

REPORT TO COUNTY COUNCIL

Application for Official Plan Amendment and Draft Plan of Subdivision OP 23-04-1 and SB 23-01-1 1967113 Ontario Inc.

To: Warden and Members of County Council

From: Director of Community Planning

RECOMMENDATIONS

1. That Oxford County Council grant draft approval to the proposed plan of subdivision, Application SB 23-01-1 submitted by 1967113 Ontario Inc. for lands described as Part Centre St. Plan 104, Closed By By-law as in CO 273790; Lots 27 to 34 Block A Plan 104; Lots 8, 9 & 10 Block K Plan 104; Lots 3, 4, 7 & 8 Block L Plan 104; Part Lots 11 & 12 Block L Plan 104; Lots 1 to 10 Block M Plan 104, Lots 1 to 8 Block N Plan 104; Part Lots 9 to 12 Block N Plan 104; Lots 1 to 10 Block O Plan 104; Part Lots 11 & 12 Block O Plan 104; Part Henry St. Plan 104; Part South St. Plan 104; Part Catherine St. Plan 104 (Part Catherine St., Part Henry St. & Part South St. Plan 104, Closed by By-Law 2377-2023 as in R511266), Part 1 41R-10687 Township of Blandford-Blenheim, located south of Maitland Street and west of Oxford Road 3 in the Village of Drumbo, subject to the conditions attached to this report as Schedule 'A' being met prior to final approval;
2. And further, that Oxford County Council approve the attached Amendment No. 323 to the County of Oxford Official Plan;
3. And further, that the necessary by-law to approve Amendment No. 323 be raised.

REPORT HIGHLIGHTS

- The Official Plan Amendment Application proposes the re-designation of a portion of the subject lands from 'Low Density Residential' to 'Medium Density Residential' and 'Open Space' to facilitate the development of a residential draft plan of subdivision.
- The Draft Plan of Subdivision Application proposes an initial phase consisting of 2.3 ha (5.7 ac) and includes 19 lots for single detached dwellings and 22 townhome residential units to be serviced by municipal water and wastewater services.
- Planning staff are recommending that County Council support the proposal as it is consistent with the Provincial Policy Statement and the Official Plan with respect to residential development through a draft plan of subdivision within a serviced settlement.

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 June 5, 2024 and notice of public meeting was issued on July 18, 2024. As of the writing of this report, one letter of objection was received by a member of the public. A copy of the letter has been included as an attachment to 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

Owner: 1967113 Ontario Inc.
 35 Hardwood Street, Innerkip, ON N0J 1M0

Agent: Denis Brolese
 709-505 Finkle Street, Woodstock, ON N4V 0B4

Location:

The subject lands are described as Part Centre St. Plan 104, Closed By By-law as in CO 273790; Lots 27 to 34 Block A, Plan 104; Lots 8, 9 & 10 Block K, Plan 104; Lots 3, 4, 7 & 8 Block L, Plan 104; Part Lots 11 & 12 Block L, Plan 104; Lots 1 to 10 Block M, Plan 104, Lots 1 to 8 Block N, Plan 104; Part Lots 9 to 12 Block N, Plan 104; Lots 1 to 10 Block O, Plan 104; Part Lots 11 & 12 Block O, Plan 104; Part Henry St., Plan 104; Part South St., Plan 104; Part Catherine St., Plan 104 (Part Catherine St., Part Henry St. & Part South St. Plan 104, Closed by By-Law 2377-2023 as in R511266), Part 1 41R-10687 Township of Blandford-Blenheim.

The lands are generally located on the west side of Oxford Road 3 and south of Maitland Street, in the Village of Drumbo, Township of Blandford-Blenheim.

County of Oxford Official Plan:

Existing:

Schedule 'B-1'	Township of Blandford-Blenheim Land Use Plan	'Settlement'
Schedule 'B-3'	Village of Drumbo Land Use Plan	'Low Density Residential'
Schedule 'C-3'	County of Oxford Settlement Strategy Plan	'Serviced Village'

Proposed:

Schedule 'B-1'	Township of Blandford-Blenheim Land Use Plan	'Settlement'
Schedule 'B-3'	Village of Drumbo Land Use Plan	'Low Density Residential, Medium Density Residential, and Open Space'

Schedule 'C-3'

County of Oxford Settlement
Strategy Plan

'Serviced Village'

Township of Blandford-Blenheim Zoning By-law No. 1360-2002:

Existing Zoning: 'Development Zone (D)'

Proposed Zoning: 'Special Residential Type 1 Zone (R1-sp),' 'Special Residential Type 3 Zone (R3-sp),' and 'Special Open Space Zone (OS-sp)'

Proposal:

The draft plan of subdivision application is proposing an initial phase of residential development (Phase 1) consisting of 19 lots for single detached dwellings and 4 blocks for street fronting townhouse dwellings (a total of 22 townhouse units) to be serviced by municipal water and wastewater services. A walkway and a block for stormwater management purposes are also being proposed, as is an extension to Henry Street, and a new internal road connecting to Oxford Road 3.

