

**To: David Creery, Chief Administrative Officer**  
**From: Amy Humphries, Deputy Chief Administrative Officer/City Clerk**  
**Re: Norwich Boundary Adjustment**

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**AIM**

To seek Council's approval of a proposed Boundary Adjustment with the Township of Norwich.

**BACKGROUND**

The Councils of the Township of Norwich and the City of Woodstock approved the initiation of the public consultation process for a proposed boundary adjustment at their respective meetings on June 4<sup>th</sup>, 2024 and June 6<sup>th</sup>, 2024. Various property owner and stakeholder consultation letters were circulated and two public information and consultation meetings regarding the proposal were held on June 27<sup>th</sup>, 2024.

At their meeting on July 9<sup>th</sup>, 2024, Norwich Council directed Township staff to prepare a report outlining revised proposals for consideration. At their August 13<sup>th</sup>, 2024 meeting, Norwich Council considered 4 options for a possible revised boundary adjustment proposal and directed Township staff to proceed with the following option:

*To recommend in principle the proposal known as "the minimalist approach" subject to the following conditions:*

- a) All legal fees to be paid by the City of Woodstock*
- b) Allow cross-border servicing from Highway 59 up to Old Stage Road and Patullo Avenue to Middletown Line at the expense of the developer*
- c) Public consultation prior to Township final approval*
- d) All land in Option 1 would be subject to Base Compensation, Joint Prosperity, Tax Mitigation and Tax Phase-in*

Woodstock City Council met on August 15<sup>th</sup>, 2024 and considered the public comments, the 4 options for a possible revised boundary adjustment proposal, and the amendments to Option 1 – Minimalist Approach proposed by Norwich Council. Woodstock City Council was supportive of the amendments from Norwich, with the exception of cross border servicing. As a result, the following motion was passed:

*That Woodstock City Council is not supportive of Cross Border Servicing;*

*And further that City Council is supportive of Option 1 - Minimalist Approach, subject to the following conditions:*

- a) All legal fees with respect to the Boundary Adjustment process will be paid by the City of Woodstock;*

- b) *Further public consultation prior to Township final approval will be supported; and*
- c) *All land in Option 1 - Minimalist Approach would be subject to Base Compensation, Joint Prosperity Compensation, Tax Mitigation and Tax Phase-in.*

In response, Norwich Council held a special meeting on August 29, 2024, and requested additional information from Township staff related to cross border servicing. Further, a Public Open House was held on September 17, 2024, at the Township Administrative Building regarding the reduced area. The Township staff report presented at the September 24, 2024 Township Council meeting regarding cross border servicing and the comments received from the Public Open House are attached to this report. As a result, Norwich Council passed the following motion:

*That Report CAO-2024-08, Woodstock Boundary Servicing Extension Information, be received as information:*

*And further that Council direct staff to proceed with Option 1 - minimalist approach of approximately 106 acres and that the land in the approved Option 1 would be subject to Base Compensation, Joint Prosperity, and tax mitigation and tax phase-in;*

*And further that the Council of the Township of Norwich requests that the City of Woodstock consider applying the tax mitigation and tax phase-in to all affected properties as part of the agreement preparation process;*

*And further that the necessary by-law be prepared to authorize the Mayor and Clerk to execute a Boundary Adjustment Agreement between the Corporation of the Township of Norwich, the Corporation of the City of Woodstock and the County of Oxford.*

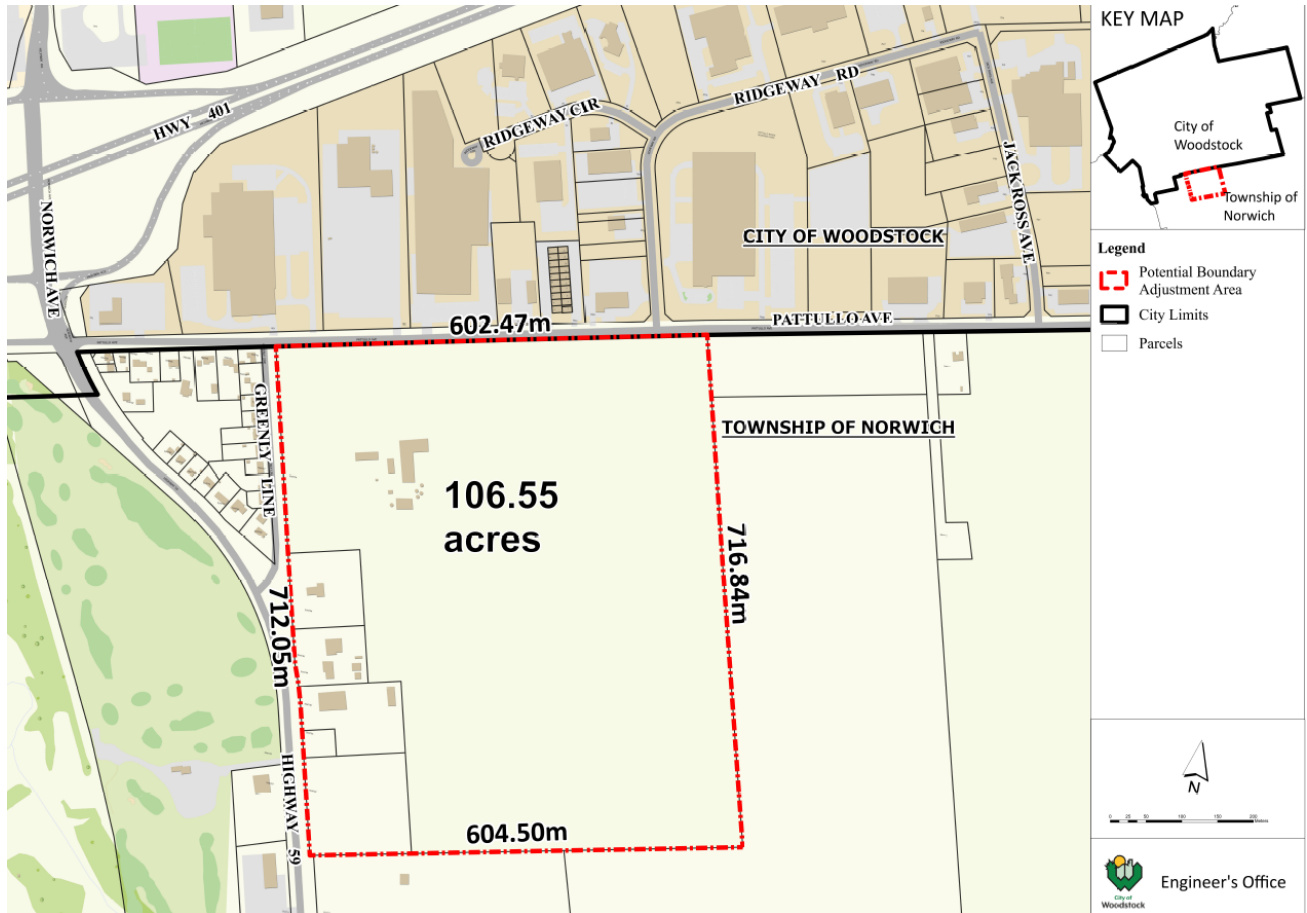
## **COMMENTS**

### **Commercial/Industrial Tax Phase-In**

The most recent approval of Norwich Council removes cross border servicing but includes a request for tax mitigation and tax phase-in to also apply to commercial and industrial tax classes, similar to residential and farm tax classes. A similar request was made during the 2017 Boundary Adjustment negotiations between the City of Woodstock and the Township of Norwich. Staff have obtained a legal opinion regarding the possibility of a phase-in for commercial and industrial taxes and have been advised that such a phase-in of taxes would be considered a violation of the bonusing provisions of the *Municipal Act*. Section 106 of the *Municipal Act, 2001* prevents a municipality from assisting any manufacturing, industrial or commercial enterprise through the granting of bonuses, including giving a total or partial exemption from any tax levy. A commercial or industrial tax phase-in is not permitted in the boundary adjustment agreement as it would be a violation of this section of the Act. Norwich Township staff have been sent correspondence regarding the matter.

