

To: Warden and Members of County Council

From: Director of Community Planning

**Applications for Official Plan Amendment and
Plan of Subdivision
OP 22-11-7; SB 22-01-7
Victoria Wood (Tillsonburg-West) GP Inc.**

RECOMMENDATIONS

1. That Oxford County Council approve Application OP 22-11-7, submitted by Victoria Wood (Tillsonburg-West) GP Inc., for lands legally described as Part of Lots 8 & 9, Concession 11 (Dereham) and Part of Lot 8, Concession 12 (Dereham) in the Town of Tillsonburg, to amend the present extent and location of the existing High and Medium Density Residential designations to facilitate the development of the subject lands for residential development;
2. And further, that Council approve the attached Amendment No. 293 to the County of Oxford Official Plan and that the necessary by-law to approve Amendment No. 293 be raised;
3. And further, that Oxford County Council grant draft approval to a proposed residential subdivision, File No. SB 22-01-7, submitted by Victoria Wood (Tillsonburg-West) GP Inc., for lands legally described as Part of Lots 8 & 9, Concession 11 (Dereham) and Part of Lot 8, Concession 12 (Dereham) in the Town of Tillsonburg, subject to the conditions attached to this report as Attachment 4 being met prior to final approval.

REPORT HIGHLIGHTS

- The amendment to the Official Plan proposes to amend the extent and location of the existing High and Medium Density Residential Areas within the proposed plan of subdivision.
- The proposed plan of subdivision consists of 26 blocks for single-detached dwellings, 3 blocks for a mix of single detached dwellings and townhouse dwellings, 2 blocks for street fronting townhouse dwellings, 2 blocks for medium density development, and 1 block for high density development, one park block, 2 blocks for stormwater management, one open space block, and three walkway blocks, served by nine new local streets and extensions of Esseltine Drive, Dereham Drive, and Grandview Drive.

- Planning staff recommend that the proposed Official Plan Amendment and draft plan of subdivision be approved as the proposal is consistent with the relevant policies of the Provincial Policy Statement and supports the strategic initiatives and objectives of the Official Plan.

Implementation Points

This application will be implemented in accordance with the relevant objectives, strategic initiatives and policies contained 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 July 27, 2022, and notice of public meeting was issued on March 13, 2023. At the time of writing this report, concerns have been received from the public respecting traffic, access, proposed density, and land use compatibility from residents of the adjacent Baldwin Place development.

Strategic Plan (2020-2022)

					
WORKS WELL TOGETHER	WELL CONNECTED	SHAPES THE FUTURE	INFORMS & ENGAGES	PERFORMS & DELIVERS	POSITIVE IMPACT
		3.ii			

DISCUSSION

Background

Owner: Victoria Wood (Tillsonburg-West) GP Inc.
145 Adelaide Street West, Suite 500, Toronto ON M5H 4E5

Agent: Andrea Sinclair, MCIP RPP, MHBC Planning
540 Bingemans Centre Drive, Suite 200, Kitchener ON N2B 3X9

Location:

The subject lands are described as Part of Lots 8 & 9, Concession 11 (Dereham), and Part of Lot 8, Concession 12 (Dereham) in the Town of Tillsonburg. The lands are located on the south side of Concession Street West, west of Quarter Town Line. The lands do not currently have a civic address.

County of Oxford Official Plan:

Existing Designation:

Schedule "T-1"	Town of Tillsonburg Land Use Plan	Residential Open Space
Schedule "T-2"	Town of Tillsonburg Residential Density Plan	Low Density Residential Medium Density Residential High Density Residential

Proposed Designations:

Schedule "T-1"	Town of Tillsonburg Land Use Plan	Residential Open Space
Schedule "T-2"	Town of Tillsonburg Residential Density Plan	Low Density Residential Medium Density Residential High Density Residential
Schedule "T-3"	Town of Tillsonburg Leisure Resources & School Facilities Plan	Neighbourhood Park
Schedule "T-4"	Town of Tillsonburg Transportation Network Plan	Collector Road (Dereham Drive)

Town of Tillsonburg Zoning By-law 3295:

Existing Zoning: Future Development Zone (FD)

Proposed Zoning: Special Low Density Residential Type 2 Zone (R2-sp)
Special Low Density Residential Type 3 Zone (R3-sp)
Special Medium Density Residential Zone (RM-sp)
Special High Density Residential Zone (RH-sp)
Passive Use Open Space Zone (OS1)
Active Use Open Space Zone (OS2)

Proposal:

The proposed Official Plan Amendment (OPA) would amend the present extent and location of the existing High and Medium Density Residential designations as shown on Schedule “T-2,” Town of Tillsonburg Residential Density Plan. The OPA would also identify the proposed neighbourhood park within the plan of subdivision on Schedule “T-3”, Town of Tillsonburg Leisure Resources and School Facilities Plan.

The application for Draft Plan of Subdivision will facilitate the creation of 26 blocks for single-detached dwellings, 3 blocks for a mix of single detached dwellings and townhouse dwellings, 2 blocks for street fronting townhouse dwellings, 2 blocks for medium density development, and 1 block for high density development, one park block, 2 blocks for stormwater management, one open space block, and three walkway blocks, served by nine new local streets and extensions of Esseltine Drive, Dereham Drive, and Grandview Drive. Although the residential blocks have not been divided, the range of residential units that could be accommodated in the plan is estimated to be between 699 and 1113.

