Report No: CP 2026-353
COMMUNITY PLANNING
Council Date: November 23, 2026

To: Mayor and Members of Town of Tillsonburg Council

From: Amy Hartley, Development Planner, Community Planning

Application for Zone Change
ZN 7-26-13 – Topazic Investments Inc.

REPORT HIGHLIGHTS

- The application for Zone Change proposes to rezone the subject property from 'Neighbourhood Commercial (NC)' to 'Special Neighbourhood Commercial (NC-sp)' to permit a pressure washing and air compressor service and sales establishment.
- Planning staff are recommending support for the application, as it is consistent with the policies of the Provincial Planning Statement and generally consistent with the relevant policies of Official Plan with respect to commercial uses within Low Density Residential Areas.

DISCUSSION

BACKGROUND

OWNER: Topazic Investments Inc. (c/o Rebecca Joannides)
46847 Buis Line, St. Thomas, ON N5P 3T3

AGENT/APPLICANT: co-elevate Engineering (c/o Steve Desjardine)
389 Talbot Street, St. Thomas, ON N5P 1B7

LOCATION:

The subject lands are described as Lot 357, Plan 500, in the Town of Tillsonburg. The lands are located at the northeast corner of Tillson Avenue and Pine Street and are municipally known as 152 Tillson Avenue, Town of Tillsonburg.

COUNTY OF OXFORD OFFICIAL PLAN:

Schedule "T-1"	Tillsonburg Land Use Plan	Residential
Schedule "T-2"	Town of Tillsonburg Land Use Plan	'Low Density Residential'

TOWN OF TILLSONBURG ZONING BY-LAW 3295:

Existing Zoning: 'Neighbourhood Commercial Zone (NC)'

Proposed Zoning: 'Special Neighbourhood Commercial Zone (NC-sp)'

PROPOSAL:

The purpose of the application for zone change is proposing to rezone the subject lands to add site-specific provisions to the 'Neighbourhood Commercial Zone (NC)' to permit a pressure washer and air compressor sales and service business. No changes are proposed to the existing building.

The subject lands are approximately 403.67 m^2 (4,345 ft^2) in area and contains an existing legal non-conforming commercial building that has previously been used as an auto detailing business.

Surrounding land uses include low density residential areas comprising of single detached dwellings or converted dwellings, service commercial uses located to the south and west and apartment buildings located to the southwest.

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 (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, identifies the general site area as provided by the applicant.

APPLICATION REVIEW

2024 PROVINCIAL PLANNING STATEMENT

The Provincial Planning Statement is a policy statement issued under Section 3 of the Planning Act that applies to all decisions in respect of the exercise of any authority that affects a planning matter made on or after October 20, 2024. The following outlines the key PPS policies that have been considered but is not intended to be an exhaustive list.

Chapter 1, Introduction, states that a prosperous and successful Ontario will also support a strong and competitive economy that is investment-ready and recognized for its influence, innovation and diversity. Ontario's economy will continue to mature into a centre of industry and commerce of global significance. Central to this success will be the people who live and work in this province.

Chapter 2 focuses on fostering sustainable, inclusive and competitive communities by ensuring well planned growth that meets the needs of current and future populations. Section 2.1 establishes the importance of maintaining sufficient land for housing and employment growth, supporting diverse land uses, and creating complete communities that are accessible and equitable.

Section 2.3.1, General Policies for Settlement Areas, directs that Settlement Areas shall be the focus of growth and development. Further, 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 2.8.1 Supporting a Modern Economy, outlines that Planning authorities shall promote economic development and competitiveness by providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs. It also encourages intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities.

OFFICIAL PLAN

The subject lands are designated 'Residential' as per Schedule T-1, Town of Tillsonburg Land Use Plan and 'Low Density Residential' as per Schedule T-2, Town of Tillsonburg Residential Density Plan, as contained in the Official Plan.

