

## REPORT TO COUNTY COUNCIL

# Application for Official Plan Amendment OP 23-12-7 – Town of Tillsonburg and Tillsonburg LTC Inc. (PeopleCare Inc.)

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

**From:** Director of Community Planning

## RECOMMENDATIONS

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1. That Oxford County Council approve Application OP23-12-7, submitted by Tillsonburg LTC Inc. (PeopleCare Inc.) for lands described as Part Lot 380 Plan 500, 41R-9104, Town of Tillsonburg, to redesignate the subject lands from 'Residential' to 'Community Facility' to facilitate the development of a continuum-of-care facility consisting of a 3-storey Long Term Care Facility, a 5-storey Retirement Home, and a 4-storey Apartment Dwelling;
2. And further, that Council approve the attached Amendment No. 312 to the County of Oxford Official Plan, and that the necessary By-law to Approve Amendment No. 312 be raised.

## REPORT HIGHLIGHTS

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- The purpose of the Official Plan Amendment is to redesignate the subject lands from 'Residential' to 'Community Facility' to permit the redevelopment of a former school site to a continuum-of-care facility consisting of a long term care facility, retirement home and an apartment building.
- The proposal is consistent with the relevant policies of the Provincial Policy Statement and supports the strategic initiatives and objectives of the Official Plan, and can be supported from a planning perspective.

## IMPLEMENTATION POINTS

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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 November 29, 2023, and Notice of Public Meeting was issued on January 9, 2024. As of the writing of this report, two letters of objection were received from surrounding property owners and have been included as Attachment 4 to this report.




**2023-2026 STRATEGIC PLAN**

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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**

<b>PILLAR 1</b>	<b>PILLAR 2</b>	<b>PILLAR 3</b>
		
<b>Promoting community vitality</b>	<b>Enhancing environmental sustainability</b>	<b>Fostering progressive government</b>
<p>Goal 1.1 – 100% Housed</p> <p>Goal 1.2 – Sustainable infrastructure and development</p> <p>Goal 1.3 – Community health, safety and well-being</p>		

See: [Oxford County 2023-2026 Strategic Plan](#)

## DISCUSSION

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### Background

**Owner:** Corporation of the Town of Tillsonburg  
10 Lisgar Avenue, Tillsonburg ON N4G 5A5

**Applicant:** Tillsonburg LTC Inc. (PeopleCare Inc.)  
735 Bridge Street West, Waterloo, ON N2V 2H1

**Agent:** GSP Group Inc. c/o Heather Price  
72 Victoria St, South, Suite 201, Kitchener, ON N2G 4Y9

### Location:

The subject lands are legally identified as Part Lot 380 Plan 500, 41R-9104, Town of Tillsonburg. The subject lands are located on the west side of Maple Lane, between Brock Street East and Concession Road East, and are municipally known as 25 Maple Lane, Tillsonburg.

### County of Oxford Official Plan:

#### Existing:

Schedule "T-1"	Tillsonburg Land Use Plan	Residential
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#### Proposed:

Schedule "T-1"	Tillsonburg Land Use Plan	Community Facility
Schedule "T-3"	Tillsonburg Leisure Resources and School Facilities Plan	Remove from Public Elementary School

### Town of Tillsonburg Zoning By-Law No. 3295:

**Existing Zoning:** Minor Institutional Zone (IN1)

**Proposed Zoning:** Special Major Institutional Zone (IN2-sp) and  
Special Major Institutional Holding Zone (IN2-sp(H))

### Proposal

In August 2022, the subject property was acquired by the Town of Tillsonburg from the Thames Valley District School Board (TVDSB) for the development of a continuum-of-care facility consisting of a Long-Term Care Establishment, Retirement Home, and Apartment Dwelling. Tillsonburg LTC Inc., c/o PeopleCare Inc., has entered into an agreement of purchase and sale with the Town of Tillsonburg subject to these applications.

The Official Plan Amendment application proposes to redesignate the subject lands from 'Residential' to 'Community Facility'. The Zone Change application proposes to rezone the lands from 'Minor Institutional Zone (IN1)' to 'Special Major Institutional (sp-IN2)' and 'Special Major Institutional Holding Zone (sp-IN2(H))'. The 'IN2-sp' Zone would facilitate the development of three buildings that will function as a continuum-of-care facility including a 3-storey Long Term Care Facility (up to 160 beds), a 5-storey Retirement Home (up to 150 beds), and a 4-storey Apartment Dwelling (up to 50 units). Due to soil contamination, a Holding Provision is proposed for the parcel identified as 'Block 3' on Attachment 3. The Applicant is proposing to use Block 3 for parking and loading purposes until the lands can be remediated, a Record of Site Condition can be issued, or an appropriate Risk Assessment prepared by a Qualified Environmental Consultant is prepared.