The Zone Change application proposes to rezone the lands from ‘Future Development Zone (FD) to ‘Special Low Density Residential Type 2 Zone (R2-sp)’, ‘Special Low Density Residential Type 3 Zone (R3-sp)’, ‘Special Medium Density Residential Zone (RM-sp)’, ‘Special High Density Residential Zone (RH-sp)’, ‘Passive Use Open Space Zone (OS1)’, and ‘Active Use Open Space Zone (OS2)’ to facilitate the above noted Draft Plan of Subdivision. Site specific zoning provisions and additional permitted uses for the High and Medium Density blocks have been proposed, and further details are included in the ‘Zoning’ section of this report.

In support of the applications, a functional servicing report, planning justification report, Archeological Assessment Report, Environmental Impact Study, Transportation Impact Study, and Geotechnical and Slope Stability Report were submitted.

The subject lands comprise approximately 47.7 ha (110 ac), with approximately 6.2 ha (15.3 ac) of the subject lands located in the Township of South-West Oxford, outside of the Town’s corporate boundary. The submitted planning applications are only applicable to the portion of the lands within the Town of Tillsonburg. No buildings or structures are present on the property and the subject lands have been used for agricultural purposes. Surrounding uses include residential uses fronting on the west side of Quarter Town Line, including Baldwin Place residential development, and Westfield Public School present on the extension of Dereham Drive. Lands to the north and east are predominantly low density residential, with open space, ravine lands, and a storm water management pond to the south. Lands to the west in the Township of South-West Oxford are used for agricultural purposes.

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, Existing Official Plan Designations, provides the layout of the proposed draft plan of subdivision.

Plate 4, Proposed Draft Plan, illustrates the layout of the proposed draft plan of subdivision.

Comments

2020 Provincial Policy Statement

Section 1.1.1 of the Provincial Policy Statement (PPS) directs that healthy, liveable and safe communities are sustained by promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term, accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment, institutional, recreation, park and open space, and other uses to meet long-term needs.

Section 1.1.2 of the PPS directs that sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines.

Section 1.4.1 sets out policies which are intended to 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. To accommodate this, planning authorities shall maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and if necessary, lands which are designated and available for residential development.

Section 1.7.1 directs that long-term economic prosperity should be supported by, among other measures, encouraging residential uses to respond to dynamic market-based needs and providing necessary housing supply and range of housing options for a diverse workforce, optimizing the long-term availability and use of land, resources, infrastructure and public service facilities.

The PPS also contains policies which direct that natural features and areas shall be protected for the long term. Section 2.1.2 directs that 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. Section 2.1.5 directs that development and site alteration shall not be permitted in significant woodlands and significant wildlife habitat.

Official Plan

The subject lands are predominantly designated 'Low Density Residential'. The northwest portion of the site is designated 'Medium Density Residential' and 'High Density Residential', according to the Town of Tillsonburg Land Use Plan and Residential Density Plan. These designations have existed since the adoption of the 1978 Oxford County Official Plan.

Low Density Residential Areas are those lands that are primarily developed or planned for a variety of low rise, low density housing forms including single detached dwellings, semi-detached, duplex or converted dwellings, quadraplexes, townhouses and low density cluster development. In these areas, it is intended that there will be a mixing and integration of different forms of housing to achieve a low overall density of use. It is not intended that the full range of housing will be permitted in every individual neighbourhood or development.

The maximum net residential density in the Low Density Residential (LDR) Designation is 30 units/ha (12 units/ac) and the minimum net residential density is 15 units/ha (6 units/ac). Individual development proposals may be approved at lower net residential densities provided that opportunities are available to achieve the minimum overall density requirement through development elsewhere in the LDR areas. To achieve this target, the Town and County will support a variety of lot sizes and configurations, the development of low rise multiple units and may consider narrower road widths and private roads within multiple unit condominium developments in areas of new LDR development.

Multiple unit dwellings in the LDR designation will generally be restricted to sites which abut collector or arterial roads or are situated such that traffic impacts from the site create minimum disturbance on local streets; sites where topography or other natural features would be best preserved by fewer buildings; sites which are close to shopping, recreation, cultural and community facilities. Street-oriented multiples such as street townhouses, quadraplexes and converted dwellings may be permitted on local streets.

Medium Density Residential areas are those lands that are primarily developed or planned for low profile multiple unit development that exceed densities established in Low Density Residential Districts. Residential uses within Medium Density Residential areas include townhouses, cluster houses, converted dwellings, and apartment buildings.

The maximum net residential density in the Medium Density Residential area is 62 units per hectares (25 units per acre) and no building shall exceed four stories in height at street elevation. Within areas of new Medium Density Residential development, the minimum net residential density shall be 31 units per hectare (13 units per acre).

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

- Sites which abut arterial or collector roads or which are situated such that movements from the site do not flow through any adjoining Low Density Residential area;
- Sites which are close to shopping, recreation, cultural and community facilities;
- Sites which are adjacent to commercial areas, Community Facilities or High or Medium Density Residential Areas.

