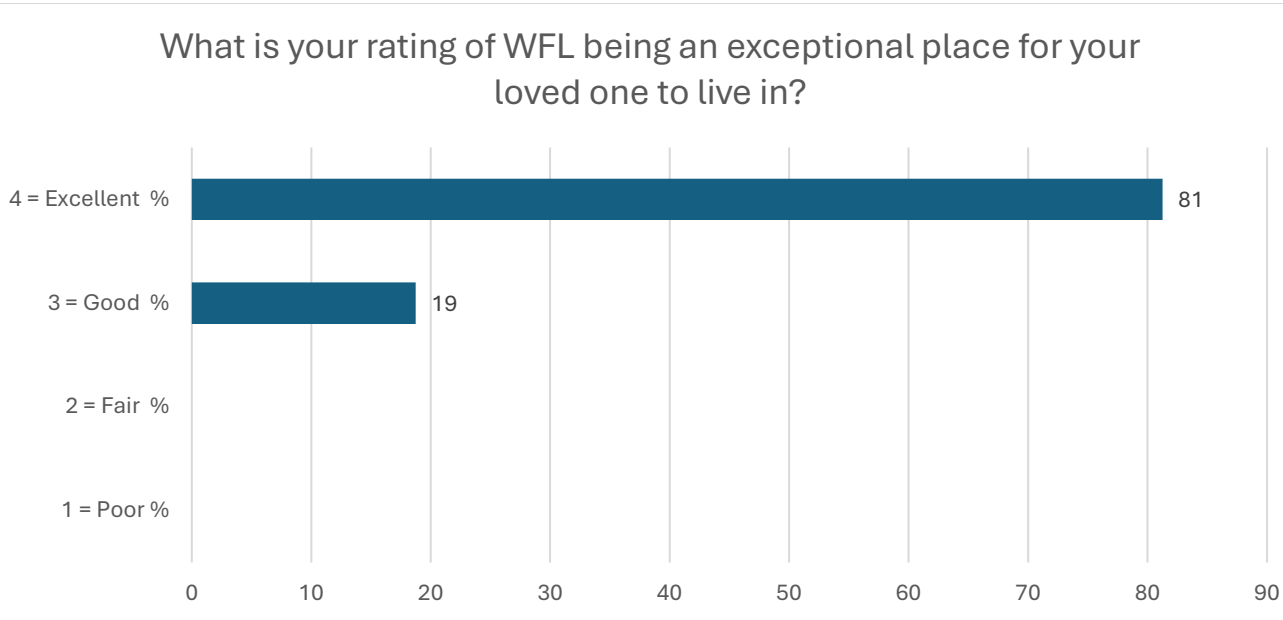


GLOBAL SATISFACTION





Attachment – Satisfaction Survey Action Plans

Woodingford Lodge Woodstock – Resident Satisfaction Survey

RESIDENT SATISFACTION SURVEY QUALITY ACTION PLAN 2025-26

2024-2027 Strategic Planning Priority: **RESIDENT SATISFACTION SURVEY ACTION PLAN 2025-2026**

Deficiency Identified through:

[ ] Auditing Process	[ ] Indicator Tracking	[ ] Risk Management Review
[ ] Complaints/Concerns	[ ] Department Review	[ ] Satisfaction Surveys
[ ] Resident Council	[ ] Family Council	[X] Other Committee Strategic planning

Identifier *List area of deficiency or non-compliance*	**Action Plan** *Provide a summary of key actions*	**Resources**	**Person Responsible** *Who is responsible to ensure the action plan is completed*	**Desired Outcome** *What will success look like? How will you know action plan is achieved?*	**Performance Indicator** *Indicate how to measure that the result has been achieved*	**Timeline** *Date from start of action plan to when expected to achieve desired results*	**Evaluation/ Date** *Date of review* *Name of Committee reviewed by* *Date reviewed by Quality Council* *Did the plan work?* *Further auditing required?*
RESIDENT CARE **My ability to be involved in decisions that relate to my care and/or medications (variance of -4 from 2024)**	Solicit feedback on RSS results to Resident Council, Family Council, and Team members and seek feedback on how to improve	RSS Results Education	Administrator	Residents participate in decisions related to their care (care conferences, medication changes)	Resident Satisfaction Survey increase of 6-8 points	Sept-Oct 2025	Quarterly
		Reg. Team and PSW meetings	Director of Care (DOC)	Spread awareness through team exchanges, dept. meetings, check in with Resident Council	Meeting minutes, team exchange forms, performance evaluations	Oct 2025 – May 2026	Monthly
	Audit PCC documentation to ensure resident feedback included	PCC Reports Documentation Audits	Director of Care	Audit PCC notes on Medication and CP Changes involve resident input/feedback	Documentation Audits *(ADD # of DOC AUDITS REQUIRED AS PER POLICY*	Oct 2025 – May 2026	Weekly

	Change SBAR to include discussing change with resident if CPS score > than 3	SBAR Template /process	Director of Care	SBAR - Reg. nurse / Medical Practitioner speaks with residents about changes to care plan/medications	SBAR Daily Audits / Follow up Documentation involves resident decision making	Oct 2025 – May 2026	Daily Documentation Review by Nurse Leadership/RNs
The assistance I receive for bathing/ showering (variance of -6 from 2024)	Seek further feedback from residents on particulars for assistance needed, educate team members, ensure quarterly check-ins with Resident Council occur to maintain satisfaction	RSS Results Team Exchange	Leadership	Discussion about residents receiving the support they need for bathing at TE	Resident Satisfaction Survey increase of 6-8 points	Annual RSS Results	Annually
		PSW meetings	Director of Care	Standing agenda at PSW meetings	Team Meeting Minutes	Oct 2025 – May 2026	Monthly
		Resident Council Meetings	Administrator	Receive specific feedback from residents	Resident Council Meeting Minutes	Quarterly	Quarterly
		RAI Quarterly Assessments	RAI - Team / Manager of Quality	Quarterly assessments review bathing/ showering routine and satisfaction level	Quarterly assessment confirms satisfaction level or if change required	Oct 2025 – May 2026	
My privacy is respected by team members (variance of -8 from 2024)	Increase in resident satisfaction related to privacy with team members AND co-residents	RSS Results	Nurse Leadership	Residents' privacy is respected by team and co-residents	Increase in satisfaction survey results by 8-10 points	Annually	Annually
	Communicate RSS results to all team members	Team Exchange / Dept. Meetings	Leadership Team	Review of Satisfaction survey results at Team Exchange	TE Form Complaints Log	Sept - Oct 2025	Monthly

