

To: Mayor and Members of Township of South West Oxford Council  
From: Spencer McDonald, Development Planner, Community Planning

## Application for Zone Change ZN4-24-10 – Pardy

### REPORT HIGHLIGHTS

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- The application for zone change proposes to rezone the subject lands from 'General Agricultural Zone (A2)' to 'Special General Agricultural Zone (A2-sp)' to permit the establishment of an abattoir with associated retailing of meat products as an agriculture-related use.
- Site-specific provisions to ensure an appropriate size and scale for the proposed abattoir and associated retailing are being proposed.
- It is the opinion of this Office that the proposal is consistent with the PPS and maintains the general intent and purpose of the Official Plan policies regarding agriculture-related uses.

### DISCUSSION

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#### Background

OWNERS: Andy & Mary Ann Pardy  
323299 Mount Elgin Road, Mt. Elgin, ON, N0J 1N0

APPLICANT: Wim Roos  
203464 Keswick Road, Brownsville, ON, N0L 1C0

LOCATION:

The subject property is described as Lot 26, Concession 4 (Dereham), Township of South-West Oxford. The lands are located at north side of Mount Elgin Road between Culloden Road and Pigram Line and are municipally known as 323299 Mount Elgin Road, Township of South-West Oxford.

COUNTY OF OXFORD OFFICIAL PLAN:

Schedule "Z-1" Township of South-West Oxford  
Land Use Plan

'Agricultural Reserve'

TOWNSHIP OF SOUTH-WEST OXFORD ZONING BY-LAW 25-98:

Existing Zoning: General Agricultural Zone (A2)

Proposed Zoning: Special General Agricultural Zone (A2-sp)

PROPOSAL:

The application for zone change proposes to rezone the subject lands from 'General Agricultural Zone (A2)' to 'Special General Agricultural Zone (A2-sp)' to permit an abattoir with an associated retail sales component as an agriculture-related use. The proposed abattoir and associated retail sales would occupy an existing building (previously utilized for animal processing) which is approximately 557 m<sup>2</sup> (6,000 ft<sup>2</sup>) in size and situated as shown on Plate 3 of this report. The existing building (c. 2001) which was previously utilized as a processing shop, will continue to be utilized, with no new buildings or structures being proposed at this time.

The subject lands are approximately 40 ha (100 ac) in area, with approximately 515 m (1,689 ft) of frontage on Mount Elgin Road. The subject lands contain an existing single detached dwelling (c. 1872), and a number of existing barns, agricultural accessory structures and a building for animal processing with an interior stripping room (c. 2001). Surrounding land uses are predominately agricultural.

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

Plate 2a, Aerial Map (2020), provides an aerial view of the subject lands and the surrounding lands.

Plate 2b, Aerial Map (2020) – Close-up, provides an aerial view of all buildings and structures on the subject lands.

Plate 3, Applicant's Sketch, identifies the location of the existing structures on the subject lands.

## **Application Review**

PROVINCIAL POLICY STATEMENT:

The 2020 Provincial Policy 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.

Section 2.3 of the Provincial Policy Statement (PPS) directs that prime agricultural areas shall be protected for long term agricultural use. In prime agricultural areas, permitted uses and activities include agricultural uses, agriculture-related uses and on-farm diversified uses.

Proposed agricultural-related uses and on-farm diversified uses shall be compatible with, and shall not hinder, surrounding agricultural operations. Criteria for these uses may be based on guidelines developed by the Province (e.g. Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas) or municipal approaches, as set out in municipal planning documents, which

achieve the same objectives. New land uses, including the creation of lots, and new or expanding livestock facilities shall also comply with the Minimum Distance Separation formulae.

According to the PPS, agricultural-related uses are farm-related commercial and farm-related industrial uses that are directly related to farm operations in the area, support agriculture, benefit from being in close proximity to farm operations, and provide direct products and/or services to farm operations as a primary activity.