Any lands proposed for Medium Density Residential development not identified on Schedule "T-2" will require an amendment to the Official Plan. In addition to the location policies identified, when considering proposals to designate lands for Medium Density Residential development, Town Council and County Council will be guided by the following site specific criteria:

- the size, configuration and topography of the site is such that there is 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 Town streets has been assessed and is acceptable;
- adequate hard service capacity including water distribution, sanitary and storm sewers, power and gas distribution facilities is, or will be, available to accommodate the proposed development;
- off-street parking and outdoor amenity areas can be provided;
- 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.

High Density residential areas are those lands primarily developed or planned for a limited range of intensive large-scale, multiple unit forms of residential development as shown on Schedule T-2. This designation shall be applied in a localized and site-specific manner in locations where high density high-rise development can:

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

The height and density limitations applicable to the various forms of development allowed in the High Density Residential area shall be determined on the basis of the nature, character and scale of adjacent land uses. Height and density limitations will be specified in the Zoning By-law and may vary from location to location.

Unless there are specific site or area characteristics which favour higher limits, net residential densities will normally not exceed 111 units per hectare (45 units per acre). Under no circumstances will development within a High Density Residential area be less than 63 units per hectare (26 units per acre) net residential density without amendment to this Plan.

Town Council will support the provision of services and amenities that enhance the quality of the residential environment within lands designated as Residential Area on Schedule T-1 by permitting neighbourhood serving uses to be established. Neighbourhood serving uses include land uses such as schools, churches, libraries, parks, community centres, day care facilities, convenience shopping facilities and community support services which primarily serve a local residential neighbourhood by providing everyday goods and services or fulfilling cultural and social needs.

In addition to the specific policies as outlined in Sections 8.3, 8.5 and 8.6, the following factors will be used to evaluate the acceptability of development proposals for neighbourhood serving uses:

- demonstration that such uses will contribute in a positive way to providing a sense of community by facilitating interaction among residents, by increasing the personal security of residents and by supplying everyday needs;
- such uses will generally be clustered in association with other community-oriented land uses, such as open spaces, pedestrian linkages, or leisure facilities in order to provide a focal point for the area or will be located such that they serve as intervening land uses between residential and non-residential development;
- the presence or provision of pathways or sidewalks which facilitate pedestrian access to these uses;
- those uses with the potential to generate significant amounts of traffic and parking, originating from points external to the affected residential area, are located on either major collector or arterial roadways to minimize the disturbance that is created on local streets;
- demonstration that screening, buffering, physical separation or other design measures can be utilized to reduce any adverse effects generated by the use on adjacent residential uses. Such effects may include noise, lighting, fumes, parking and outdoor storage;
- it can be demonstrated that such uses complement adjacent residential uses, provide a needed service to the area, and are better located in the Residential Area designation than in other areas as designated in the Plan.

Commercial uses serving the Residential Area, such as variety stores and other convenience-type facilities shall be limited to a maximum total floor area of 372 square metres (4,000 square feet) gross leasable commercial floor area.

The subject lands contain significant woodlands and valleylands, and the site is in proximity to fish habitat. Section 3.2 of the Official Plan requires that where site alteration is occurring within or 50 m adjacent to Significant Valleylands or Significant Woodlands, an Environmental Impact Study be prepared.

New permitted uses, or expansions/enlargements to existing uses, buildings, or structures within or adjacent to a Natural Heritage designation that requires a Planning Act approval may be permitted if it can be demonstrated through an Environmental Impact Study (EIS), prepared to the satisfaction of the Municipality in accordance with the policies contained in Section 3.2 of this Plan, that there will be no negative impacts to the natural heritage features and/or their ecological functions.

The policies of Section 10.3.3 (Plans of Subdivision and Condominium) provide that County and Town Council will evaluate applications for a plan of subdivision on the basis of the requirements of the Planning Act, as well as criteria including, but not limited to, the following:

- Conformity with the Official Plan;
- The availability of community services such as roads, water, storm and sanitary sewers, waste disposal, recyclable collection, public utilities, fire and police protection, parks, schools and other community facilities;
- The accommodation of Environmental Resources and the mitigation of environmental and human-made constraints;
- The reduction of any negative effects on surrounding land uses, transportation networks or significant natural features;
- The design of the plan can be integrated into adjacent developments, and;

- The design of the plan is to be compatible with the natural features and topography of the site, and proposals for extensive cut and fill will be discouraged.

As a condition of draft plan approval, County Council will require an applicant to satisfy conditions prior to final approval and registration of the plan. The applicant will be required to meet the conditions of the draft approval within the specified time period, failing which, 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 the applicant to enter into a subdivision agreement with the area municipality and, where necessary, the County, prior to final approval of the plan.

Section 8.6.2.3 of the Official Plan provides that Town Council will acquire lands for use as parkland or leisure through conditions of draft approval of plan of subdivision. Land conveyed to the Town as part of the required parkland dedication will be expected to meet minimum standards for drainage, grading, landscaping, fencing and shape in accordance with the intended function and will be located in appropriate locations.

Zoning By-law

The subject lands are currently zoned 'Future Development Zone (FD)' in the Town Zoning By-Law. The Zone Change application proposes to rezone the lands to 'Special Low Density Residential Type 2 Zone (R2-sp)', 'Special Low Density Residential Type 3 Zone (R3-sp)', 'Special Medium Density Residential Zone (RM-sp)', 'Special High Density residential Zone (RH-sp)', 'Passive Use Open Space Zone (OS1)', and 'Active Use Open Space Zone (OS2)' to facilitate the above noted Draft Plan of Subdivision.

