

To: Mayor and Members of South-West Oxford Township Council

From: Laurel Davies Snyder, Development Planner, Community Planning

Application for Zone Change ZN 4-25-15 – Robleigh Farms Ltd.

REPORT HIGHLIGHTS

- This zone change application proposes to rezone the retained lot resulting from Consent Application B25-26-4 from 'General Agricultural Zone (A2)' to 'Special Rural Residential Zone (RR-sp)'. A special provision is being proposed to permit a reduced minimum lot depth of 60 m (197 ft), and to add 'group home' as a permitted use.
- This zone change application also proposes to rezone the lot to be severed from 'General Agricultural Zone (A2)' to 'Special General Agricultural Zone (A2-sp)'. A special provision would be included to limit residential uses on the lot to be severed to one (1) single detached dwelling.
- Planning staff are recommending that the application be approved as it is generally consistent with the Provincial Planning Statement (PPS) and maintains the intent and purpose of the Official Plan with respect to non-farm rural residential development in prime agricultural areas.

DISCUSSION

Background

OWNER: Robleigh Farms Ltd.
564207 Karn Road, Ingersoll, ON N5C 3J5

APPLICANT: Robert Gordon Cowell
564226 Karn Road, Ingersoll, ON N5C 3J5

LOCATION:

The subject lands are described as Part Lots 13-14, Concession Broken Front, Township of South-West Oxford. The lands are located on the north side of Karn Road, between Calloway Line and Church Line and are municipally known as 564211 Karn Road.

COUNTY OF OXFORD OFFICIAL PLAN:

Schedule "S-1" Township of South-West Oxford Land Use Plan Agricultural Reserve

TOWNSHIP OF SOUTH-WEST OXFORD ZONING BY-LAW NO. 25-98:

Lot to be Severed:

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

Lot to be Retained:

Existing Zoning 'General Agricultural Zone (A2)'
Proposed Zoning: 'Special Rural Residential Zone (RR-sp)'

PROPOSAL:

This zone change application proposes to rezone the retained lot resulting from Consent Application B25-26-4 from 'General Agricultural Zone (A2)' to 'Special Rural Residential Zone (RR-sp)'. The lot to be retained is rectangular in shape, and approximately 0.57 ha (1.4 ac) in size with 95 m (311.7 ft) of frontage on Karn Road, and depth of 60 m (197 ft). A special provision is being proposed to permit a reduced minimum lot depth of 60 m (197 ft) where 80 m (262.5 ft) is required, and to add a 'group home' as a permitted use.

The lot to be severed is proposed to be rezoned from 'General Agricultural Zone (A2)' to 'Special General Agricultural Zone (A2-sp)'. The lot to be severed is approximately 47.6 ac (117.6 ac) with 596 m (1,955 ft) of frontage on Karn Road. A special provision is proposed for the lot to be severed that would restrict new residential dwellings. This would limit residential uses on the lot to be severed to one (1) single detached dwelling. The zoning would allow for replacement of the existing dwelling if required.

The related consent application, B25-26-4, was approved by the Oxford County Land Division Committee (LDC) on September 5, 2024. The subject zone change application is required to fulfill a condition of the consent.

Surrounding land uses include agricultural uses to the south, a rural residential property (zoned 'Residential Existing Zone (RE)') on Karn Road abutting the proposed lot to be retained, rural residential properties to the north (zoned 'Rural Residential Zone (RR)'), and residential properties zoned 'RE' to the east of the lot to be severed (on Galloway Line).

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

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

Plate 2b, Close-Up Aerial Map (2020), provides a close-up aerial view of the lot to be retained.

Plate 3, Applicant's Sketch, illustrates the proposed configuration and dimensions of the subject property, as provided by the applicant.

Plate 4, Plan of Survey for Lot to be Retained via B25-46-4, illustrates the dimensions of the lot to be retained, as provided by the applicant.

Application Review

2024 PROVINCIAL PLANNING STATEMENT

In respect of the exercise of any authority that affects a planning matter, Section 3 of the Planning Act requires that decisions affecting planning matters shall be consistent with the policy statements issued under the Act. The following outlines the key PPS policies that have been considered, but it is not intended to be an exhaustive list.