				and Dept. meetings			
	Education on Resident Rights and brainstorm ways to support privacy	Annual Education	Staff Support Nurse	Privacy and Resident Rights reviewed with all team members	Annual education/ Attendance	Oct 2025 – Nov 2026	Annually
		Quality meetings	Manager of Quality	Review of education and feedback	CQI meeting minutes	Quarterly	Quarterly
My privacy is respected by fellow residents (variance of -8 from 2024)	Increase awareness of residents exploring co-resident rooms / Action plan in place	Responsive Behaviour Rounds	Nurse Leadership	Case scenarios about privacy (resident to resident) presented at Behaviour Rounds	Behaviour Rounds Notes in PCC	Sept 2025 – May 2026	Bi-Weekly
	Increase resident engagement in neighbourhoods to decrease residents entering co-resident rooms	Activity Bins / Engagement Areas	All Team Members	Use Activity Bins to engage residents with purposeful engagement	RSS Annual Survey results	Nov 2025 – Feb 2026	Monthly
				Accessibility of activity bins midway through neighbourhood with engagement bins	# of Self-Directed Activity - Activity Pro	Nov 2025 – Jan 2026	Monthly
When requested, my care services are provided in a timely manner at night (positive variance of five points, but	Review results with all team members, review call bell audits with night team monthly, re-evaluate staffing levels on nights and ensure job routines on nights are efficient	RSS Results	Nurse Leadership	Care services provided in a timely manner on nights	Increase in Satisfaction Survey results by five points	Sept - Oct 2025	Monthly
		Team Exchange	Leadership Team	Review of Satisfaction survey results	Resident Satisfaction Survey	Jan – Feb 2026	Quarterly

increase % in poor category)				with team members			
		Staffing levels	Nurse Leadership/ Administrator	Increase PSW hours on nights	Level of Care Staffing Review	June - July 2026	Twice Annually
		Job Routines	Nurse Leadership	Review job routines to ensure effectiveness/ safety	Team meeting minutes Job routines	June 2025	Re-evaluate float PSW in September 2025
		Call Bell Wait Times shared with Night Team	ADOCs	Residents receive care within average time of 2.5 minutes	Bi-Weekly Call Bell Audits / Action Plans and # of Complaints in Log	Oct 2025 – May 2026	Bi-weekly
FOOD SERVICES The food quality is (variance of -3 from 2024)	Monitor complaint log and follow up with concerns within 24 hours	RSS Results	FNM Leadership	Increase satisfaction related to food quality	Increase in Satisfaction Survey results by five points	Nov 2025 – May 2026	Annually
		Complaint Log Food Committee Meeting Minutes	Administrator FNM	Decrease # of complaints about food quarterly	# of Complaints about food in log	Sept 2025 – May 2026	Monthly
	Adjust Daily Cook Audit to invite residents to fill out comment cards rather than give verbal report to cook	Monthly Food Committee Standing Agenda	FNM / Cooks	Receive honest feedback about meals on comment cards	# of Comment Card Responses / Data	Oct 2025 – May 2026	Review Weekly
The food temperature is (variance of -1 from 2024)	Increase monitoring and auditing of food temperatures. Ensure complaints are followed up	RSS Results	FNM/AFNM	Increase satisfaction related to food temperatures	Increase in Satisfaction Survey results by five points	Annually	Annually

	within 24 hours and action plans are in place and re-evaluated regularly.	Temperature Log	FNM/AFNM	Temperatures are within range in accordance with food safety protocols	Temperature Log Audits on Health Connex	Oct 2025 – May 2026 (Health Connex Audits used)	Weekly
				Ensure food in servery is covered in between serving to maintain heat	Temperature Log Audits on Health Connex		Weekly
		Food Committee Standing Agenda	FNM/AFNM	Residents are happy with the temperature of food served	Food Committee Meeting Minutes	Nov 2025 – May 2026	Monthly
My rating on timeliness of dining room service	Residents are provided with a choice of whether they wish to sit in dining room before meal service, engagement activities are provided while in dining room, continental breakfast options are available, and table rotations are followed	RSS Results	FNM/AFNM/ DOC	Increase satisfaction scores by 10 points in 2026	RSS Results	Annually	Annually
		Meal Suite Reports	FNM/AFNM Leadership Team	Meals are being ordered at expected times each meal	Meal Suite Reports	Weekly	Monthly
		Dining Room Audits	Food Services Leadership	Residents arrive in dining room on time for meals	Dining Room Audit results on Health Connex	Weekly	Monthly
		Table Rotation Form	Food Services Leadership	Table rotations are being followed	Dining Room Audit results on Health Connex	Weekly	Monthly
			FNM/AFNM/ DOC	Meals are served immediately after being plated for tray service	RSS Results, Food Committee Meeting Minutes, Dining Room Audit	Monthly	Monthly
						Weekly	Annual

					results on Health Connex		
		Food Committee Standing Agenda	FNM/AFNM/ DOC	Residents happy with timeliness of meal service in Food committee meeting	Food Committee Meeting Minutes	Oct 2025 – May 2026	Monthly
		Recreation Supplies	Recreation Supervisor	Recreation Programs in dining rooms before meals	Self-Directed Activity - Activity Pro	Jan 2026	Mar 2026
		White boards in dining room/Book with discussion points/jokes	Recreation Supervisor	Conversation of the Day Board to spark conversation	Neighbourhood Audit identifies discussion points on white boards	Feb 2026	Mar 2026
		Provide food options for early risers and residents that sleep in	FNM/AFNM	Continental Breakfast options available for early risers / late breakfasts	# of residents who utilize continental breakfast options / care planned	Jan 2026	Mar 2026
		Countdown Clock	Recreation Supervisor	Countdown clock to mealtime provided in each dining room to inform residents when meal begins	RSS results	Jan 2026	Mar 2026
	My rating of the dining room atmosphere being comfortable and meal service enjoyable	Resident Satisfaction Survey	Food Services Leadership	Increase satisfaction scores	Increase Satisfaction Survey results by 10 points	Annually	Annual
		Food Committee		Residents report dining room	Food Committee	Jan 2026	Mar 2026

