

To: Mayor and Members of East Zorra-Tavistock Council

From: Adam Gignac, Development Planner, Community Planning

Application for Zone Change **ZN 2-26-01 – Naval Investments Inc.**

REPORT HIGHLIGHTS

- The purpose of the application for zone change is to amend the existing 'Special Village Zone (V-3)'. The intent of this zone change is to facilitate the creation of an additional unit from a vacant commercial unit of an existing four-unit plaza.
- A special provision is being requested to reduce the number of required parking spaces from 58 to 46 for a commercial plaza.
- Planning staff are recommending that Township of East Zorra-Tavistock Council approve the application for zone change as it is generally consistent with the Provincial Planning Statement and maintains the intent and purpose of the Official Plan regarding uses in a Village Core.

DISCUSSION

BACKGROUND

OWNERS/APPLICANT:

Naval Investments Inc. (c/o Pardeep Chahal)
291 Bonnieglenn Farm Boulevard, Caledon, ON, L7C 4E7

LOCATION:

The subject lands are described as Lots 7 & 8, Plan 80; Part Lot 9, Concession 17 (East Zorra) As In 449311; Part Lot 9, Plan 80, Part 2, 41R-4441, Township of East Zorra-Tavistock. The lands are located on the east side of Blandford Street, between Main Street and George Street, and are municipally known as 91 Blandford Street in the Village of Innerkip.

COUNTY OF OXFORD OFFICIAL PLAN:

Existing:

Schedule 'E-1'	Township of East Zorra-Tavistock Land Use Plan	'Settlement'
Schedule 'C-3'	County of Oxford Settlement Strategy Plan	'Serviced Village'
Schedule 'E-3'	Village of Innerkip	'Village Core'

TOWNSHIP OF EAST ZORRA-TAVISTOCK ZONING BY-LAW NO. 2003-18:

Existing Zoning: 'Special Village Zone' (V-3)

Proposed Zoning: 'Amended Special Village Zone (V-3)'

PROPOSAL:

The subject lands are approximately 3,508 m² (37,759.8 ft²) in area and contain a four-unit commercial plaza consisting of a dentist, a pharmacy, and an eating establishment (Tim Horton's) with a drive-through. The fourth unit is currently vacant. The purpose of this application for zone change is to amend the existing 'Special Village Zone (V-3)' to add a provision for parking, reducing the parking space requirement from a required 58 parking spaces to 46 parking spaces for a commercial plaza. This provision is being requested in order for the applicants to split the vacant fourth unit into two separate units, totally five units in the plaza. The applicants have indicated that the proposed uses for the two units include a restaurant and retail use.

The subject lands were previously subject to variance application A09-20, which was granted in 2021. The proposal at that time, which was a four-unit commercial plaza, required a minimum of 58 parking spaces, however, the Committee of Adjustment conditionally granted a variance to permit a minimum of 46 parking spaces. Additionally, a variance was approved in order to recognize the existing deficient lot depth of 50.3 m (165 ft) whereas a minimum 92.5 m (303.5 ft) lot depth is required. The condition for the variance application noted that the proposed relief was to only apply to the development's layout, a four-unit plaza, as depicted on Plate 3 of Planning Report CP 2021-247, the recommendation report for application A09-20. As the applicants are now proposing a five-unit plaza, this condition is no longer met for the parking requirement, and a new zone change application is required for the deficiency in parking. The lot depth requirement, also subject to variance application A09-20 and its condition that is no longer met, was previously recognized under application ZN 2-25-08, which was approved by Township Council on February 18, 2026.

Land uses to the north and east are generally low-density residential consisting of predominately single detached dwellings. To the west of the subject lands are recreational uses including sport fields and a playground. The lands to the south are currently used as a private school.

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

Plate 2, Aerial Map (2025), provides an aerial view of the subject lands and surrounding uses as existing in the Spring of 2020.

Plate 3, Applicant's Sketch, identifies the general site area as provided by the applicant.