The policies in Section 8.2.1 of the Official Plan – Housing Development and Residential Area Strategic Approach – apply to the areas of the subject lands designated 'Low Density Residential'. Low Density Residential areas are primarily developed or planned for a variety of low-rise, low density housing forms including both executive and smaller single detached dwellings, semi-detached, duplex, and converted dwellings, townhouses, and other similar development. Within these areas, it is intended that there will be a mixing and integration of different forms of housing to achieve a low overall density of use.

Section 8.2.3.2 of the Official Plan – Residential Development Policies, it is noted that within existing built-up areas of residential development, it is anticipated that further residential development will largely occur though residential intensification. Neighbourhood Serving and Non-residential uses will be established in accordance with the policies of Section 8.2.3.3 and 8.2.3.4.

Section 8.2.3.3 sets out policies for assessing neighbourhood serving uses in residential areas and identifies that Town Council will support the provision of services and amenities that enhance the quality of the residential environmental within lands designated as Residential Area on Schedule T-1 by permitting neighbourhood serving uses to be established. Neighbourhood serving uses include land uses such as schools, churches, libraries, parks, community centres, day care facilities, convenience shopping facilitates and community support services which primarily serve a local residential neighbourhood by providing everyday goods and services or fulfilling cultural and social needs. The following factors will be used to evaluate the acceptability of development proposals for neighbourhood serving uses:

- that the use will contribute in a positive way to provide a sense of community by facilitating interaction among residents, increasing personal security and supplying everyday needs;
- uses will generally be clustered in association with other community-oriented land uses, or will be located such that they serve as intervening land uses between residential and non-residential development;

- the presence of pathways or sidewalk which facilitate pedestrian access are available to the use;
- the use does not have the potential to generate significant amounts of traffic and parking, originating from points external to the residential area, are located on either a major collector or arterial road to minimize disturbances on local streets;
- that screening, buffering, physical separation or other design measures can be utilized to reduce any adverse impacts of adjacent residential uses;
- that the use can demonstrate that is complements adjacent residential uses, provides a needed service to the area, and are better located in the Residential Area than other areas in Town; and
- Commercial uses servicing Residential Areas shall be limited to a maximum total floor area of 372 m^2 (4,000 ft^2) of gross leasable commercial floor area.

Within Section 8.2.4.2 – Redevelopment or Conversion of Non-Residential Buildings, it is noted that existing non-residential uses in Low Density Residential Areas which do not meet the criteria of the Official Plan will be considered legal non-conforming in accordance with Section 10.3.5.

The policies in Section 10.3.5 – Zoning By-Laws and Non-Conforming Uses – provide criteria for identifying and recognizing non-conforming uses in the zoning by-law. Section 10.3.5 also provides criteria for permitting minor expansion or minor change in use. These include ensuring adequate services (water supply, sewage facilities, stormwater management, road access), ensuring adequate parking and loading facilities, and ensuring compatibility with existing land uses in the vicinity (noise, odour, emissions, vehicular traffic, visual intrusion), maintaining the general intent of the Official Plan, and any other conditions deemed appropriate.

ZONING BY-LAW

The subject property is currently zoned 'Neighbourhood Commercial (NC)', according to the Town of Tillsonburg Zoning By-law. Permitted uses within the 'Neighbourhood Commercial Zone' include an accessory dwelling unit in the upper storey of a building containing a permitted non-residential use, an automated teller, a convenience store, a day care centre, a dry cleaning depot, an eating establishment, excluding a drive through facility, a fitness club, a personal service establishment, a postal outlet, a public library, a public use (in accordance with the provisions of Section 5.27 of this By-Law), a studio; and, a video rental establishment.

AGENCY COMMENTS

Town of Tillsonburg Engineering Services, Canada Post, Oxford County Public Works, and Southwest Public Health had no concerns or objections with the applications.

Town of Tillsonburg Economic Development Commissioner indicated that the application should be supported due to a lack of small vacant commercial spaces within the Town and limited permitted uses within the Neighbourhood Commercial Zone.

Oxford County Backflow By-law Compliance Officer indicated that any changes to plumbing and/or new fixtures will require a new cross-connection survey to be completed on the property in accordance with By-law No. 6544-2023.

