

To: Mayor and Members of Township of Zorra Council

From: Spencer McDonald, Development Planner, Community Planning

Application for Zone Change **ZN 5-26-08 – Pannekoek Holdings Inc.**

REPORT HIGHLIGHTS

- The purpose of this application is to amend the list of permitted uses for the current site specific 'Agri-Business Zone (AB-10)' to include both a contractor's yard and a building for the manufacturing of agri-business buildings and structures as permitted uses on the subject property.
- Planning staff are recommending approval of the application as the proposal is generally consistent with the policies of the Provincial Planning Statement and maintains the general intent and purpose of the Official Plan with respect to minor changes and expansions to existing non-agricultural zoned lots.

DISCUSSION

Background

OWNER: Pannekeok Holdings Inc.
545827 Pattulo Avenue, Woodstock, ON, N4S 7W3

APPLICANT: Bryan Willsie
9519 Northville Road, Thedford, ON, N0M 2N0

LOCATION:

The subject lands are described as Part Lots 325, 352, 421 - 424, Part of William Street, Parts 2 and 3, Plan 41R-8259 (North Oxford). The lands are located on the west side of 43rd Line, south of Highway 2, and are municipally known as 434939 43rd Line, Township of Zorra.

COUNTY OF OXFORD OFFICIAL PLAN:

Schedule "Z-1" Township of Zorra Land Use Plan – Agricultural Reserve

TOWNSHIP OF ZORRA ZONING BY-LAW:

Existing Zoning: Special Agri-Business Zone (AB-10)

Proposed Zoning: Amended Special Agri-Business Zone (AB-10)

PROPOSAL:

The purpose of this application is to add both a contractor's yard and a building manufacturing business as permitted uses within the existing site-specific agri-business (AB-10) zone. The applicant is looking to construct an approximate 1,041 m² (11,205 ft²) building on the subject lands (which will be subject to a future application for site plan approval). No site-specific provisions are required via this application, and it would appear to meet all the requirements of the existing 'AB-10' zone.

The subject lands, which are approximately 1.21 ha (3 ac) in size, are located on the west side of 43rd Line, south of Oxford Road 2 / Dundas Street and have direct access to 43rd Line. Surrounding land uses are a variety of agri-business, agricultural operations with the Village of Beachville located less than 1km to the immediate south.

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

Plate 2 – Aerial Map (2025) provides an aerial view of the subject lands and surrounding area.

Plate 3 – Applicant's Sketch provides general concept plan showing the future development proposed for the lands subject to the rezoning.

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.

In Oxford County, all lands located outside of designated settlement areas are considered a prime agriculture area, with the applicable policies for such areas primarily contained in Section 4.3. of the PPS.

Section 4.3 of the PPS directs that planning authorities are required to use an agricultural system approach and further 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. All types, sizes and intensities of agricultural uses and normal farm practices shall be promoted and protected in accordance with provincial standards.

The PPS defines agricultural uses to mean the growing of crops, including nursery, biomass and horticulture crops, as well as the raising of livestock and animals for food, fur or fibre including poultry and fish, apiaries, agro-forestry, maple syrup production and associated on-farm buildings and structure including accommodation for full-time farm labour when the size and nature of the operation requires additional employment.

An agricultural system is comprised of a group of inter-connected elements that collectively create a viable, thriving agri-food sector. More specifically, it contains an agricultural land base comprised of prime agricultural areas, including specialty crop areas, it may also include rural lands that help to create a continuous productive land base for agriculture and an agri-food network which includes agricultural operations, infrastructure, services, and assets important to the viability of the agri-food sector.

Section 4.3.2 (Permitted Uses) of the PPS permits agricultural uses, agriculture-related uses and on-farm diversified uses based on provincial guidance. Permitted uses within prime agricultural areas shall be compatible with and shall not hinder surrounding agricultural operations. Criteria for these uses may be based on Provincial guidance or municipal approaches, as set out in municipal planning documents, which achieve the same objectives.

Official Plan

The subject lands are located within the Agricultural Reserve designation according to the Township of Zorra 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 associated farm buildings and structures required for the farm. Within the Agricultural Reserve designation, residential uses are also permitted as accessory to the farming operation and shall be permitted only as part of the farm.

Section 3.1.5 of the Official Plan provides policies for non-agricultural uses in the Agricultural Reserve designation. It is an objective of the Official Plan to permit expanded or new non-agricultural uses only where such uses do not conflict with the goal for agricultural policies and to ensure that non-agricultural uses remain clearly secondary to the principal function of food and fibre production in these areas. It is further an objective of the Official Plan to direct non-agricultural uses to designated settlements as a first priority.