Section 4.3, Agriculture, directs that prime agricultural areas shall be protected for long term agricultural use. Further, Section 4.3.3, Lot Creation and Lot Adjustments, discourages the creation of new lots in prime agricultural areas and provides only four instances where such lot creation may be permitted, as summarized below:

- for agricultural uses, provided the lots are of a sufficient size for the type of production common in the area and are sufficiently large enough to maintain flexibility in adapting the operation in the future;
- for agricultural-related uses, provided that any new lot will be limited to a minimum size needed to accommodate the use and appropriate sewage and water services;
- one new residential lot per farm consolidation for a residence surplus to an agricultural operation, provided that:
 1. the new lot will be limited to a minimum size needed to accommodate the use and appropriate sewage and water services; and,
 2. the planning authority ensures that new dwellings and additional residential units are prohibited on any remnant parcel of farmland created by the severance. The approach used to ensure that no new residential dwellings or additional residential units are permitted on the remnant parcel may be recommended by the Province, or based on municipal approaches that achieve the same objective; and,
- infrastructure, where the facility or corridor cannot be accommodated through the use of easements or rights of way.

OFFICIAL PLAN

The subject lands are located within the Agricultural Reserve according to the Township of South-West Oxford Land Use Plan as contained in the Official Plan.

In the Agricultural Reserve designation, lands are to be developed for a wide variety of agricultural land uses, including general farming, animal or poultry operations, regulated livestock farms, cash crop farms and specialty crop farms together with farm buildings and structures necessary to the farming operation as well as accessory residential uses required for the farm.

According to Section 3.1.1, 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. The ongoing goal of the Agricultural Reserve designation is to minimize conflict with farm operations, including commercial, industrial, and residential uses. A strategic aim of the Agricultural Reserve policies is to prevent situations of land use conflict in the agricultural designations by careful management of non-farm uses, including rural residential development.

Section 3.1.5.2, Rural Residential Uses, states that non-farm rural residential development is considered incompatible with agriculture such that it can create conflicts with farming activities

and remove land from agricultural use. As such, only limited non-farm rural residential development in locations within the Agricultural Reserve designation which will not conflict with the Goal for Agricultural Policies as set out in Section 3.1.1 will be supported.

Section 3.1.5.3, Creation of Rural Residential Lots, establishes that non-farm rural residential development outside of a settlement shall be prohibited, except in accordance with the following policies.

The proposed non-farm rural residential development consists of one of the following:

- i) A proposal to rezone an existing industrial (with the exception of aggregate or limestone industrial), commercial, or institutionally zoned lot to a residential use, provided such lot does not exceed 1 ha (2.5 acre) in area. Where such lot is larger than 1 ha (2.5 acre) in area, consideration may only be given to rezoning for agricultural use, in accordance with the policies of Section 3.1.5.1; or,
- ii) A proposal to create a lot for a residence surplus to a farming operation as a result of farm consolidation, provided that:
 - a) The proposal is to retain an existing permanent, habitable dwelling that was constructed prior to December 13, 1995, where such dwelling is contained on an agricultural lot that is to be legally consolidated with an abutting agricultural lot, to form one larger agricultural lot under identical ownership;
 - or
 - b) The proposal is to retain an existing permanent, habitable dwelling, where the farm owner owns multiple agricultural lots which may or may not abut, and providing:
 - The lot containing the surplus dwelling proposed to be severed contains a minimum of 2 existing dwellings, and all such dwellings were constructed prior to December 13, 1995;
 - The resulting agricultural lot is owned by the farm owner; and,
 - The resulting agricultural lot is rezoned to prohibit the future construction of a new residential dwelling of any type and an agreement for such prohibition is also registered on the property title. The requirement for the Zoning By-law amendment and agreement, as noted above, shall be implemented through conditions imposed by the County's Land Division Committee at the time that provisional consent approval is given.

The resulting agricultural lot shall also comply with the applicable policies of Section 3.1.4.2.4.

Section 3.1.5.3 also establishes criteria for non-farm rural residential lots, which includes maximum lot size, servicing, minimum distance separation formulae, access and traffic safety, agricultural structures, and other items.

With respect to maximum lot size, non-farm rural residential lots shall be as small as practical to preserve the County's agricultural land base. Severance proposals to create new or expanded lots for non-farm rural residential development will generally not exceed 0.8 ha (2 ac).