The proposed special provisions for the High and Medium Density blocks near Concession Street West include additional permitted uses for neighbourhood serving commercial uses, including daycare, personal service establishments, convenience stores and eating establishments (exclusive of a drive through).

Regarding the residential zones, the applicant has proposed a number of special provisions to facilitate various forms of housing. The requested zoning and development provisions for street-fronting townhouse dwellings, single detached dwellings and semi-detached dwellings are similar to existing zoning provisions utilized in recent developments in Tillsonburg on the north and south side of North Street East, and to the east in Andrews Crossing east of Quarter Town Line.

The requested zoning provisions include reductions to minimum lot area and frontage for interior, end and corner townhouse units, reduced front yard depth and exterior side yard width for main buildings, and increased lot coverage.

Two of the proposed blocks (Blocks 20 & 21) that abut existing development to the east are proposed to have a R2 zoning that would permit single detached dwellings with an increased lot frontage of 12.2 m in lieu of the minimum 10.5 m.

Agency Comments

The Town of Tillsonburg Engineering Services Department provided the following comments:

- A 3-way stop condition is needed at Weston Drive;
- A 4-way stop condition is needed at the intersection of Dereham Drive and Street 'B/F';
- If approved, please include the following as conditions of draft plan approval:
 - a. The Owner agrees to satisfy all requirements, financial and otherwise, of the Town regarding the construction of roads, installation of services, including water, sewer, electrical distribution systems, street lights, sidewalks, and drainage facilities and other matters pertaining to the development of the subdivision in accordance with Town standards.
 - b. The subdivision agreement shall contain provisions indicating that prior to grading and issuance of building permits, a grading plan, servicing plan, hydro and street lighting plan, and erosion and siltation control plan, along with reports as required, be reviewed and approved by the Town, and further, the subdivision agreement shall include provisions for the owner to carry out or cause to be carried out any necessary works in accordance with the approved plans and reports.
 - c. Such easements as may be required for utility or drainage purposes outside of the public right-of-way shall be granted to the appropriate authority.

The Town of Tillsonburg Director of Recreation, Culture and Parks provided the following comments:

- A 3 m walking path/block is requested to be incorporated from Street 'F' to Street 'G' through Blocks 14 & 15, 18 & 19 in a location satisfactory to the Town;
- The owner shall provide an overall Landscaping Plan depicting one (1) tree per lot, in accordance with Tillsonburg's Design Guidelines. Tree Species to satisfaction of the Town.

The Oxford County Public Works Department provided the following comments:

- Final watermain sizing of the proposed water distribution system within the development will be determined during detailed design;
- The Owner shall be aware that the proposed Phases 6, 7 & 8 will not advance unless an adequate watermain loop is installed to ensure security of supply. The water supplying these phases may not enter solely from Weston Drive.
- A CAD file of the water main layout for the entire development showing the water main location, hydrants, valves, street and lot fabrics will be required so that it can be integrated into our modelling to ensure County model is up to date.

The following draft plan conditions should be included:

- The Owner agrees in writing that prior to final approval, the Owner shall implement the recommendations of the Transportation Impact Study prepared by Paradigm Transportation Solutions Limited, April 2022. This will be completed to the satisfaction of the Town of Tillsonburg and the County.

- The Owner shall agree to prepare and submit for the approval of Oxford County Public Works detailed, signed and stamped servicing plans designed in accordance with Oxford County Design Guidelines.
- The subdivision agreement shall make provision for the assumption and operation by the County of Oxford of the water and sewage system within the road ROW subject to the approval of the County of Oxford Department of Public Works.
- Prior to the final approval of the subdivision plan, the Owner shall receive confirmation from the County of Oxford Department of Public Works that there is sufficient capacity in the Tillsonburg water and sanitary sewer systems to service the plan of subdivision. Confirmation shall be given in accordance with the "Protocol for Allocation of Water and Sewage Capacity for Development".
- The Owner agrees to provide such easements as may be required for utility or drainage purposes outside of the proposed public right-of-ways which shall be granted to the appropriate authority.
- The Owner agrees in writing to satisfy all the requirements, financial and otherwise, including payment of applicable development 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 subdivision.

Long Point Region Conservation Authority provided the following comments:

Conservation Authorities have been delegated responsibilities from the Minister of Natural Resources and Forestry to represent the provincial interests regarding natural hazards encompassed by Section 3.1 of the Provincial Policy Statement, 2020 (PPS). The overall intent of Section 3.0 - Protecting Public Health and Safety of the PPS is to reduce the potential public cost or risk to Ontario's residents from natural or human-made hazards. As such, "development shall be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage, and not create new or aggravate existing hazards."

The application is subject to the following subsections of section 3.1 of the Provincial Policy Statement:

3.1.1 Development shall generally be directed, in accordance with guidance developed by the Province (as amended from time to time), to areas outside of:

- b) hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards.

LPRCA has no objection to the overall concept of this application. Staff can advise that the proposed zoning should be consistent with the development setbacks along the "ravine fingers".

Ontario Regulation 178/06

For the applicant's information, a portion of the subject property is regulated under Ontario Regulation 178/06. The Regulated Area extends to 15 m back from the stable slope setback (9 m back from the development setback) as proposed in the slope stability assessment. Permission from LPRCA will be required prior to development within the Regulated Area.