In addition to the foregoing, Section 3.1.5.6 directs that non-agricultural commercial, industrial or institutional uses recognized by existing zoning on the date of the adoption of the Official Plan (May 25, 2022) which are located in the Agricultural Reserve designation will be considered as permitted uses and Area Councils may permit minor expansion or minor change in use, provided the following can be met;

- Existing or proposed water supply and on-site sewage facilities, surface drainage and road access are adequate or will be adequate to serve the proposed development;
- The proposal will be compatible with existing land uses in the vicinity in terms of noise, odour, emissions, vehicular traffic and visual intrusion, and will be required to satisfy the Minimum Distance Separation formula.

Section 3.1.5.6.1 provides development criteria for minor expansion or minor change to existing non-agricultural uses. Among the criteria, site servicing, access, drainage, overall compatibility are highlighted. Further, the policy direction states that site plan approval will be required to ensure land use compatibility considerations.

Zoning By-law

The subject property is currently zoned 'Special Agri-Business Zone (AB-10)' in the Township of Zorra Zoning By-Law. The 'AB-10' zone permits a farm drainage contractor, a farm implement dealer, a retail or wholesale or auctioneer outlet for farm and agricultural related products, a landscaping or nursery business, a veterinary clinic, a welding and repair garage for servicing farm vehicles and implements, a business office accessory to a permitted use on the lot and a single detached dwelling if accessory to a permitted use on the lot.

As the policies contained in the Official Plan (specifically 3.1.5.6) require that existing non-agricultural uses are to have been in place (and zoned) prior to May 25, 2022, in order to permit minor changes and expansion to said uses, Staff confirm that the property did have the appropriate 'AB-10' zoning in place prior to this date. Further, the use and business being requested via this application are currently located on, and operating from, the subject property. The requested zoning change will formally recognize the use and permit a future expansion, as identified in the proposal section of this report.

The 'AB-10' zone requires a minimum lot frontage of 45 m (216.5 ft), minimum lot depth of 60 m (196.9 ft) and minimum lot area of 1.21 ha (3 ac). The existing lot area and dimensions appear to meet the provisions of the 'AB' zone. The lot frontage and lot area provisions are cumulative in this instance as there is both a residential and non-residential use on the subject property, resulting in minimum area of 0.8 ha (2 ac) and frontage of 90 m (295.2 ft). The subject property meets the required provisions of the Zoning By-law.

Agency Comments

The Township of Zorra Chief Building Official/Drainage Superintendent commented that prior to establishing new buildings or structures on the subject lands, site plan approval will be required.

The Township of Zorra Director of Public Services, Township of Zorra Fire Chief and Township Director of Corporate and Protective Services have each indicated that comments will be provided at the time of any site plan approval when development is proposed on the subject lands.

The County of Oxford Public Works Department indicated that during the future Site Plan Application a road widening will be required to be provided to the County of Oxford 15 m from the centerline of the road.

Public Consultation

Notice of the complete application and public meeting were provided to the public and surrounding property owners on August 6, 2026 and September 23, 2026, respectively, in accordance with the requirements of the *Planning Act*. At the time of writing this report, no comments have been received.

Planning Analysis

The application for zone change proposes to add to the list of permitted uses on the subject lands by including "contractor's yard" and "agricultural building manufacturing business" to the existing permitted uses within the 'Special Agri-Business Zone (AB-10)'. No new site-specific provisions or setbacks are proposed as part of this application and proposed building locations appear to meet the existing zone provisions per the Township Zoning By-law. The proposed changes are being requested in order to facilitate the development of the subject lands in an area which has

recently experienced similar agri-business development (namely the lots to the immediate northeast, which now host two (2) new agri-businesses. Pending approval of this application, staff note that details such as lighting, signage, drainage and parking would be addressed through a subsequent application for site plan approval, to the satisfaction of the Township.

In accordance with PPS direction, the policies related to agricultural commercial and agricultural industrial uses that facilitated the original establishment of the AB zone have been removed through the adoption of OPA 269. However, Section 3.1.5.6 of the Official Plan contains policies and direction with respect to minor changes to non-agricultural uses recognized by existing zoning in the Agricultural Reserve designation. Further, respecting the policies of 3.1.5.6.1, Staff are satisfied that the proposal represents a minor change to an existing non-agricultural use, which will result in permitting a new agri-business type use within an existing agri-business zoned property. Respecting compatibility, it is noted that the surrounding area, particularly to the northeast, is a recently developed/developing area with a range of new agri-business uses.