PUBLIC CONSULTATION

In accordance with the requirements of the *Planning Act*, a Notice of Complete Application was circulated on September 25, 2026, and the Notice of Public Meeting was circulated to surrounding property owners on November 9, 2026. At the date of writing this report, no comments from the public have been received.

Planning Analysis

The application for Zone Change proposes to rezone the lands to 'Special Neighbourhood Commercial Zone (NC-sp)' to permit a pressure washing and air compressor service and sales establishment.

The proposal is consistent with the PPS direction to support a strong and competitive economy by promoting economic development and competitiveness by encouraging compatible, compact and mixed-use development to achieve complete communities.

Section 8.2.3.3 permits neighbourhood serving uses which could convenience shopping facilities subject to criteria to assess the proposed uses acceptability. With respect to the criteria, the proposed use, a pressure washing and air compressor, is not considered to be a use that contributes in a positive way to provide a sense of community, nor provide a needed service to the immediate residential area, however, the subject lands are located adjacent to a built-up commercial area with lands designated for Service Commercial purposes and could be considered complementary to the existing commercial businesses in the area.

The proposed use can be considered small-scale, has existing pedestrian connection, and is located on an arterial road (Tillson Avenue) to minimize traffic disturbances to the surrounding residential area. As such, with respect to the acceptability criteria, the proposed use can be considered appropriate with respect to design and location.

Existing non-residential uses which do not meet the criteria of the Official Plan are considered legal non-conforming uses. The previous use of the subject lands was an auto-detailing business and would be considered a legal non-conforming use. Section 10.3.5 of the Official Plan allows Council to consider minor changes in use where adequate services and parking are available and that the use is compatible with existing land uses in the vicinity. The proposed use is considered a minor change to the existing legal non-conforming use and would utilize the same level of services, parking, and can be considered to be compatible with the surrounding area.

As such, staff are satisfied that the proposed site-specific use can be considered an appropriate use on the subject lands as it is not anticipated to create adverse impacts on the surrounding residential area, is complementary to the adjacent service commercial area, and does not require additional level of servicing or off-street parking. It is Planning staff's opinion that the application for zone change is consistent with the policies of the PPS and maintains the general intent and purpose of the Official Plan and represents a minor change to an existing legal non-conforming use which can be given favourable consideration.