The Official Plan Amendment application proposes the re-designation of a portion of the subject lands from 'Low Density Residential' to 'Medium Density Residential' to facilitate the initial phase of the proposed plan of subdivision. Special provisions are proposed to be included for the Low Density Residential and the Medium Density Residential designations to allow for a slight increase in the maximum permitted net residential densities.

An accompanying Zone Change application has also been submitted to rezone the portion of the subject lands associated with Phase 1 of the proposed plan of subdivision from 'Development Zone (D)' to 'Special Residential Type 1 Zone (R1-sp),' 'Special Residential Type 3 Zone (R3-sp),' and 'Special Open Space Zone (OS-sp)'. The remainder of the lands would remain zoned 'Development Zone (D).'

The subject lands total approximately 5.3 ha (13.2 ac.) in area and do not currently contain any buildings or structures. The portion of the lands subject to the proposed Phase 1 of the draft plan of subdivision comprise approximately 2.3 ha (5.7 ac) in area.

Surrounding land uses include single detached dwellings to the north, future development lands to the east and west (currently in agricultural production) and agriculture to the south.

A Planning Justification Report, Functional Servicing Report, Archeological Assessment, Traffic Impact Study, and Geotechnical Investigation have been submitted in support of the applications.

Plate 1, Location Map and Existing Zoning provides the location of the subject lands and the existing zoning in the immediate vicinity.

Plate 2, Aerial Photography (2020) provides an aerial view of the subject lands and surrounding uses with the existing zoning.

Plate 3, Existing Official Plan Designations illustrates the land use designations of the subject lands and surrounding area.

Plate 4, Proposed Official Plan Designations illustrates the proposed land use designations of the subject lands.

Plate 5, Proposed Draft Plan of Subdivision (Phase 1) illustrates the draft plan of subdivision layout and lot configurations as proposed, with Phase 1 outlined.

Plate 6, Proposed Draft Plan of Subdivision (Proposed Zoning) illustrates the draft plan of subdivision layout and lot configurations as proposed, including the proposed zoning for Phase 1.

Comments

2020 Provincial Policy Statement

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.

The policies of Section 1.1 direct that sufficient land shall be made available to accommodate an appropriate range and mix of land uses (including residential and commercial uses) to meet projected needs for the planning period. Within settlement areas, sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas. Section 1.1.3.2 directs that settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted. Furthermore, land use patterns within settlement areas shall be based on densities and a mix of land uses which efficiently use land and resources and existing infrastructure and public service facilities. A range of uses and opportunities for intensification and redevelopment should also be promoted where it can be accommodated in settlement areas.

Section 1.4.1 of the PPS sets out policies which are intended to provide for an appropriate range of housing types and densities required to meet projected requirements of current and future residents. 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, redevelopment and if necessary, lands which are designated and available for residential development.

The PPS also states in Section 1.6.6.2 that municipal sewage and water systems are the preferred form of servicing for settlement areas and that intensification and redevelopment within settlement areas on existing municipal services should be promoted, wherever feasible.

With respect to planning for stormwater management, the PPS directs that development shall minimize or, where possible, prevent increases in contaminant loads, minimize changes in water balance and erosion, not increase risks to human health and safety and property damage, maximize the extent and function of vegetative and pervious surfaces and promote stormwater management best practices.

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 'Low Density Residential' according to Schedule "B-3" Village of Drumbo Land Use Plan.

According to Section 2.1.1 (Growth Management), in order 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, to control infrastructure costs, and to 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 6.2.2) directs that Low Density Residential areas in serviced villages are those lands that are primarily developed or planned for a variety of low-rise, low density housing forms consisting of single detached, semi-detached, duplexes, converted dwellings, and street fronting townhouses.

Through the implementation of the Drumbo Secondary Plan, the Official Plan outlines Drumbo specific densities for Low Density Residential areas with a minimum net residential density of 18 units per hectare (6 units per acre) and a maximum net residential density of 25 units per hectare (10 units per acre). Net residential development 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.

