

REPORT TO COUNTY COUNCIL

Application for Official Plan Amendment OP 26-05-7 - Town of Tillsonburg Non-Profit Housing Corporation

To: Warden and Members of County Council

From: Director of Community Planning

RECOMMENDATIONS

1. That Oxford County Council approve Official Plan Application OP 26-05-7, submitted by Town of Tillsonburg Non-Profit Housing Corporation for the lands described as Lots 48, 48A, 49 and 49A, Plan 500, in the Town of Tillsonburg, to redesignate the lands to Medium Density Residential to facilitate a three storey 30-unit apartment development;
2. And further, that County Council approve the attached Amendment Number 354 to the County of Oxford Official Plan as well as the enacting By-law 6820-2026.

REPORT HIGHLIGHTS

- The application seeks to amend the Official Plan to re-designate the site from Service Commercial to Medium Density Residential to facilitate a medium density residential development on the subject lands.
- The subject lands are proposed to be developed to accommodate the 30-unit apartment building containing affordable housing units in partnership with Oxford County's Human Services Department.
- Planning staff support the application as it is consistent with Provincial policy direction and Official Plan policies respecting residential intensification, increased supply and diversity of dwelling types, and locational criteria respecting the designation of new medium density residential areas.

IMPLEMENTATION POINTS

This application will be implemented in accordance with the relevant objectives, strategic initiatives, and policies in the Official Plan.

Financial Impact

The approval of this application will have no financial impact beyond what has been approved in the current year’s budget.

Communications




In accordance with the requirements of the *Planning Act*, notice of complete application regarding this proposal was provided to surrounding property owners on February 24, 2026, and notice of public meeting was issued on March 30, 2026. At the time of writing this report, no comments had been received.

2023-2026 STRATEGIC PLAN

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

The recommendations in this report support the following strategic goals.

Strategic Plan Pillars and Goals

PILLAR 1	PILLAR 2	PILLAR 3
		
Promoting community vitality	Enhancing environmental sustainability	Fostering progressive government
<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> <p>Goal 1.4 – Connected people and places</p>		

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

DISCUSSION

Background

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

Agent: City Planning Solutions (c/o John Fleming)
59 Coachwood Crescent, London, ON N6K 3C8

Location:

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

County of Oxford Official Plan:

Existing:

Schedule 'T-1'	Town of Tillsonburg Land Use Plan	'Service Commercial'
----------------	--------------------------------------	----------------------

Proposed:

Schedule 'T-1'	Town of Tillsonburg Land Use Plan	'Residential'
----------------	--------------------------------------	---------------

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

Proposal:

Applications have been initiated to amend the Official Plan to permit the construction of a three-storey apartment building containing 30 apartment units. The Official Plan amendment proposes to redesignate the subject lands from 'Service Commercial' to 'Medium Density Residential' with special development policies to permit a higher net residential density on the site than is currently permitted in the medium density residential designation.

An associated zone change application was submitted to the Town of Tillsonburg to rezone the subject lands from 'Service Commercial Zone (SC)' to 'Special Medium Density Residential Zone (RM-sp)' to facilitate the development of the proposed three storey, 30 unit apartment building, which will require a number of site specific provisions, including reduced minimum lot area per dwelling unit, setbacks, and number of parking spaces per unit (i.e. from 1.25 to 1)

Surrounding land uses include existing low density residential development (consisting primarily of single detached dwellings) to the north, east and immediate south, Gyulveszi Park a bit further to the northeast, industrial uses across Tilson Avenue to the west, and service commercial uses further to the south.

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

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

Plate 3, Applicant's Sketch, illustrates the development concept and provides site data.

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

Comments

2024 Provincial Planning Statement (PPS)

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

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

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

2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;
- c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and
 - d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.

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

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

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

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

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

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

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

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

County of Oxford Official Plan

Section 2.1.1 of the Official Plan provides that growth and development will be focused in settlement areas and their vitality and regeneration will be promoted. Development will be directed to settlements with centralized wastewater and water supply facilities to minimize risks of contamination to air, land, surface water and groundwater, to preserve agricultural land and to reduce the cost of public service facilities and infrastructure. Settlements will be required to develop with land use patterns and a mix of uses and densities that efficiently use land and resources, are appropriate for, and efficiently use, existing or planned infrastructure and public service facilities, support active transportation and minimize negative impacts to air quality and climate change and promote energy efficiency.

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

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

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

Section 8.2.2.2 – Tenure and Mix, provides that it is an objective of the Official Plan to provide a range of tenure forms throughout the Town, consistent with the demand, and to maintain an

appropriate supply of affordable rental and ownership housing in the Town, while recognizing that housing needs to be suitably maintained and adequate for habitation. Town Council shall encourage the creation of housing opportunities that may result in a mix of tenure forms, such as ownership, rental and cooperative, throughout the Town. Such encouragement will include the provisions of opportunities for the development of a variety of housing forms and by permitting sensitive infilling and accessory apartments in built-up areas.

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

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

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

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

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

- sites which abut arterial or collector roads or sites situated in a manner which prevents traffic movements from the site from flowing through any adjoining Low Density Residential Districts;
- sites which are close to community supportive facilities such as schools; shopping plazas, institutional, recreational and open space areas;
- sites which are adjacent to the Central Area, designated Shopping Centres and Service Commercial Areas, Community Facilities, High Density Residential Districts or developed Medium Density Residential Districts.