ZONING BY-LAW

The subject lands are currently zoned 'General Agricultural Zone (A2)' in the Township of South-West Oxford Zoning By-law No. 25-98. The 'A2' zone permits a variety of agricultural uses, including a farm, a regulated farm, and a single detached dwelling if accessory to a farm or a

regulated farm. The 'A2' zone requires a minimum lot area of 30 ha (74.1 ac) and a minimum frontage of 100 m (328.1 ft). The lot to be severed would be approximately 47.6 ha (117.6 ac) in area, with a frontage of approximately 596 m (1,955.4 ft) on Karn Road.

The lot to be retained is proposed to be used for non-farm rural residential purposes and will be rezoned to recognize the use of the lands accordingly. The 'RR' zone permits residential uses including a single detached dwelling and requires a minimum lot area of 2,800 m² (30,139 ft²), a minimum lot frontage of 35 m (114.8 ft), and a minimum lot depth of 80 m (262.5 ft). The lot to be retained is proposed to have an approximate area of 5,700 m² (61,354.3 ft²) with approximately 95 m (311.7 ft) of frontage on Karn Road, and an approximate depth of 60 m (197 ft). The applicant has requested a special provision to permit a minimum lot depth of 60 m (197 ft) and to permit 'group home' as a permitted use on the property.

The Township of South-West Oxford By-law defines 'group home' as a single housekeeping unit in a single detached dwelling in which three to ten persons, excluding supervisory staff or receiving family, live under supervision consistent with the needs of its residents. A group home is licensed or approved under provincial statutes. The Township of South-West Oxford By-law No. 25-98 includes a 'group home' as a permitted use in the 'Limited Agricultural Zone (A1)', 'General Agricultural Zone (A2)', 'Residential Type 1 Zone (R1)', and the 'Institutional Zone (I)', subject to meeting the provisions of Section 6.12 of the Zoning By-law. Section 6.12 – Group Homes - establishes zones in which group homes are permitted, that minimum distance separation requirements must be met, and that a group home shall comply with the zone rudiments of the zone in which the use is located.

In addition to rezoning the lot to be retained from 'General Agricultural Zone (A2)' to 'Special Rural Residential Zone (RR-sp),' the application would also rezone the lot to be severed from 'General Agricultural Zone (A2)' to 'Special General Agricultural Zone (A2-sp).' A special provision would be included in the 'A2-sp' zone which would prohibit the establishment of additional dwelling units on the lot to be severed. This provision applies to all dwelling types, including a second single detached dwelling, an additional residential unit, and a converted dwelling. The lands would retain the ability to have one (1) single detached dwelling accessory to the farm and would allow for the existing dwelling to be replaced in the future if required.

AGENCY COMMENTS

The application was circulated to public agencies considered to have an interest in the proposal. All the comments received through the circulation process are summarized below.

The Township of South-West Oxford Building Services Department and Township of South-West Oxford Septic Inspector commented that a maximum of four residents (or beds) could be in a group home at this location with the existing septic system.

The Township of South-West Oxford Drainage Superintendent, Upper Thames River Conservation Authority, County of Oxford Public Works, and Canada Post indicated that they reviewed the application and do not have any comments or concerns with the application.

PUBLIC CONSULTATION

Notice of Complete Application and Notice of Public Meeting regarding the application for Zone Change were provided to surrounding property owners in accordance with the requirements of the Planning Act on February 5, 2026, and March 18, 2026 respectively.

At the time of writing this report, Staff had received questions from two members of the public about what a 'group home' is, whether a new building is being proposed to facilitate a group home, whether a group home requires Provincial or municipal licencing, and whether any additional residential units would be permitted on the lot to be severed.

Planning Analysis

This application has been reviewed under the policy direction of the Provincial Planning Statement (PPS) and the County Official Plan.

This zone change application proposes to rezone the lot to be retained from 'General Agricultural Zone (A2)' to 'Special Rural Residential Zone (RR-sp)' to recognize its proposed use as a non-farm rural residential lot. A special provision is being requested to permit a reduced minimum lot depth of 60 m (197 ft) and include 'group home' as a permitted use.

