

To: Mayor and Members of Town of Tillsonburg Council

From: Amy Hartley, Development Planner, Community Planning

Applications for Official Plan Amendment, Consent and Zone Change

OP 26-13-7; B26-37-7 & ZN 7-26-11 – JM Braun Inc.

REPORT HIGHLIGHTS

- The purpose of the application for Official Plan Amendment proposes to add site-specific policy to a portion of the subject lands to permit outdoor sales and display of finished product accessory to a permitted use. It is proposed that approximately 45% of the northeast corner of the subject land will be used as outdoor display and sales area for finished trailers.
- The purpose of the application for consent is to create a vacant industrial parcel to facilitate the development of an industrial mall containing approximately eight (8) units. The lot to be severed will be approximately 1.3 ha (3.2 ac) in size with 20 m (65.6 ft) of frontage onto Innovation Way. The lot to be retained is proposed to be approximately 1.1 ha (2.7 ac) with 82.7 m (271 ft) of frontage onto Innovation Way. Additionally, a blanket easement has been requested for stormwater management purposes.
- The zone change application proposes to rezone the lot to be retained from 'Special General Industrial Zone (MG-8)' to a different 'Special General Industrial Zone (MG-sp)' to permit outdoor sales and display accessory to a permitted use. Additionally, the applicant has requested site-specific permissions to not require screening and fencing, as outlined in the Town's Zoning By-law, to apply to the lot to be retained.
- Planning staff support the applications as they are generally consistent with the PPS direction and Official Plan policies respecting industrial development within settlement areas, employment growth and industrial expansion which promotes economic competitiveness and efficient use of lands.

DISCUSSION

BACKGROUND

OWNERS:

JM Braun Inc.
24 Clearview Drive, P.O. Box 1-12, Tillsonburg, ON N4G 4G8

AGENT/APPLICANT:

Ryan O. Mounsey
40 King Street South, Unit 301, Waterloo, ON N2J 2W8

LOCATION:

The subject lands are described as Part Block 1, Plan 41M-381 in the Town of Tillsonburg. The subject lands are located at the southwest corner of Highway 3 and Innovation Way and are municipally known as 1 Innovation Way.

COUNTY OF OXFORD OFFICIAL PLAN:

Existing:

Schedule "T-1"	Town of Tillsonburg Land Use Plan	'Industrial'
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Proposed:

Schedule "T-1"	Town of Tillsonburg Land Use Plan	'Industrial' with site-specific policies to permit outdoor sales and display at 45% of the lot area
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TOWN OF TILLSONBURG ZONING BY-LAW 3295:

Existing Zoning: 'Special General Industrial Zone (MG-8)'

Proposed Zoning: 'Special General Industrial Zone (MG-sp)'

PROPOSAL:

	<u>Lot to be Retained</u>	<u>Lot to be Severed</u>
Lot Area:	1.1 ha (2.7 ac)	1.3 ha (3.2 ac)
Lot Frontage:	82.7 m (271.3 ft)	20 m (65.6 ft)
Average Lot Depth:	101.6 m (333.3 ft)	187.2 m (614.2 ft)

Oxford County and the Town of Tillsonburg have received applications for Official Plan Amendment, consent and zone change from the above noted owner to facilitate the development of an industrial trailer manufacturing facility with accessory outdoor sales and display, and to create a vacant industrial parcel.

The purpose of the Official Plan Amendment is to add site-specific policies to the lot to be retained to permit the outdoor display and sales of finished trailer products accessory to a manufacturing use within the Industrial Designation. The applicant is requesting that approximately 45% of the lot area be used for outdoor display and sales.

The purpose of the consent application is to create a vacant industrial parcel that is intended to be developed for the purposes of a multiple unit industrial building. The lot to be severed is proposed to be approximately 1.3 ha (3.2 ac) in size, with 20 m (65.6 ft) of frontage onto Innovation Way and is currently vacant. The lot to be retained will be approximately 1.1 ha (2.7 ac) with 82.7 m (271 ft) of frontage onto Innovation Way and contains a recently constructed industrial building for trailer manufacturing. A blanket easement has also been requested for the purposes of stormwater overland flow.

