REPORT TO COUNTY COUNCIL

Application for Official Plan Amendment OP 26-14-7 – Kermar Holdings Inc.

To: **Warden and Members of County Council**

From: **Director of Community Planning**

RECOMMENDATIONS

1. **That Oxford County Council approve Official Plan Amendment Application OP 26-14-7, submitted by Kermar Holdings Inc. for the lands described as Part of Lot 1, Plan 41M-103, Part 2 of 41R-5579, municipally known as 671 Broadway, in the Town of Tillsonburg, to modify the site specific development policies for the property to permit a children's clothing and accessories retail store accessory to a permitted use as an additional permitted use on Service Commercial designated lands;**
2. **And further that Council approve the attached Amendment Number 370 to the County Official Plan as well as the enacting By-Law 6888-2026.**

REPORT HIGHLIGHTS

- The Application for Official Plan Amendment proposes to modify the special development policies applying to the lands to permit an approximately 250.8 m^2 (2,700 ft^2) children's clothing and accessory retail store accessory to a permitted use as an additional use on the property.
- The retail store is proposed to be accessory to a café and an indoor recreation establishment for children that is currently proposed for one for the units in an existing multiple unit plaza (Northgate Plaza) located at 671 Broadway.
- Planning staff are recommending that the application be supported, as it is generally consistent with the policies of the Provincial Planning Statement and maintains the intent and purpose of the Official Plan with respect to development within Service Commercial Areas and protecting the vitality and planned function of the Central Area of Tillsonburg.

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

Notice of the Application was provided to the public and surrounding property owners in accordance with the requirements of the *Planning Act* on August 24, 2026 and September 14, 2026, respectively. 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**
Goal 1.2 – Sustainable infrastructure and development Goal 1.3 – Community health, safety and well-being		

See: Oxford County 2023-2026 Strategic Plan

DISCUSSION

Background

Owners:	Kermar Holdings Inc. 8104 Evans Road, Chilliwack, BC V2R 5R8
Applicant/Agent:	CJDL Engineering (c/o Stephen Cornwell) 261 Broadway, Tillsonburg, ON N4G 4J1

Location:

The subject lands are described as Part of Lot 1, Plan 41M-103, Part 2 of 41R-5579 in the Town of Tillsonburg. The lands front onto the west side of Broadway, between North Street West and the municipal boundary with the Township of South-West Oxford and are known municipally as 671 Broadway.

County of Oxford Official Plan:

Existing:

Schedule 'T-1'	Town of Tillsonburg Land Use Plan	Service Commercial with Special Development Policy permitting a medical centre, a pharmacy, a daycare and a dollar store

Proposed:

Schedule 'T-1'	Town of Tillsonburg Land Use Plan	Service Commercial with amended Special Development Policies to allow an additional permitted use

Proposal:

The purpose of the Application for Official Plan Amendment is to permit a children's clothing and accessory retail store accessory to a permitted use as an additional use on the subject lands.

The subject property is approximately 1.68 ha (4.15 ac) in area. The Applicant is proposing to include a 250.8 m^2 (2,700 ft^2) retail component accessory to a permitted use within a multiple unit plaza (Northgate Plaza) which currently has a variety of commercial uses including a drug store, two eating establishments, a dollar store, and a grocery store. The total size of the commercial unit that is intended to accommodate the proposed use is approximately 501.6 m^2 (5,400 ft^2) in size. The proposed permitted use within the unit is a café and indoor amusement area for children.

In support of the application, a Commercial Market Review was completed by urban Metrics. This report concluded that a children's clothing and accessories retail store within the subject commercial unit would be beneficial to the community with minimal risk to the health of the Central Area of Tillsonburg.

Surrounding land uses include Service Commercial to the north, east and south, 'Future Development' to the northeast, 'Open Space' to the southwest and Residential to the west.

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

Plate 2 – 2025 Aerial Map, provides an aerial view of the subject lands.

Plate 3 – Applicant's Sketch, provides the dimensions of the subject lands and highlights the location of the existing plaza building.

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. 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 optimize 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.

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 'Service Commercial', with a special development policy to permit a medical centre, a pharmacy, a daycare, and a dollar store according to the Land Use Plan for the Town of Tillsonburg.