## **The Approved Proposal: Revised Option 1 – Minimalist Approach**

This option is approximately 106 acres and represents the lands necessary for the realignment of Patullo Avenue and four other small land parcels to create one continuous block.



General terms for this proposed boundary adjustment include:

Base Compensation Payment (in perpetuity)

Real Property Tax for Township Own Purposes:

- (a) The Treasurer of the Township shall provide the total own purposes taxes levied by the Township for the properties located within the annexed area as of the specified date ("Base Amount");
- (b) The City shall pay to the Township compensation annually, equal to the Base Amount and,

- (c) For each subsequent year, the Base Amount shall be adjusted annually on January 1 by the percentage change in the all items Canada Consumer Price Index for the previous 12 months.

### Joint Prosperity Compensation

The City shall pay to the Township annually a share of the City's own purpose taxes as follows:

- (a) Commercial Tax Class:  
20% of the City's share of the Woodstock tax rate levied each year calculated by applying the City tax rate to the Commercial assessment as per the roll as returned reduced by the indexed (CPI) Commercial assessment as of the boundary adjustment date.
- (b) Industrial Tax Class:  
24% of the City's share of the Woodstock tax rate levied each year calculated by applying the City tax rate to the Industrial assessment as per the roll as returned reduced by the indexed (CPI) Industrial assessment as of the boundary adjustment date.

### Tax Mitigation & Tax Phase-in (applicable only to Residential and Farm property classes)

A tax mitigation and tax phase-in of City taxes will occur according to the following schedule:

- (a) Tax Mitigation: Residential and Farm property classes within the Annexed Lands which would receive an increase in taxes solely as a result of this annexation will receive a credit on the property tax roll. The credit will be calculated by applying the City and Township tax rates to the assessed value of each property at the effective date of the agreement. This credit will remain unchanged for 5 years.
- (b) Tax Phase-In: Following the tax mitigation phase, Residential and Farm property classes within the Annexed Lands which received an increase in taxes solely as a result of this annexation and a tax credit (as determined in clause (a)) for each of the first five years since the annexation took effect, will commence a five-year phase-in of taxes. The tax phase-in will be calculated by dividing the credit determined in clause (a) by 5 and reducing the credit each year by this amount.
- (c) As of the effective date of the agreement, all other tax classes will pay the full amount of the real property taxes assessed for municipal purposes by the City.
- (d) In the event that:



- (i) A residential property receives a planning approval for re-development or intensification of property use, the tax credit is eliminated.
- (ii) A farm property is redeveloped, the tax credit will be eliminated.
- (iii) There is a change in ownership during the tax mitigation period, the tax credit continues to be available.
- (iv) There is a change in ownership during the tax phase-in period, the tax phase-in is eliminated with an exemption for sales to family members.

### **Next Steps**

If Council is supportive of moving forward with the revised Option 1 – Minimalist Approach proposal, the proposal will be sent to Oxford County Council for consideration and a final version of the Boundary Adjustment Agreement will be prepared, working towards Ministerial approval effective January 1<sup>st</sup>, 2026. The recommendation to approve a boundary adjustment also approves the minor costs for preparing the materials needed for a Minister's Order (advertising of the public meetings, land survey work required, minor legal fees etc.).

### **RECOMMENDATION**

That Woodstock City Council direct staff to proceed with the revised Option 1 – Minimalist Approach for a Boundary Adjustment between the City of Woodstock and the Township of Norwich;

And further that the necessary by-law be prepared to authorize the Mayor and Clerk to execute a Boundary Adjustment Agreement between the Corporation of the City of Woodstock, the Corporation of the Township of Norwich, and the County of Oxford;

And further that upon execution of the Agreement and all other necessary documentation by all three municipalities, staff be directed to forward the required information to the Minister of Municipal Affairs and Housing;

And further that the costs incurred as a result of the boundary adjustment process be funded from account number 0170-51015-0519 – Contingency Reserve.

*Authored by: Amy Humphries, Deputy Chief Administrative Officer/City Clerk*

*Approved by: David Creery, Chief Administrative Officer*



**Department: CAO**

**Subject: Woodstock Boundary Servicing Extension Information**

**Report Number: CAO-2024-08**

**Council Meeting Date: September 24, 2024**

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## **Recommendation**

That Report No.CAO-2024-08 entitled Woodstock Boundary Servicing Extension Information, be received as information.

And Further That Council direct staff to proceed with Option 1 – minimalist approach of approximately 106 acres and that the land in the approved Option 1 would be subject to Base Compensation, Joint Prosperity, and tax mitigation and tax phase-in;

And Further That the necessary by-law be prepared to authorize the Mayor and Clerk to execute a Boundary Adjustment Agreement between the Corporation of the Township of Norwich, the Corporation of the City of Woodstock and the County of Oxford;

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## **Background**

In May 2023, the Township was approached by the City of Woodstock to commence boundary adjustment discussions. Township Council appointed Mayor Palmer and Councillor DePlancke to work with the City's committee.

The City of Woodstock advised that the primary reason for a boundary adjustment is to bring sufficient lands into the city to allow for the realignment of Patullo Avenue to intersect with Highway 59 at a more distant location from the Highway 401 ramp terminals. This realignment was identified by MTO as a requirement to allow further industrial development along the north side of Patullo Avenue.

The Councils of the Township of Norwich and the City of Woodstock approved the initiation of the public consultation for a proposed boundary adjustment at their respective meetings on June 4th, 2024 and June 6th, 2024. Various property owner and stakeholder consultation letters were circulated and two public information and consultation meetings regarding the proposal were held on June 27th, 2024.