The purpose of the zone change application is to rezone the lot to be retained from 'Special General Industrial Zone (MG-8)' to a different 'Special General Industrial Zone (MG-sp)' which will implement the site-specific policies by permitting outdoor display and sales of finished goods. Specifically, the applicant is requesting to amend the existing 'Special General Industrial Zone (MG-8)' to allow relief from Section 17.2.2 to permit the front and exterior side yards to be utilized for an outdoor display area and relief from Section 17.2.3.4 to not require fencing around the proposed outdoor storage and open storage on the subject lands.

The subject lands are located at the southwest corner of the intersection of Innovation Way and Highway 3. Surrounding land uses are comprised of industrial development within the Van Norman Innovation industrial subdivision (Phase 1) to the south and east, Van Norman Innovation subdivision (Phase 2, currently seeking draft approval) to the west and existing industrial development to the north.

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) with Existing Zoning, provides an aerial view of the subject lands and surrounding uses as existing in the Spring of 2025.

Plate 3, Existing Official Plan Designation, provides the Official Plan designation of the subject and surrounding lands.

Plate 4, Applicant's Sketch, identifies the general site area, severance plan, and proposed development 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 2.3 of the PPS states that settlement areas shall be the focus of growth and development and land use patterns within settlement areas should be based on densities and a mix of land uses which efficiently use land and resources, optimize existing and planned infrastructure and public service facilities, support active transportation, are transit-supportive and are freight supportive.

Section 2.8 of the PPS provides that planning authorities shall promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment uses to meet long-term needs;
- b) providing for opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- c) identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites and seeking to address potential barriers to investment;
- d) encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities, and;
- e) addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses.

The PPS also provides in Section 2.8.2 that Planning authorities shall plan for, protect and preserve employment areas for current and future uses, and ensure that the necessary infrastructure is provided to support current and projected needs. Planning authorities shall also protect employment areas that are located in proximity to major goods movement facilities and corridors and shall designate, protect and plan for all employment areas in settlement areas by;

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

Planning authorities shall assess, and update employment areas identified in Official Plan to ensure that this designation is appropriate to the planned function of employment areas. In planning for employment areas, planning authorities shall maintain land use compatibility between sensitive land uses and employment areas to maintain the long-term operation and economic viability of the planned uses and function of these areas.

Employment areas are defined in the PPS as those areas designated in an Official Plan for clusters of business and economic activities including manufacturing, research and development in connection with manufacturing, warehousing, goods movement, associated retail and office and ancillary facilities.

OFFICIAL PLAN

The subject lands are designated 'Industrial' according to the Land Use Plan for the Town of Tillsonburg, as contained in the Official Plan.

The general approach to economic development within the Town of Tillsonburg is contained within Section 8.3.1 of the Official Plan which promotes increasing employment opportunities and expanding the assessment base, through the efficient use of vacant and underutilized land designated for employment activity and continue to diversify the mix of manufacturing, retail and

service industries to best services the population and labour force. By meeting the needs of existing new and/or relocating traditional industrial uses by designating industrial areas for this purpose and ensure that the re-designation of industrial land for non-industrial purposes is only permitted where it will not negatively impact the industrial land supply and the intended function of designated industrial areas. Further, ensuring that office and retail uses in areas designated for industrial activity are compatible with or complementary to the Industrial Area function.

Within the Official Plan, Section 8.3.1.2 identifies employment lands as those lands that are primarily designated for industrial and commercial purposes which may also include other land uses integral and supportive of the primary employment function. Employment lands are categorized to provide for a broad range of employment opportunities and compatibility between different employment functions. Lands designated for employment includes the Central Area (Central Business District and Entrepreneurial District), Service Commercial Areas, Neighbourhood Commercial Uses and Industrial Areas.

Lands designated as Industrial are generally intended for a full range of industrial type activity including light, medium and heavy industrial uses that may generate on and off-site effects such as traffic, noise, vibration, fumes or visual appearance. Permitted uses include assembling, manufacturing, fabricating, processing, repair activities, environmental industries, wholesaling, storage and warehousing industries, construction industries, communication and utility industries, transportation and cartage industries and technological service industries. Industries will be permitted to combine technological, manufacturing or processing, office, sales and management activities with the Industrial Areas designation.

Accessory uses permitted within the Industrial Area designation include accessory showroom, retail and sales uses operating in association with a permitted use but will be restricted to a small percentage of the total floor area of the building.

