

**DONALD AND BARBARA MURRAY & BACHERT MEATS**

# **PLANNING JUSTIFICATION BRIEF**

**PROPOSED ABATTOIR**

**ROLL NUMBER 410711000303900**

**NOVEMBER, 2025**

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- A- Concept Plan
- B- Correspondence
- C- Proposed Zoning By-law Amendment and Schedule

# 1. INTRODUCTION

On behalf of our client, Cobide Engineering Inc. is pleased to submit this Planning Brief in support of the Zoning By-law Amendment application for the property located at Roll Number 410711000303900 and addressed legally as South Part Lots 9 & 10, Concession 10, geographic Township of Kinloss, Township of Huron-Kinloss (hereinafter called the subject lands).

This Planning Brief serves analyze the land use planning merits of the applications and determine the appropriateness of the proposed uses. The request will be analyzed within the context of the surrounding community and the relevant planning documents, including the Provincial Planning Statement, the Bruce County Official Plan and the Township of Huron Kinloss's Comprehensive Zoning By-law.

This Brief has been organized in an issue-based format, speaking to the planning policies within the context of the relevant issues identified in pre-consultation rather than a document-based format where each individual policy is addressed in each planning document. The numerical policy references will be provided in brackets succeeding the policy. Should the approval authority require more information, please contact the author below.

Appended to this report are the following:

Appendix A: Concept Plan

Appendix B: Correspondence

Appendix C: Draft By-law and Schedule

## 1.1 PURPOSE AND SCOPE

The content of this Planning Brief includes:

- A description of the site, its existing physical conditions and its setting within the surrounding area; and
- A description of the Development Concept; and
- An overview of the other supporting reports and studies; and,
- An outline of and rationale for the subject application; and
- An overview of the relevant planning policy and regulations that affect the proposed planning application, including Provincial, County, and Municipal policy and regulations; and

- An assessment of the proposed planning application in respect to the relevant policy and regulatory framework, and a planning opinion and justification for the applications.

## 2. SITE CONTEXT

### 2.1 SITE DESCRIPTION

The subject lands are located at the corner of Bruce Road 1 and Statters Lake Ave. The lands host to a Provincially Significant Wetland known as the Kinloss Creek Swamp which is located in the northeast corner of the subject lands. The lands also host a portion of the Ackert Drain, a municipal drain. Outside of these natural features, the lands are vacant and in agricultural production.



Figure 1: Aerial Photograph

### 2.2 SURROUNDING LAND USES

The subject lands are surrounded by agricultural uses.

## 3. THE DEVELOPMENT CONCEPT

### 3.1 THE PROPOSED DEVELOPMENT

The development concept proposes a new abattoir to specialize in processing pigs and cull pigs. The facility is proposed to process 6000 animals a week, with potential to grow to 12,000 and will employ up to 50 people. No commercial or retail use is proposed.