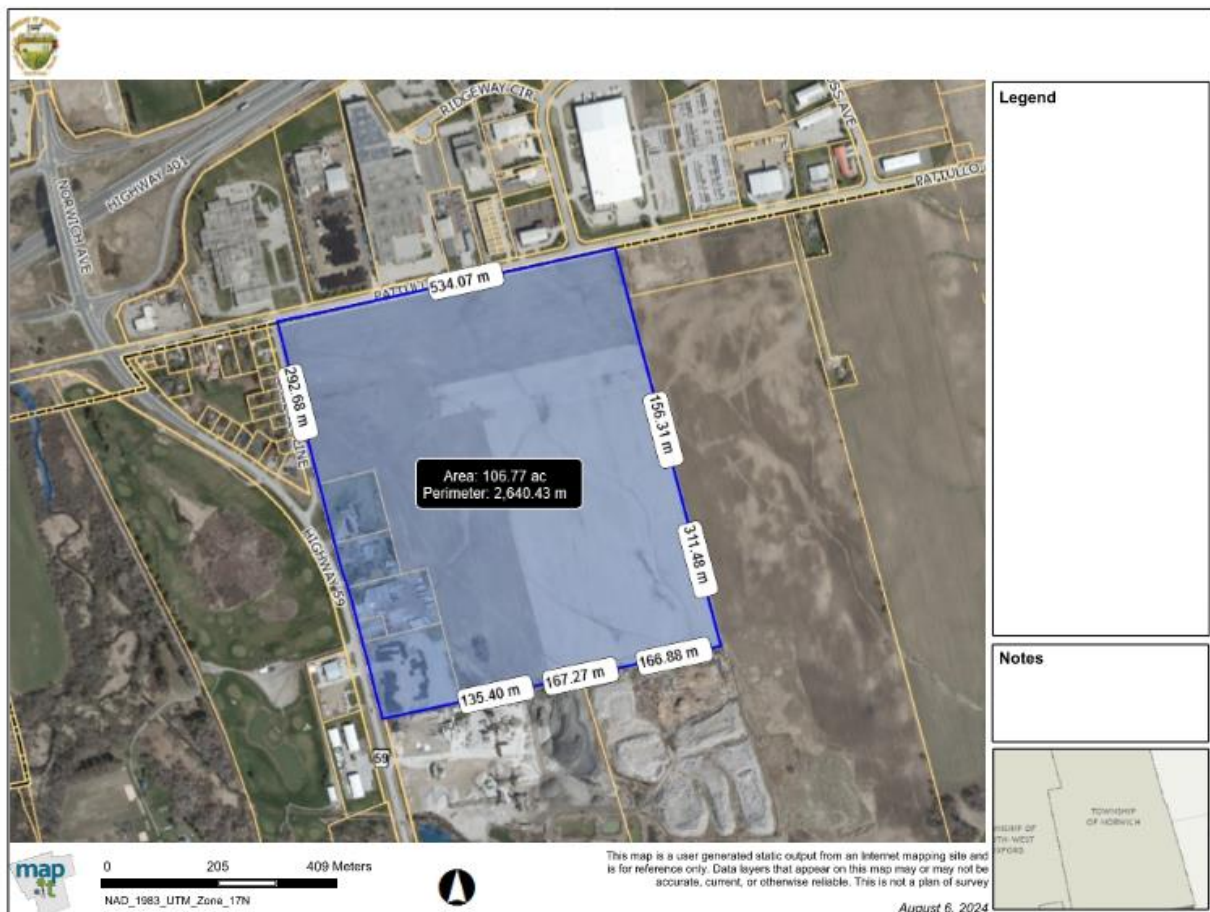
At the July 9th, 2024 Council requested a report advising of alternative options for their consideration. At the August 13, 2024 meeting, Council considered alternatives. At the special August 29, 2024 meeting, Council considered the counter proposal from the City of Woodstock and requested additional information from Township Staff related to servicing extensions outside of the settlement boundaries. As directed by Council a Public Open House was held on September 17, 2024 with the revised area.

## Discussion

The discussion can be broken down into sections. Each section is outlined below.

### Land Area

The land area is approximately 106 acres and is shown below.



### Compensation

Compensation remains unchanged from the previous report and is outlined in the attachment.

### Correspondence Received

The Public Open House occurred on September 17, 2024 at the Township Administration Building. The correspondence and comments received from the Public Open House and subsequent comment period can be found in the attachment.

The Public Open House had several resident who indicated that they were concerned that the tax mitigation and tax phase-in was not applicable to commercial or industrial tax classes.

## **Servicing Extension Information**

Council has requested information about servicing outside of a settlement boundary. This matter is outside the scope of the boundary discussions and should not be included in the boundary discussions. While it may appear to be desirable to include a servicing matter, it is related to the Official Plan which is not part of the boundary discussions. The information is being provided for Council's information. There are 3 potential variations of servicing extensions that are possible and explored in this report.

- Connection to existing infrastructure due to failing private systems
- Extension of infrastructure due to failing private systems
- Extension of infrastructure to facilitate full servicing

### Requests to connect to existing infrastructure to address failing private services

This type of connection request would apply to situations where:

- a property is located outside the designated boundary of a nearby serviced settlement area (e.g. Woodstock);
- there is existing water and/or wastewater servicing infrastructure from that settlement already located in front of the property (i.e. only requires a connection to the existing infrastructure, not an extension); and
- the property owner wishes to connect to that infrastructure to address a failure of their existing private services.

### Official Plan (OP) Considerations

The Official Plan policies only allow for the extension of (and connections to) municipal water and/or wastewater infrastructure beyond the limits of a designated serviced settlement area to be considered for existing development, where the following criteria are satisfied:

- The existing development is in the County of Oxford and located within the immediate vicinity of the limit of the serviced settlement area;
- The extension of services is required for existing development only and no addition or intensification of existing uses is proposed, with the exception of limited infilling, in accordance with the policies of the Official Plan;
- The existing development is experiencing a water quantity or quality problem that has been verified by the Oxford County Board of Health (now Southwest Public Health) and they agree the extension of services is required to remediate the problem;
- The existing development is no longer able to access existing communal water facilities and the Class Environmental Assessment process has indicated that the extension of municipal water and wastewater infrastructure is the preferred servicing alternative; and

- The owner of the existing development has agreed to pay connection fees based on the County's cost recovery policy.

The consideration of such requests by County Council generally requires the submission of an Official Plan amendment application accompanied by a written request and any supporting information required to demonstrate that the above noted criteria have been satisfied. The process from receipt of a complete application (i.e. application and all supporting information) to a final decision is typically approximately 4 months. Oxford County Council is the approval authority for such requests and the decision is subject to potential appeal.

Given the considerable past scrutiny, concerns about precedent and legal challenges that these types of requests have been subject to (particularly requests to extend or connect to wastewater infrastructure) it would generally need to be demonstrated that the failure of private services cannot be reasonably remediated through any other means to be considered for approval.

### Costs

The potential costs to consider such a request would include the County fee for the Official Plan amendment (i.e. \$4,500 ) plus the cost of any technical studies, reviews, inspections, or other supporting information required to demonstrate compliance with the above noted OP criteria. If such a request is approved, there would be additional costs associated with the physical connection of the lot to the infrastructure and any associated connection/user fees. There are additional Township fees that would apply to this application.

### Requests for extension of existing infrastructure to address failing private services

This type of connection request would apply to situations where:

- a property is located outside the designated boundary of a nearby serviced settlement area (e.g. Woodstock);
- there is existing municipal water and/or wastewater servicing infrastructure from that settlement in the vicinity of, but NOT directly in front of that property (i.e. would require extension of the existing infrastructure);
- and the property owner wishes to connect to that infrastructure to address the failure of their existing private services.

### Official Plan Considerations

The applicable Official Plan policies and request process would be similar to that identified for first scenario. However, a higher level of justification and evaluation would generally be required to determine whether such an extension request could be supported.

### Potential Costs

Similar to those noted for the first scenario, plus additional costs associated with designing, obtaining necessary approvals, and constructing the required extension of the infrastructure if the request were to be approved. There are additional Township fees that would apply to this application.

### Extension of infrastructure to facilitate full services for potential future development

This scenario would apply to a situation where there is a desire to extend existing municipal water and/or wastewater infrastructure to the frontage of a property to facilitate full servicing and subsequent development of the property.

### Official Plan Considerations

In accordance with provincial policy direction, the OP policies direct that the designated serviced settlement areas in the County (e.g. Large Urban Centres and Serviced Villages) are to be the primary focus for growth and development. Further, all lands located outside of settlements are designated as 'prime agricultural areas' and protected for long term agriculture use (i.e. only allow for agriculture and related uses).

Similarly, the OP policies with respect to water and wastewater infrastructure also reflect and implement various provincial policy direction (as set out in the PPS) with respect to such matters as ensuring planning for growth is coordinated with planning for infrastructure, ensuring settlements are the focus for growth and development, supporting the development of complete communities, ensuring the sustainable and cost effective provision of infrastructure and public services, and the protection of prime agricultural areas for long term agriculture.