In addition to the permitted uses within the Industrial Area designation, the following uses may be permitted through a site specific rezoning:

- Service Commercial uses such as restaurants, garages and material suppliers which directly and primarily serve the industries, or employees of industry while at work, provided they are not disruptive to the surrounding industrial neighbourhood and are designed attractively; and
- Uses which have characteristics or functional requirements similar to industries, such as public utility and public works yards.

Section 8.3.5.4 outlines zoning and site plan control policies. The following criteria will be satisfied prior to permitting development or redevelopment:

- Adequate buffering between residential, open space, or institutional uses through distance, fencing, or landscaping, and building or site design;
- Existing municipal services will be adequate to accommodate the development;
- Buildings will be setback from the streetline to ensure that substantial landscaping and screening can be incorporated into yards adjacent to the streetline;
- Adequate off-street parking and loading areas will be provided;
- The effected on environmental resources and the impact of environmental constraints will be addressed and mitigated in accordance with the policies of Section 3.2.

ZONING BY-LAW

The subject lands are currently zoned 'Special General Industrial Zone (MG-8)' according to the Town of Tillsonburg Zoning By-law.

The MG-8 Zone permits all those uses in the General Industrial Zone, an adult training facility, business process outsourcing establishment, and a data centre. Further, a business process outsourcing establishment is defined as "an advanced customer contact centre and may also include other corporate functions in addition to contact centre type work".

The MG Zone requires a lot area of 600 m² (6,458.5 ft²), lot frontage of 20 m (65.6 ft) and a lot depth of 30 m (98.4 ft). Additionally, the MG Zone permits accessory uses which shall not exceed 20% of the total combined gross floor area of the industrial use to which they are accessory to.

Within the MG Zone open storage of goods or materials is permitted to the rear of the main building provided that:

- Such open storage is accessory to the use of the main building on the lot;
- such open storage complies with the yard and setback requirements of this zone;
- any portion of the area used for open storage, where it does not adjoin the outside wall of a building is enclosed by a fence; and
- the fence described in the foregoing subsection is at least 1.5 m (4.9 ft) in height from the ground and of permanent masonry, wood and/or rigid plastic construction; and is constructed so that the open storage use is visibly screened from the streetline and any abutting residential zones.

The applicant is requesting site-specific provisions for the lot to be retained which contains an existing industrial use, to allow for an increased gross floor area for accessory uses of 45% and to permit outdoor sales and display. Additionally, the applicant has requested that the fencing requirements for open storage not be applicable as there is an existing non-complying fence in place.

The lot to be severed that is being proposed via application B26-37-7 appears to comply with the lot area, frontage and depth requirements of the MG Zone.

AGENCY COMMENTS

Town of Tillsonburg Engineering Services had no comments on the subject applications but provided conditions of approval for the consent application.

Town of Tillsonburg Development Commissioner provided comments in support of the proposed use which have been appended to the report hereto.

Oxford County Public Works indicated that the existing building located at 1 Innovation has allocated water capacity. However, the proposed development on the lot to be severed will not have available water servicing capacity to support the development. The Applicant should be aware that, given the volume of development currently proposed through active planning applications already under consideration and capacity that is currently conditionally committed or reserved, the capacity within the Tillsonburg drinking water system is currently fully allocated. Should the active planning applications that are holding conditionally committed capacity not proceed in a timely manner, there would be an opportunity for that capacity to be reviewed and potentially reallocated to other proposed development applications within Tillsonburg through the

development review process. This position is consistent with Oxford County's Water and Wastewater Servicing Capacity Allocation Protocol.

Additionally, at the time of site plan approval, a Water and Sanitary Servicing Brief prepared in accordance with the Oxford County Design Guidelines and a Site Servicing Plan will be required to be submitted.

Ministry of Transportation had no objections to the Official Plan Amendment and zone change application but noted that any outdoor display is to be located a minimum of 14 metres from the MTO property line. MTO has no objection to the severance request however, the newly severed lot and any future development on these lands will be subject to further MTO review including the submission and acceptance of a Traffic Impact Study and applicable MTO permits.

PUBLIC CONSULTATION

Notice of complete application regarding this proposal was provided to the public and surrounding neighbours on August 26, 2026, and notice of public meeting was issued on September 29, 2026, in accordance with the requirements of the Planning Act. As of the date of this report no concerns or comments have been received from the public.