		Meeting standing agenda	Food Services Leadership	atmosphere to be more comfortable and enjoyable	meeting minutes		
		Meal Service Audit	Food Services Leadership	Audits show an increase in satisfaction	Audit on Health Connex shows increase in satisfaction rates / comments by residents	Nov 2025	Monthly
		Engagement / Activity Bins	Recreation Supervisor / FSWs	Residents are observed engaged in purposeful activity in the dining room, engaging in discussion with tablemates	Audit identifies residents engaged in activity bins / conversation with tablemates	Nov 2025	Monthly
		Behavioural management rounds	DOC/FNM	Explore supports in Behaviour Rounds for residents who have verbal behaviours in the dining room.	# of residents identified with verbal behaviours in dining room	Oct 2025	Monthly
ADMINISTRATION My familiarity of who is a manager and what they oversee	Increase interaction with residents and families through various initiatives in the home	Resident Satisfaction Survey	Leadership Team	Residents and Family / Residents understand who their Leadership team is and which department they oversee	Increase satisfaction scores by 15 points	May 2026	Annually
		Team Photos / Connections Newsletter	Administrator	Leadership is easily identified in the home	Photos of Leadership Team and their designation put in newsletter	Nov 2025	Annually

		Census	Transitions Team / Leadership Team	Leadership team introduces themselves to new residents and family upon first few days of moving in	Move-in week/Welcome New Families meetings	Jan 2025	Quarterly
		Resident Council Agenda	Leadership Team	Leadership attend Resident council meetings to discuss dept. concerns, improve knowledge on dept. responsibilities	Resident council meeting minutes	Sept 2025	Quarterly
		Name Tags	Leadership Team	Review with SLT titles to go on name tags	Leadership to have name tags with job role on it	Nov 2025	As needed
RECREATION SERVICES **The support I receive to practice my Spiritual care needs**	Increase visits with faith-based communities of all denominations. Seek clarification on from residents on what programs will meet their spiritual	RSS Results	Recreation Supervisor	Increase in satisfaction scores by five points	RSS Results	Annually	Annually
			Transitions Team / Recreation Supervisor	Transitions team sends formal letter to identified church to inform residents who have moved in and would like to see the following services.	# of community churches actively visiting the home on a regular schedule	November 2025	As needed

Woodingford Lodge Tillsonburg – Resident Satisfaction Survey

RESIDENT SATISFACTION SURVEY QUALITY ACTION PLAN 2025-26

2024-2027 Strategic Planning Priority: **RESIDENT SATISFACTION SURVEY ACTION PLAN 2025-2026**

Deficiency Identified through:
[ ] Auditing Process [ ] Indicator Tracking [ ] Risk Management Review
[ ] Complaints/Concerns [ ] Department Review [ ] Satisfaction Surveys
[ ] Resident Council [ ] Family Council [X] Other Committee Strategic planning

NOTE; This action plan for 2025 has been based on a compilation of 'good and excellent' rating results due to a smaller sample that was received during the interview process.

Identifier *List area of deficiency or non-compliance*	**Action Plan** *Provide a summary of key actions*	**Resources**	**Person Responsible** *Who is responsible to ensure the action plan is completed*	**Desired Outcome** *What will success look like? How will you know action plan is achieved?*	**Performance Indicator** *Indicate how to measure that the result has been achieved*	**Timeline** *Date from start of action plan to when expected to achieve desired results*	**Evaluation/ Date** *Date of review* *Name of Committee reviewed by* *Date reviewed by Quality Council* *Did the plan work?* *Further auditing required?*
RESIDENT CARE **My ability to be involved in decisions that relate to my care and/or medications (variance of +3 % from 2024) 1 Resident rated this as fair**	Provide feedback on RSS results and seek feedback from team on how to improve	RSS Results Education	Support Staff Nurse	Residents are involved in decisions related to their care (care conferences, medication changes)	Resident Satisfaction Survey increase of 6-8 points	Sept-Oct 2025	Quarterly
	Audit PCC documentation to ensure resident feedback included	Reg. Team and PSW meetings	ADMIN Director of Care	Audit PCC notes on Medication and CP Changes involve resident input/feedback	# of Education sessions on decision-making offered	December 2025	Quarterly
	Change SBAR to include discussing change with residents if CPS score 3 or less	PCC Reports Documentation Audits	Director of Care	SBAR - Reg. nurse / Medical Practitioner speaks with residents about changes in plan of care/medication	Documentation Audits *(ADD # of DOC AUDITS REQUIRED AS PER POLICY*	December 2025	Monthly
		SBAR Template/process	Director of Care		SBAR Daily Audits / Follow up Documentation	December 2025	Daily Documentation Reviewed by ADMIN/DOC