APPLICATION REVIEW

2024 PROVINCIAL PLANNING STATEMENT

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. The following outlines the key PPS policies that have been considered but is not intended to be an exhaustive list.

Section 2.1, Planning for People and Homes, directs that planning authorities should support complete communities by:

- a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated childcare facilities, long term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;
- b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and
- c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

Section 2.3.1, General Policies for Settlement Areas, establishes that settlement areas shall be the focus of growth and development and that land use patterns within settlement areas should be based on densities and a mix of land uses which efficiently use land and resources and optimise existing and planned infrastructure and public service facilities. This section also directs planning authorities to support general intensification and redevelopment to achieve complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.

OFFICIAL PLAN

The subject lands are designated ‘Serviced Village’ as per Schedule C-3 in the Oxford County Settlement Strategy Plan, ‘Settlement’ as per Schedule E-1 in the Township of East Zorra Tavistock Land Use Plan, and ‘Village Core’ as per Schedule E-3 in the Village of Innerkip Land Use Plan.

Growth and development will be focused on Settlements and their vitality and regeneration will be promoted. It is the intent of the Official Plan to ensure that a sufficient supply of land will be provided within Settlements to accommodate an appropriate range and mix of residential and non-residential growth, in accordance with the 20-year needs of the County and the Township, while accounting for opportunities to accommodate growth through intensification.

Settlements will be required to develop with land use patterns and a mix of uses and densities that efficiently use land and resources and efficiently use existing or planned infrastructure and public service facilities, support active transportation and existing or planned transit, be freight supportive, minimise negative impacts to air quality and climate change, and promote energy efficiency.

Section 6.3.1.1 sets out policies for areas designated ‘Village Core’ in the Oxford County Official Plan. A Village Core within a Serviced Village represents a relatively compact area of predominantly commercial uses which have historically functioned as a downtown pedestrian shopping district. It is intended that the Village Core will continue to be the most intensive and dominant business area within the settlement, serving both village residents and those within the wider rural area.

Permitted uses within the Village Core include the full range of retail, office, administrative and public utility uses, cultural, entertainment, recreational and institutional uses. Cottage industry and associated retail may also be permitted. Residential dwelling units including Low and Medium Density residential development, accessory dwelling units within a non-residential use, bed and breakfast establishments, additional residential units, converted dwellings, social housing and special needs housing are also permitted in the Village Core where adequate servicing levels exist.

ZONING BY-LAW

The subject lands are currently zoned 'Special Village Zone (V-3)' in the Township of East Zorra Tavistock Zoning By-Law. The standard 'V' zone permits a variety of commercial uses including, but not limited to, an eating establishment, a financial institution, a medical centre, and a personal service establishment. The 'V-3' zone contains site specific provisions also permitting a plumbing supplies store, a plumbing contractor's shop, and a wholesale outlet accessory to a permitted use.

The 'V-3' zone requires a minimum lot area of 3,700 m² (39,828 ft²), a minimum lot frontage of 40 m (131.2 ft), and a minimum lot depth of 92.5 m (303.5 ft) when considering a non-residential use. The subject lands are approximately 3,508 m² (37,759.8 ft²) in size, contain a frontage of approximately 70 m (229.6 ft), and contain a lot depth of approximately 50.3 m (165 ft). A variance was granted in 2021 (A09-20) recognizing the deficient lot depth.

A variance was not required for the deficient lot area given that Section 5.9.1 of the Township Zoning By-law states "Where a lot having a lot area, lot depth, and/or lot frontage of not more than 20% less than that required in this Zoning By-Law is held under distinct and separate ownership from abutting lots, as shown by a registered conveyance in the records of the Registry or Land Titles Office at the date of the passing of this Zoning By-Law, or where such a lot is created as a result of an expropriation, such smaller lot may be used and a building or structure may be erected, altered or used on such smaller lot, provided that all other requirements of this Zoning By-Law are complied with." The deficient lot area was less than 20% of the required minimum.