Staff Report CP 2025-323, Application for Consent, B24-46-4 – Robleigh Farms Limited, established that a special provision to recognize a lot depth of 60 m (197 ft) would be required to accommodate the retention of the existing shop on the lot to be severed while still providing a sufficient setback to the lot to be retained. Consistent with Report CP 2025-323, as the proposed area of the lot to be retained is just over double the minimum lot size for 'RR' lots and provides more than sufficient frontage on Karn Road, Staff are of the opinion that the lot to be retained appears to have sufficient area for infrastructure, access, drainage, private services, and amenity space. Planning staff are therefore satisfied that the proposed lot configuration and dimensions of the lot to be retained are consistent with the Official Plan policy direction limiting the size of non-farm rural residential lots and meet the intent of the Zoning By-law with respect to lots zoned 'Rural Residential Zone (RR)' and can be supported.

The applicant has requested to add 'group home' as a permitted use on the lot to be retained. Group homes are intended to provide a structured, supportive environment for children, youth, and adults with complex needs (e.g. mental health issues), disabilities, or those in need of safety and protection. No one would permanently reside at the group home residence; group homes are used as a temporary/respite program. Before establishing a group home on a property, a provider is required to obtain a licence and associated provincial approval from the Ministry of Children, Community and Social Services (MCCSS) under the Child, Youth and Family Services Act (CYFSA). Group homes must also meet strict standards on an ongoing basis (e.g. municipal compliance, operational standards (staff training, health and safety, etc.)) and licenses typically require annual renewal. A provider does not have to own the property; group homes can be established and operated in a leased or rented facility.

Planning staff note that this use is permitted in the 'A2', 'A1', 'R1', and 'I' zones, which includes both rural areas and settlement areas within the Township. Where group homes are in 'R1' or 'I' zones, properties must be serviced by municipal sewers and public water supply. In this case, services will be provided by private septic and well. Township staff confirmed that the current septic system on the property is designed to support up to four (4) bedrooms. Planning staff are of the opinion that in light of this confirmation, providing an opportunity for a group home of up to a maximum of four (4) bedrooms on the lot to be retained is reasonable and can be supported.

This zone change application also proposes to rezone the lot to be severed from 'General Agricultural Zone (A2)' to 'Special General Agricultural Zone (A2-sp).' A special provision is required to prohibit additional dwellings on the lands. This would apply to all dwellings, including a second single detached dwelling, an additional residential unit, a bunkhouse, and a converted dwelling. The lands would retain the ability to have one (1) single detached dwelling accessory to

the farm and would allow for the ability to replace the existing dwelling in the future, if required. An agreement prohibiting the construction of a new residential dwelling of any type on the lot to be severed, including additional residential units, was completed on January 14, 2026.

It is the opinion of this Office that the proposal is consistent with the policies of the PPS and maintains the intent of the Official Plan, and Planning staff recommend that the zone change application be approved.

RECOMMENDATIONS

It is recommended that the Council of the Township of South-West Oxford approve the zone change application submitted by Robleigh Farms Ltd. (ZN 4-25-15), whereby the lands described as Part Lots 13-14 Concession Broken Front, Township of South-West Oxford are to be rezoned to from 'General Agricultural Zone (A2)' to 'Special Rural Residential Zone (RR-sp)', and from 'General Agricultural Zone (A2)' to 'Special General Agricultural Zone (A2-sp)'.

SIGNATURES

Authored by:	Original Signed By	Laurel Davies Snyder, RPP, MCIP Development Planner
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Approved for submission:	Original Signed By	Eric Gilbert, MCIP, RPP Manager of Development Planning
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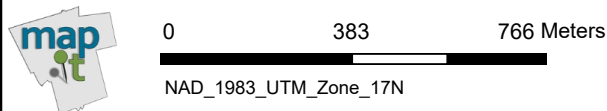
Plate 1: Location Map with Existing Zoning
ZN 4-25-15 (Robleigh Farms Ltd.)
Part Lots 13 and 14 Concession Broken Front, 564211 Karn Road, Township of South-West Oxford



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)
- Constructed Drains
 - Open or Unknown
 - - - Closed/Tiled
- SWOX Constructed Drains
 - Open
 - - - Closed/Tiled

Notes



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

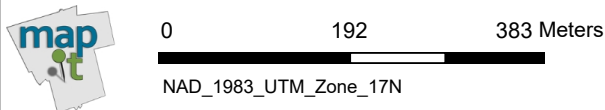
October 20, 2025



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
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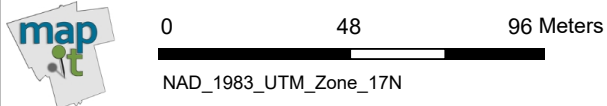
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Legend