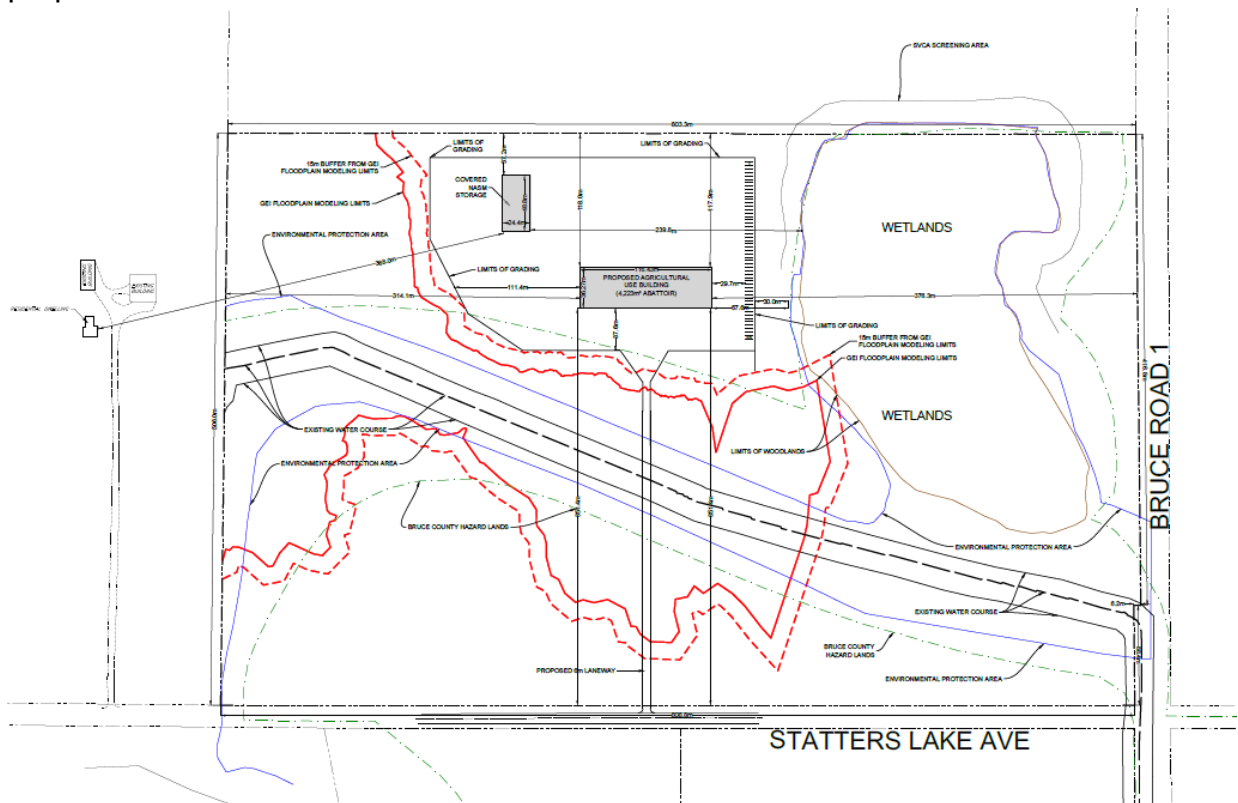


Figure 2: Site Plan

## 4. OVERVIEW OF THE SUPPORTING STUDIES

### 4.1 ARCHAEOLOGICAL ASSESSMENT

The subject lands were identified as having high archaeological potential. Timmins Martelle Heritage Consulting (TMHC) with the supervision of Saugeen Ojibway Nation completed a Stage One and Two Archaeological Assessment. No archaeological resources were recovered and the study was submitted in support of the applications.

## **4.2 FLOODPLAIN ASSESSMENT AND SAFE ACCESS STUDY**

In consultation with Maitland Valley Conservation Authority, a Floodplain and Safe Access Study was completed to examine the flood elevation for the 100-year return period design storm. As per MVCA direction, the culvert to be installed must not cause undue impact to properties upstream of the crossing under flood conditions.

The outcomes of the study include:

1. The installation of twin 1.8m concrete culverts at the proposed crossing location will pass sufficient flow so as to limit the change in upstream water surface elevation under flood flow conditions to less than the margin of error for the digital terrain model.
2. Installation of a laneway with a surface elevation 0.6m higher than the top of the culvert pipes will provide for safe access during flood flow conditions.

The mapping in the proposed Schedule A incorporated the mapping proposed in this study.

## **4.3 MINIMUM DISTANCE SEPERATION CALCULATION**

It is noted that abattoirs are exempt from the application of Minimum Distance Separation (MDS I) under Guideline 3 of the *Minimum Distance Separation (MDS) Document*. Despite the exemption, best practices dictate that MDS setbacks be respected, and as such, a MDS Report has been provided, and the setback requirements incorporated into the site plan. Meeting this MDS setback will contribute positively to ensuring compatibility with surrounding residential land uses.