Planning Analysis

The proposed applications for Official Plan Amendment, consent and zone change propose to facilitate the development of outdoor sales and display accessory to a permitted use and the creation of a vacant industrial parcel for the development of a multiple unit industrial building.

Provincial Planning Statement (2024)

Planning staff are of the opinion that the subject proposal is consistent with the policies of the PPS as the development and proposed severance are an efficient use of land and municipal services within a fully serviced settlement area. The proposal will promote economic development and competitiveness and provide a mix and range of employment uses as well as diversifying the economic base of the Town. The proposal is consistent with Section 2.8.2 of the PPS as the development will preserve and protect employment areas will not remove any lands for planned for future employment uses. The proposed ancillary display and sales of finished trailers are associated with a primary employment uses and can be considered compatible with the surrounding employment uses.

Official Plan

The proposed Official Plan Amendment proposes to create a site-specific development policy to provide an increased area on the lot to be retained for the purposes of outdoor sales and display area accessory to a permitted use within the Industrial Area designation.

It is the intent of the Industrial Area policies to permit a wide range of industrial activities, including accessory and ancillary uses such as office, retail and showrooms. These accessory and ancillary uses are restricted to a small percentage of the total floor area of the building in the Town's Zoning By-law. The Town's Zoning By-law permits accessory uses to be a combined total gross floor area of not more than 20% of the industrial use. The applicant is proposing a total lot area of 45% for retail uses accessory to the main industrial use. As such, staff are of the opinion that an amendment to the Official Plan is required to ensure that the industrial area policies were assessed and that the intent of the policies are maintained.

While staff are of the opinion that the proposed 45% lot area being used for accessory retail and display uses is a large deviation from what is permitted in the Town's Zoning By-law and does not represent a small percentage of the total industrial use as noted in the Official Plan policies, it is noted that the subject site is located adjacent to Highway 3 and at the entrance of the Van Norman Innovation Park industrial subdivision and represents a high profile location at the periphery of the subdivision and the location would provide ample visibility for the advertising of industrial products that are manufactured and produced on site. The proposed use will not detract from the intended industrial nature of the subdivision or surrounding lands designated for industrial purposes and will diversify the employment opportunities within the area.

Typically, uses containing outdoor sales and display areas (such as motor vehicle sales establishments) are directed toward the Service Commercial areas. However, in this case, given the nature of the product being manufactured on site, it is reasonable to permit a higher proportion of the site to be devoted to sales that would be more typical of a Service Commercial use.

As such, Planning staff are satisfied that with respect to permitting a larger lot area for accessory sales and display area on a site-specific basis, the general intent and nature of the Official Plan are being maintained as the proposed accessory use will not disrupt other industrial uses in the surrounding area, is not anticipated to cause adverse impacts to the traffic network and adequate off-street parking will be provided, and no compatibility issues are anticipated.

With respect to the proposed consent application staff are satisfied that the creation of a vacant industrial parcel for future industrial development is in keeping with the intent and nature of the Official Plan policies respecting increasing employment opportunities through the efficient use of vacant and underutilized land designated for employment activity. As such, staff are supportive of the lot creation and easement. It is noted that the water capacity within the Town of Tillsonburg is limited and review and approval of the subject applications does not imply the reservation or allocation of water servicing capacity and the commitment of water capacity will be evaluated during the site plan review process. As such, staff are satisfied that this development will be reviewed under the County's Water and Wastewater Capacity Allocation Policy at the time of site plan review to ensure it can be serviced.

Town of Tillsonburg Zoning By-law

With respect to the proposed zoning amendments that seek to include site-specific provisions for an increased lot area containing an accessory use (sales and display area) from 20% to 45%, staff are satisfied that due to the larger nature of the products produced on site additional area is required to store and display finished industrial goods. The Planning Justification Report indicated that some of the products are shipped off-site, and the remainder are kept on site for inventory staging, customer inspection and are available for custom fabrication. In order to implement the requested use staff are supportive of the site-specific provisions to permit the outdoor display and sales and to utilize the front and exterior yards for this purpose.

Further, the applicant has requested that the open storage requirements contained in Section 17.2.3 not be applicable to the subject development. Specifically, the request is to not require the full fencing and screening contained in Section 17.2.3.4 or implement special provisions to reflect the existing fencing. The applicant has indicated that there is an existing fence around the perimeter of the property that is 1.0 m (3.2 ft) in height and not screened. The intent of the fencing and screening provisions is to ensure that open storage is to create visual buffering from the streetline to mitigate nuisance, potential compatibility issues, and for security purposes.