RECOMMENDATIONS

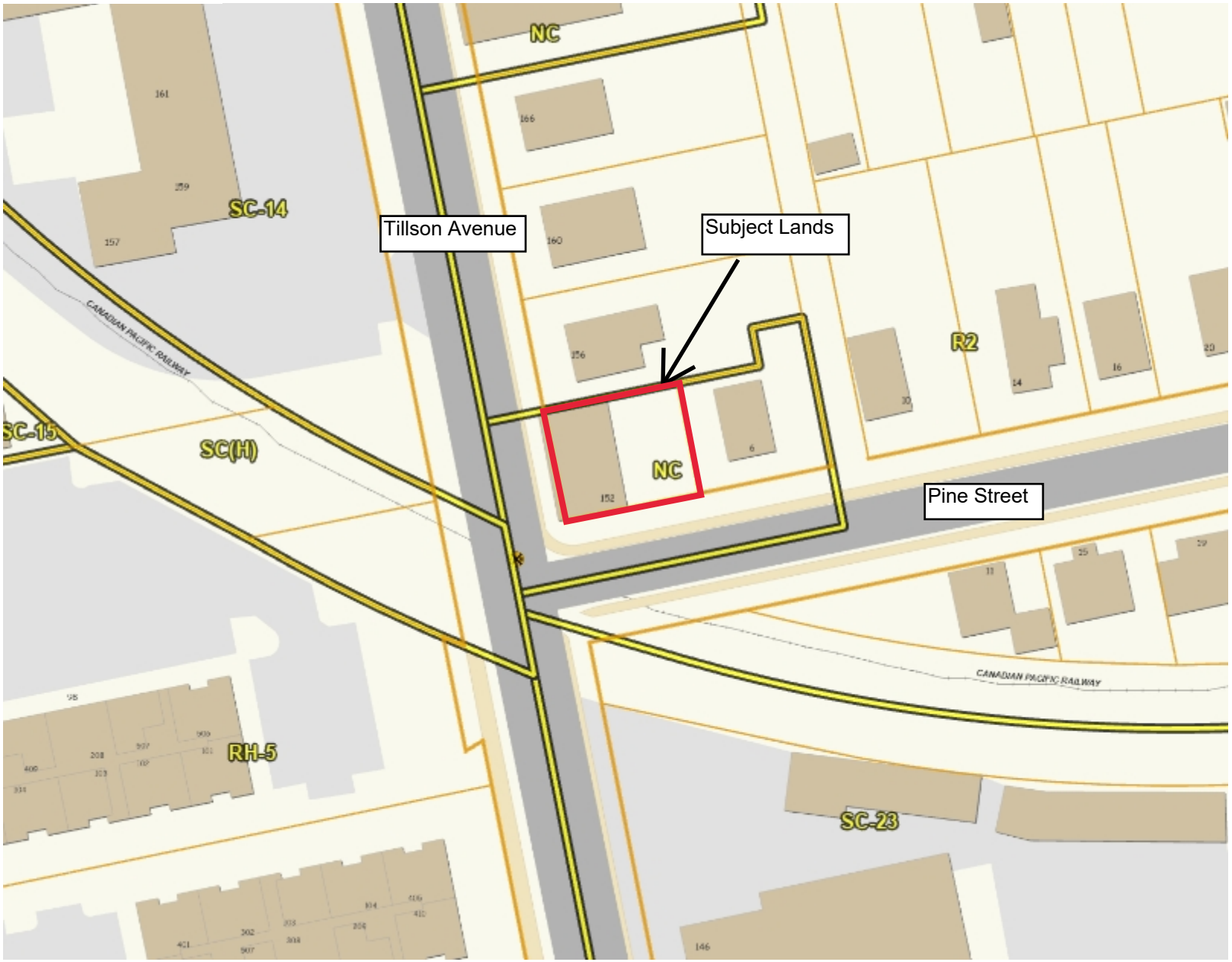
It is recommended that the Council of the Town of Tillsonburg approve the zone change application submitted by Topazic Investments Inc., whereby the lands described as Lot 357, Plan 500, in the Town of Tillsonburg, known municipally as 152 Tillson Avenue are to be rezoned from 'Neighbourhood Commercial Zone (NC)' to 'Special Neighbourhood Commercial Zone (NC-sp)' to permit a pressure washing and air compressor service and sales use in an existing legal non-conforming building.

SIGNATURES

Authored by: *'Original Signed by'* Amy Hartley
Development Planner

Approved for submission: '*Original Signed by'* Eric Gilbert, MCIP, RPP
Manager of Development Planning

Plate 1: Location Map with Existing Zoning
File No.: ZN7-26-13 (Topazic Investments Inc)
Lot 357, Plan 500; 152 Tillson Avenue, Town of Tillsonburg



Legend

Parcel Lines
- Municipal Boundary
- Property Boundary
- Assessment Boundary
- Road
- Unit

Environmental Protection Flood Overlay
- Flood Fringe
- Floodway
- Environmental Protection (EP1)
- Environmental Protection (EP2)

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 24 48 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

September 23, 2026

Plate 2: Aerial Map (2025)
File No.: ZN7-26-13 (Topazic Investments Inc)
Lot 357, Plan 500; 152 Tillson Avenue, Town of Tillsonburg



Legend

Parcel Lines
- Municipal Boundary
- Property Boundary
- Assessment Boundary
- Road
- Unit

Environmental Protection Flood Overlay
- Flood Fringe
- Floodway
- Environmental Protection (EP1)
- Environmental Protection (EP2)