In keeping with this direction, the OP policies generally prohibit the extension of, or connection to, municipal water and/or wastewater services beyond the limits of a designated serviced settlement (e.g. Large Urban Centres or Serviced Villages), except in the very limited circumstances outlined in the above scenarios.

The general intent of these policies is to:

- Ensure planning for infrastructure is coordinated with planning for growth;
- Preserve and enhance the planned function of serviced settlements as the primary focus for growth and development and support the development of complete communities;
- Reduce pressure for the premature, unjustified and/or uneconomical extension of services;
- Discourage the development of urban-type land uses outside of a designated settlement area with the benefit of full-urban level services, that could later hinder or prevent the efficient expansion of that settlement; and
- Protect prime agricultural areas for agriculture by reducing pressure to develop agricultural lands for non-agricultural uses with associated conflicts and compatibility concerns.

The extension of water and wastewater infrastructure for the purposes of servicing growth/development is generally only permitted as part of a settlement expansion. This

process is intended to ensure that the need to re-designate land from agriculture to settlement (i.e. to allow for the development of non-agricultural uses) and associated provision of necessary infrastructure and public services has been clearly demonstrated to be necessary and appropriate. As such, the consideration of a settlement expansion proposal requires the completion of a broad range of supporting planning and technical studies, including a 'comprehensive review' (i.e. to demonstrate the additional land is required to accommodate forecasted growth, consider alternative directions for growth, evaluate and address agricultural impacts etc.), secondary plan (i.e. to establish appropriate land uses and planning direction for the lands etc.), and servicing strategy, as well as an Official Plan amendment application. In the case of the expansion of an urban settlement area, this process is not typically initiated until after the lands have been incorporated into the boundary of the urban municipality through a municipal boundary adjustment process.

## Costs

The costs of proposing an expansion to a settlement area would typically include the fee for the Official Plan amendment application, as well as the cost of preparing the various required supporting studies (i.e. Phase 2 comprehensive review, secondary planning and servicing strategy). The cost of undertaking these studies typically totals in the hundreds of thousands and the entire process can often take 2-3 years to fully complete. Further, this process is typically initiated by the area municipality that is seeking to expand their settlement area. There are additional Township fees that would apply to this application.

This report seeks approval of a boundary adjustment as outlined in this report. Approval of a proposal will permit the approval by the City of Woodstock and Oxford County. This recommendation approves a boundary adjustment and includes the authorization to enter into a boundary adjustment agreement reflecting the terms outlined in each proposal as well as approval of the minor costs of preparing the materials needed for a Minister's Order.

## Financial Services Comments

The financial compensation strategy will be determined by the final decision of Council and is outlined in the options above. At minimum, the tax revenue transferred to Woodstock will be equal to the base amount Norwich will receive. The 2025 Operating Budget will reflect Council's decision on this report.

The costs outlined related to Official Plan amendments is not included in the 2024 Council Approved Operating Budget. Any 2024 cost would have a negative impact on the yearend surplus/deficit. However if timing permits, an estimate of these costs can be included in the 2025 Operating Budget presentation that will take place in February 2025. This will result in the estimated costs added to the 2025 tax levy.

## **Council Priorities and Strategic Action Plan 2023 – 2026**

The recommendation in this report supports the following Council priority:

- Facilitate and address potential impediments to sustained growth
- Ensure that adequate, timely and appropriately serviced property is available for commercial and industrial development
- Improve Pedestrian and Traffic Safety
- Continue updating our Asset Management Plan with new information and continue to base capital spending on decisions in it
- Enhance our communication to and our engagement with Township residents and businesses

## **Conclusion**

Staff are recommending that Council proceed with the option and compensation as outlined in this report and proceed to authorize the preparation of the associated agreement and by-law.

## **Attachments**

Attachment – Compensation

Attachment – Correspondence/comments received from Open House

Attachment – Correspondence – Len Reeves

Prepared and Reviewed by: Lee Robinson, P.Eng. Chief Administrative Officer



## Attachment - Compensation

Terms for the compensation are as follows:

### Base Compensation Payment

Real Property Tax for Township Own Purposes:

- a) The Treasurer of the Township shall provide the total own purposes taxes levied by the Township for the properties located within the annexed area for 2024 ("Base Amount") by October 1, 2024;
- b) The City shall pay to the Township compensation annually, beginning in the year 2025, equal to the Base Amount and,
- c) Beginning in 2026 and for each subsequent year, the Base Amount shall be adjusted annually on January 1 by the percentage change in the all items Canada Consumer Price Index for the previous 12 months.

### Joint Prosperity Compensation

Beginning in 2025, the City shall pay to the Township annually a share of the City's own purpose taxes as follows:

- a) Commercial Tax Class:  
20% of the City's share of the Woodstock tax rate levied each year calculated by applying the City tax rate to the Commercial assessment as per the roll as returned reduced by the indexed (CPI) Commercial assessment as of the boundary adjustment date.
- b) Industrial Tax Class:  
24% of the City's share of the Woodstock tax rate levied each year calculated by applying the City tax rate to the Industrial assessment as per the roll as returned reduced by the indexed (CPI) Industrial assessment as of the boundary adjustment date.

### Tax Mitigation & Tax Phase-in (applicable only to Residential and Farm property classes)

A tax mitigation and tax phase-in of City taxes will occur according to the following schedule:

- a) Tax Mitigation: Commencing January 1, 2025, Residential and Farm property classes within the Annexed Lands which would receive an increase in taxes solely as a result of this annexation will receive a credit on the property tax roll. The credit will be calculated by applying the City

and Township tax rates (2024) to the assessed value of each property at January 1, 2025. This credit will remain unchanged until December 31, 2029.

- b) Tax Phase-In: Commencing January 1, 2030, Residential and Farm property classes within the Annexed Lands which received an increase in taxes solely as a result of this annexation and a tax credit (as determined in clause (a)) for each of the first five years since the annexation took effect, will commence a five-year phase-in of taxes ending on December 31, 2034. The tax phase-in will be calculated by dividing the credit determined in clause (a) by 5 and reducing the credit each year by this amount.
- c) In 2025, all other tax classes will pay the full amount of the real property taxes assessed for municipal purposes by the City.
- d) In the event that:
  - (i) A residential property receives a planning approval for re-development or intensification of property use, the tax credit is eliminated.
  - (ii) A farm property is redeveloped, the tax credit will be eliminated.
  - (iii) There is a change in ownership during the tax mitigation period, the tax credit continues to be available.
  - (iv) There is a change in ownership during the tax phase-in period, the tax phase-in is eliminated with an exemption for sales to family members.



## Proposed Township of Norwich and City of Woodstock Boundary Adjustment Formal Comment Submission

First Name <i>Jacqueline</i>		Last Name <i>Robinson</i>	
Street Address <i>365053 Evergreen St.</i>			
City <i>Burgessville</i>	Province <i>Ontario</i>	Postal Code <i>N4S 1C0</i>	
Home Phone [REDACTED]		Daytime Contact [REDACTED]	
e-mail [REDACTED]			
Comment			

I appreciate the fact that Norwich council held an open house on Sept 17, 24 to give people an opportunity to ask questions and to verify the proposed changes to the boundary adjustment but it was very unfortunate that most councillors were not there and available to speak directly with and look in the eyes of the people of the community who are very much impacted by this boundary adjustment.

Norwich Twp is a special place and I would like to see our rural community kept alive. Encroachment of the city of Woodstock (the eyesore

(use reverse if more space is required)

that it has become in recent years) on our northern border, will have an <sup>negative</sup> impact on those living in Norwich twp.