Identifier *List area of deficiency or non-compliance*	**Action Plan** *Provide a summary of key actions*	**Resources**	**Person Responsible** *Who is responsible to ensure the action plan is completed*	**Desired Outcome** *What will success look like? How will you know action plan is achieved?*	**Performance Indicator** *Indicate how to measure that the result has been achieved*	**Timeline** *Date from start of action plan to when expected to achieve desired results*	**Evaluation/ Date** *Date of review Name of Committee reviewed by Date reviewed by Quality Council Did the plan work? Further auditing required?*
					involves resident decision making		
The assistance I receive for bathing/ showering (variance of +3% from 2024) **1 Resident rated this indicator as fair**	Seeking further feedback from residents on particulars for assistance needed, educate team members, ensure quarterly check-ins with residents occur to maintain care plan	RSS Results Team Exchange PSW meetings Resident Council Meetings RAI Quarterly Assessments	ADMIN/DOC ADMIN/DOC Administrator RAI - Team / Manager of Quality	Discussion about residents receiving the support they need for bathing at TE Standing agenda at PSW meetings Receive specific feedback from residents Quarterly assessments review bathing/showering routine and satisfaction level	Resident Satisfaction Survey increase of 6-8 points Team Meeting Minutes Resident Council Meeting Minutes Quarterly assessment confirms satisfaction level or if change required	Annual RSS Results December 2025 Quarterly October 2025	Annually Quarterly Quarterly
Courteousness and helpfulness of the PSW staff (variance of -1 %from 2024)	Provide feedback of RSS to PSW team members. Seek feedback from Resident's on incidents	TE review Education Resident council meeting reviews	DOC /ADMIN Education lead Rec Manager		RSS increase by 2 points in 2026 All results to be good or excellent	Annual RSS Results	

Identifier *List area of deficiency or non-compliance*	**Action Plan** *Provide a summary of key actions*	**Resources**	**Person Responsible** *Who is responsible to ensure the action plan is completed*	**Desired Outcome** *What will success look like? How will you know action plan is achieved?*	**Performance Indicator** *Indicate how to measure that the result has been achieved*	**Timeline** *Date from start of action plan to when expected to achieve desired results*	**Evaluation/ Date** *Date of review* *Name of Committee reviewed by* *Date reviewed by Quality Council* *Did the plan work?* *Further auditing required?*
		Standing item at monthly PSW meetings				Monthly	
Courteousness of and helpfulness of RTMS (variance of -1 %from 2024)	Provide feedback of RSS to PSW team members. Seek feedback from Resident's on incidents	TE Review Education Resident council Review Standing item at monthly RTM meetings	ADMIN/DOC Education coordinator Rec Manager		RSS survey results increase by 2 points in 2026 All results to be good or excellent	Annual RSS Results Monthly	
Medical Practitioners are available and ensure my needs are addressed (-1% variance from 2024)	Seek further feedback from Residents related to identifying deficits in care.		ADMIN/DOC		RSS survey results increase by 2-3 points With all results to be good or excellent	Annual RSS Results	
HOUSEKEEPING AND BUILDING SERVICES Overall laundry service is (+5% from 2024)	Review overall results for this department with contracted agency (TDMH) Monitor all stained linens as received from contracted agency Review process from laundering (chemicals) for personal items laundered on site. Consider process change in 2025 for overall laundering services.	Laundry audits	DOC/ Environment Manager		RSS survey results increase in 5 points with shift of results to be greater in the excellent rating Evaluate audits monthly for ongoing concerns and improvement	Annual RSS Results Monthly	
FOOD SERVICES The food choices are	Monitor complaint log and follow up with concerns within 24 hours	RSS Results	FNM Leadership	Increase satisfaction related to food choices	Increase in Satisfaction Survey results by 15points	Annually	Annually

Identifier *List area of deficiency or non-compliance*	**Action Plan** *Provide a summary of key actions*	**Resources**	**Person Responsible** *Who is responsible to ensure the action plan is completed*	**Desired Outcome** *What will success look like? How will you know action plan is achieved?*	**Performance Indicator** *Indicate how to measure that the result has been achieved*	**Timeline** *Date from start of action plan to when expected to achieve desired results*	**Evaluation/ Date** *Date of review Name of Committee reviewed by Date reviewed by Quality Council Did the plan work? Further auditing required?*
(variance of +2% from 2024) with ratings of 1 poor and 2 fair **Food quality is (+1% from 2024) 2 poor**	Improve accessibility and response rate from food comment cards Monitor complaint log and follow up with concerns within 24 hours Improve accessibility and response rate from food comment cards	Food Committee Meeting Minutes Monthly Food Committee Standing Agenda	Administrator FNM FNM / Cooks	Decrease # of complaints about food quarterly Receive honest feedback about meals on comment cards	# of Complaints about food in Log # of Comment Card Responses / Data RSS is going forward to move poor ratings to good or excellent	September 2025 October 2025	Monthly Review Weekly
The food temperature is (variance of -5% from 2024) ratings 1 poor and 6 fair	Increase monitoring and auditing of food temperatures. Ensure complaints are followed up within 24 hours and action plans are in place and re-evaluated regularly.	RSS Results Temperature Log Food Committee Standing Agenda	FNM/AFNM FNM/AFNM FNM/AFNM	Increase satisfaction related to food temperatures Temperatures are within range in accordance with food safety protocols Residents are happy with the temperature of food served	Increase in Satisfaction Survey results by 5 points. Results of poor or fair to move to good and excellent. Temperature Log Audits on Health Connex Food Committee Meeting Minutes	Annually October 2025 (Health Connex Audits used)	Annually Weekly Monthly

Identifier *List area of deficiency or non-compliance*	**Action Plan** *Provide a summary of key actions*	**Resources**	**Person Responsible** *Who is responsible to ensure the action plan is completed*	**Desired Outcome** *What will success look like? How will you know action plan is achieved?*	**Performance Indicator** *Indicate how to measure that the result has been achieved*	**Timeline** *Date from start of action plan to when expected to achieve desired results*	**Evaluation/ Date** *Date of review* *Name of Committee reviewed by* *Date reviewed by Quality Council* *Did the plan work?* *Further auditing required?*
RECREATION SERVICES **The support I receive to practice my Spiritual care needs (0% from 2024)**	Increase visits with faith-based communities of all denominations. Seek clarification from residents on what programs will meet their spiritual. **Resident Program Manager to be involved in recreation calendar revisions monthly.**		Recreation team Recreation and Transition team	Increase in satisfaction scores by 9 points Transitions team sends formal letters to identify churches to inform residents who have moved in and would like to see the following services.	RSS Results # of community churches actively visiting the home on a regular schedule	Annually November 2025	
Courteousness and helpfulness of the recreation staff is (0% from 2024) Ratings 10 good	Collect feedback from Resident and family councils related to this indicator with implementation of items reported.		Recreation manager	This indicator improves by 5 points in next RSS with an increase in the excellent rating	RSS Results	December 2025	
My satisfaction with the evening and weekend programming (+40% from 2024) Ratings of 3 fair, 11 good with no excellent ratings	Audit of monthly recreation calendars to determine percentages and review areas of improvement. **Resident Program Manager to be involved in recreation calendar revisions monthly.**		Recreation manager	Residents to express improved satisfaction with evening and weekend programming with Resident preferences accommodated.	To achieve excellent ratings in the coming RSS	2026	
My ability to contribute to Home and community is (+1% from 2024)	Meet with Residents to determine specific goals for this indicator. Continuing with programming involving community partners, food bank donations, community		ADMIN /Resident Program manager /Recreation team	Improve this indicator by 5 points with an increase in the excellence rating	RSS Results	2026	