# **5. RATIONALE FOR APPLICATIONS**

## **5.1 CURRENT PLANNING DESIGNATIONS AND ZONES**

The subject lands are designated Agriculture and Hazard in the Bruce County Official Plan.

The lands are zoned General Agriculture (AG1) and Environmental Protection (EP).

## 5.2 REQUIRED APPLICATIONS

The Zoning By-law Amendment proposes to rezone the subject lands from General Agriculture (AG1) and Environmental Protection (EP) to General Agriculture (AG1), Agricultural Commercial/Industrial Special (AG2-x) and Environmental Protection (EP).

The amendment will incorporate the updated Hazard mapping resulting from the Floodplain Assessment and Safe Access Study and will add “abattoir” as a permitted use within the Agricultural Commercial/Industrial (AG2) Zone.

The balance of the property will continue to be used for agricultural purposes.

# 6. PLANNING POLICY REVIEW

## 6.1 THE PROVINCIAL PLANNING STATEMENT

The subject lands are considered a prime agricultural area. The Provincial Planning Statement (PPS) requires an agricultural system approach (4.3.1.1) and restricts uses in prime agricultural areas to agricultural uses, agricultural-related uses and on-farm diversified uses (4.3.2.1). Planning authorities are encouraged to support local food, facilitate near-urban and urban agriculture, and foster a robust agri-food network (4.3.6.1).

Agricultural system is defined as a system comprised of a group of inter-connected elements that collectively create a viable, thriving agri-food sector. It has two components: a) 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 b) An agri-food network which includes agricultural operations, infrastructure, services, and assets important to the viability of the agri-food sector.

Agriculture-related uses are defined as 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.

The *Guidelines on Permitted Uses in Ontario’s Prime Agricultural Areas* states that agriculture-related industrial uses can include an abattoir (pages 11 & 16).

It is therefore concluded that the Provincial Planning Statement permits an abattoir in prime agricultural areas as an agriculture-related use. Furthermore, planning policy reinforces that locating the abattoir in this area would contribute to a robust and thriving agricultural system and agri-food network.

It is noted that abattoirs are exempt from the application of Minimum Distance Separation (MDS I) under Guideline 3 of the *Minimum Distance Separation (MDS) Document*. Further, abattoirs are not subject to the *D-6 Compatibility Between Industrial Facilities* Guideline and are specifically exempted under Section 1.2.4 – Other Facilities. Correspondence from the Ontario Ministry of Municipal Affairs and Housing confirming these exemptions is provided in Appendix B. Despite the exemption, best practices dictate that MDS setbacks be respected, and as such, a MDS Report has been provided and the site plan shows the covered non-agricultural source material (NASM) take to meet the required setback. Meeting this MDS setback will contribute positively to ensuring compatibility with surrounding residential land uses.

## 6.2 THE BRUCE COUNTY OFFICIAL PLAN

### 6.2.1 AGRICULTURAL AREA POLICIES

The subject lands are designated Agricultural Area and Hazard in the Bruce County Official Plan (BCOP). The BCOP's Agricultural Area's designation contemplates commercial and industrial uses in the Agricultural Areas that are supportive of the agricultural community (5.5.1.2); permits small scale farm-related industrial uses that are directly related to the farming operation and are required in close proximity to the farm operation (5.5.2.iv).

The designation permits agriculture related uses, as defined by the Provincial [Planning] Statement, including commercial or industrial uses that are directly related to the processing of agricultural products produced on the same property or providing products or services to farm operations in the area, in accordance with the policies of Section 5.5.9 (5.5.4.1 b).

Table 1: An examination of the development concept against the policy direction in Section 5.5.9 of the BCOP.