Section 6.2.3 (Medium Density Residential Areas) directs that Medium Density Residential areas in serviced villages are those lands primarily developed or planned for low profile multiple unit development that exceeds densities established for Low Density Residential areas, and further, all proposed for Medium Density Residential development shall be subject to Site Plan Control.

Developments proposed for Medium Density Residential areas require an amendment to the Official Plan, subject to the following criteria:

- The property abuts a major road, such as a County Road or Provincial Highway, or will be situated such that movements from the site do not flow through any adjoining Low Density Residential areas;
- The property will be in close proximity to community serving facilities such as schools, shopping facilities and recreational and open space areas;
- The proposal shall be fully serviced by centralized water and wastewater facilities and storm sewers, power and gas distribution facilities will be available to accommodate the proposed development;
- Stormwater run-off from the proposal will be adequately controlled and will not negatively affect adjacent properties;
- The size, configuration and topography of the site is such that there is sufficient flexibility in site design to mitigate adverse impacts on the amenities and character of any adjacent Low Density Residential areas through adequate buffering and screening;
- The location of vehicular access points and the likely impacts of traffic generated by the proposal on adjacent streets has been assessed and is acceptable;
- Adequate off-street parking and outdoor amenity areas can be provided; and,
- The effect of the proposed development on environmental resources or the effect of environmental constraints on the proposed development will be addressed and mitigated.

The Official Plan 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 10.3.3 (Plans of Subdivision and Condominium) identifies that County Council and Area Councils 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 plan effectively accommodates environmental resources and mitigates environmental constraints in accordance with the relevant Official Plan policies;
- The plan is designed to reduce negative effects on surrounding land uses, including transportation networks and significant environmental features;
- The plan is designed to be integrated with adjacent developments; and,
- The plan is designed to be compatible with the natural features and topography of the lands, extensive areas of cut and fill will be discouraged.

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 subdivision 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 'Development Zone (D)' according to the Township's Zoning By-law. The Zone Change Application proposes to rezone a portion of the subject lands corresponding with Phase 1 of the proposed plan of subdivision from 'Development Zone (D)' to 'Special Residential Type 1 Zone (R1-sp),' 'Special Residential Type 3 Zone (R3-sp),' and 'Special Open Space Zone (OS-sp)'. The remainder of the lands would remain zoned 'Development Zone (D)'.

Agency Comments

Enbridge requested that as a condition of final approval that the owner/developer provide to Enbridge the necessary easements and/or agreements required by Enbridge for the provision of gas services for this project, in a form satisfactory to Enbridge.

Canada Post provided standard conditions of approval for the provision of community mailboxes and mail service for 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 Administrative Officer has indicated that it is preferred to collect the required cash-in-lieu of parkland dedication on a phase by phase basis, rather than all up-front through this initial phase.

The Township Director of Public Works, the Township Director of Protective Services, Southwestern Public Health, and Thames Valley District School Board have indicated no concerns or objections regarding the proposed zoning amendment.

Township of Blandford-Blenheim Council

Township of Blandford-Blenheim Council recommended support of the proposed Draft Plan of Subdivision and Official Plan Amendment while also approving the proposed Zone Change Application 'in principle', at the Township's regular meeting of Council on August 7, 2024.

Planning Analysis

The proposed applications are intended to facilitate a residential development in the Village of Drumbo, consisting of single detached and townhouse dwelling units, an extension of a local road (Henry Street), the creation of new local street connecting to Oxford Road 3, and a stormwater management block.

A Planning Justification Report, Functional Servicing Report, Archeological Assessment, Traffic Impact Study, and Geotechnical Investigation have been submitted in support of the applications.

Provincial Policy Statement

As the proposed draft plan of subdivision is located within a designated settlement area and will be serviced by municipal water and wastewater facilities, the development represents an efficient use of lands designated for residential purposes and 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 provide for land uses that are compatible with the surrounding residential, agricultural, and future development lands.

Details of the proposed infrastructure were provided in a Functional Servicing Report, submitted in support of the applications. 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 infrastructure and public facilities are available to accommodate the initial phase of the development as proposed.

Official Plan

As previously noted, the Official Plan establishes minimum and maximum net densities for Low Density Residential areas of 18-25 units per hectare (6-10 units per acre) and 26-50 units per hectare (11-20 units per acre) for Medium Density Residential areas. The proposed development would result in an overall net residential density of approximately 23.8 units per hectare (9.6 units per acre) for lands designated as Low Density Residential and approximately 42 units per hectare (16.8 units per acre) for lands designated as Medium Density Residential, consistent with minimum net residential density requirements established in the Official Plan.