Identifier *List area of deficiency or non-compliance*	**Action Plan** *Provide a summary of key actions*	**Resources**	**Person Responsible** *Who is responsible to ensure the action plan is completed*	**Desired Outcome** *What will success look like? How will you know action plan is achieved?*	**Performance Indicator** *Indicate how to measure that the result has been achieved*	**Timeline** *Date from start of action plan to when expected to achieve desired results*	**Evaluation/ Date** *Date of review* *Name of Committee reviewed by* *Date reviewed by Quality Council* *Did the plan work?* *Further auditing required?*
Ratings 1 fair, 8 good, 1 excellent	support initiatives, Mother goose sessions.		members within in the home.				
ADMINISTRATION Courteousness and helpfulness of the front office staff in addressing general inquiries (+2% from 2024) 18% of surveys rated this indicator as excellent	Education for front office staff related to communication and managing inquiries consistently between sites.	Resident council meetings	Education lead ADMIN/DOC	Residents express that all inquiries are responded timely and with a positive approach.	RSS results as well as feedback as received. This indicator to improve in the excellent rating by 5 points in 2026	Quarterly	Quarterly
Availability of Management staff to listen to your needs and concerns (-3% from 2024) ratings 1 fair, 6 good	Survey the Residents related to areas of deficit of supports. Review complaint log for trends. Ensure that manager is present in the neighborhoods with feedback being sought out.	Admin monthly scheduled posting Education and postings related to alternate contacts when manager not in the home. Review with Residents at annual care conferences the availability of the manager and how to contact the manager when not in the home.	ADMIN	Residents express an increase in satisfaction related to management presence.	This indicator improves in the excellent rating in upcoming surveys	Quarterly	Quarterly

Identifier *List area of deficiency or non-compliance*	**Action Plan** *Provide a summary of key actions*	**Resources**	**Person Responsible** *Who is responsible to ensure the action plan is completed*	**Desired Outcome** *What will success look like? How will you know action plan is achieved?*	**Performance Indicator** *Indicate how to measure that the result has been achieved*	**Timeline** *Date from start of action plan to when expected to achieve desired results*	**Evaluation/ Date** *Date of review Name of Committee reviewed by Date reviewed by Quality Council Did the plan work? Further auditing required?*
My familiarity of who is a manager and what they oversee (+10% from 2024) ratings 1 poor, 1 fair, 5 good	Increase interaction with residents and families through various initiatives in the home. To increase the Resident and family awareness of the various roles supporting the Residents within the home.	Resident Satisfaction Survey	Leadership Team	Residents and Family understand who their Leadership is and which department they oversee	Increase satisfaction scores by 15 points	Annually	Annually
		Team Photos	Administrator		Photos of Leadership Team and their designation put in newsletter	November 2025	Annually
		Connections Newsletter	Recreation Supervisor		Leader photo connected to their section in newsletter	November 2025	Annually
		Census	Leadership Team	ADMIN /DOC introduces themselves to new residents and family upon first few days of moving in	Leadership introductions to new residents/families at time of move in.	Ongoing	Quarterly
		Resident Council Meetings	Leadership Team / Recreation Supervisor	ADMIN continues to facilitate RC meetings to discuss dept. concerns, improve knowledge on dept. responsibilities	Leadership to attend Resident Council meetings	Quarterly	Quarterly

Identifier *List area of deficiency or non-compliance*	**Action Plan** *Provide a summary of key actions*	**Resources**	**Person Responsible** *Who is responsible to ensure the action plan is completed*	**Desired Outcome** *What will success look like? How will you know action plan is achieved?*	**Performance Indicator** *Indicate how to measure that the result has been achieved*	**Timeline** *Date from start of action plan to when expected to achieve desired results*	**Evaluation/ Date** *Date of review* *Name of Committee reviewed by* *Date reviewed by Quality Council* *Did the plan work?* *Further auditing required?*
		Name Tags (with revisions)	Administrator	Review with SLT titles to go on name tags	Leadership to have name tags with job role on it	October 2025	Annually
GLOBAL SATISFACTION The comfort I feel in expressing my opinion without fear of consequences (-2 from 2024) ratings 1 fair, 11 good	Educate team members on active listening and communication during times of Residents concerns. DOC/ADMIN to follow up on all reports of concerns from Residents and or family members	Concern/complaint reports/logs	Education coordinator DOC /ADMIN	This indicator to increase the excellent rating by 5 points in the next RSS			

Woodingford Lodge Ingersoll – Resident Satisfaction Survey

QUALITY ACTION PLAN

Department/Service and Date: **Ingersoll Resident Satisfaction Survey WFL September 2026**

Deficiency Identified through:

[ ] Auditing Process	[ ] Indicator Tracking	[ ] Risk Management Review
[ ] Complaints/Concerns	[ ] Department Review	[x] Satisfaction Surveys
[ ] Resident Council	[ ] Family Council	[ ] Other committee