Based on the applicant's sketch and proposed site plan the portion of the subject lands that is abutting the street line at Innovation Way will be used for parking and access to the site, and the portion of the site that is abutting Highway 3 is intended for outdoor sales and display. Staff are satisfied that the request to implement a special provision to reflect the existing condition is appropriate and sufficient for the intended use of the subject lands. The products that are produced and stored on site are not anticipated to cause visual or nuisance disturbances, and as the outdoor sales will be required to still comply with the 14 m setback to the MTO right of way associated with Highway 3, no impacts to Highway 3 corridor are expected and the request can be supported by staff.

With respect to the proposed lot to be severed, staff are satisfied that the proposed lot complies with the MG Zone provisions for lot area, frontage and depth.

Conclusion

This office is of the opinion that the proposed amendment to the Official Plan to accommodate the proposed development of the subject lands generally conforms with the relevant policies of the Official Plan, and the proposed zoning by-law amendment is appropriate and can be given favourable consideration. The proposed consent application to create a vacant industrial parcel is consistent with the policies of the PPS, and maintains the intent of the Official Plan, Planning staff recommend that the application be supported by Town Council.

RECOMMENDATIONS

That the Council of the Town of Tillsonburg advise County Council that the Town supports the application to amend the Official Plan (File No. OP 26-13-7), submitted by JM Braun Inc., for lands legally described as Part Block 1, Plan 41M-381 in the Town of Tillsonburg to permit site specific provisions to allow accessory retail uses up to 45% lot coverage;

And further, That the Council of the Town of Tillsonburg approve in principle the zone change application (File No. ZN 7-26-11) submitted by JM Braun Inc., for lands legally described as Part Block 1, Plan 41M-381 in the Town of Tillsonburg, to rezone the lands to 'Special General Industrial Zone (MG-sp)' to facilitate outdoor display and sales on the subject lands with site-specific provisions regarding fencing and screening; and

And further, That the Council of the Town of Tillsonburg advise the Oxford County Land Division Committee that the Town supports the application for consent and easement (File No.: B26-37-7), submitted by JM Braun Inc., for lands legally described as Part Block 1, Plan 41M-381 in the Town of Tillsonburg, to create a vacant industrial parcel with a blanket easement for stormwater management purposes, subject to the following conditions:

- 1. The Owner(s) shall agree to satisfy all requirements, financial and otherwise, of the County regarding the installation of water and sanitary sewer services, to the satisfaction of the County. Both properties must be serviced (water/sanitary) independently, and any/all services crossing the proposed property line be disconnected to the satisfaction of the County of Oxford Public Works Department.**
- 2. The Owners shall covenant and agree to satisfy all requirements financial and otherwise, of the Town of Tillsonburg regarding the installation of services and drainage facilities to the satisfaction of the Town of Tillsonburg Engineering Services Department. Any work being done in the Town's right-of-way will require an**

Encroachment Permit and inspection by the Owners consultant. The Owner(s) shall agree to submit a sealed letter to the Town of Tillsonburg from their consulting engineer stating that all servicing and restoration work has been completed to the Town of Tillsonburg Development Guidelines and Design Criteria.

- 3. The Owners shall submit a Lot Grading Plan and Site Servicing Plan for the lot(s) to be severed to the satisfaction of the Town of Tillsonburg Engineering Services Department.**
- 4. The Owner(s) must submit a Surveyors Real Property Report to confirm lot sizes and building setbacks to the satisfaction of the Town.**
- 5. If required, the Owner(s) shall provide payment of cash-in-lieu of parkland to the Town of Tillsonburg for the lot to be severed as per the Tillsonburg Rates and Fees By-Law as amended.**
- 6. The Owner(s) shall provide, to the satisfaction of the Town of Tillsonburg, a legal undertaking that upon completion of the consent and creation of the severed and retained parcels, a perpetual drainage easement and a joint maintenance and cost-sharing agreement shall be registered on title against both parcels. The easement shall secure the retained parcel's ongoing right to discharge stormwater through the drainage infrastructure located on the severed parcel, and the agreement shall establish shared responsibility for all maintenance, repair, and replacement costs associated with the drainage system. The easement and agreement shall be binding on all future owners of both parcels.**
- 7. The Clerk of the Town of Tillsonburg advise the Secretary-Treasurer of the Land Division Committee that all requirements of the Town of Tillsonburg have been complied with.**