Section 8.3.3 establishes that areas designated Service Commercial are intended for a broad range of commercial uses that, for the most part, are not suited to locations within the Central Area because of requirements for site area, access or exposure, or, due to compatibility conflicts with residential development.

In 2023, County Council adopted Amendment Number 309 which included a site-specific development policy for the subject property to allow a medical centre as a permitted use in addition to other uses currently permitted within the broader Service Commercial land use designation. A further amendment was adopted in 2025 which amended the site-specific development policy to permit a pharmacy, a daycare, and a dollar store as a permitted use.

New uses permitted within the Service Commercial designation include: hotels, motels, hotel/conference facility, automotive sales and services, furniture warehouses, farm implement sales, personal services, convenience commercial uses, video rental establishments, automobile service stations, gas bars, car wash facilities, retail sales of automobile supplies, automated teller machines or kiosks, tourism information outlets or kiosks, recreation and entertainment uses, restaurants and fast food outlets, retail food stores, uses which require large areas for on-site storage of goods or vehicles and other types of commercial uses that offer service to the travelling public, business and industry.

The scale of uses within a Service Commercial designation generally range from 325 m^2 (3,500 ft^2) to 4,645 m^2 (50,000 ft^2). Uses of less than 325 m^2 (3,500 ft^2) are encouraged to locate in the Central Area, consistent with the vision for the Central Area as articulated in the Official Plan.

Section 8.3.2 in the Official Plan states the vision for the Central Area and the strategic approach for how to manage growth in the Central Area in accordance with the desired vision. The Central Area Vision, in Section 8.3.2.1 of the Official Plan, states that the Central Area of the Town of Tillsonburg is to remain as the most functionally diverse area of the Town, and that it will serve as the primary business, cultural, and administrative centre. The Central Area will be a multi-functional core with complementary sub-areas which will increase the functional diversity of uses and activities in the core, which in turn, will increase the number of people living and working in the Central Area over the long term. It is intended that the retail function of the Central Area is to be promoted by continuing to permit a full range of uses in the commercial core and limit the type, size, and scale of retail uses which are permitted outside the commercial core, which is to be operationalized through the Zoning By-Law and planning and market impact study requirements.

Section 8.3.2.2.1 establishes that the Central Area will be the priority location for shopping area facilities and other uses that serve the primary trade area. New commercial development should, where feasible, be in the Central Area to complement the existing commercial structure of the Central Area.

In accordance with Section 8.3.3.1, new or expanding retail developments outside of the Central Area requiring a planning approval will be subject to planning and market impact studies which show to the satisfaction of the County and the Town of Tillsonburg, that the type and size of proposed facilities are warranted, that no suitable Central Area locations are available for such facilities, and that the planned function of Tillsonburg's Central Area will not be significantly prejudiced or impacted.

Town of Tillsonburg Zoning By-law

The subject property is currently zoned 'Special Service Commercial Zone (SC-29)', according to the Town of Tillsonburg Zoning By-law. The 'SC-29' zone permits a range of service commercial uses and a medical centre, a day care, a pharmacy, and a dollar store.

Agency Comments

Town of Tillsonburg Engineering Services, Tillsonburg Fire, Tillsonburg Hydro, and Tillsonburg Chief Building Official indicated no comments or concerns.

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 September 28, 2026, meeting.

Planning Analysis

The Application for Official Plan Amendment proposes to permit a children's clothing and accessories retail store as accessory to a permitted use as an additional permitted use on the subject property.

The policy direction in the Official Plan is to direct professional, retail, and business offices to the Central Area first, and only permit business uses in Service Commercial areas that have demonstrated they are not suited to the Central Area because of their land area, building area, access or exposure requirements, or compatibility requirements.

urbanMetrics Commercial Market Review

A Commercial Market Review was completed by urbanMetrics in July 2026. The review identified the proposed retail use as being a unique concept that would likely attract customers from well beyond the Town. The proposed use would require a retail unit of sufficient size to accommodate all three components of the facility as well as a location that is readily accessible to customers from a broad geographic area. The facility would cater to families with small children, which benefit

from convenient access between the parking area and the building entrance, which is an important locational criterion. These factors support the need for a suitably sized and accessible retail space to accommodate the proposed use. In assessing the proposal against the Official Plan policies, consideration was also given to the suitability and availability of Central Area locations to accommodate the proposed facility.