- Parcel Lines**
 - Property Boundary
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submitted Oct 21/25

Plate 3: Applicant's Sketch
ZN 4-25-15 (Robleigh Farms Ltd.)
Part Lots 13 and 14 Concession Broken Front,
564211 Karn Road, Township of South-West Oxford

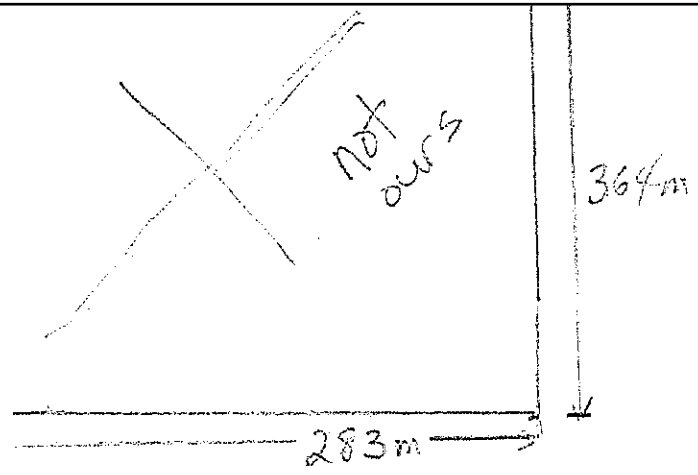
BEARVILLE RD

392m

620

33m

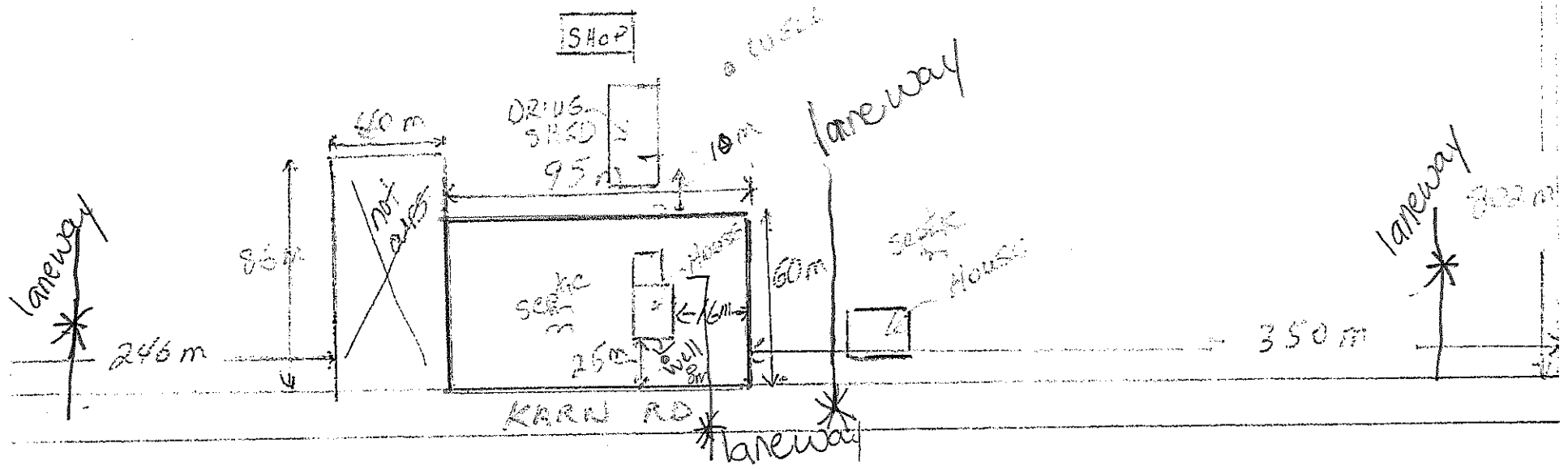
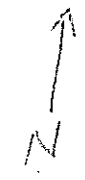
564207 KARN RD



EXISTING BUILDINGS

- SHOP 18m x 10m - storage + equipment repair
- DRIVE SHED 20m x 12m - Ag equipment storage
- HOUSE 10m x 8m - Ag storage

2m - Red to be severed



**Plate 4: Plan of Survey for Lot to be Retained via B25-46-4
ZN 4-25-15 (Robleigh Farms Ltd.)
Part Lots 13 and 14 Concession Broken Front, 564211 Karn Road, Township of South-West Oxford**

METRIC
DISTANCES AND CO-ORDINATES SHOWN ON THIS PLAN ARE IN METRES AND CAN BE CONVERTED TO FEET BY DIVIDING BY 0.3048. AREA SHOWN ON THIS PLAN ARE IN HECTARES AND CAN BE CONVERTED TO ACRES BY MULTIPLYING BY 2.47105.