Identifier *List area of deficiency or non-compliance*	**Action Plan** *Provide a summary of key actions*	**Resources**	**Person Responsible** *Who is responsible to ensure the action plan is completed*	**Desired Outcome** *What will success look like? How will you know action plan is achieved?*	**Performance Indicator** *Indicate how to measure that the result has been achieved*	**Timeline** *Date from start of action plan to when expected to achieve desired results*	**Evaluation/ Date** *Date of review* *Name of Committee reviewed by* *Date reviewed by Quality Council* *Did the plan work?* *Further auditing required?*
RESIDENT CARE **My ability to be involved in decisions that relate to my care and/or medications**	Provide feedback on Resident Satisfaction Survey results and seek feedback from team on how to improve	RSS Results Education	Director of Care	Residents are involved in decisions related to their care (care conferences, medication changes)	Resident Satisfaction Survey increase of 6-8 points	Oct 2025 October 2025	Quarterly Quarterly
	Audit PCC documentation to ensure resident feedback included	Reg. Team and PSW meetings	Director of Care	Audit PCC notes on Medication and CP Changes involve resident input/feedback	Education sessions on decision-making offered	October 2025	Monthly
	Change SBAR to include discussing change with resident if CPS score > than 3	PCC Reports Documentation Audits. SBAR Template/process	Director of Care	SBAR - Reg. nurse / Medical Practitioner speaks with resident about	SBAR Daily Audits / Follow up Documentation involves resident decision making	October 2025	Daily Documentation Review by DOC

The assistance I receive for bathing/ showering	Seek further feedback from residents on particulars for assistance needed, educate team members, ensure quarterly check-ins with residents occur to maintain care plan.	Resident Satisfaction Service Results Team Exchange PSW meetings Resident Council Meetings RAI Quarterly Assessments	Leadership Director of Care RAI - Team	Discussion about residents receiving the support they need for bathing at Team Exchange Standing agenda at PSW meetings Receive specific feedback from residents Quarterly assessments review bathing/showering routine and satisfaction level	Resident Satisfaction Survey increase of 5% points Team Meeting Minutes Resident Council Meeting Minutes Quarterly assessment confirms satisfaction level or if change required	Annual RSS Results November 2025 Quarterly December 2025	Annually Quarterly Quarterly
My privacy is respected by fellow residents	Increase awareness of residents exploring co-resident rooms / Action plan in place Increase resident engagement in neighbourhoods to decrease residents entering co-resident rooms.	Responsive Behaviour Rounds Activity Bins / Engagement Areas	DOC All Team Members	Case scenarios about privacy residents presented at Behaviour Rounds Use Activity Bins to engage residents with purposeful engagement Accessibility of activity bins in lounges in the neighbourhoods	Behaviour Rounds Notes in PCC RSS Annual Survey results	November 2025 November 2025 November 2025	Bi-Weekly Monthly Monthly

FOOD SERVICES: The food temperature is…	Increase monitoring and auditing of food temperatures. Ensure complaints are followed up within 24 hours and action plans are in place and re-evaluated regularly.	RSS Results Temperature Log Food Committee Standing Agenda	FNM/AFNM FNM/AFNM FNM/AFNM	Increase satisfaction related to food temperatures Temperatures are within range in accordance with food safety protocols Residents are happy with the temperature of food served	Increase in Satisfaction Survey results by 5 points Temperature Log Audits on Health Connex Food Committee Meeting Minutes	Annually October 2025 (Health Connex Audits used)	Annually Weekly Monthly
Courteousness and helpfulness of the dining server is:	Seek feedback from Resident Council. Provide feedback of RSS to housekeeping/laundry team.	Resident Council Meeting	DOC /Admin Supervisor of Nutritional Service	Improved satisfaction. Positive feedback from RC.	RSS increase by 5% in 2026 All results to be good or excellent	October 2025 January 2026	Annually Quarterly
RECREATION SERVICES **The support I receive to practice my Spiritual care needs**	Increase visits with faith-based communities of all denominations. Seek clarification on from residents on what programs will meet their spiritual	RSS Results	Recreation Team Members Transitions Team	Increase in satisfaction scores by 5 points Transitions team sends formal letters to identify churches to inform residents who have moved in and would like to see the following services.	RSS Results	Annually December 2025	Annually As needed

Satisfaction with evening and weekend programs	Recreation team to review the quality and variety of evening and weekend programs to ensure they are meeting the interests of the current residents.	Recreation Assessment		Increased satisfaction with evening and weekend programs.	5% increase on the 2026 Resident Satisfaction Survey	Monthly	Quarterly Recreation Meetings - review participation levels, refresh programming, ensure needs assessment is completed with new and changing residents
	Supervisor to review/audit Activity PRO attendance records for current evening and weekend programs.	Activity Pro / Calendars	Recreation Team		Activity Pro engagement/attendance levels Recreation Audits	Monthly	
	Discuss satisfaction survey at Resident Council. Receive calendar feedback	Calendars Feedback from RC	Recreation Supervisor	Positive feedback from RC.	Activity Pro / RC meeting minutes	October 2025	
HOUSE-KEEPING AND LAUNDRY SERVICES:	Seek feedback from Resident Council.	Resident Council Meeting	DOC/ Admin	Increase in satisfaction.	Increase satisfaction by 5%	October 2025	Annually
Courteousness and helpfulness of the Housekeeping/ Laundry team is:	Provide feedback of RSS to housekeeping/laundry team.	Team Exchange	DOC/Admin	Positive feedback from RC.		November and December 2025	Quarterly
	Have all housekeeping staff take part in Customer service and resident centered care training						Annually