OFFICIAL PLAN:

The subject lands are designated 'Agricultural Reserve' according to Schedule 'S-1' - Township of South-West Oxford Land Use Plan contained in the Official Plan.

According to Section 3.1.1 of the Official Plan, the goal of the Agricultural Reserve policies is to ensure prime agricultural lands are preserved for food and fibre production by avoiding the fragmentation of the land base, by minimizing conflict between agricultural and non-agricultural uses and by supporting the needs of the agricultural community by permitting land uses which are complementary to and supportive of agriculture.

Agriculture-related uses permitted in the Agricultural Reserve include agricultural commercial and agricultural industrial uses, subject to the policies of Section 3.1.4.3.3 of the Official Plan. Township Council may permit the establishment of new agricultural commercial activities subject to conformity with a number of criteria, including the following:

- The predominant activity will be related to the farm operation and unable to function successfully or properly without a location in close proximity to that farm operation.
- Only proposals stating a specific use will be considered by the Area Council. The land area proposed for the agricultural commercial or industrial use will be consistent with the requirements of the proposed use.
- The proposal must demonstrate that nearby underdeveloped or vacant, properly zoned sites are unsuitable for the proposed use before other properties are rezoned.
- The location of the new use shall not create a traffic hazard due to proximity to bridges, railway crossings, curves or grades or any other potential traffic hazard. Further, such uses shall be located on a road capable of accommodating the nature of the traffic anticipated to be generated.
- The new use shall be limited in scale so that they do not hinder surrounding agricultural operations or other existing land uses. Appropriate scale limitations for such uses shall be established and may include limits on total floor area for associated buildings and structures, number of employees, open storage, sale of goods and materials and other provisions necessary to limit the overall type and scale of use.
- New agricultural commercial or agricultural industrial uses will be located in conformity with Minimum Distance Separation Formula I.
- The proposed use will be of a size and scale suitable for private services.
- The agricultural commercial and agricultural industrial proposal will be in compliance with the Environmental Resource and Resource Extraction policies.
- The proposal shall be subject to site plan approval to address concerns related to setbacks, building location, buffering and screening, etc.
- Agricultural commercial and agricultural industrial uses are considered to be part of the farm operation and the severance of such a use from the farm parcel shall not be permitted.

Section 3.1.4.3.3 speaks to Secondary Uses and Agricultural Related Uses which are comprised of on-farm diversified uses and rural home occupations, together with agricultural-related uses,

are intended to provide opportunities to strengthen and diversify the rural economy, by allowing for the establishment of businesses and services that support or improve agriculture in the area, supplement and diversify farm incomes, and/or provide home based employment opportunities for farms and other rural residents. Such uses must be compatible with and not hinder agricultural operations, be appropriate for rural services, and not undermine or conflict with the planned function of rural settlements and meet various other development criteria/

Section 3.1.4.3.3 further states that agriculture-related uses shall comply with the following criteria, among others:

- The establishment of an agriculture-related use shall require a site specific amendment to the Area Municipal Zoning By-law. The site specific amendment shall identify the specific agriculture-related use to be permitted and contain any provisions necessary to ensure the policy criteria of this section are addressed. Only proposals for a specific agriculture-related use will be considered by Area Council.
- Area municipalities may choose to establish more restrictive use, size and scale requirements for agriculture-related uses than permitted by the policies of this Plan, provided they do not conflict with said policies.
- Agriculture-related uses shall be subject to site plan control to ensure compliance with the applicable policies of this section, that the use is appropriately location and restricted in area and that any other site design related matters are addressed. Area Municipalities may also utilize business licensing or other measures to assist in regulation and monitoring such uses to ensure they continue to comply with these policies.

TOWNSHIP OF SOUTH-WEST OXFORD ZONING BY-LAW:

The subject lands are currently zoned 'General Agricultural Zone (A2)' according to the Township of South-West Oxford Zoning By-law, which permits a wide range of agricultural uses, including farm buildings and an accessory dwelling. The 'A2' zone requires a minimum area of 30 ha (74.1 ac) and minimum frontage of 100 m (328.1 ft).