While the density of the overall development proposed for the subject lands (i.e. Phase 1 and future phases) would comply with the permitted densities for both the Low Density Residential and Medium Density Residential designations in the Official Plan, there would be some minor exceedances when considered on a phase by phase basis.

It is planning staff's understanding that 26 units per hectare (10.8 units per acres) is the highest density being proposed for the areas designated Low Density Residential on the subject lands. The highest density for the Medium Density Residential designation would be 52 units per hectare (21 units per acre) and occur in a future phase of the development. In the opinion of staff, these density exceedances are minor and can be supported for the Low Density Residential and

Medium Density Residential designations proposed for the entirety of the lands (i.e. not just the lands in Phase 1). This will allow applications for future phases of the plan of subdivision to come forward without the need to submit another Official Plan Amendment Application.

Staff are also of the opinion that the location of the proposed Medium Density Residential designation is appropriate. The proposed Medium Density Residential blocks will be located within walking distance from several amenities within the Village of Drumbo. The blocks would be approximately 190 m (623.3 ft) from Drumbo Park, approximately 450 m (1,476 ft) from Blenheim District Public School, and approximately 650 m (2,132.5 ft) from the Village Downtown. Further, the Medium Density Residential blocks would be located in close proximity to Oxford Road 3, a County Road, which would result in traffic using an arterial road rather than using existing local roads.

With regard to the specific review criteria for plans of subdivision (Section 10.3.3), the County of Oxford Department of Public Works has advised that sufficient municipal water and wastewater capacity is available to service Phase 1 of the development, but will be subject to confirmation by the Public Works Department prior to registration of the phase. Community facilities and utility infrastructure exist in the surrounding Village of Drumbo, and the existing road network will be extended to permit access to the site. 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 single detached and townhouse dwellings will provide a mix of housing types while remaining compatible with surrounding residential uses.

Township Zoning By-law

The applicant is proposing to rezone the portion of the subject lands corresponding with Phase 1 of the proposed plan of subdivision from 'Development Zone (D)' to 'Special Residential Type 1 Zone (R1-sp)' to permit the development of 19 lots for single detached dwellings with reduced lot frontages and areas, and to 'Special Residential Type 3 Zone (R3-sp)' to permit the development of 22 townhouse dwellings with reduced lot frontages and areas. The remainder of the lands will remain in a 'Development Zone (D)' zone until such time as future phases of the proposed subdivision are in a position to be considered (i.e. through the submission of future subdivision and zone change applications).

Township Council approved in principle the zoning amendment for Phase 1 of the development at their August 7th meeting.

Servicing

For Council's information, the Drumbo Wastewater Treatment Plant recently underwent an upgrade to increase the capacity to accommodate the equivalent of approximately 150 additional dwelling units. In order to ensure an equitable and transparent process for the allocation of servicing capacity to development proposals throughout the village, staff are recommending that draft plans of subdivision within Drumbo be appropriately phased, in accordance with the County's Servicing Allocation Protocol, as is being proposed with the subject applications. This approach ensures that multiple developers have an opportunity to proceed with their projects on a phase-by-phase basis, rather than simply allowing the entirety of the capacity to be allocated to one project, which may not necessarily proceed in a timely manner. As such the applicant will be

required to come back to Township and County Councils for approval for additional phases of development on the subject lands, once the first phase is substantially built out. The availability of sufficient wastewater treatment capacity will be required to be confirmed by the Oxford County Public Works Department for each phase.

It shall also be noted that one of the 19 lots for single detached dwellings, identified as Block 14 on Plate 5 of this report, will be used to accommodate a turning circle at the south end of Henry Street for the foreseeable future. Through discussions with the Township Public Works Department and the Township's Engineering Consultant, a temporary turning circle was identified as being required at the south end of Henry Street to accommodate snow removal and garbage collection. Should the need for the turning circle no longer exist in the future, Block 14 will already be zoned R1-sp which will allow for the block to be used for a single detached dwelling.

CONCLUSIONS

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 respecting residential uses. As such, staff are satisfied that the applications can be given favourable consideration.

SIGNATURES

Report author:

Original Signed By

Dustin Robson
Development Planner

Departmental approval:

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 Photography (2020)
- Attachment 3 - Plate 3, Existing Official Plan Designations
- Attachment 4 - Plate 4, Proposed Official Plan Designations
- Attachment 5 - Plate 5, Proposed Draft Plan of Subdivision (Phase 1)
- Attachment 6 - Plate 6, Proposed Draft Plan of Subdivision (Proposed Zoning)
- Attachment 7 - Neighbour Email
- Attachment 8 - Official Plan Amendment No. 323
- Attachment 9 - Conditions of Draft Approval