PENDING ITEMS **Copied for Council Meeting of January 28, 2026**

Council Meeting Date	Issue	Pending Action	Lead Dept.	Status
06/14/23	Delegation from Ingersoll and Area Indigenous Solidarity and Awareness Network	Resolved that the information provided by Delegations 6.1 to 6.3 inclusive on the Open meeting agenda of June 14, 2023 be received; And further, that staff prepare a report for Council's consideration on ways the County can work towards truth and reconciliation.	CAO	TBA
11-13-24	Updates to County and Area Municipal Growth Forecasts	Resolved that staff return a report on the current and projected costs of direct and indirect services delivered by Oxford County, and the cost of services financed by Oxford County; and,That Staff return a report on what level of growth Oxford can sustainably be accommodated;	FIN/CP	TBA
11/27/24	City of Woodstock Building Faster Fund	Resolved that Council receive the letter from the City of Woodstock and that County staff return with a report on how the BFF funding can be utilized for the development of a Homelessness Service Centre with a focus on transitioning people out of homelessness within the County of Oxford.	HS	TBA
09/10/25	Southwestern Public Health Food Insecurity Presentation	Resolved the Correspondence Item 7.1 on the Open Agenda of September 10, 2025, be received; And further that Oxford County Council direct staff to return with a report on the status of activity on each of the Nine (9) recommendations contained in the Food Insecurity Presentation.	CAO	TBA
09/10/25	Building Healthier Communities Together	Resolved that the Correspondence Item 7.2 on the Open Agenda of September 10, 2024, be received; And further that Oxford County Council direct Oxford Staff to work with SWPH Staff on how the SWPH Public Health & the Build Environment report could be implemented to the benefit of all Oxford residents.	CP	TBA
11/12/25	Town of Tillsonburg Council Decision Letter - October 14, 2025 - 400 Simcoe Street E&E McLaughlin	Resolved that Correspondence Item 7.1 on the Open Meeting Agenda of November 12, 2025, be received and that County staff respond to the request. The Town of Tillsonburg requests support from the County of Oxford to pursue inclusion of the 400 Simcoe Street property as part of the Municipality of the Town of Tillsonburg.	PW/CP	TBA
12/10/25	Oxford County Community Planning Fees and Charges	Resolved that County Staff be requested to prepare a report by the end of the second quarter of 2026 if possible, and therefore in time for Council's consideration as part of the 2027 Business Plan and Budget process, that considers the costs of the County's planning service that are funded through taxation versus planning application related fees, to ensure they appropriately reflect the costs and benefits attributable to both sources of funding.	FIN/CP	TBA

COUNTY OF OXFORD

BY-LAW NO. **6798-2026**

BEING a By-Law to adopt Amendment Number 347 to the County of Oxford Official Plan.

WHEREAS, Amendment Number 347 to the County of Oxford Official Plan has been recommended by resolution of the Council of the Town of Tillsonburg and the County of Oxford has held a public meeting and has recommended the Amendment for adoption.

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

1. That Amendment Number 347 to the County of Oxford Official Plan, being the attached explanatory text, is hereby adopted.

2. This By-Law shall come into force and take effect on the day of the final passing thereof.

READ a first and second time this 28th day of January, 2026.

READ a third time and finally passed this 28th day of January, 2026.

MARCUS RYAN, WARDEN

LINDSEY MANSBRIDGE, CLERK

AMENDMENT NUMBER 347

TO THE COUNTY OF OXFORD OFFICIAL PLAN

the following text and Plan designated Schedule “A”, attached hereto, constitute Amendment Number 347 to the County of Oxford Official Plan.

1.0 PURPOSE OF THE AMENDMENT

The purpose of the Amendment is to re-designate certain lands in the Town of Tillsonburg from 'Low Density Residential' and 'Environmental Protection' to 'Medium Density Residential' with special development policies, to facilitate the development of a four storey, 47 unit apartment development.

2.0 LOCATION OF LANDS AFFECTED

This Amendment applies to lands located at Lots 25 & 26, and Part of Willow Street, Plan 966 in the Town of Tillsonburg. The lands front on the south side of Earle Street, east side of Cedar Street, and west side of Pine Avenue, and are municipally known as 31 Earle Street, Town of Tillsonburg.

3.0 BASIS FOR THE AMENDMENT

The amendment has been initiated to redesignate an approximately 0.54 ha (1.33 ac) portion of the subject lands from 'Low Density Residential' and 'Environmental Protection' to 'Medium Density Residential' with special development policies to facilitate the development of the lands for a four storey, 47 unit apartment building.

Additionally, the amendment will remove the underlying designation of 'Public Elementary School' from Schedule T-3 of the Official Plan to recognize the use of the lands for residential purposes.

It is the opinion of Council that the amendment is consistent with the policies of the PPS as the development is an efficient use of land and municipal services within a fully serviced settlement area. The development also contributes to housing types and densities required to meet the projected requirements of current and future residents of the Town and the broader regional market area. Further, the proposed development supports the strategic initiatives and objectives of the Official Plan with respect to ensuring that adequate affordable housing for low and moderate income households is available in the Town of Tillsonburg.

Council is further satisfied that the Official Plan criteria respecting the designation of the lands for Medium Density Residential purposes have been satisfactorily addressed.

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.

While the subject lands do not provide direct access to an arterial road, Simcoe Street, an arterial road on the Transportation Network Plan (Schedule T-4), is within 200 m of the subject lands. The subject lands are in close proximity to Elliot

Fairbairn Park, Coronation Park, Annadale Public School, and are less than 300 m from designated shopping areas on Simcoe Street. Adequate servicing capacity exists to serve the proposed development, and the development will be subject to site plan approval, where matters related to servicing, landscaping, fencing, grading, access and parking will be addressed to the satisfaction of the Town and County.

The proposed net residential density of the site is higher than what is contemplated by the Medium Density Residential designation, however, the height (4 storeys) and built form (low rise apartment) of the proposed development is consistent with the housing type and built form permitted in the Medium Density designation and the presence of affordable housing units will contribute to the County's target goal for affordable housing.

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

4.0 DETAILS OF THE AMENDMENT

4.1 That Section 8.2.5 – *Medium Density Residential Areas*, as amended, is hereby further amended by adding the following specific development policy at the end of Section 8.2.5.2 – *Special Development Policies*:

"8.2.5.2.3 South side of Earle Street, between Cedar Street and Pine Avenue, Town of Tillsonburg (31 Earle Street).