The applicant has requested that the additional uses be permitted in order to construct a building for the assembly of coverall type structures/buildings. It is the opinion of planning staff that the proposed uses are appropriate, will not result in any negative impacts to the surrounding properties or nearby agricultural operations and will continue to accommodate both existing and anticipated future uses of the subject property. Further, it is noted by staff that the proposed uses will serve the broader 'agri-businesses' in the immediate area, as well as the broader agricultural area well and similar use have existed both on the subject lands and the surrounding area for numerous years. The policy criteria established in 3.1.5.6.1, previously identified in this report, identify that details such as site servicing, access, drainage and overall compatibility need to be satisfied. To this end, it is the opinion of planning staff that the proposal to permit the additional uses requested (building manufacturing business and associated contractor's yard) satisfies these criteria and will not pose any negative impact to the surrounding agricultural area.

Based on the foregoing, Planning staff are recommending approval of the Zone Change application as the proposal is generally consistent with the policies of the Provincial Planning Statement and maintains the intent and purpose of the Official Plan respecting minor changes to existing non-agricultural uses. Further, staff note that the 'contractor's yard' is identified in the recommendation as accessory to a permitted use, as a contractor's yard on its own is not a permitted within an 'AB' zone, and as such, it is the opinion of planning staff that this component of the applicant's request needs to be identified and permitted as an accessory use for it to be considered acceptable by the relevant Official Plan policies.

RECOMMENDATION

It is recommended that the Council of the Township of Zorra approve the zone change application submitted by Pannekoek Holdings Inc., whereby the existing 'Special Agri-Business Zone (AB-10)', as it applies to the property described as Part Lots 325, 352, 421 - 424, Part of William Street and Parts 2 and 3, Plan 41R-8259 (North Oxford), being municipally known as 434939 43rd Line, Township of Zorra, be amended to add an "agricultural building manufacturing business", with an accessory contractor's yard, to the list of permitted uses, with a maximum gross floor area of 1,050 m² (11,302 ft²).