The applicant is proposing to rezone the subject lands to 'Special General Agricultural Zone (A2-sp)' to permit the abattoir with accessory retail sales of meat as an agricultural-related use.

The site-specific zone provisions being recommended for the subject property will be those relating to the size and scale of the proposed abattoir and its associated retailing, consistent with the policy direction of 3.1.4.3.3. The applicant is proposing to utilize an existing 557 m<sup>2</sup> (6,000 ft<sup>2</sup>) building for the abattoir. It is the recommendation of Staff that this represent the area being permitted for the proposed use.

Notwithstanding the foregoing with respect to the permitted use and the area limitations for the proposed use, the subject property would appear to meet the provisions of the 'A2' zone.

AGENCY COMMENTS:

The Township of South-West Oxford Public Works Department, Township Chief Building Official and Upper Thames River Conservation Authority (UTRCA) each provided comment indicating they have no concerns with the proposal.

PUBLIC CONSULTATION:

Notice of complete application and notice of public meeting regarding this application were circulated to surrounding property owners on June 11<sup>th</sup> and July 24<sup>th</sup>, 2024, respectively. At the time this report was written, no comments or concerns had been received from the public.

**Planning Analysis**

The applicants are proposing to rezone the subject lands from 'General Agricultural Zone (A2)' to 'Special General Agricultural Zone (A2-sp)' to recognize the existence of, and continue to permit, an abattoir with associated retailing of meat, within an existing building as an agriculture-related use. The applicants have indicated that they currently operate an abattoir elsewhere in the Township and have purchased the subject property with the intention to relocate the business (Roos Meat Products).

By way of background, the subject property, and more specifically the approximately 557 m<sup>2</sup> (6,000 ft<sup>2</sup>) building has historically been utilized for animal processing since its establishment in 2001. The property has been purchased by the applicant, who is proposing to continue a similar operation (abattoir) with associated retailing available. The zone change application will ensure the use is legally recognized as an agriculture-related use and will include site-specific provisions to ensure the size and scale remains appropriate for both the property and the broader area.

According to the 2020 PPS, in prime agricultural areas, permitted uses and activities are: agricultural uses, agriculture-related uses and on-farm diversified uses. Proposed agriculture-related uses and on-farm diversified uses shall be compatible with, and shall not hinder, surrounding agricultural operations. Criteria for these uses may be based on guidelines developed by the Province or municipal approaches, as set out in municipal planning documents, which achieve the same objectives. To this end, Staff are of the opinion that the proposed use (abattoir with associated retailing) is consistent with the policy direction of the PPS, 2020. The use itself has existed on the subject lands since 2001, and will continue to make use of an existing purpose built structure for the proposed animal processing.

Planning staff are of the opinion that the proposed use of the lands is a specific use and is directly related to agriculture, and will be located on the same property as the primary agricultural operation. In light of the agricultural nature of the immediate area, there would appear to be minimal impact on surrounding land uses with respect to traffic and general compatibility.

According to the Section 3.1.4.3, the proposed agriculture-related use shall not hinder surrounding agricultural operations or other existing land uses. Appropriate scale limitations for such uses shall be established and may include limits on total floor area for associated buildings and structures, number of employees, open storage, sale of goods and materials and other provisions necessary to limit the overall type and scale of use. It is the recommendation of staff are floor area caps be placed on the proposed abattoir, limiting it to the existing 557 m<sup>2</sup> (6,000 ft<sup>2</sup>) building that was erected in 2001 for this purpose. Further, to ensure that the associated retailing remains clearly secondary to the animal processing, it is recommended that no more than 185 m<sup>2</sup> (2,000 ft<sup>2</sup>) be permitted for this aspect of the business.

Staff are of the opinion that the proposed use (which currently exists on the subject property) and the additional use of the retailing component, as an agriculture-related use, within an existing building, approximately 557 m<sup>2</sup> (6,000 ft<sup>2</sup>) in size, is appropriate and justified for the subject lands.