I do recognize that counsel has spared most of the land from the original proposal and also to impact as few homes as possible but I still would like to see the homes and businesses to the north of the gravel pit property, spared from being taken over by the City of Woodstock. If we can carve out these properties from the 106 acre proposal site it would lessen the complete disruption of the lives & businesses involved.

At the very least, we as a community need to show our respect and consideration to those still within the zone of the boundary adjustment ~~pro~~ and mitigate the impact of major changes on their lives and properties.

J. P. [Signature]





## Proposed Township of Norwich and City of Woodstock Boundary Adjustment Formal Comment Submission

First Name

Jim

Last Name

Langeveld

Street Address

594745 Hwy 59 SOUTH

City

Woodstock

Province

ON

Postal Code

N4S7J9

Home Phone

Daytime Contact

e-mail

Comment

Please see my comments attached



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September 18, 2024

**RE: Proposed Township of Norwich and City of Woodstock Boundary Adjustment**

I recently attended the open house at the Township office on Sept 17, 2024 in respect to the numerous issues facing the Township of Norwich and the City of Woodstock. The conversations had that evening has brought up the following two concerns that I wish Norwich council to be aware and address on our behalf.

Firstly, the property tax implications will be substantial. Should the proposed boundary adjustment be approved our property will incur a tax cost increase of approximately \$6,450 with no apparent increase in services. This will be very hard to absorb in the trucking industry. The current economic conditions has hit the trucking industry hard and there is little light showing on the horizon<sup>1</sup>. We are respectfully requesting that Council consider and negotiate a tax impact mitigation plan, similar to the residential offering, to our property to offset or defer the expected increase of the property taxes.

Secondly, the impetus for the boundary adjustment is the proposed redirection/alignment of Pattullo Avenue. Although we were made aware of the Pattullo Ave/Hwy 59 Environmental Assessment (EA) in 2020 by mail, the notification letter (attached) was extremely vague and also in the height of the pandemic. There was no indication that *'road alignments and intersection configurations'* for a roadway, located over 600m to the north of us, would ever result in a complete re-routing and affect us so much. The proposed roadway runs adjacent to our property. Why was the proposed options not included with this letter to completely outline and inform the implications to land owners? I have also come to learn representatives from the process visited and discussed the proposal with my neighbor to the south. Why was this visit not extended to myself seeing that our entrance will be so close to the recommended Pattullo entrance and runs beside our property? We are requesting that Council make the City aware of this oversight and ask that all future considerations regarding Pattullo be brought to our attention by contacting us directly.

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<sup>1</sup> [Truckers Concerned About Economic Freight Conditions: TT - Ontario Trucking Association](#)  
[LORDBURCK GROUP](#)

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Municipal boundary adjustments are never easy and always contentious. Nobody accepts change easily. We ask that Norwich council review our two items and address them accordingly. You may reach out to discuss with me at any time – 519-536-6055(Cell)

A handwritten signature in black ink, appearing to read "Jim Langeveld".

Jim Langeveld, Corporate Secretary  
2294174 Ontario Inc.  
Norwich Township Roll No 3202-040-030-02201-000

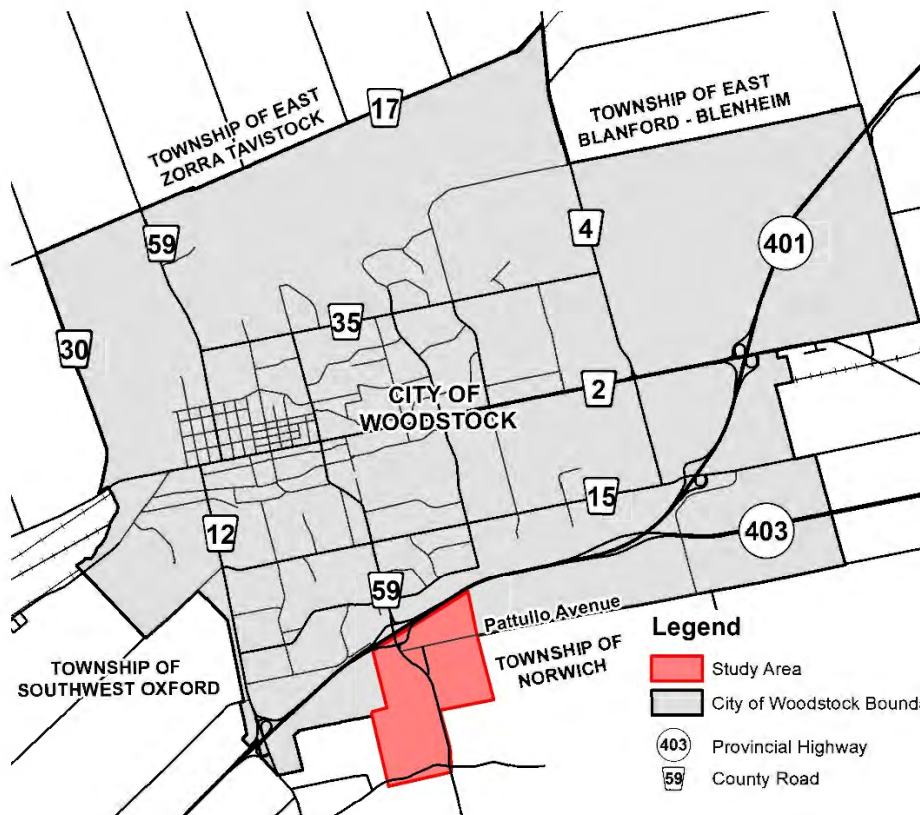
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# Highway 59 at Pattullo Avenue Intersection Municipal Class Environmental Assessment

## NOTICE OF PUBLIC INFORMATION CENTRE No. 2

### Background

The City of Woodstock (the City) in partnership with Oxford County (the County) and the Township of Norwich (the Township) are completing a Municipal Class Environmental Assessment (MCEA) study to address the spatial separation between the intersection of Highway 59 and Pattullo Avenue East and West, relative to the intersection of the on-off ramp terminals to Highway 401 (see map).



The intent of the study is to identify future road improvements including new road alignments and intersection configurations in the general area of the Highway 59 at Pattullo Avenue East and West of Highway 59. The improvements are required at the intersection to provide greater horizontal separation from the Highway 59 / Highway 401 on-off ramp terminals and service future growth while also addressing safety and road capacity needs.

The study will be completed in accordance with the Ontario Environmental Assessment Act and will follow the MCEA Schedule C requirements (Master Plan Approach #3) of the Municipal Engineer's Association MCEA manual (2000, as amended in 2007, 2011 and 2015).

### How to Get Involved

The City, County and Township would like anyone with an interest in the study to have an opportunity to provide input and help inform the decision-making process.



## Highway 59 at Pattullo Avenue Intersection Municipal Class Environmental Assessment

### NOTICE OF PUBLIC INFORMATION CENTRE No. 2

In order to comply with social distancing requirements for COVID-19 the City, County and Township will be holding a Virtual Online Public Information Centre (PIC) Scheduled for:

**Date:** Wednesday April 7<sup>th</sup>, 2021

**Time:** 6:00 PM to 8:00 PM (full 2hrs may not be required)

**Format:** Zoom Webinar Presentation followed by a question period

The PIC will present an overview of the first PIC held on September 23<sup>rd</sup>, 2020, the alternative design concepts including their evaluation to select a preferred alternative and next steps in the study.

To register for this PIC please send an email to: [Paul.adams2@aecom.com](mailto:Paul.adams2@aecom.com).