Development is defined as:

- the construction, reconstruction, erection or placing of a building or structure of any kind,
- any change to a building or structure that would have the effect of altering the use or potential use of the building or structure, increasing the size of the building or structure or increasing the number of dwelling units in the building or structure,
- site grading, or
- the temporary or permanent placing, dumping or removal of any material, originating on the site or elsewhere (*Conservation Authorities Act, R.S.O. 1990, c. 27, s. 28 (25)*).

LPRCA staff have reviewed the submitted a Functional Servicing Report, the Slope Stability Assessment, the Geotechnical Report and the Environmental Impact Study and can provide the following comments:

- LPRCA recommends that all development occur outside the development setback shown on the site plan in the slope stability assessment. However, if the grading in the "ravine fingers" continues to be proposed, the limit of grading must be at the proposed limit of development shown on the site plan. That is, no grading or fill slope is to be proposed beyond the proposed limit of development. The grading plan to be submitted at the next stage must show this.
- There is not sufficient information on the site plan to indicate whether the proposed residential lot depths and amenity area are sufficient to achieve the EXP mitigation recommendations along the ravine.
- The slope stability assessment does not address the potential impact of the storm water management facility in the south adjacent to the ravine or the discharge of stormwater to the ravine in this area. It is expected that a supplemental report should;
 - a) assess the impact of the additional water on slope stability and recommend setback requirements for the wet pond,
 - b) recommend how the pond discharge will be conveyed to the ravine and the mitigation measures required to avoid soil erosion and maintenance.
- The post-development outflow volume must be reduced, preferably to the pre-development outflow volume, to avoid further erosion in the ravine. While it is understood that the Rational Method is used in the storm sewer design, a hydrologic model that can simulate and deal with the pre- and post-development flow volumes and discharge is expected in the storm water management report.
- For development of this scale, a design needs to be provided showing the major flow system. The major flow system should be provided by easement to a legal outlet, not across private property.
- A design for the overflow of the SWM system needs to be provided, considering the topography and location.
- Based on the borehole observations and staff's knowledge of the area, the land adjacent to the ravine is supporting groundwater recharge (especially in the sandy loam soils) and

providing groundwater discharge to the watercourse and small wetland features. Therefore, it's important to incorporate LID designs, and infiltration methods in the SWM design. LID designs are encouraged to reduce the volume of warm water entering into the cold-water ravine.

- Staff can advise that the Town of Tillsonburg should be contacted to address the drainage issue downstream of the ravine prior to commencement of development.

The Tillsonburg District Chamber of Commerce provided the following comments:

The Tillsonburg District Chamber of Commerce supports these applications, with the following concerns:

- That traffic studies be completed to ensure smooth traffic flow due to the fact that there is already traffic congestion in this area;
- That the Town be committed to investing in infrastructure to support the influx of new residents;
- Some recommendations (i.e. traffic signals) mention that "some improvements would be required over the next 10 years to accommodate the new residents". We recommend that Council is supporting this and looking for ways to include these needs in upcoming budgets.
- That attention be given to having enough school space to accommodate this many new residents. We recommend that school boards are given the opportunity to provide feedback when these applications are filed so that new residents will be informed about what school their children will be attending.
- Shopping is also a concern; particularly for children's clothing and accessories. A focus should be put on retail attraction.
- There is concern that there is little to no room for parking. The streets seem to be narrow in these high volume proposals. With vehicles parked on both sides of the streets, traffic movement is slowed, and there are safety concerns for pedestrians. If there was an emergency, there is concern that fire trucks, and/or ambulances would have difficulty navigating the streets.
- That attention be given to our healthcare infrastructure to ensure that individuals have access to primary care as our community continues to grow (in order to maintain a healthy community and workforce).

The Thames Valley District School Board indicated that the proposed draft plan of subdivision is within the attendance area boundaries of Westfield Public School (JK-8) and Glendale High School (Gr 9-12). Westfield Public School is currently operating above its on-the-ground capacity, and due to residential growth occurring in the area, enrolment is expected to continue to increase.

Based on the above, TVDSB requests that the following clause be included as a condition of Draft Plan Approval for the proposed development:

"The Owner shall inform all Purchasers of residential lots by including a condition in all Purchase and Sale and/or Lease Agreements stating that the construction of additional public school accommodation is dependent upon funding approval from the Ontario Ministry of Education, therefore the subject community may be designated as a "Holding Zone" by the Thames Valley District School Board and pupils may be assigned to existing schools as deemed necessary by the Board."

The Board regularly reviews accommodation conditions across all elementary and secondary schools and will provide updated comments as necessary.

Town of Tillsonburg Council

Town of Tillsonburg Council considered the applications for Official Plan Amendment, draft plan of subdivision, and application for zone change at their regular meeting of March 27, 2023. Town Council adopted resolutions supporting the proposed Official Plan Amendment and approved portions of the proposed zoning amendment, refusing the applicant's request to remove the maximum number of dwelling units per multiple unit dwelling for stacked townhouses or back-to-back townhouses.