PLAN OF SURVEY OF
PART OF
LOT 13
BROKEN FRONT CONCESSION
(GEOGRAPHIC TOWNSHIP OF WEST OXFORD)
TOWNSHIP OF SOUTH-WEST OXFORD
COUNTY OF OXFORD
SCALE 1:200
METRES
THE INTENDED PLOT SIZE OF THIS PLAN IS 914mm IN WIDTH BY 610mm IN HEIGHT WHEN PLOTTED AT A SCALE OF 1:200
2026
ARIE J. LISE - ONTARIO LAND SURVEYOR

PLAN SCHEDULE				
PART	LOT	CONCESSION	PIN	AREA IN HECTARES
1	PART OF 13	BROKEN FRONT	00144 - 0099 (LT)	0.5150
2				0.0579

PART 1 AND 2 COMPRISE PART OF PIN 00144-0099 (LT)
PART 2 IS SUBJECT TO AN EASEMENT AS IN INSTRUMENT B-6311.

BEARING NOTE:
BEARINGS ARE UTM GRID, DERIVED FROM OBSERVED REFERENCE POINTS BY REAL TIME NETWORK OBSERVATION, UTM ZONE 17, NAD83 (CSRS) (2010)
DISTANCES ARE GROUND AND CAN BE CONVERTED TO GRID BY MULTIPLYING BY THE COMBINED SCALE FACTOR OF 0.999560018.

POINT ID	NORTHING	EASTING
8759	4767507.659	512630.392
8760	4767813.124	512963.578

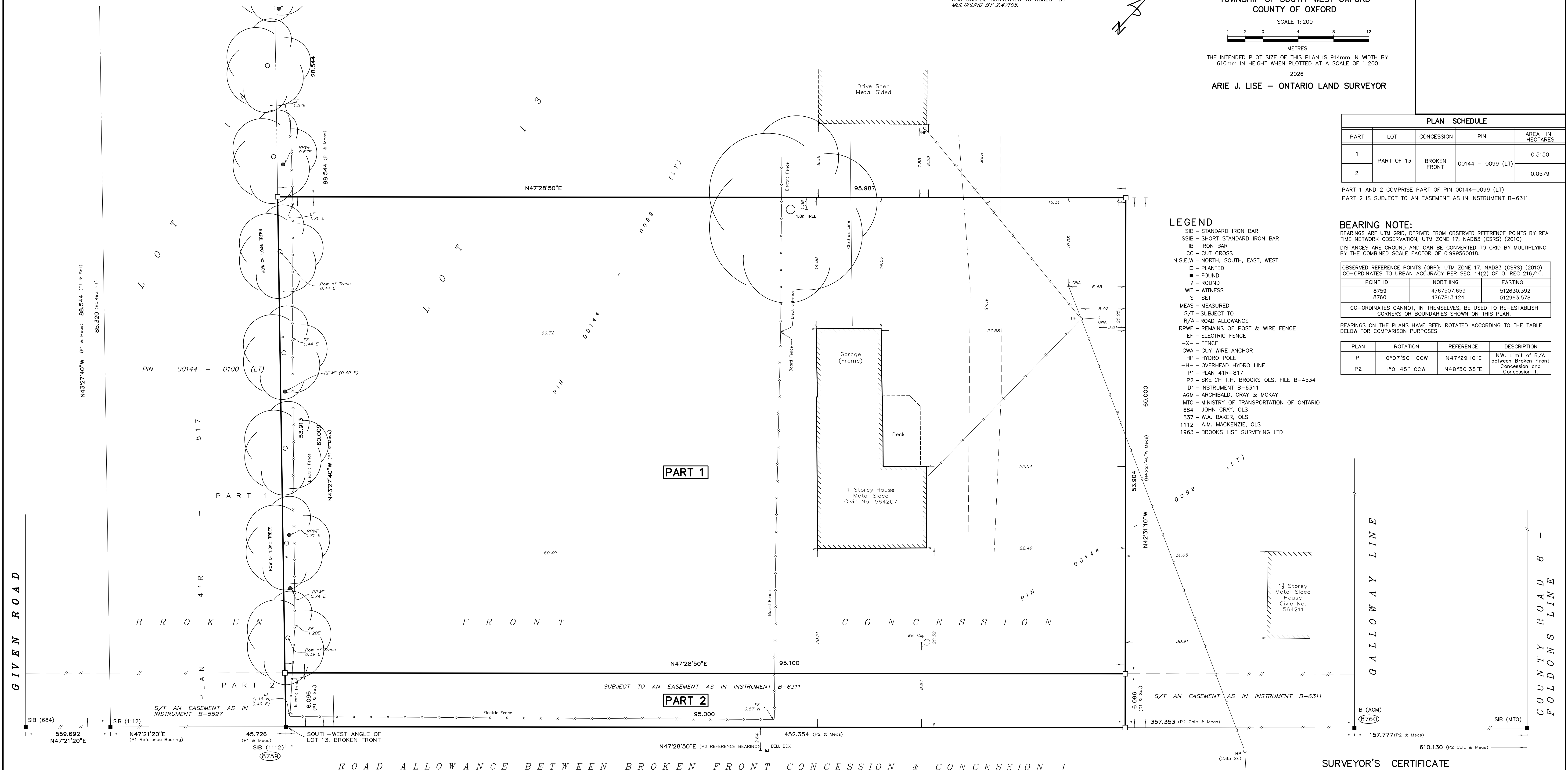
CO-ORDINATES CANNOT, IN THEMSELVES, BE USED TO RE-ESTABLISH CORNERS OR BOUNDARIES SHOWN ON THIS PLAN.