The review further identifies as gap in the local retail market, noting that while some clothing retailers in Tillsonburg carry children's items, there are no clothing retailers specifically tailored to children's clothing. The proposed use would address a gap within the retail market by introducing a specialized children's clothing store in conjunction with two complimentary uses that are already permitted under the existing site permissions. The review indicates that the proposed clothing retail store component would not be inconsistent with the level of retail supply found in other comparable communities. Having regard to the strength of Tillsonburg's downtown core and the specialized nature of the proposed retail use, the addition of the clothing store at the subject site is not anticipated to significantly prejudice or adversely impact the planned function of the Central Area. Accordingly, the proposal is considered to support the provision of a specialized retail use, while still maintaining the role and function of Tillsonburg's Central Area.

Official Plan

The policy direction in the Official Plan is to direct professional, retail, and business offices to the Central Area as a first priority and only permit such uses in Service Commercial areas where it has been demonstrated that the Central Area is clearly not a viable location in terms of available land or building areas in the Central Area. Where new retail uses are proposed within Service Commercial areas, a retail market impact study is required to demonstrate, to the satisfaction of the County and the Town of Tillsonburg, that the type and size of proposed facilities are warranted, that no suitable Central Area locations are available for such facilities, and that the planned function of Tillsonburg's Central Area will not be significantly prejudiced or impacted. In this regard, a review of the findings of the commercial market review prepared in support of this application is provided above.

The Service Commercial designation permits uses such as hotels/motels, automative businesses, warehouses, convenience commercial uses, service stations, retail food stores, gas bars and other uses which can be easily accessed by the travelling public. The subject application is requesting amendments to the site-specific policies on the property to permit a children's clothing and accessories retail store as an additional use accessory to a permitted use within the Service Commercial designation.

The scale of uses within the Service Commercial areas will generally range from 325 m^2 (3,500 ft^2) to 4,645 m^2 (50,000 ft^2). In this case, the proposed children's clothing retail component is proposed to be 250.8 m^2 (2,700 ft^2) in size, but will function as an accessory use within a larger 501.6 m^2 (5,400 ft^2) multi-component children's oriented commercial use. As such, staff are satisfied that the proposed children's clothing retail component fits within the scale permitted for uses in the Service Commercial designation and based on the conclusions of the Commercial Market Review, it is not expected that the use will have negative impacts or detract from the long-term prosperity of the Central Area.

CONCLUSIONS

Planning staff are of the opinion that the proposal is consistent with the policies of the Provincial Planning Statement and supports the strategic initiatives and objectives of the Official Plan with respect to Service Commercial areas and protecting and maintaining the vitality and planned function of the Central Area of the Town of Tillsonburg and can be supported from a planning perspective.

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:

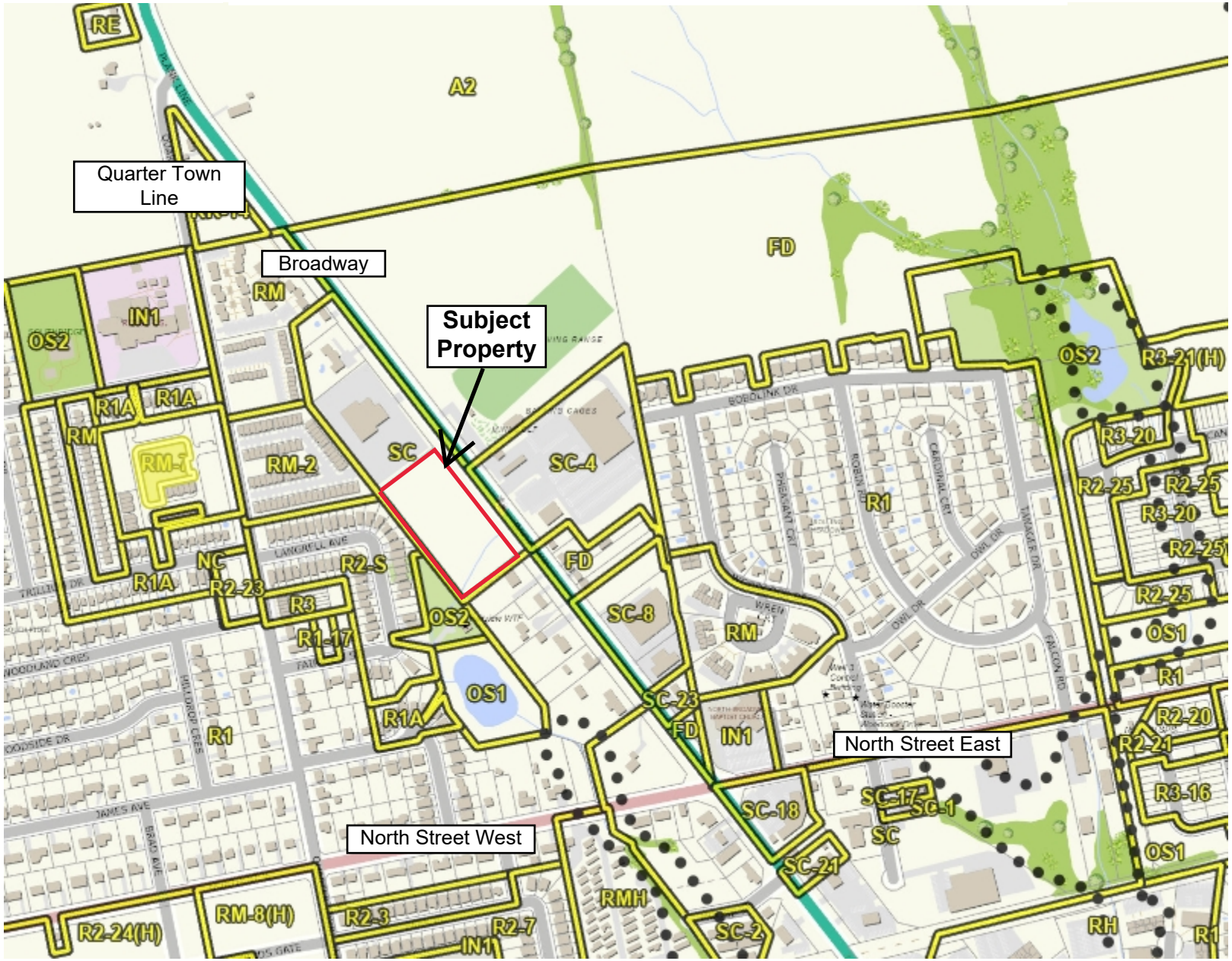
Benjamin R. Addley
Chief Administrative Officer

ATTACHMENTS

Attachment 1 – Plate 1, Location Map with Existing Zoning
Attachment 2 – Plate 2, 2025 Aerial Map
Attachment 3 – Plate 3, Applicant's Sketch
Attachment 4 – Official Plan Amendment, OPA 370

Oxford County
Growing stronger together

Plate 1: Location Map with Existing Zoning
File No.: OP 26-14-7 & ZN 7-26-12 (Kermar Holdings Inc.)
Part of Lot 1, Plan 41M-103; Part 2, 41R-5579; 671 Broadway, Tillsonburg