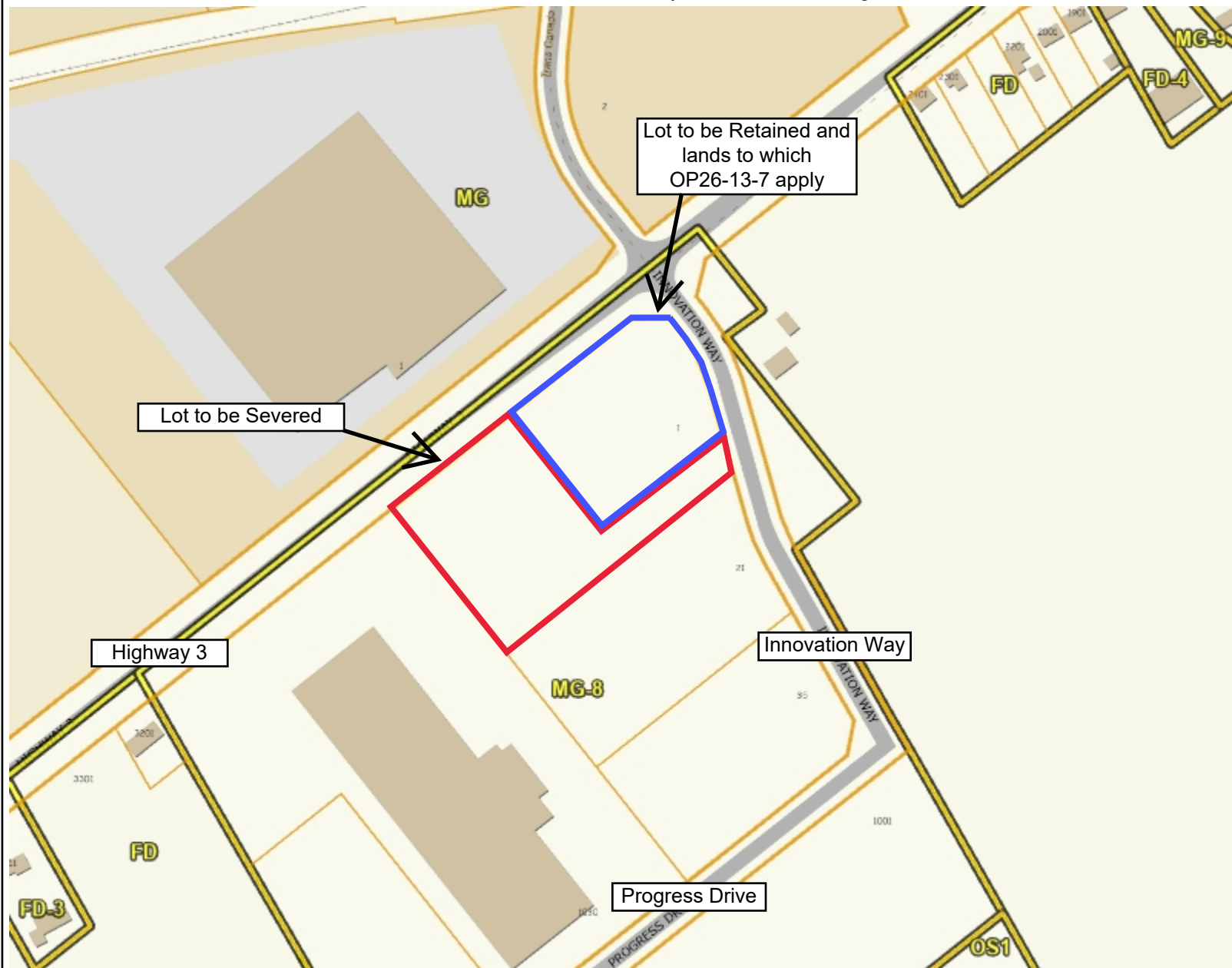
SIGNATURES

Authored by: *Original signed by*

Amy Hartley
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

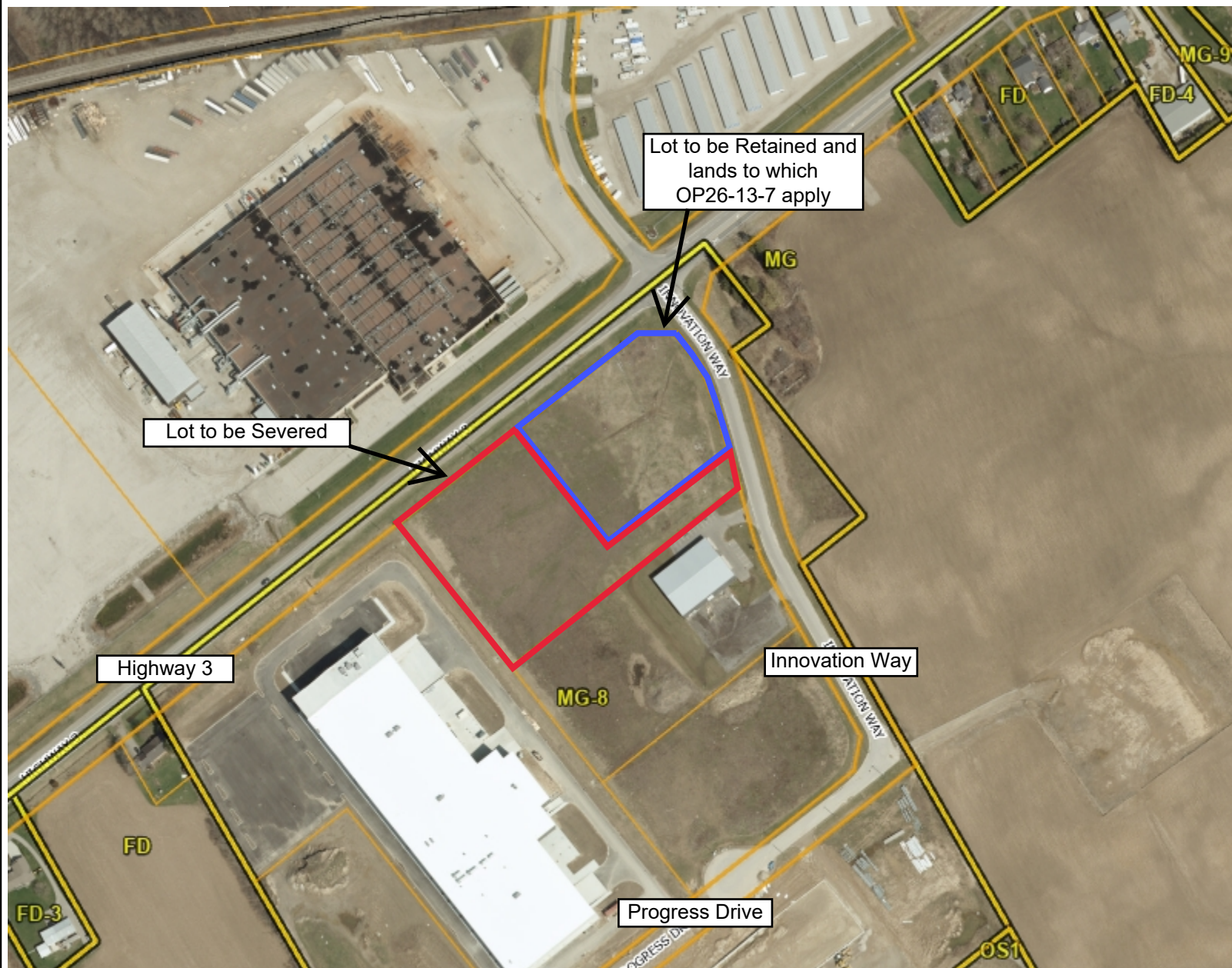


0 96 192 Meters
NAD_1983_UTM_Zone_17N



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August 25, 2026



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**
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Notes