As part of the A09-20 variance application in 2021, a variance to the required minimum parking spaces was also granted. The proposal at that time required a minimum of 58 parking spaces, however, the Committee of Adjustment granted a variance to permit a minimum of 46 parking spaces. As a condition of this variance, the proposed relief was to only apply to the development's layout, a four-unit plaza, as depicted on Plate 3 of Planning Report CP 2021-247, the report for application A09-20. As the plaza is now proposed to have 5 units, this condition permitting the parking is no longer met, and additional zoning permissions are required for the parking requirement. The lot depth requirement, also subject to variance application A09-20, was recognized as a part of application ZN 2-25-08, which was approved by Township Council on February 18, 2026.

AGENCY COMMENTS

The application was circulated to several public agencies considered to have an interest in the proposal.

The Township Chief Building Official has noted that they have no comments other than a building permit is required for the work proposed.

Canada Post have noted that mail delivery for the additional unit will be via PO Box at the Innerkip Post Office. No other comments or concerns from Canada Post.

The Township Fire Chief, Township Public Works Manager, Oxford County Public Works, Southwestern Public Health, Upper Thames River Conservation Authority, and County Sourcewater, have indicated that they have no comments or concerns about the proposed development.

PUBLIC CONSULTATION

Notice of complete application regarding this proposal was provided to the public and surrounding neighbours on July 15, 2026, and the notice of public meeting was issued on August 27, 2026, in accordance with the requirements of the Planning Act. At the time of the writing of this report, no comments have been received from the public.

Planning Analysis

An application has been received to amend the existing 'Special Village Zone (V-3)' to permit a reduction in the parking space requirement from 58 parking spaces to 46 parking spaces for a commercial plaza, to facilitate the split of a vacant unit in an existing four-unit commercial plaza, into two units, totalling five units.

Planning staff are of the opinion that the proposal is consistent with and supports PPS direction regarding achieving complete communities, making settlement areas the focus of growth and development, and including a mix of land uses in settlement areas.

The subject lands are designated 'Village Core' in the Village of Innerkip Land Use Plan, found in the County Official Plan. The Village Core designation is typically compact and pedestrian orientated areas which historically functioned as the downtown pedestrian shopping district. The Official Plan contemplates commercial uses, including the proposed retail and take out restaurant uses, as being appropriate within the Village Core designation provided various site plan criteria are met. The proposed uses as part of the five-unit plaza would be consistent with the planned function and uses permitted in a Village Core.

In the consideration of parking requirements, the 58 parking space requirement for the proposed five-units is broken down as follows:

- Unit #1: Eating Establishment (existing) – 1 parking space/9 m² (96.8 ft²) = 201.8 m² (2,173 ft²) / 9 m² (96.8 ft²) = 22.4 parking spaces (22)
- Unit #2: Dentist (existing) – 6 parking space/100 m² (1,076.4 ft²) = 147.1 m² (1,584 ft²) / 100 m² (1,076.4 ft²) = 8.8 parking spaces (9)
- Unit #3: Pharmacy (existing) – 1 parking space/20 m² (215.3 ft²) = 204.2 m² (2,198 ft²) / 20 = 10.2 parking spaces (10)
- Unit #4: Undetermined Retail (proposed) – 1 parking space/20 m² (215.3 ft²) = 102.8 m² (1,107.5 ft²) / 20 = 5.1 parking spaces (5)
- Unit #5: Undetermined Eating Establishment (proposed) – 1 parking space/9 m² (96.8 ft²) = 102.8 m² (1,107.5 ft²) / 9 m² (96.8 ft²) = 11.4 (11)

The applicants are requesting a reduction in the required parking spaces from 58 parking spaces to 46 parking spaces, to facilitate the conversion of the one vacant unit of the 4-unit plaza into two separate units.