Policy	Response
Not adversely impact surrounding agricultural operations;	The proposed abattoir is consistent with the intent of provincial and local planning

	<p>policies that support agriculture-related uses being in close proximity to producers. The operation will complement and add value to agricultural activities in the surrounding area by providing a local facility for livestock processing, reducing transportation costs and animal stress, and supporting farm viability. Overall, the abattoir represents a positive addition to the local agricultural system.</p>
<p>Be sensitive to the natural environment by minimizing impacts on water courses, wetlands, groundwater resources or other environmentally sensitive features;</p>	<p>The development concept has been designed with sensitivity to the natural heritage and natural hazard features present on the subject lands. The proposed facility is located at a sufficient distance from the Provincially Significant Wetland to ensure that no adverse impacts are anticipated. A Flood Study was prepared to identify and confirm the hazard limits associated with the Ackert Drain, which traverses the property. The proposed building and access laneway, including the culvert crossing, have been designed within these limits and are appropriately sized to ensure safe and functional access while maintaining the integrity of the natural features.</p>
<p>Be individually serviced with a private water supply and sewage disposal system which comply with the requirements of the appropriate approval authority;</p>	<p>The site servicing is subject to the Ontario Building Code and will comply in order to obtain a permit.</p>
<p>Be directly related to local farm operations and related to commercial scale agriculture as a primary activity and not have as a primary activity</p>	<p>The proposed abattoir is directly related to local farm operations and supports commercial-scale agricultural activity as its primary function. The facility will provide livestock processing services for</p>

<p>provision of goods or services that are normally required by the general public;</p>	<p>local producers within the surrounding agricultural area, representing an extension that supports on-farm production activities.</p> <p>The proposed operation is agriculture-related, without a public-serving commercial use. The purpose of the proposed facility is to process animals raised on area farms and will not provide goods or services typically required by the general public.</p> <p>The proposed abattoir aligns with the intent of the policy to ensure that agriculture-related uses remain supportive of and integrated with the local agricultural system.</p>
<p>The commercial or industrial operation cannot reasonably be located in an urban, rural or hamlet industrial area and must be located in proximity to an agricultural operations;</p>	<p>By situating the abattoir in close proximity to existing agricultural operations, the facility supports local farm productivity, reduces transportation costs, and ensures timely processing of animals. The proposed location is therefore the most appropriate and practical choice, consistent with the policy requirement that agriculture-related commercial operations be located near the agricultural activities they serve.</p> <p>Further, it is noted that activities associated with abattoir operations, including animal husbandry and manure storage, are most appropriately located in rural and agricultural areas where potential impacts can be mitigated.</p>

<p>The industrial or commercial use shall not require large volumes of water or generate large volumes of effluent; and,</p>	<p>The proposed facility has an approved Non-Agricultural Source Material Plan to deal with the effluent. Large amounts of water are not required.</p>
<p>The location of commercial and industrial uses shall be suitably buffered from adjacent residential uses by means of distance separation and landscaping, fencing and site design.</p>	<p>Noted.</p>

In summary, the proposed abattoir is consistent with the Agricultural Area policies of the Bruce County Official Plan for agriculture-related uses. The facility is directly related to local farm operations and is appropriately located in close proximity to the agricultural operations it will serve. The development concept has been designed to minimize impacts on natural features and ensure compatibility with surrounding land uses. Overall, the proposed abattoir represents an agriculture-related use that enhances the local agricultural system, supports local farms and satisfies the policy framework set out in the BCOP.

**Conclusions:**

The proposed abattoir is a compatible, agriculture-related use that directly supports local farm operations and aligns with the policy directions in the PPS and BCOP.

The proposal has been appropriately sited to avoid impacts on surrounding agricultural viability, meets all relevant separation and operational standards, and is more suited to located in an agricultural area than be accommodated in an urban, rural, or hamlet industrial area. By providing processing services for local producers, the facility strengthens the local agricultural system and contributes to the long-term sustainability of the surrounding agricultural community without creating adverse agricultural impacts.

**6.2.2 HAZARD AND ENVIRONMENTAL POLICIES**

The subject lands host both natural heritage and natural hazard features known as the Kinloss Creek Swamp, a Provincially Significant Wetland. The subject lands also host a portion of the Ackert Drain and the associated flooding hazard with this municipal drain.