The presentation and material presented during this online PIC will also be made available on the City of Woodstock Project Webpage:

<https://www.cityofwoodstock.ca/en/city-governance/municipal-studies-and-plans.aspx#>

Comments are encouraged now and throughout the study. If you have comments or questions, require further information or would like to be added to the study mailing list to receive future notifications, please contact:

**Harold de Haan, P. Eng.,**

City Engineer,

City of Woodstock

P.O. Box 1539

944 James Street

Woodstock ON, N4S 0A7

Tel: 519-539-2382 x 3112

Email: [hdehaan@cityofwoodstock.ca](mailto:hdehaan@cityofwoodstock.ca)

**Paul Adams CPT.,**

Environmental Planner,

AECOM Canada

250 York Street, Suite 410

London ON, N6A 6K2

Tel: 519-636-6448

Email: [paul.adams2@aecom.com](mailto:paul.adams2@aecom.com)

*With the exception of personal information, all comments will become part of the public record of the study. The study is being conducted according to the requirements of the Municipal Class Environmental Assessment, which is a planning process approved under Ontario's Environmental Assessment Act.*



Leonard Reeves Inc.

Reeves Realty Corp.

Reeves Land Corp.

L.F.R. Investment Corp.

95 Young Street, Woodstock, Ontario, Canada N4S 3L6 • Telephone (519) 537-6251

September 10, 2024

Mayor & Council  
Township of Norwich

### RE: MUNICIPAL BOUNDARY ADJUSTMENT

I was disappointed to learn Council chose to substantially reduce the land area to be transferred to the City and limit it only to provide the partial realignment of Pattullo Avenue.

However, I submit Council failed to consider the realignment of Pattullo Avenue on the West side of Hwy #59. A Municipal Class Environmental Assessment was completed in 2022, with clear recommendations as shown in my attachments.

1. Design concept West Side, showing the Hwy #59 road connection at my golf course entrance.
2. Notice of Study completion
3. Minutes of my meeting with the Study officials outlining my plans and commitment June 22, 2021.
4. My proposed road layout for the golf course connecting/realigning Pattullo Ave. on the West side with Pattullo Ave. on the east side of Hwy #59.

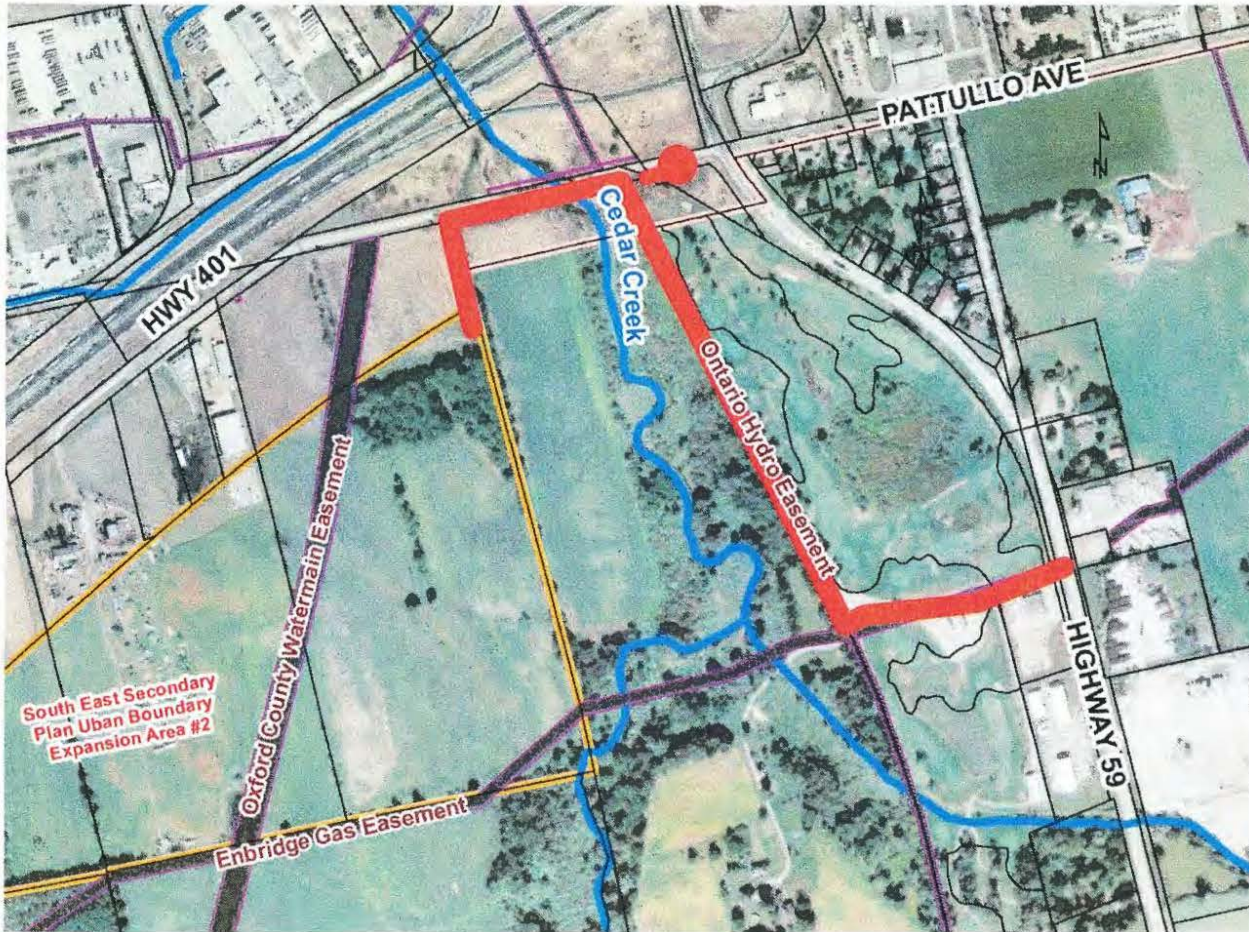
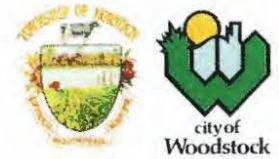
I would be happy to meet with Council to further explain and answer any questions.

A handwritten signature in black ink, appearing to be 'L. Reeves', written over a horizontal line.

Dr. Leonard Reeves, PhD  
LR/cr



# Alternative Design Concepts – West Side



## Alternative W2

Realign Pattullo Avenue from Highway 59 at the golf course entrance west to Urban Expansion Area 2:

1. Realign Pattullo Avenue westerly upgrading the existing driveway for Cedar Creek golf course to a municipal road.
2. Realign Pattullo Avenue to the north upgrading the existing Agricultural Art Gallery driveway to a municipal road.
3. Close off existing Pattullo Avenue / Highway 59 intersection with a cul-de-sac.
4. Use existing Pattullo Avenue to connect to the urban expansion area.
5. New southerly municipal road.
6. Requires the purchase of property from 3 landowners





# Highway 59 at Pattullo Avenue Intersection Municipal Class Environmental Assessment

## NOTICE OF STUDY COMPLETION



If there are any outstanding issues or concerns with this project during the 30-day review period, please address them to the City staff listed below and we will attempt to seek a mutually acceptable resolution. If these concerns cannot be resolved in discussion with the City, the Ministry of Environment, Conservation and Parks (MECP) will have an additional 30-day window to decide what action should be taken in response to the concern raised (i.e., disregard, elevate project or approve with conditions).

If no issues or concerns are raised by June 23, 2022, the project will be considered to have met the requirements of the Municipal Class Environmental Assessment and may proceed with detailed design, tendering and construction of recommended works outlined in the Master Plan File Report.