Town Council adopted the following resolution with respect to the draft plan of subdivision:

THAT after consideration and due diligence by Council to citizen safety, traffic volumes and EMS access the Council of the Town of Tillsonburg recommends approval of draft plan of subdivision, File No. SB 22-01-7, submitted by Victoria Wood (Tillsonburg West GP) Inc, for lands legally described as Part of Lots 8 & 9, Concession 11 (Dereham) and Part of Lot 8, Concession 12 (Dereham), in the Town of Tillsonburg, subject to the conditions of draft approval as stated in staff report CP 2023-80 dated March 27, 2023 plus the addition of the following conditions are met and satisfied by Council;

THAT construction vehicles to enter into the proposed development from Concession Street West on to Street "A", with the intention to minimize disruption to current neighbourhoods and residents and that all in the vicinity be kept clean of construction material, garbage, debris, dirt, mud and gravel during construction for the safety of all citizens;

AND Due to the proximity of the Crosswalk located in front of Westfield School, Council directs that Esseltine Drive NOT be extended as a thru road due to safety and congestion in the area;

AND THAT Council recommends to straighten Street F to allow easier access for emergency medical services and that traffic calming measures be put in place to slow traffic on Street F;

AND THAT Council supports Dereham Drive and Grandview Drive be developed as through roads to access the proposed Development;

AND THAT Council recommends that as many large and existing trees as possible around the perimeter of the property be maintained and safe and free from demolition or root damage and that for every tree removed it be replaced on top of the 1 tree per lot requirement;

AND THAT Council directs that the access through point at Street "I" to Weston Drive be eliminated.

Planning Analysis

The subject applications for Official Plan amendment, draft plan of subdivision approval and zone change propose to facilitate the development of a residential plan of subdivision in the Town of Tillsonburg.

It is the opinion of staff that the proposal is consistent with the relevant policies of the Provincial Policy Statement. The proposed development promotes a mix of housing types and represents an efficient use of lands, municipal services and infrastructure within a designated settlement area, which is consistent with Sections 1.1.1, 1.1.3.1, 1.1.3.2, 1.1.3.3 and 1.4.3 of the PPS. 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.

Transportation Impact Study

The applicant submitted a Transportation Impact Study (TIS) prepared by Paradigm Transportation Solutions. The study evaluated the impacts on the transportation network that could potentially result from the development of the subject lands and adjacent developments. The study indicates that the intersections within the study area currently operate within acceptable levels of service, but notes that in 2027, background traffic conditions related to the eastbound left-turn movement at the intersection of Broadway and Concession Street is forecast to operate with 95th percentile queues exceeding the available storage during the PM peak hour; and with the total traffic conditions in 2027 the queues will also exceed the available storage in the AM peak hour.

The study recommended the following intersection improvements:

- A northbound left-turn lane with 15 m of storage is warranted on Quarter Town Line at the intersection of Grandview Drive and at the intersection of Dereham Drive;
- Broadway and Concession Street
 - Signal timing optimization with eastbound left-turn advance phase and cycle length of 90 seconds
 - Increase eastbound left-turn lane storage to 50 m
 - Increase southbound left-turn lane storage to 55 m
- Quarter Town Line and Concession Street West
 - Addition of southbound left-turn lane with 15 m of storage
- Broadway and Baldwin St/Oxford St
 - Signal timing optimization and removal of the southbound left-turn advance phase during the AM peak hour

Based on the findings and conclusions of the study, it is anticipated that the proposed development can be accommodated within the Town's existing street and road network, with the addition of northbound left-turn lanes on Quarter Town Line at the intersection of Grandview Drive and the intersection of Dereham Drive. The other identified intersection improvements should also be implemented to address forecasted increased traffic movements within the Town. The Town Engineering Department concurs with the findings of the TIS and a proposed condition of approval has been included to ensure that the recommendations and findings of the study are appropriately implemented.

Environmental Impact Study

An Environmental Impact Study was submitted in support of the application for draft plan approval, as the subject lands contain significant woodlands and valleylands, and is within 50 m of fish habitat.

The EIS reviewed the 0.08 ha of woodland that is proposed to be removed as part of the stormwater management pond at the southern portion of the subject lands, as well as a 0.04 ha ravine/washout that is proposed to be removed and altered for residential use. The study also reviewed the existing hedgerow near the centre of the property that is proposed to be removed and determined that the hedgerow is primarily composed of staghorn sumac. A hedgerow along the northeastern boundary contains black walnut trees, up to 3 trees are proposed to be removed but the balance are proposed to be retained. Other hedgerows on the periphery of the subject lands are proposed to be retained as they allow for foraging and act as travel corridors for many species, including bats, and support four regionally rare plant species.

The EIS and the subsequent peer review included the following recommendations and mitigation measures to ensure there is a net environmental gain, as required by the Official Plan:

- Compensation for the 0.12 ha of natural heritage area proposed for removal;
- Tree protection plan be submitted with the detailed lot grading plan, depicting size, species and condition of trees to be removed and trees to be protected;
- Any fill piles should be placed outside of the breeding season (Late April-August) for Bank Swallows. Additional survey for nesting Bank Swallows shall be completed;
- Monitoring of Tree Health in the summer/ fall season for at least nine months following completion of construction to identify problems that may surface following construction;
- Inclusion of chain link fencing along rear lot lines adjacent to natural heritage features;
- Development of an educational homeowner brochure for lots backing onto the southern Natural Heritage feature and hedgerows.

Functional Servicing Report

In support of the subject applications, the applicant submitted a Functional Servicing Report prepared by CJDLC Consulting Engineers Limited. The report states that development of the subject property as an urban residential subdivision with full municipal and utility services is achievable, and that supporting municipal infrastructure in the Town of Tillsonburg is available to accommodate the expected growth.