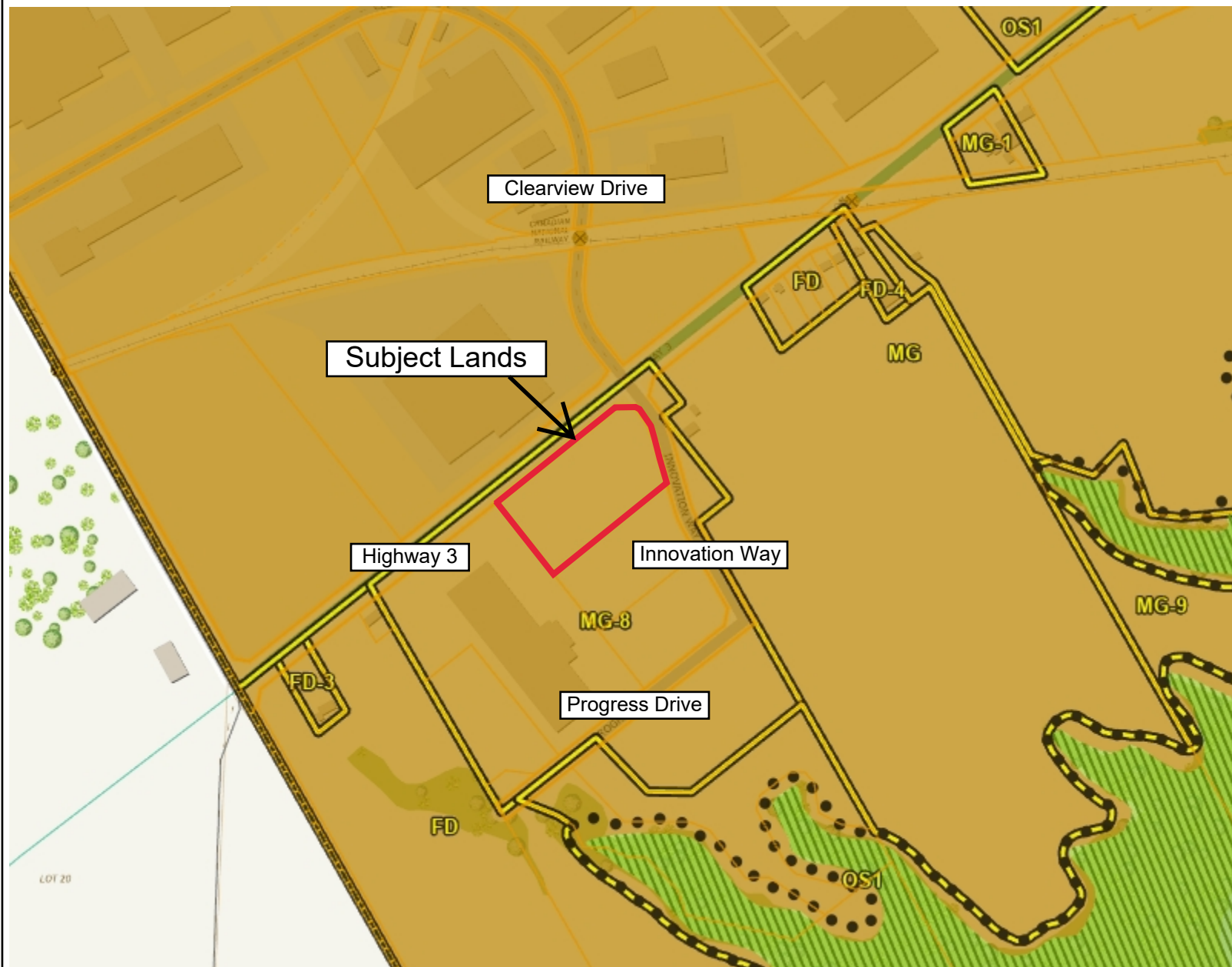
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NAD_1983_UTM_Zone_17N



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October 6, 2026



Legend

- Parcel Lines**
 - Municipal Boundary
 - Property Boundary
 - - - Assessment Boundary
 - Road
 - Unit
- Environmental Protection**
- Flood Overlay**
 - Flood Fringe
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 - Regulatory Flood And Fill Lines
- Land Use Zoning (Displays 1:16000 to 1:500)**
- 100 Metre Buffer Ingersoll
- Site Specific Policy Areas**
- Village Land Use Designation**
 - Village Core
 - Service Commercial
 - Low Density Residential
 - Medium Density Residential
 - Industrial
 - Minor Institutional
 - Major Institutional
 - Future Urban Growth
 - Open Space
 - Environmental Protection
 - School
 - Requiring Secondary Planning

Notes



0 192 383 Meters
NAD_1983_UTM_Zone_17N



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October 6, 2026