The Applicant submitted a Planning Justification Report (PJR), a Transportation Impact Brief, and a Functional Servicing and Stormwater Management Report in support of the applications.

The subject property is approximately 2.27 ha (5.63 ac) in area and currently contains a vacant building formerly used as an educational facility (Maple Lane Public School), which will be demolished pending approval of the Official Plan and Zoning By-law amendments. Surrounding land uses include low density residential to the east, medium density residential and commercial uses to the north, and commercial, residential and institutional uses to the south and west.

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

Plate 2 – 2020 Aerial Map, provides an aerial view of the subject lands.

Plate 3 - Applicant's Sketch – Proposed Site Concept, illustrates the proposed concept for the site.

## Comments

The 2020 Provincial Policy 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.

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 1.1.3.4 directs that appropriate development standards shall be promoted which facilitate intensification, redevelopment, and compact form, while avoiding or mitigating risks to public health and safety.

Section 1.4, Housing, and specifically Subsection 1.4.3 states that planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by:

- Establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households;
- Permitting and facilitating all forms of housing required to meet the social, health and well-being requirements of current and future residents;
- Permitting and facilitating all types of residential intensification, including additional residential units and redevelopment, in accordance with policy 1.3.3.3;
- Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- Promoting densities for new housing which efficiently use land, resources, infrastructure, and public service facilities and support the use of active transportation and transit in areas where it exists or is to be developed; and,
- Establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

Section 3.2.2 of the PPS directs that sites with contaminants in land or water shall be assessed and remediated as necessary prior to any activity on the site associated with the proposed use such that there will be no adverse effects.

### Official Plan

The subject lands are currently designated 'Residential' according to the Land Use Plan for the Town of Tillsonburg. Residential Areas are those lands primarily designated for housing purposes which may also include other land uses which are integral to and supportive of a residential environment. Minor institutional uses, such as public elementary and secondary schools are permitted in the residential designation.

To facilitate the development of the proposed continuum-of-care on the subject lands, the applicant has applied to redesignate the subject lands from 'Residential' to 'Community Facility'. Section 8.5, Community Facilities and Minor Institutional Uses, establishes the goals, strategic approach and policy framework guiding Community Facilities in the Town of Tillsonburg.

Section 8.5.1 identifies that designating land for hospitals, educational facilities and major cultural, recreational and health care facilities is a priority, and recognizes the changing nature of these facilities; specifically, from providers of specific services to providers of a wider range of functions.

Section 8.5.2 identifies that the 'Community Facility (CF)' designation is intended to provide for large scale institutional, cultural, and recreational uses which serve residents throughout the Town and within the southern part of Oxford County, portions of Elgin County, and the counties of Haldimand and Norfolk.

These facilities, because of their size and scale, or because of the range of activities and functions which occur on site, attract large numbers of people on a regular basis and constitute major centres of activity in the Town. The nature of these uses requires sensitive integration to minimize potential effects of community facilities on adjacent land uses.

Permitted Uses within the 'Community Facility' designation includes:

- Hospitals;
- Major recreational facilities;
- Large cultural and educational facilities;
- Religious institutions;
- Public administration buildings;
- Larger scale nursing homes and rest homes with 20 or more beds;
- Homes for the aged;
- Funeral homes;
- Fairgrounds;
- Cemeteries;
- Chronic care facilities which provide continuous medical supervision for patients;
- Facilities utilized primarily by service clubs;
- Trade unions and community cultural groups;
- Continuum-of-care developments which provide a range of accommodations from independent residential units to chronic care facilities within the same complex; and,
- Emergency shelters and similar types of community-oriented uses.

In addition to the uses listed above, all forms of Institutional uses permitted in the Residential Areas designation including elementary and secondary schools, churches, day care facilities and public uses, such as fire, police and ambulance service uses, are also permitted. A limited range of secondary uses associated with, and that serve the needs of the main facility in the Community Facility designation and do not detract from the function of the area, may also be permitted (e.g. office, personal service, convenience retail stores, meeting rooms).

Recognizing that predicting land requirements for Community Facility and Institutional uses is challenging, Section 8.5.2.1 sets out the following policies to guide and evaluate proposals in the Community Facility designation:

- **LOCATIONAL CRITERIA:** Community Facility will generally be located on an arterial or collector road.
- **COMPATIBILITY:** The compatibility of the proposed development with surrounding land uses, having regard to the proposed height, setbacks, parking requirements and location, site coverage, the bulk, scale and layout of buildings, and the ability to implement planned future land uses in the area.
- **TRAFFIC:** The potential effect of traffic from the proposed use on the Town and County Road system and surrounding land uses, as well as any necessary functional transportation improvements required to support the use.
- **MUNICIPAL SERVICES:** The availability of utilities and sewer and water facilities to service the site.