Watermains are currently located to the north of the property on Concession Street West, to the east on Quarter Town Line, Weston Drive, and at Dereham Drive. There are five proposed connection points to the existing municipal watermain network to serve the proposed development.

Sanitary servicing is achievable and will occur through five proposed connections to the existing sanitary sewer network in the vicinity. The main sanitary sewers required to service the new development are present on Concession Street West, Quarter Town Line, Dereham Drive, Esseltine Drive and Weston Drive. All sanitary sewer servicing internal to the development will convey flows by gravity to their respective sanitary outlets.

Municipal storm sewers will be required to service the proposed residential development. Due to the topography of the lands, two stormwater management facilities are proposed on the subject lands. A detailed stormwater management report and modelling will be submitted to the Town through the detailed engineering design approval process.

Official Plan Amendment and Draft Plan of Subdivision

The proposed Official Plan Amendment will amend the size and location of the High and Medium Density Residential Areas on the northern portion of the subject lands, and will introduce a new Medium Density Residential Area, between Westfield Public School and the proposed park block.

Staff are of the opinion that the amended location and extent of the Medium and High Density Residential Areas is appropriate as these blocks are located in close proximity to Concession Street West, an arterial road, and are sufficiently large to accommodate a variety of future Medium and High Density dwelling types. The existing designations in this area have been in place since the adoption of the 1978 Official Plan for the Oxford Planning Area.

With respect to the additional Medium Density Residential Area proposed, Planning staff are of the opinion that the policies respecting the designation of additional Medium Density Residential Areas have been satisfactorily addressed. This block will have direct access to Dereham Drive, which is a planned collector road that will extend from Quarter Town Line. The site is a reasonable distance from the planned High Density and Medium Density residential development proposed on the subject lands, and will abut the parkland block that is proposed for the plan of subdivision.

The proposed Medium Density Block will be appropriately buffered from low density residential development, can be adequately serviced, will have access to Esseltine Drive and Dereham Drive, and is sufficiently large to provide required parking and amenity areas.

With regard to the policies of Section 10.3 of the Official Plan (Plans of Subdivision and Condominium) which require the developer to address a series of standard review criteria concerning the adequacy of servicing, environmental impacts, cultural resources, transportation networks and integration with surrounding developments, staff note that the required studies and reports have been received and reviewed through this Office and the recommendations of these reports can be satisfactorily addressed through the inclusion of appropriate conditions of draft approval.

Town Council reviewed the proposed draft plan of subdivision and adopted a resolution supporting the plan, with requested modifications to eliminate the two southerly street connections at Esseltine Drive and Weston Drive/Baldwin Street that would exit through the adjacent Baldwin Place subdivision development and to revise the internal street layout to make 'Street F' a straight street, with appropriate traffic calming measures to be implemented.

The northern portion of the site has street connections to Concession Street West, Quarter Town Line through Grandview Drive and Dereham Drive. Dereham Drive is proposed to be added as an additional collector road as it was designed and constructed as a collector road and includes the appropriate underground servicing when it was constructed as part of the Westfield Public School site plan approval. Dereham Drive east of Quarter Town Line is identified as a collector road and the westerly portion is required to be extended through lands currently owned by the Thames Valley District School Board to service portions of the proposed development.

The TVDSB has declared these lands as surplus and are in the process of disposing of the lands. It is expected that the required road ROW will be obtained through a future dedication, site plan approval, or severance of these lands.

With respect to the above noted revisions requested by Town Council, planning staff are of the opinion that that the street network and connections as proposed, are appropriate for the development of the lands and conform with the relevant policies of the Official Plan. Esseltine Drive and Weston Drive are identified as collector roads on Schedule "T-4" of the Official Plan and have an increased right-of-way width to accommodate future development, additional traffic and have watermain and sanitary sewer connections that are required for the proposed development. If these connections were eliminated, an estimated 240-360 residential units south of Dereham Drive would be dependent on a single access from Street F and, if this street were to be blocked or closed for any reason, access to a significant number of residential units would be compromised. Planning staff are of the opinion that without the access to Esseltine Drive and Weston Drive, the subdivision plan would require significant revisions to the subdivision design including revising the location of low and medium density blocks, the location of the parkland block, while still providing access to the services that are required at Esseltine Drive and Weston Drive.

The design and geometry of Street F was chosen to minimize through traffic and provide for traffic calming within the subdivision; if Street F were re-aligned to be straight with Street B this would create an approximately 1 km stretch of road from the north to the southern portion of the plan. Through consultation with Town staff, modifications were made to the original concept to provide for a more 'meandering' street layout to minimize straight stretches or roadway to discourage speeding within the subdivision. To address concerns relating to walkability, a condition of draft approval is proposed to require the inclusion of walkway blocks, from Esseltine Drive through to Street F, Street G, and Streets H and I to provide a more direct route for pedestrians from the southerly portion of the development to the park block.

As indicated, the applicant has not determined exact location and mix of dwelling types and has instead proposed residential blocks that would later be subdivided through applications for exemption to part lot control. The dwelling types and locations will be required to be determined before detailed engineering and servicing drawings are submitted to the Town and County for review and approval.