To provide comments, please contact either of the following team members no later than June 23, 2022:

**Harold de Haan, P. Eng.,**  
City Engineer,  
City of Woodstock  
P.O. Box 1539  
944 James Street  
Woodstock ON, N4S 0A7  
Tel: 519-539-2382 x 3112  
Email: [hdehaan@cityofwoodstock.ca](mailto:hdehaan@cityofwoodstock.ca)

**Paul Adams CPT.,**  
Environmental Planner,  
AECOM Canada  
250 York Street, Suite 410  
London ON, N6A 6K2  
Tel: 519-636-6448  
Email: [paul.adams2@aecom.com](mailto:paul.adams2@aecom.com)

# Minutes of Meeting

<b>Meeting name</b> Property Owner Meeting	<b>Subject</b> Pattullo Avenue at County Road 59 Municipal Class Environmental Assessment
<b>Meeting date</b> 22-June-2021	<b>Time</b> 12:30 pm
<b>Location</b> MS Teams	<b>AECOM Project Number</b> 60628879
<b>Prepared By:</b> AECOM	

**Attendees:**  
 Dr. Len Reeves (LR), Property Owner  
 Harold de Haan (HD), City of Woodstock  
 Jeff Kelso (JK), AECOM  
 Karl Grueneis (KG), AECOM  
 Paul Adams (PA), AECOM

**Circulate:**

Ref	Item	Action
01	<b>Background</b>	
.1	This Municipal Class Environmental Assessment (MCEA) study is a commitment the City made as part of MTO signing off on the Southeast Woodstock Urban Boundary Expansion study that was completed in 2019. MTO requires that the Pattullo Avenue/County Road 59 intersection be relocated to create greater separation distance from Highway 401 to meet standard requirements (minimum 400 metres) and address impacts related to how the Highway 401 on and off ramp terminal functions. Increase in Southeast Woodstock Urban Boundary Expansion industrial development will result in significant traffic including trucks heading to and from the County Road 59 and Highway 401 on and off ramp terminal causing potential future issues with traffic back ups at the ramp terminal. LR understands the need for the project.	<b>INFO</b>
02	<b>Preliminary Recommended Alternative E5</b>	
.1	Alternative E5 figure was reviewed. AECOM noted that other west side alternatives were ruled out due to natural environment, flood plain and property taking concerns.	
.2	Intersection figure was reviewed. The new signalized intersection will be slightly skewed and will connect with the Cedar Creek Golf course entrance. The new intersection layout avoids property taking from Enbridge on west side of Highway 59. The existing Total Equipment Rentals northerly entrance will need to be closed and relocated further south to maintain transportation safety standards at the new intersection.	
.3	LR is not opposed to the proposed intersection location or alignment as he would like to proceed with development of his site within the next 5 years. Development application timelines were extended due to Covid. Proposed land uses are industrial and commercial for the north half of the property and residential for the south half with an internal loop road.	



Ref	Item	Action
	.4 LR would like the west leg of the intersection to be shown as a future road allowance as it is his preferred access point to the site. The City cannot show this as a future road allowance in the current environmental assessment study as there is no current justification for it right now based on existing land uses and the lands are within the Township of Norwich and not within an existing urban boundary. The City is willing to add a note to the drawing that it is a potential future road allowance depending on development applications. AECOM to add note to the figure. Noted that the new driveway could easily be brought up to municipal standards based on matching centrelines and completion of a traffic impact assessment in support of LR development application.	
03	<b>Preliminary Recommended alternative W3</b>	
	.1 The development for Urban Expansion Area #2 is expected to be 10 or more years out so a detailed concept for W3 has not been completed. When the development timelines for this area are solidified and closer, an EA addendum will be conducted to confirm the work completed to date and investigations into widening or replacing the Old Stage Road Bridge will be completed.	AECOM
	.2 Should LR start the development process on his site sooner than the 10-year horizon initially planned by the City of Woodstock, the EA addendum and other investigations could be completed sooner. Alternative W3 addendum would then provide another opportunity to review potential access points to his property.	TER
	.3 AECOM will provide LR with a more detailed figure showing dimensions of the proposed Pattullo Avenue West cul de sac. (See attached Figure)	AECOM
06	<b>Next steps –</b>	INFO
	.1 AECOM will be meeting with Total Equipment Rentals to discuss the closing of the north entrance to the store.	INFO
	.2 Filing of the EA Master Plan Report for a 30-day review period and issuance of Notice of Completion. LR will have another opportunity during the 30-day review period to raise concerns and confirm support in principle to work with the City. He will also be involved in the detailed design phase.	
06	<b>Closure – Meeting concluded at 1:30 pm.</b>	INFO

**PLEASE NOTE: If this report does not agree with your records of the meeting, or if there are any omissions, please advise, otherwise we will assume the contents to be correct.**

PLAN 41H-684  
 ADDRESS AND DISTRICT  
 201-08-22  
 T.H. BROOKS SURVEYING LTD.  
 1000 SHEPPARD AVENUE EAST  
 SCARBOROUGH, ONTARIO M1S 1T5  
 TEL: (416) 291-1111  
 FAX: (416) 291-1112

PLAN OF SURVEY  
 LOT 19  
 CONCESSION 3  
 ROAD ALLOWANCE BETWEEN  
 CONCESSIONS 3 AND 4  
 TOWNSHIP OF EAST OXFORD  
 COUNTY OF OXFORD  
 TOWNSHIP OF KENNEDY  
 LOT 19  
 CONCESSION 3  
 TOWNSHIP OF EAST OXFORD  
 CITY OF WOODSTOCK  
 COUNTY OF OXFORD

T.H. BROOKS SURVEYING LTD.

**SURVEYOR'S CERTIFICATE**

I, THE SURVEYOR, AND MY ASSISTANTS, HAVE EXAMINED THE ORIGINAL SURVEY RECORDS AND THE FIELD BOOKS OF THE SURVEY AND HAVE FOUND THAT THE SAME ARE CORRECT AND ACCURATE AND THAT THE SURVEY HAS BEEN CONDUCTED IN ACCORDANCE WITH THE SURVEY ACT AND THE REGULATIONS THEREUNDER.

T.H. BROOKS  
 SURVEYOR

**BEARING REFERENCE**

ALL BEARINGS ARE GIVEN AS TRUE BEARINGS, UNLESS OTHERWISE SPECIFIED.