- **ENVIRONMENT:** The effect of the proposed expansion or new designation on environmental resources as well as how such expansion or new designation may be affected by environmental constraints will be addressed in accordance with the policies of Section 3.2, as appropriate.
- **SITE PLAN AND SUPPORTING STUDIES REQUIRED:** In order to assist the Town Council and County Council in evaluating an Official Plan amendment application to expand or to establish a new Community Facility designation, the application will be accompanied by an acceptable site plan and any studies necessary to assist in the evaluation of the above-noted criteria as well as the policies of this Section.

Section 8.5.2.2 establishes that Site Plan Control will be required for uses in the Community Facility designation which will provide opportunity to address these policies.

### Agency Comments

Town of Tillsonburg Engineering Services Department and Tillsonburg Hydro indicated no comments or concerns.

Oxford County Public Works commented that since the development on the subject lands will be phased, they do not have any concerns regarding servicing capacity. Furthermore, future proposed Site Plans for each phase will be reviewed for servicing.

Town of Tillsonburg Building Services Department requested that information regarding employee parking be provided.

Southwestern Public Health commented that they do not have any objections to the applications as they currently stand; the applicant will be required to consult with their office to receive approval for the retail kitchen.

### Town of Tillsonburg Council

Town of Tillsonburg Council recommended support of the proposed Official Plan Amendment and approved the proposed Zoning By-law amendment 'in principle', at the Town's regular meeting of Council on January 23, 2024.

### Planning Analysis

The applications propose to redesignate the lands from 'Residential' to 'Community Facility' and rezone the lands from 'Minor Institutional Zone (IN1)' to 'Special Major Institutional Zone (IN2-sp)' and 'Special Major Institutional Holding Zone (IN2-sp(H))'.

As illustrated on Attachment 3, the proposed applications for Official Plan Amendment and Zone Change will provide an opportunity for the redevelopment of an existing site to allow for a new continuum-of-care facility consisting of a 3-storey Long Term Care Facility (up to 160 beds), a 5-storey Retirement Home (up to 150 beds) and a 4-storey Seniors' Apartment Home (up to 50 units). It is anticipated that the development will be phased over time and will begin later in 2024 with the Long Term Care Facility on Block 1.

Planning staff are of the opinion that the proposal is consistent with and supports the policies of the Provincial Policy Statement (PPS). Specifically, the proposed development is an efficient use of land and municipal services within a settlement area, efficiently using existing infrastructure and resources. In addition, the development contributes to providing a range of housing types and long term care options for both the current and future residents of the Town of Tillsonburg and for the broader regional market area.

It is the opinion of Planning staff that the Official Plan criteria respecting the designation of 'Community Facility' areas have been satisfactorily addressed. More specifically, staff are of the opinion that, as per the policies in Section 8.5.2.1 of the Official Plan, the location of the subject lands is appropriate for the proposed uses. The lands were previously used for an elementary school and surrounding uses include residential, commercial, and institutional land uses. These uses are considered compatible with the uses proposed in these applications. Staff is also of the opinion that the proposed concept for the subject lands, illustrated via Attachment 3, adequately considers compatibility with the adjacent uses. Specifically, the lowest building in the development – the proposed 3-storey Long Term Care facility – is set back from Maple Lane and buffered from existing residential uses through parking and the main driveway. The proposed 5-storey Retirement Home is buffered from adjacent uses by a parking area and Fire Route. The proposed 4-storey Apartment has been designed to orient much of the building mass internally to the site and the part of the Apartment facing the adjacent uses is buffered by parking and a Fire Route. Staff are also of the opinion that the size and orientation of the site provides sufficient flexibility for efficient and effective site design of all phases to mitigate any potential adverse effects on the amenities and character of any adjacent uses and provide a reasonable amount of buffering from adjacent uses. With respect to Block 3, it is the intent of the applicant to use these lands for parking and loading purposes until the lands can be appropriately remediated.

As Site Plan Control is required for uses in the Community Facility designation, detailed matters including, but not limited to lot grading, access, stormwater management, landscaping and servicing will be addressed through the site plan approval process, to the satisfaction of the Town and County.

## **CONCLUSIONS**

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In light of the foregoing, Planning staff are of the opinion that the proposal is consistent with the policies of the Provincial Policy Statement and supports the strategic initiatives and objectives of the Official Plan with respect to providing for the existing and future land requirements and the needs for health care and housing options for current and future residents of the Town. As such, staff are satisfied that the applications can be given favourable consideration.



## SIGNATURES

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### Report Author:

Original Signed By \_\_\_\_\_

Laurel Davies Snyder, RPP, MCIP  
Development 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

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- Attachment 1 - Plate 1, Location Map with Existing Zoning
- Attachment 2 - Plate 2, Aerial Map (2021)
- Attachment 3 - Plate 3, Applicant's Sketch – Proposed Site Concept
- Attachment 4 - Letters of Objection
- Attachment 5 - Official Plan Amendment No. 312