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

- the size, configuration and topography of the site provides sufficient flexibility in site design to mitigate adverse effects on the amenities and character of any adjacent Low Density Residential area through adequate buffering and screening;

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

Town of Tillsonburg Zoning By-law

The subject lands are currently zoned 'Service Commercial Zone (SC)'. The applicant proposes to rezone the subject lands to a special 'Medium Density Residential Zone (RM-sp)' to facilitate the proposed three storey, 30 unit apartment building, which will require a number of site specific provisions including reduced minimum lot area per dwelling unit, setbacks, and number of parking spaces per unit (i.e. from 1.25 to 1)

Agency Comments

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

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

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

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

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

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

Town of Tillsonburg Council

Town of Tillsonburg Council recommended support of the proposed Official Plan Amendment and approved 'in principle' the proposed Zone Change Application at their April 13, 2026, meeting.

Planning Analysis

The application for Official Plan Amendment proposes to redesignate the subject lands from 'Service Commercial' to 'Medium Density Residential' with special development policies to permit a higher net residential density on the site than is currently permitted in the medium density residential designation. The proposed amendment will facilitate the development of a three-storey, 30-unit apartment dwelling development on the subject lands.

Provincial Planning Statement (PPS) 2024

Planning staff are of the opinion that the subject proposal is consistent with the policies of the PPS, as the development is considered to be an efficient use of land and municipal services within a fully serviced settlement area. The proposal will increase the housing supply to help address the full range of housing affordability needs and will assist the Town with providing and building homes that respond to changing market needs and local demand and supporting a diverse and growing population and workforce in the Town and broader region.

The development is also consistent with Sections 2.1.4, and 2.2.1 of the PPS, as it will permit and facilitate housing options required to meet the social, health, economic and well-being requirements for current and future residents, facilitate residential intensification, including the development and redevelopment of underutilized commercial and institutional sites for residential uses, represents the development and introduction of new housing options within previously developed areas and redevelopment which results in a net increase in residential units. The proposed development will also serve as a transition between the employment uses to the west and existing low density residential development to the south, east and north.

Official Plan

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

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

The subject site is of sufficient size to adequately accommodate the proposed medium density development. The subject lands are a total of approximately 0.37 ha (0.91 ac) in area, are generally flat, and are bounded by public streets on three sides, including Tillson Avenue, an arterial road (as identified on OP Schedule T-4 - Transportation Network Plan). The subject lands are located in close proximity to existing residential development, some service commercial uses

to the south (e.g. a café/restaurant, massage therapist and chiropractor), and Gyulveszi Park to the northeast. As such, staff are satisfied that the subject lands provide sufficient flexibility for appropriate site design, allow for an appropriate transition to surrounding existing low-density development and buffering from the industrial uses located across Tillson Avenue to the west, and provide for convenient access to parks and amenities in the surrounding area.

While no designated shopping areas are within the immediate area, a TGO Transit stop is located in front of the subject property on Tillson Avenue, as identified on Plate 4 of this report. Both the red and blue line transit routes stop immediately in front of the subject property, providing for municipal transit access to various goods and services throughout the Town. In turn, the proposed development will help to further support the efficient use of this existing municipal infrastructure. The subject lands are also located close to parks and recreational facilities, including the Gyulveszi Park and the Trans Canada Trail being located to the northeast and north of the subject lands, respectively. Further, Staff are satisfied that the subject property being located on an arterial road (Tillson Avenue) will allow the residents to access nearby shopping and amenities within Town by either vehicle, or the above noted public transit.

The proposed apartment building will contain affordable housing units secured through an agreement with Oxford County Human Services Department. As such, the number of units has been increased to maximize the efficient use of the lands and accommodate the need for affordable housing units, which has resulted in an overall increased net residential density of 80 units per hectare (33 units per acre), versus the 62 units per hectare (25 units per acre) permitted by the standard Medium Density Residential designation. Planning staff are satisfied that the proposed additional density for the Medium Density Residential designation on this site can be supported as the proposed three storey, low rise apartment building is a medium density building typology and below the maximum permitted height (i.e. up to 4 storeys) and the site can adequately accommodate the associated parking and open space areas. Further, the increased unit count will help contribute towards the County's goal of a minimum target of 20% of housing being affordable and the proposed development will achieve a strategic direction outlined in the Town of Tillsonburg Community Strategic Plan for sustainable Community Growth.

CONCLUSIONS

In light of the foregoing Planning staff are satisfied that the Official Plan amendment application is consistent with the policies of the Provincial Planning Statement and is in-keeping with the strategic initiatives and objectives contained in the Official Plan. As such, staff are recommending approval of the Official Plan amendment application.

SIGNATURES

Report author:

Original signed by _____
Amy Hartley
Development Planner

Departmental approval:

Original Signed By _____
Eric Gilbert, MCIP, RPP
Manager of Development Planning

Original Signed By _____
Paul Michiels
Director of Community Planning

Approved for submission:

Original Signed By _____
Benjamin R. Addley
Chief Administrative Officer

ATTACHMENTS

- Attachment 1 – Plate 1, Location Map with Existing Zoning
- Attachment 2 – Plate 2, Aerial Map (2020) with Existing Zoning
- Attachment 3 – Plate 3, Applicant’s Sketch
- Attachment 4 – Plate 4, TGO Transit Route Map
- Attachment 5 – Southwestern Public Health Comments
- Attachment 6 – Official Plan Amendment, OPA 354