With respect to parking, the current restaurant use in Unit #1 (Tim Hortons) utilizes a drive through as a part of its operations. Staff note that while the relief requested is by approximately 12 parking spaces, approximately 20.6% of the total required parking spaces, the drive-thru queue as a part of the current restaurant use can accommodate up to 12 vehicles, which aids in compensating for the lost spaces in the parking lot. Staff also note that the location of the property in the Village Core aids in encouraging pedestrian trips to the plaza. The proposed five-unit plaza would result in interior changes only and not result in an increase in gross floor area. As the plaza has been utilizing an existing 46 parking space layout for approximately five years as was previously granted by a previous minor variance approval, and is proposing no increase to the overall gross floor area of the building or alterations to the current parking layout, planning staff are of the opinion that the proposed reduction in required parking spaces is acceptable, would be compatible with the surrounding land uses in the vicinity of the subject lands, and would meet the intent of the Village Core designation and 'V-3' zone.

It is Planning staff's opinion that the application to amend the existing 'V-3' zone is consistent with the policies of the Provincial Planning Statement and maintains the general intent and purpose of the Official Plan regarding the Village Core designation and can be supported.

RECOMMENDATIONS

THAT, the Council of the Township of East Zorra-Tavistock approve the Zone Change Application submitted by Naval Investments Inc. (File No. ZN 2-25-08), for the lands legally described as Lots 7 & 8, Plan 80; Part Lot 9, Concession 17 (East Zorra), Part Lot 9, Plan 80, Part 2, 41R-4441, and municipally addressed as 91 Blandford Street, to amend the provisions of the 'Special Village Zone (V-3)' to facilitate the creation of additional commercial unit in an existing four-unit plaza.

SIGNATURES

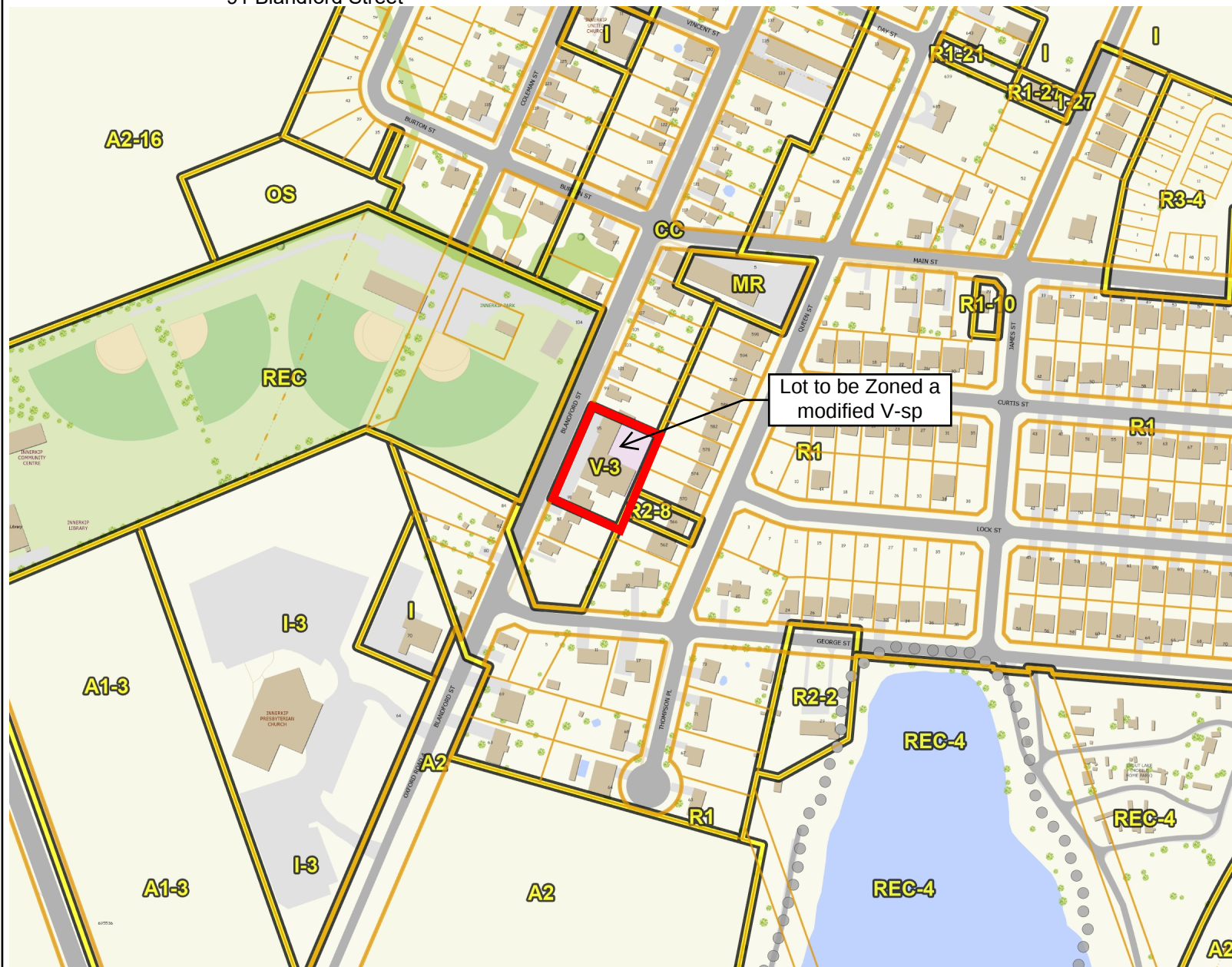
Authored by:

Original Signed By

Adam Gignac
Development Planner

Approved for submission: Original Signed By

Eric Gilbert, MCIP, RPP
Manager of Development Planning



Legend

- Parcel Lines**
 - Municipal Boundary
 - Property Boundary
 - Assessment Boundary
 - Road
 - Unit
- Zoning Floodlines**
 - Regulation Limit
 - 100 Year Flood Line
 - 30 Metre Setback
 - Conservation Authority Regulation Limit
 - Regulatory Flood And Fill Lines
- Land Use Zoning (Displays 1:16000 to 1:500)**

Notes



0 102 205 Meters

NAD_1983_UTM_Zone_17N



This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

July 14, 2026



Legend

Parcel Lines

- Municipal Boundary
- Property Boundary
- Assessment Boundary
- Road
- Unit

Zoning Floodlines

Regulation Limit

- ◆ 100 Year Flood Line
- ▲ 30 Metre Setback
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Notes



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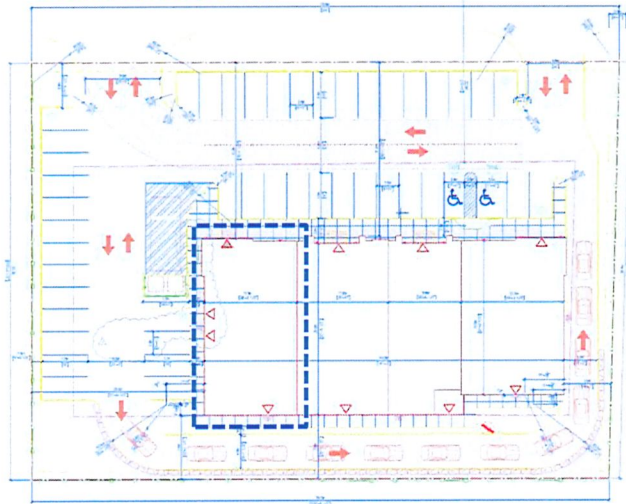
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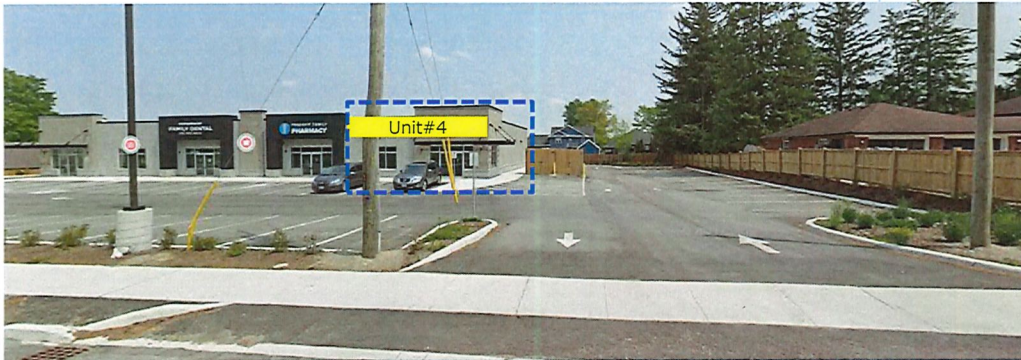
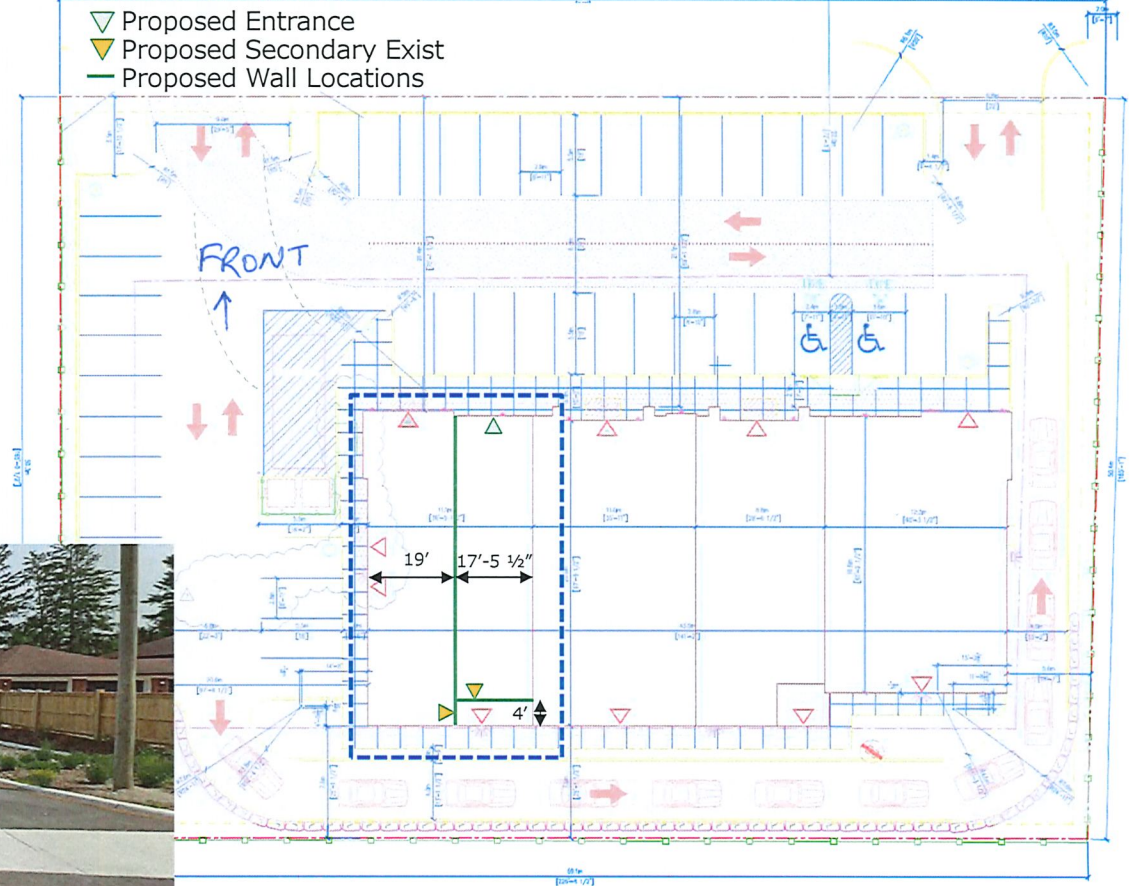
Proposed Layout For Splitting Unit #4 into 2 units (Unit #4 & #5)

1

<Current layout>



<Proposed layout>



Current unit # 4 has two window and a door. Turn one window into a door + window for the new unit.