Legend

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



map it

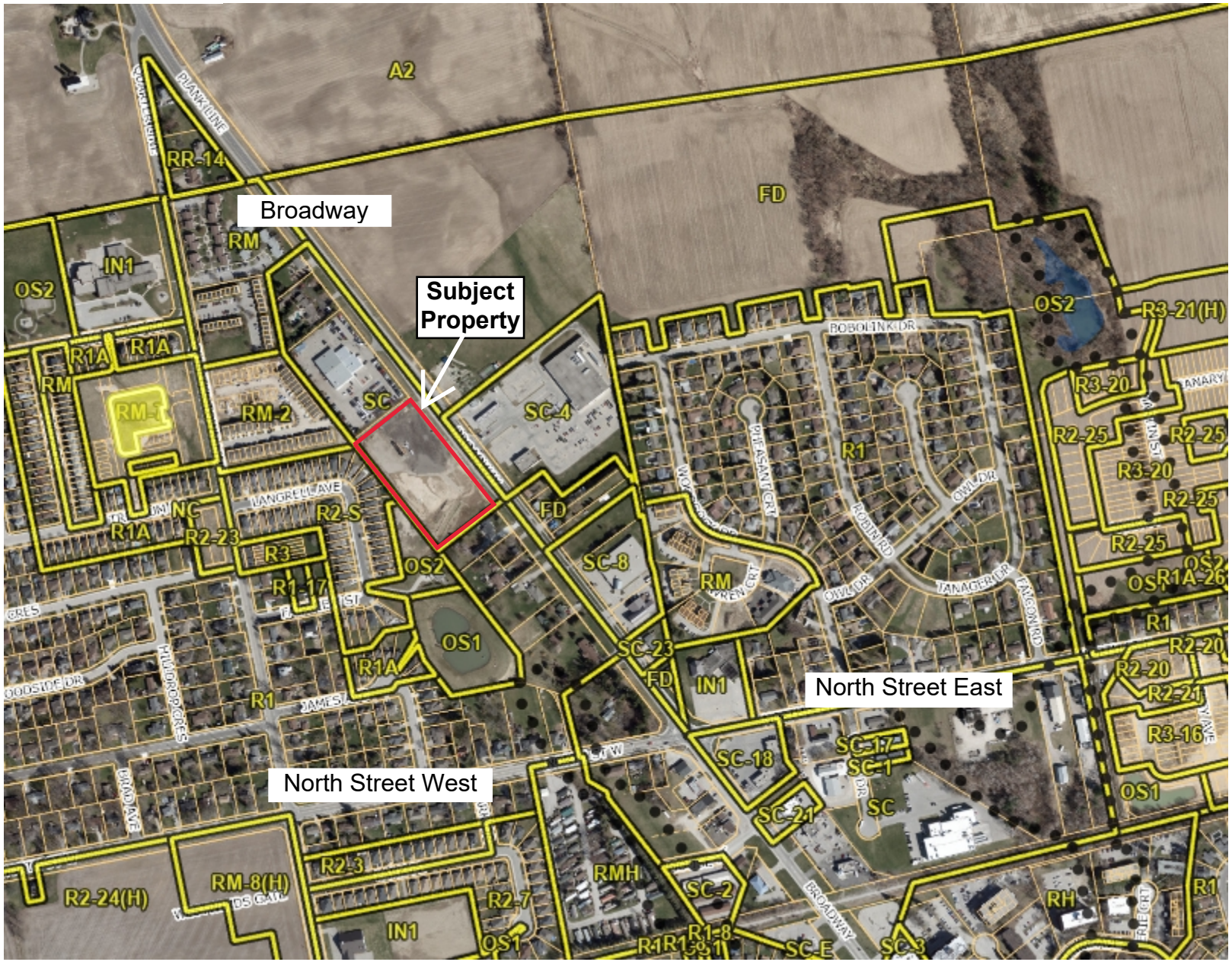
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NAD_1983_UTM_Zone_17N

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 28, 2023

Plate 2 - 2025 Aerial Map
File No. OP 26-14-7 & ZN 7-26-12 (KerMar Holdings Inc.)
Part of Lot 1, Plan 41M-103; Part 2, 41R-5579; 671 Broadway, Tillsonburg



Legend

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



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July 28, 2023

Plate 3: Applicant's Sketch
File No.: OP 26-14-7 & ZN 7 -26-12 (Kermar Holdings Inc.)
Part of Lot 1, Plan 41M-103; Part 2, 41R-5579; 671 Broadway, Tillsonburg



Figure 1: Subject property and Surrounding Land Uses

COUNTY OF OXFORD

BY-LAW **6888-2026**

BEING a By-Law to adopt Amendment Number 370 to the County of Oxford Official Plan.

WHEREAS, Amendment Number 370 to the County of Oxford Official Plan has been recommended by resolution of the Council of the Town of Tillsonburg and the County of Oxford has held a public meeting and has recommended the Amendment for adoption.