The criteria outlined in Section 3.1.4.3 of the County Official Plan are satisfied by the subject proposal. Specifically, with respect to size and scale, reliance on the surrounding agricultural area to operate, being specific in nature and not anticipated to cause any traffic concerns.

In light of the foregoing, and as previously identified, it is the recommendation of Staff that the abattoir be limited to the 557 m<sup>2</sup> (6,000 ft<sup>2</sup>) building which is proposed to continue to be utilized (and legally recognized) as an agriculture-related use. Consistent with the request of the applicant, this building will accommodate the needs of the business, is of an appropriate size and scale, and has historically been utilized for the purpose being proposed by the applicant. The additional floor area cap on associated retailing will help ensure that the size and scale remain appropriate and the use remains consistent with the policy direction of the County OP.

It is the opinion of this Office that the applicant's request to add an abattoir with associated retail sales as an agriculture-related use maintains the general intent and purpose of the Official Plan regarding agricultural industrial uses and should therefore be given favourable consideration.

The implementing by-law will be brought forward to Council once the required mapping has been prepared.

## **RECOMMENDATION**

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1. **It is recommended that the Council of the Township of South-West Oxford approve-in-principle the zone change application submitted by Wim Roos, whereby the lands described as Lot 26, Concession 4, (Dereham), Township of South-West Oxford are to be rezoned from 'General Agricultural Zone (A2)' to 'Special General Agricultural Zone (A2-52)' to facilitate the use of the lands for an agriculture-related use as described in Report No CP 2024-267.**