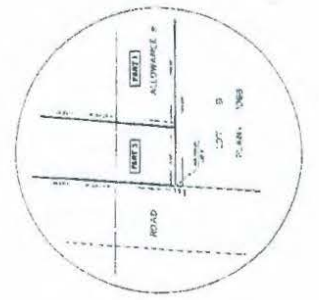
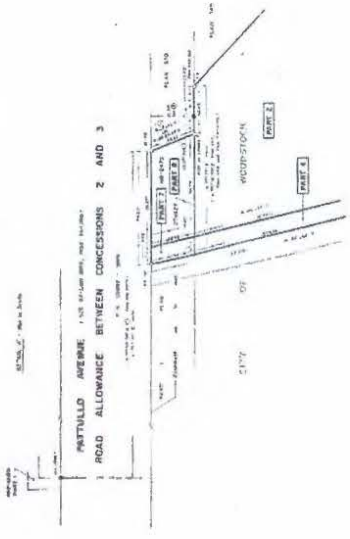
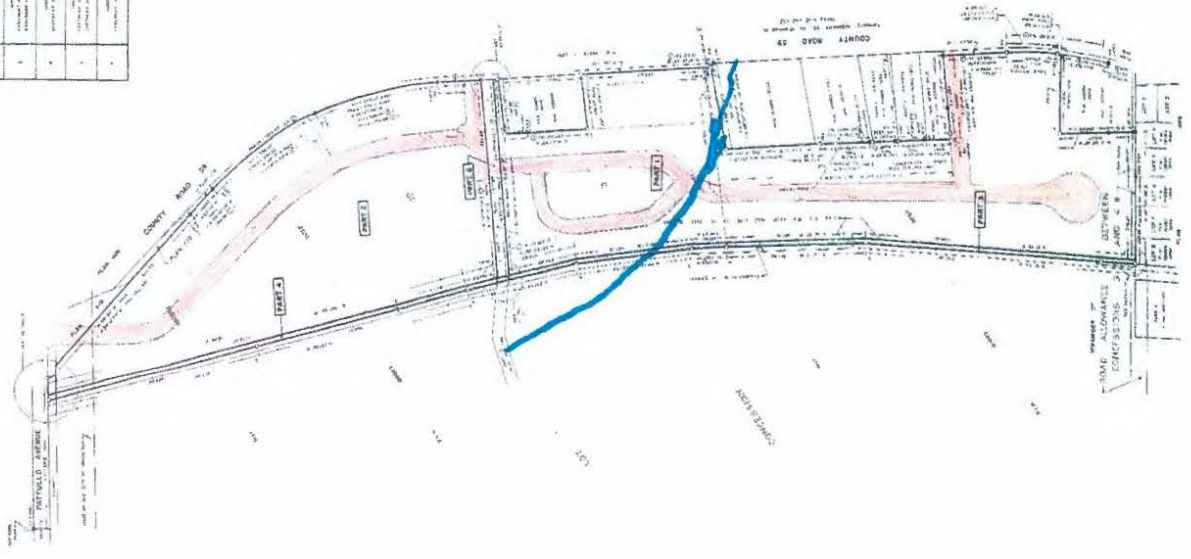
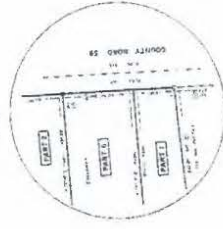
**NOTES**

1. THIS SURVEY WAS CONDUCTED IN ACCORDANCE WITH THE SURVEY ACT AND THE REGULATIONS THEREUNDER.

**LEGEND**

- 1. BOUNDARY BETWEEN CONCESSIONS 3 AND 4
- 2. BOUNDARY BETWEEN CONCESSIONS 3 AND 4
- 3. BOUNDARY BETWEEN CONCESSIONS 3 AND 4
- 4. BOUNDARY BETWEEN CONCESSIONS 3 AND 4
- 5. BOUNDARY BETWEEN CONCESSIONS 3 AND 4
- 6. BOUNDARY BETWEEN CONCESSIONS 3 AND 4
- 7. BOUNDARY BETWEEN CONCESSIONS 3 AND 4
- 8. BOUNDARY BETWEEN CONCESSIONS 3 AND 4
- 9. BOUNDARY BETWEEN CONCESSIONS 3 AND 4
- 10. BOUNDARY BETWEEN CONCESSIONS 3 AND 4

SCHEDULE	
NO.	DESCRIPTION
1	CONCESSION 3
2	CONCESSION 4
3	CONCESSION 5
4	CONCESSION 6
5	CONCESSION 7
6	CONCESSION 8
7	CONCESSION 9
8	CONCESSION 10
9	CONCESSION 11
10	CONCESSION 12



**Ministry of Transportation**

West Operations  
Corridor Management Section West

659 Exeter Road  
London, Ontario N6E 1L3  
Telephone: (226) 973-8580  
Facsimile: (519) 873-4228

**Ministère des Transports**

Opérations ouest  
Section de la gestion des couloirs routiers de l'Ouest

659, chemin Exeter  
London (Ontario) N6E 1L3  
Téléphone: (226) 973-8580  
Télécopieur: (519) 873-4228



**Date:** Sept 24, 2024

**To:** Eric Gilbert, County of Oxford

**Re:** MTO Comments – Woodstock Proposed Boundary Adjustment

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The Ministry of Transportation (MTO) has reviewed the proposed City of Woodstock annexation of lands from the Township of Norwich. The following outlines our comments:

Access:

Access to the annexed area south of Highway 401 between Norwich Avenue / Highway 59 and Middletown Line may be problematic from an access perspective. The existing Towerline Road & Middletown Line and Norwich Avenue (Old Highway 59) & Pattullo Avenue intersections do not meet MTO's Highway Access Management Manual (HAMM). For this area to develop, new access through the lands retained by Township of Norwich would be required.

Both intersections will be unable to adequately service the continued growth and development on the south side of Highway 401 and west of Norwich Avenue. MTO understands a Municipal EA has been completed, with lands being retained to close and realign the Pattullo Avenue intersection further south along Norwich Avenue. A similar exercise will be required to occur looking at the Towerline Road & Middletown Line intersection. Intersection improvements will be required to address the deficient intersection spacing prior to further development proceeding.

Access to individual properties with frontage to Norwich Avenue may have to be consolidated to meet HAMM. In certain instances, there may be limited opportunity for new access.

Local road realignments will be required in the vicinity of interchanges to facilitate the desirable HAMM spacing requirements. Re-alignments will be required at the following locations:

- Middletown Line and Towerline Road intersection; and
- Norwich Avenue / Highway 59 and Pattullo Avenue Intersection.

Interchange Highway Access Management Plans (I-HAMPs) are comprehensive master plans for managing access at an interchange. The purpose of an I-HAMP is to achieve the optimum balance between transportation planning and land-use planning



objectives while preserving the current and future safety and efficiency of the provincial highway and municipal road infrastructure. It is anticipated that a component of the Transportation Master Plan supporting the Official Plan amendments and Secondary Planning amendments will include an I-HAMP at each interchange (Mill Street, Norwich Avenue, Towerline Road, and Dundas Street).

#### Sewer And Water Services:

Parallel sewer and water services will not be permitted within the Highway 401 right-of-way. Parallel installations will have to be setback sufficiently from the Highway 401 property limits so they do not hinder future expansion plans of MTO. Sewer and water services which require a Highway 401 crossing shall be subject to MTO review, approval and permitting processes. MTO will not permit an installation within the 'footprint' of an interchange which is generally defined as being from ramp taper to ramp taper.

#### Community Planning – Transportation Planning Policies:

It is understood that the required community planning amendments will commence once the annexation receives approval (Official Plans, Secondary Plans, Servicing Plans, Zoning Plans of Subdivision, and Site Plans etc.). The City of Woodstock and Township of Norwich should be aware of MTO's future involvement not limited to the following key items.

#### Transportation Master Plan

The preparation of a Transportation Master Plan (TMP) shall be a key component of Official Plan Amendment. If highway improvements are required to accommodate the growth, arrangements for financing should be discussed early with MTO to avoid delays in the future during the permitting process. The TMP will require the review and approval of MTO.

#### Traffic Impact Study

Traffic Impact Studies may be required to address both the impact of any new development upon the provincial highway system and any associated highway improvements that are required prior to the approval of any Secondary Plans, Plans of Subdivision and Site Plans. A traffic study will require the review and approval of MTO.

#### Access Connections in the Vicinity of a Provincial Highway Interchange

In addition to all the applicable municipal requirements, all proposed development located adjacent to and in the vicinity of a provincial highway within MTO's permit control area under the Public Transportation and Highway Improvement Act (PTHIA) will also be subject to MTO approval.

If any further clarification is required regarding the MTO site plan approval or permits process, or if any issues are encountered during the additional consultation or

application phase, please feel free to contact Allan Hodgins at [Allan.Hodgins@ontario.ca](mailto:Allan.Hodgins@ontario.ca) or (226) 973-8580 who will be more than happy to assist.

Your truly,



Allan Hodgins  
Corridor Management Planner

c. Martin Leyten, Senior Project Manager, MTO