Location Lots 25 & 26, and Part of Willow Street, Plan 966 in the Town of Tillsonburg, south side of Earle Street, east side of Cedar Street and west side of Pine Avenue, Town of Tillsonburg.

Policies Notwithstanding Section 8.2.5, *Medium Density Residential*, or any other relevant policies of the Official Plan to the contrary, the maximum net residential density in the Medium Density Residential designation on this site shall not exceed 87 units per hectare (36 units per acre), and the minimum net residential density shall be 31 units per hectare (13 units per acre)."

4.2 That Schedule "T-2" – Town of Tillsonburg Residential Density Plan, is hereby amended by changing the land use designation of those lands identified as "ITEM 1" on Schedule "A" attached hereto from "Low Density Residential" to "Medium Density Residential".

4.3 That Schedule "T-2" – Town of Tillsonburg Residential Density Plan, is hereby amended by changing the land use designation of those lands identified as "ITEM 2" on Schedule "A" attached hereto from "Environmental Protection" to "Medium Density Residential".

4.4 That Schedule “T-3” – Town of Tillsonburg Leisure Resources and School Facilities Plan, is hereby amended by removing the designation of ‘Public Elementary School’ from those lands identified as “ITEM 1” on Schedule “A”.

5.0 IMPLEMENTATION

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

6.0 INTERPRETATION

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

SCHEDULE "A"

AMENDMENT No. 347

TO THE

COUNTY OF OXFORD OFFICIAL PLAN

SCHEDULE "T-2"

TOWN OF TILLSONBURG

RESIDENTIAL DENSITY PLAN

- AREA OF THIS AMENDMENT

ITEM 1 - CHANGE FROM LOW DENSITY RESIDENTIAL TO MEDIUM DENSITY RESIDENTIAL

ITEM 2 - CHANGE FROM ENVIRONMENTAL PROTECTION TO MEDIUM DENSITY RESIDENTIAL

RESIDENTIAL DENSITY PLAN LEGEND

- LOW DENSITY RESIDENTIAL
- OPEN SPACE
- ENVIRONMENTAL PROTECTION
- PROPOSED PARK

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SCHEDULE "A"

AMENDMENT No. 347

TO THE

COUNTY OF OXFORD OFFICIAL PLAN

SCHEDULE "T-3"

TOWN OF TILLSONBURG

LEISURE RESOURCES AND SCHOOL FACILITIES PLAN

Metres

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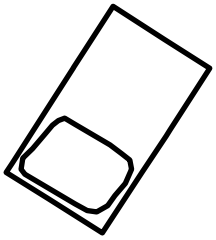

- AREA OF THIS AMENDMENT

ITEM 1 - REMOVE FROM PUBLIC ELEMENTARY SCHOOL

LEISURE RESOURCES AND SCHOOL FACILITIES PLAN LEGEND

- OPEN SPACE
- ENVIRONMENTAL PROTECTION
- PUBLIC ELEMENTARY SCHOOL
- FLOODLINE

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COUNTY OF OXFORD

BY-LAW NO. **6799-2026**

BEING a By-Law to remove certain lands from Part Lot Control.

WHEREAS, **CACHET DEVELOPMENTS (WOODSTOCK) INC.**, has applied to the County of Oxford to delete, by by-law, certain lands for seventeen (17) residential lots in a registered subdivision from Part Lot Control;

AND WHEREAS Subsection 50(5) of the Planning Act states that all lands located within a registered plan of subdivision are subject to Part Lot Control;

AND WHEREAS pursuant to Subsection 77(1) of the Planning Act, R.S.O. 1990, c. P.13, as amended, the County of Oxford may pass a by-law under subsection 50(7) of the Planning Act, R.S.O. 1990, Chapter P.13, as amended;

NOW THEREFORE, the Council of the County of Oxford enacts as follows:

1. Pursuant to subsection 50(7), subsection 50(5) of the Planning Act, R.S.O. 1990, c. P.13, as amended, does not apply to:

   Block 125, Registered Plan 41M-401, designated as PARTS 1-15 on Reference Plan 41R-10918, City of Woodstock, County of Oxford, and;

   Blocks 134 & 136, Registered Plan 41M-401, designated as PARTS 1-32 on Reference Plan 41R-10932, City of Woodstock, County of Oxford.

2. It being pointed out that these lands are zoned Residential Type 3 – Special Zone (R3-55) in the City of Woodstock Zoning By-Law No. 8626-10, as amended.

3. Pursuant to subsection 50 (7.3) of the Planning Act, R.S.O. 1990, c. P.13, as amended, this By-Law shall expire on **January 28th, 2027,** unless it shall have prior to that date been repealed or extended by the Council of the County of Oxford.

4. That this By-Law shall become effective on the date of third and final reading.

READ a first and second time this 28th day of January, 2026.

READ a third time and finally passed this 28th day of January, 2026.

MARCUS RYAN, WARDEN

LINDSEY MANSBRIDGE, CLERK

COUNTY OF OXFORD

BY-LAW NO. 6800-2026

Being a By-law to confirm all actions and proceedings of the Council of the County of Oxford at the meeting at which this By-law is passed.

The Council of the County of Oxford enacts as follows:

1. That all decisions made by Council at the meeting at which this By-law is passed, in respect of each report, resolution or other action passed and taken by the Council at this meeting, are hereby adopted, ratified and confirmed.

2. That the Warden and/or the proper officers of the County are hereby authorized and directed to do all things necessary to give effect to the said decisions referred to in Section 1 of this By-law, to obtain approvals where required, and except where otherwise provided, to execute all necessary documents and the Clerk is hereby authorized and directed to affix the corporate seal where necessary.

3. That nothing in this By-law has the effect of giving to any decision the status of a By-law where any legal prerequisite to the enactment of a specific By-law has not been satisfied.

4. That all decisions, as referred to in Section 1 of this By-law, supersede any prior decisions of Council to the contrary.

READ a first and second time this 28th day of January, 2026.

READ a third time and finally passed this 28th day of January, 2026.

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MARCUS RYAN, WARDEN

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LINDSEY A. MANSBRIDGE, CLERK