## **SIGNATURES**

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**Authored by:**

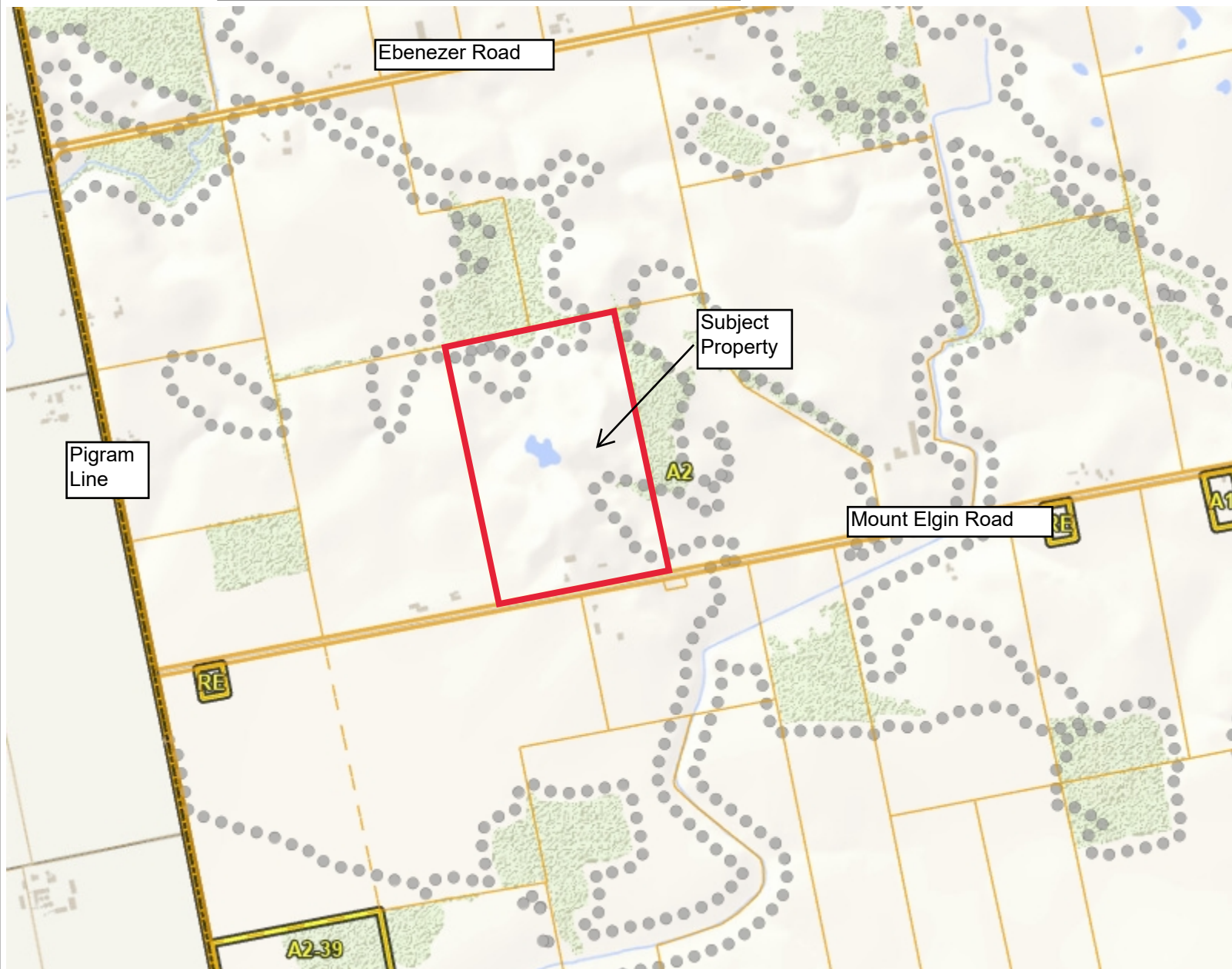


Spencer McDonald, MCIP, RPP  
Development Planner

**Approved for submission:**



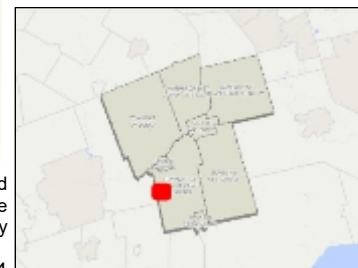
Eric Gilbert, MCIP, RPP  
Manager of Development Planning



## Legend

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



0 440 881 Meters

NAD\_1983\_UTM\_Zone\_17N



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June 11, 2024

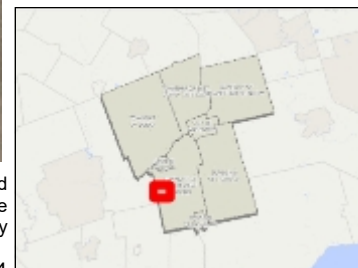




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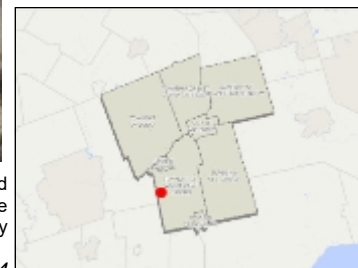




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## Notes



0 83 166 Meters

NAD\_1983\_UTM\_Zone\_17N



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August 2, 2024





323299 Mount Elgin Road



Legend

Notes

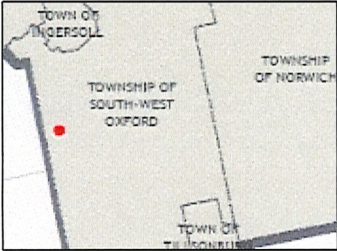


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April 5, 2024











# 4-24-10\_rpt-20240813

Final Audit Report

2024-08-26

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By:	Lindsay Batte (lbatte@oxfordcounty.ca)
Status:	Signed
Transaction ID:	CBJCHBCAABAA295mzzZpljCxNSvNEXDRaLje0nj0Pyej

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2024-08-26 - 1:02:09 PM GMT
-  Email viewed by Spencer McDonald (jsmcdonald@oxfordcounty.ca)  
2024-08-26 - 1:11:02 PM GMT
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