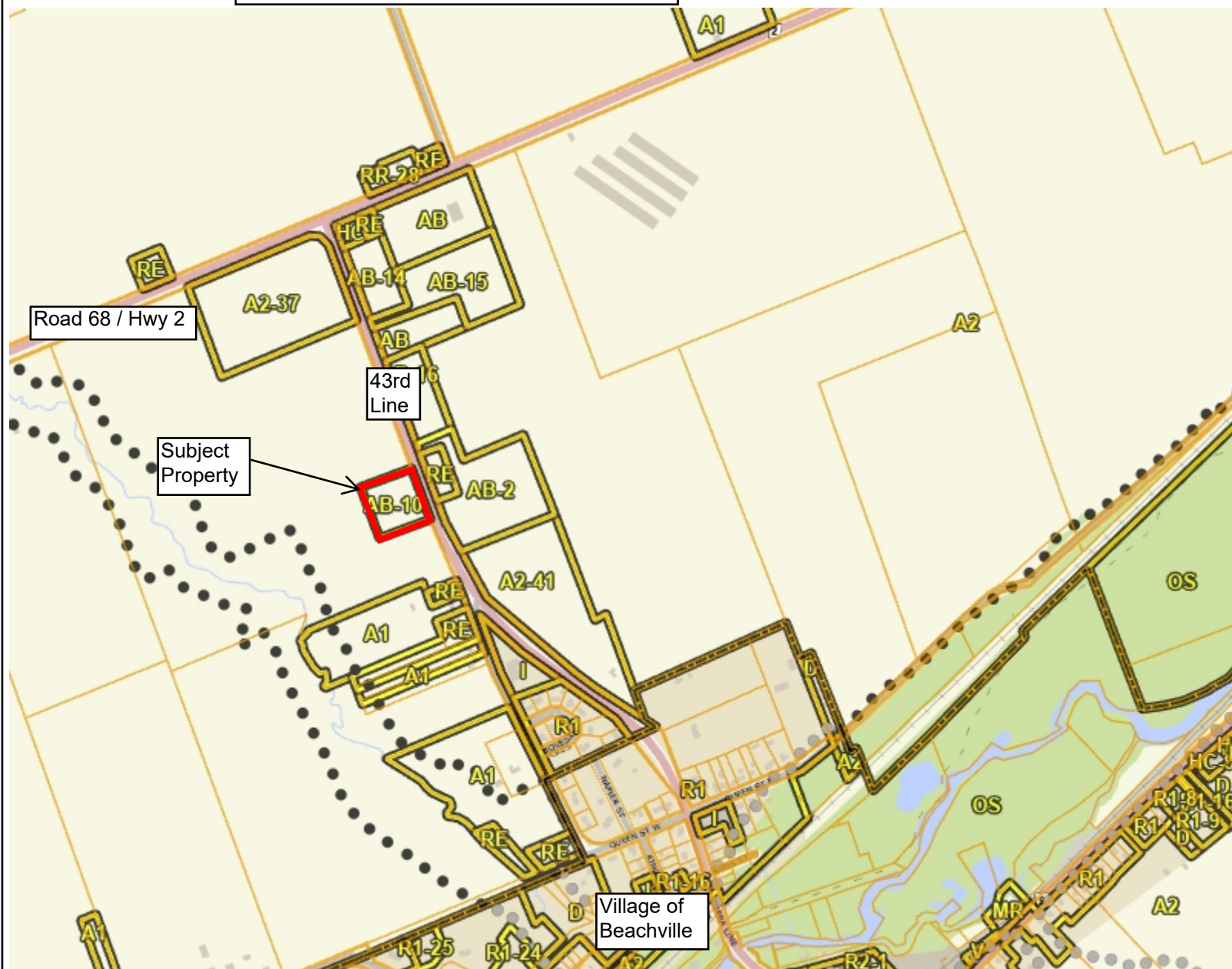
SIGNATURES

Authored by:

Spencer McDonald, MCIP, RPP,
Development Planner

Reviewed by:

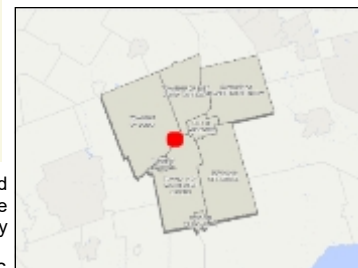
Eric Gilbert, MCIP, RPP
Manager of Development Planning



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



0 302 603 Meters

NAD_1983_UTM_Zone_17N



This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

August 4, 2026



Legend

- Parcel Lines**
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Notes



0 75 151 Meters

NAD_1983_UTM_Zone_17N



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August 4, 2026



ZONING DATA CHART		
434939 43RD LINE, BEACHVILLE, ON N0J 1A0		
ROLL NUMBER	3227010050091020000	
PROPERTY DESCRIPTION	PLAN 75 PT LOTS 325 352 421 TO 424 PT WILLIAM ST RP 41R8259 PARTS 2 AND 3	
DEVELOPMENT USE	AB-10 (AGRICULTURAL BUSINESS)	
	REQUIRED	PROVIDED
MINIMUM LOT AREA	0.4ha	1.2ha
MAXIMUM BUILDING AREA	-----	-----
MINIMUM FRONTAGE	45.0m	110.2m
MAXIMUM BUILDING AREA (%)	-----	-----
MAXIMUM BUILDING HEIGHT	15.0m	8.8m
MINIMUM LANDSCAPING	10.0%	10.0%
SETBACK LOCATION		
FRONT YARD	10.0m	27.2m
EXTERIOR SIDE YARD	-----	-----
INTERIOR 1 SIDE YARD	7.5m	18.5m
INTERIOR 2 SIDE YARD	7.5m	49.1m
REAR YARD	7.5m	58.7m
MAXIMUM OPEN SPACE		
SITE STATISTICS		
BUILDING AREA	EXISTING	NEW
OFFICE	261.56SQM	-----
WAREHOUSE	-----	1,040.51SQM
COLD STORAGE	336.45SQM	-----
SUB TOTAL	598.01SQM	1,040.51SQM
TOTAL	1638.52SQM	

LEGEND	
SYMBOL	DESCRIPTION
	PARCEL BOUNDARY
	MUNICIPAL SETBACK REQUIREMENT



KEY MAP	
STAMP	NORTH ARROW
Digitally signed by Aliza E. Tran Date: 2026.05.25 11:07:45-04'00'	

GENERAL NOTES ISSUED FOR INFORMATION		
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REVISIONS		
No.	DATE	DESCRIPTION
05	05/25/2026	ISSUED FOR INFORMATION
03	05/05/2026	ISSUED FOR INFORMATION
02	04/23/2026	ISSUED FOR INFORMATION
01	02/24/2026	ISSUED FOR INFORMATION



9519 NORTHVILLE ROAD, THETFORD, ON, N0M 2N0
PH: (519) 636 - 6613 | EM: INFO@TICINC.CA

PROJECT TITLE	
YOUR ULTIMATE STRUCTURES INC BEACHVILLE, ONTARIO	
80'-0" X 140'-0" X 22'-0" PRE-ENGINEERED STEEL/WOOD BUILDING	

DRAWING TITLE	
SITE PLAN	

PROJECT #	1
226011SP-05	
DATE	
MAY 25TH, 2026	
SCALE	
DO NOT SCALE	