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



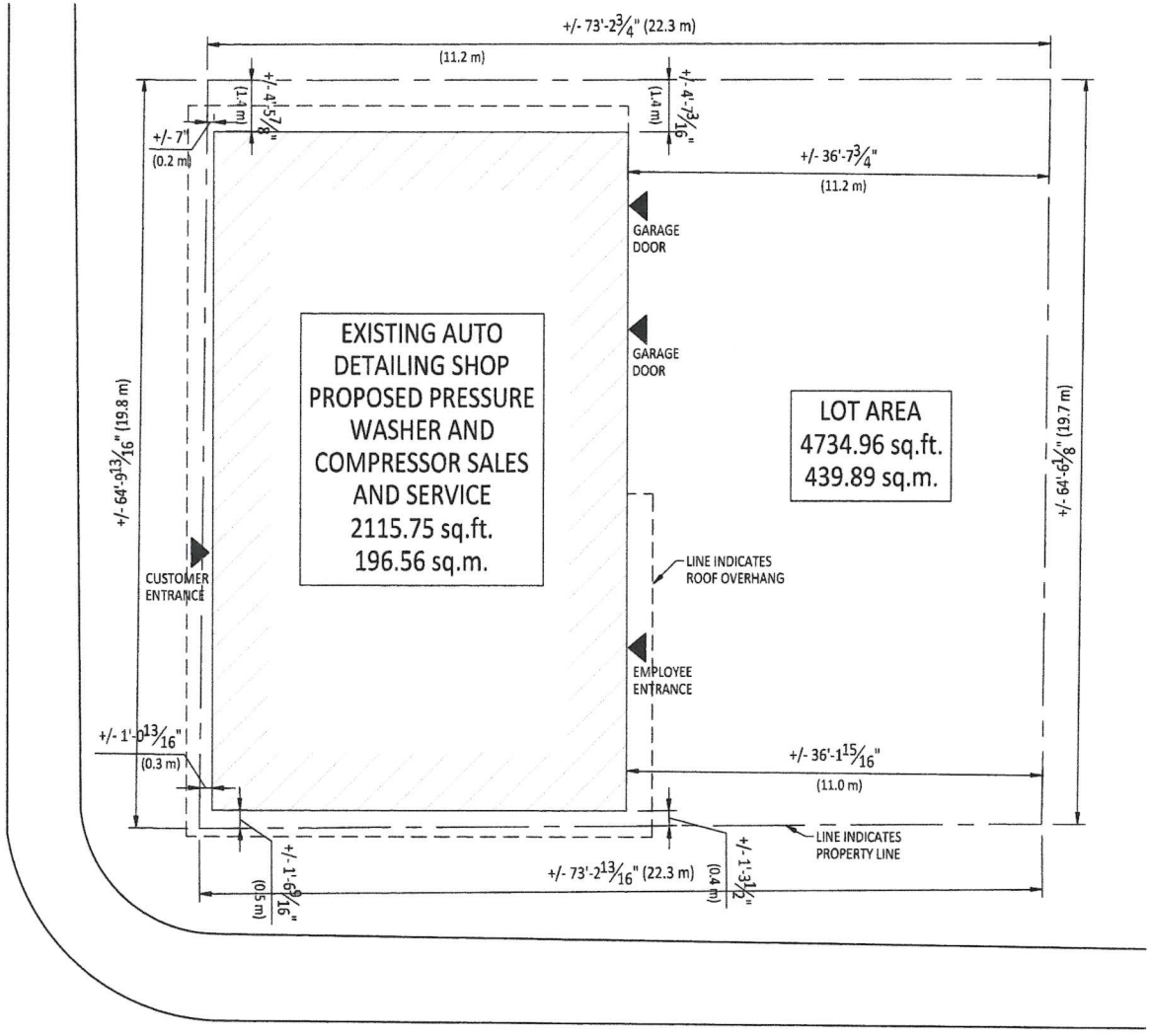
0 24 48 Meters

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

September 23, 2026

Plate 3: Applicant's Sketch
File No.: ZN7-26-13 (Topazic Investments Inc)
Lot 357, Plan 500; 152 Tillson Avenue, Town of Tillsonburg



Site Plan

Scale : 3/32" = 1'-0"

co-elevate

PROJECT NO.	DRAWN BY	DESIGNED BY
4855-A	B.J.H.	S.D.

INTERIOR RENOVATIONS
152 TILLSON AVE. TILLSONBURG, ON
SITE PLAN

NO.	REVISIONS	BY	DATE

S1.0