BEARINGS ON THE PLANS HAVE BEEN ROTATED ACCORDING TO THE TABLE BELOW FOR COMPARISON PURPOSES

PLAN	ROTATION	REFERENCE	DESCRIPTION
P1	0°07'50" CCW	N47°29'10"E	NW Limit of R/A between Broken Front
P2	1°01'45" CCW	N48°30'35"E	Concession and Concession 1.

LEGEND

- SIB - STANDARD IRON BAR
- SSIB - SHORT STANDARD IRON BAR
- IB - IRON BAR
- CC - CUT CROSS
- N,S,E,W - NORTH, SOUTH, EAST, WEST
- - PLANTED
- - FOUND
- - ROUND
- WIT - WITNESS
- S - SET
- MEAS - MEASURED
- S/T - SUBJECT TO
- R/A - ROAD ALLOWANCE
- RPWF - REMAINS OF POST & WIRE FENCE
- EF - ELECTRIC FENCE
- X- - FENCE
- GWA - GUY WIRE ANCHOR
- HP - HYDRO POLE
- H- - OVERHEAD HYDRO LINE
- P1 - PLAN 41R-817
- P2 - SKETCH T.H. BROOKS OLS, FILE B-4534
- D1 - INSTRUMENT B-6311
- AGM - ARCHIBALD, GRAY & MCKAY
- MO - MINISTRY OF TRANSPORTATION OF ONTARIO
- 684 - JOHN GRAY, OLS
- 837 - W.A. BAKER, OLS
- 1112 - A.M. MACKENZIE, OLS
- 1963 - BROOKS LISE SURVEYING LTD



SURVEYOR'S CERTIFICATE
I CERTIFY THAT:
1. THIS SURVEY AND PLAN ARE CORRECT AND IN ACCORDANCE WITH THE SURVEYS ACT, THE SURVEYORS ACT, THE LAND TITLES ACT, AND THE REGULATIONS MADE UNDER THEM.
2. THE SURVEY WAS COMPLETED ON THE XXTH DAY OF XXXX, 202X.

XXXXXX 2X, 202X
DATE
ARIE J. LISE
ONTARIO LAND SURVEYOR

THIS PLAN RELATED TO AOLS PLAN SUBMISSION FORM NUMBER _____

BROOKS LISE SURVEYING LTD
ONTARIO LAND SURVEYORS
UNIT 1-17 WELLINGTON ST. NORTH, WOODSTOCK, ON, N4S 6P1
TEL. 519-539-8089 EMAIL: brookslise@bellnet.ca
DRAWING: EWC CHECKING: A.J.L. CREW CHIEF: JS