NOW THEREFORE, the County of Oxford pursuant to the provision of the Planning Act, R.S.O. 1990, as amended, enacts as follows:

1. That Amendment Number 370 to the County of Oxford Official Plan, being the attached explanatory text, is hereby adopted.

2. This By-Law shall come into force and take effect on the day of the final passing thereof.

READ a first and second time this 28th day of October, 2026.

READ a third time and finally passed this 28th day of October, 2026.

MARCUS RYAN, WARDEN

LINDSEY MANSBRIDGE, CLERK

AMENDMENT NUMBER 370

TO THE COUNTY OF OXFORD OFFICIAL PLAN

the following Plan attached as explanatory text, constitutes
Amendment Number 370 to the County of Oxford Official Plan.

1.0 PURPOSE OF THE AMENDMENT

The purpose of the amendment is to include a site-specific policy to allow a children's clothing and accessory store as an accessory use to a permitted use on certain lands in the Town of Tillsonburg, in addition to the other uses currently permitted within the Service Commercial designation.

2.0 LOCATION OF LANDS AFFECTED

This amendment applies to land in the Town of Tillsonburg comprising an area approximately 1.68 ha (4.15 ac), which is legally described as Part of Lot 1, Plan 41M-103, Part 2 of 41R-5579 in the Town of Tillsonburg. The lands front onto the west side of Broadway, north of North Street West, and are known municipally as 671 Broadway.

3.0 BASIS FOR THE AMENDMENT

The subject lands are currently designated Service Commercial according to the Land Use Plan for the Town of Tillsonburg, as contained in the County Official Plan. The Official Plan amendment is proposing to further amend the site specific Service Commercial policy area applying to the subject lands to add a retail store as an additional use being accessory to a permitted use.

Council is of the opinion that the proposed children's clothing and accessories retail store is compatible with surrounding residential and commercial land uses in the area and will not detract from the planned function of the Central Area as the predominant location for retail and office uses.

A Commercial Market Review was completed by urban Metrics in July 2026. It noted that the proposed retail use is a unique concept and would likely have a draw that extends well beyond the Town. It also noted that the use would require a retail unit that was large enough to accommodate all three parts of the facility and a location that would be easily accessible for a wide geographic area. Additionally, the facility would cater to families with small children and would be convenient to access from the parking area to the front door, which is an important locational criterion for such a use.

The study noted that while there are a few clothing retailers which carry some children's items, Tillsonburg does not have any clothing retailers which are specifically tailored to children. The proposed use would fill a gap within the retail market and pair it with two complimentary uses that are already allowed under existing site permissions. A clothing retail store accessory to the proposed uses on the subject site would not be inconsistent with the level of supply found in other communities and, given the strength of the downtown core, could be added to the subject site without negatively impacting the planned function of the downtown area.

In conclusion, a children's clothing and accessories retail store accessory to a permitted use on the subject site would complement the local neighbourhood serving function of the subject plaza, as well as the combined function of the subject site and 670-680 Broadway across the street. It would provide an additional retail option where a gap in the market has been identified through the Market Review for the residents of Tillsonburg, and particularly those in the north end.

4.0 DETAILS OF THE AMENDMENT

4.1 That Section 8.3.3.4 - *Specific Development Policies,* as amended, be further amended by deleting Section 8.3.3.4.8 and replacing it with the following:

"8.3.3.4.8 Part of Lot 1, Plan 41M-103, Part 2 of 41R-5579, Town of Tillsonburg – 671 Broadway

In addition to the uses permitted in Section 8.3.3, on lands legally described as Part of Lot 1, Plan 41M-103, Part 2 of 41R-5579, located on the west side of Broadway north of North Street East, a medical centre, a day care centre, a pharmacy, a dollar store, and a children's clothing and accessories retail store accessory to permitted use, may also be permitted on those lands identified as being subject to this subsection."

5.0 IMPLEMENTATION

This Official Plan Amendment shall be implemented in accordance with the relevant implementation policies contained in the Official Plan.

6.0 INTERPRETATION

This Official Plan Amendment shall be interpreted in accordance with the relevant interpretation policies of the Official Plan.