While the exact mix of residential units is not known at this time, there is a potential for up to 1113 residential units within the 34 residential blocks that are proposed. Based on the minimum and maximum density requirements, the high density block is expected to accommodate 202-355 residential units, and the medium density blocks are expected to accommodate 121-239 units. The minimum number of units that is proposed will meet the density targets for Medium and High Density Residential Areas, and the RM and RH zones contain maximum lot area per unit provisions to ensure the minimum density is maintained.

Within the low density residential area a mix of dwelling types is proposed, including single detached dwellings, semi-detached dwellings, and street fronting townhouse dwellings. Although at this time the net residential density is not known, the range of units proposed within the low density residential blocks will be within the range of required and permitted density for Low Density Residential areas. Planning staff are of the opinion that proposal is generally in-keeping with the Plan of Subdivision policies of Section 10.3.3, and the policies of the Low Density Residential

designation as the plan of subdivision will provide for a range of lot sizes and a mix of housing types that are integrated throughout the development while maintaining the required and permitted residential density, which is in keeping with low density residential policies.

Proposed Zoning

Town Council approved proposed zoning provisions in principle, save for the requested relief to the maximum number of units within a multiple unit dwelling.

Within the High and Medium density blocks, a number of non-residential uses are proposed, including a daycare, medical office, personal service establishment, convenience store, drug store, and eating establishment. While the Official Plan permits a number of neighbourhood serving uses within residential areas, Planning staff suggest that, in light of the strong policy direction in the Official Plan to direct retail uses and office uses to the Central Area, the proximity of the subject lands to the Central Area and the absence of detailed floor plans and unit sizes for the proposed non-residential uses, the proposed medical centre and drug store should not be approved at this time. The proposed convenience store, daycare, personal service establishment, and eating establishment uses (exclusive of a drive through) can be considered appropriate neighbourhood serving uses in the context of this development.

The requested zoning provisions for the street-fronting townhouse blocks in the RM and R3 zones will provide for increased building envelopes and smaller townhouse blocks and will reflect other recent townhouse developments in the Town within the past five years. The reduced exterior side yard width is not expected to impact traffic sightlines or safety as the lots will front on local streets. The reduced minimum lot area, lot frontage, interior side yard and increased lot coverage are reflective of the four unit street-fronting townhouse block design and appropriate private amenity space will remain available, and the proposed relief can be considered appropriate to facilitate the development of freehold townhouse blocks. The reduced lot frontage, lot area and interior side yard width will continue to allow for two parking spaces to be provided for each unit (one in the driveway and one within the private attached garage).

The requested zoning provisions for the single detached dwellings would permit a reduced lot frontage and area for corner lots, with larger frontages (12.2 m rather than 10.5 m) for lots that back onto the Baldwin Place development. Reduced front yard depths are also proposed, however, the setback of the attached garage and/or driveway will remain at 6 m to ensure that sufficient space remains to provide all required parking onsite. Staff note that this proposed setback is similar to the 1.5 m permitted projection that allows covered porches and verandas to be 4.5 m from the front lot line. It is recommended that the zoning provisions be clear that a further 1.5 m projection into the front yard is not permitted.

The development will be reviewed by Building staff for zoning compliance at the time of building permit submission. These requested provisions will facilitate the future creation of separate conveyable lots, which will be completed in an anticipated subsequent application for exemption from Part Lot Control.

Conclusions

Planning staff recommend that the applications be approved as submitted, notwithstanding the adopted resolution from Town Council. The stated intent of the requested modifications is to address concerns relating to citizen safety, traffic volumes and emergency services access, however staff suggest that the requested modifications would not address these concerns. The proposed street network within the plan of subdivision is comprised of 20 m and 22 m public right of ways which are common throughout the Town, including most, if not all of the new subdivisions being developed. No concerns were raised through the subdivision review and circulation process with respect to citizen safety or emergency services access by the Town's Fire and Rescue Services or the Oxford County OPP. The design of 'Street F' was specifically modified from the original design (as submitted by the applicant) to include more curved segments to reduce the length of straight segments to provide traffic calming effects while facilitating north-south access throughout the site. The design of the subdivision also provides five access points to disperse traffic and the higher density elements of the development are weighted significantly to the northern portion of the site, making it probable that the access to Esseltine Drive and Weston Drive will be used predominantly by the residents of the low density residential development in the immediate vicinity on Streets F, G, H and I. Removing the connections to Esseltine Drive and Weston Drive would redirect more traffic from the southerly portion of the subdivision to Dereham Drive, which is located directly beside Westfield Public School.

The proposed connections at Esseltine Drive and Weston Drive that are requested to be removed are collector roads, characterized by an increased 22 m ROW width. These collector roads, together with the connection to Baldwin Street, currently have sidewalks on both sides of the street in accordance with the design standards in the Town for collector roads to provide greater pedestrian safety.

With respect to the remainder of the resolution, Planning staff have incorporated the request for a construction access and route as proposed Condition No. 6, and the request for additional compensation for trees removed from hedgerows has been included as proposed Condition No. 7.

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

SIGNATURES

Report Author:

Original Signed By _____
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Senior Planner

Departmental Approval:

Original Signed By _____
Gordon K. Hough, RPP
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, Existing Official Plan Designations
Attachment 4 - Plate 4, Proposed Draft Plan
Attachment 5 - Public Comments
Attachment 6 - Conditions of Draft Approval
Attachment 7 - Official Plan Amendment No. 293