The PPS does not permit development in significant wetlands (4.1.4 a). Further, development and site alteration shall not be permitted on adjacent lands to the natural

heritage features and areas identified in policies 4.1.4, 4.1.5, and 4.1.6 unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions (4.1.8).

The BCOP requires development to locate outside of all Provincially, Regionally and Locally significant wetlands. Development may be permitted adjacent to wetlands with suitable setbacks, if it does not result in the following: loss of wetland functions; subsequent demand for future development which will negatively affect existing wetland functions; conflict with existing site-specific wetland management practices; and loss of contiguous wetland area. The BCOP considers adjacent lands to be lands within 120 m (4.3.2.5).

**Conclusions:**

No development is proposed within the Hazard designation outside of the proposed access. Following consultation with the Maitland Valley Conservation Authority (MVCA), a Floodplain Assessment and Safe Access Study was completed and submitted in support of the applications. The Floodplain Assessment and Safe Access Study was prepared to identify and confirm the hazard limits associated with the Ackert Drain, which traverses the property. The proposed building and access laneway, including the culvert crossing, have been designed within these limits and are appropriately sized to ensure safe and functional access while maintaining the integrity of the natural hazard features.

It is noted that an Environmental Impact Study (EIS) has not been prepared in support of the applications as the proposed buildings, structures, and associated grading have been designed to maintain the required setbacks. Recent legislative changes have reduced the distance considered adjacent to Provincially Significant Wetlands (PSWs) from 120 m to 30 m for certain uses. Pre-consultation guidance from the Bruce County Planning Department indicated that the proposed manure pit supporting the use should maintain a 120 m setback from the PSW, while the remainder of the development should limit grading to no closer than 30 m from the feature. This direction has been implemented in the proposed site plan and can be enforced through Site Plan Approval.

The proposed Zoning By-law Amendment associated schedule will implement the Environmental Protection mapping recommended in the Floodplain Assessment and Safe Access study, including a 15-metre buffer as required by MVCA, ensuring that development is appropriately setback from hazard areas.

## 6.3 TOWNSHIP OF HURON-KINLOSS COMPREHENSIVE ZONING BY-LAW

The Corporation of the Township of Huron-Kinloss By-Law number 2018-98, as amended, being a by-law to regulate the use of lands and the character, location and use of buildings and structures in the Township of Huron-Kinloss was approved in 2018.

### 6.3.1 CURRENT ZONING

The property is zoned General Agriculture (AG1) and Environmental Protection (EP).



Figure 3: Zoning Map

### 6.3.2 PROPOSED ZONING

General Agriculture (AG1), Agricultural Commercial/Industrial Special (AG2-x) and Environmental Protection (EP).

A Draft Zoning By-law Amendment and Schedule are attached in Appendix C.

Tables 2 & 3: Zoning Matrixes

Table 2: General Agriculture (AG1) zone

Provision	Required	Provided
Minimum Lot Area	37 ha	39 ha
Minimum Lot Frontage	100 m	504 m
Minimum Front Yard	20 m	N/A
Minimum Rear Yard	20 m	N/A
Minimum Interior Side Yard	20 m	N/A
Minimum Exterior Side Yard	20 m	N/A

Table 3: Agricultural Commercial/Industrial (AG2) zone

Provision	Required	Provided
Permitted Uses	Abattoir	Request Addition
Minimum Lot Area	4000 m <sup>2</sup>	39 ha
Minimum Lot Frontage	30 m	504 m
Minimum Front Yard	15 m	333 m
Minimum Rear Yard	10 m	135 m
Minimum Interior Side Yard	5 m	337 m
Minimum Exterior Side Yard	15 m	353 m
Maximum Lot Coverage	20%	8%
Maximum Building Height	15 m	>15m

### 6.3.3 REQUESTED AMENDMENTS

The application requests the explicit inclusion of the use “abattoir” in the AG2 zone. This amendment will ensure the development concept can be implemented. An “Agricultural-Related Business” is permitted in the zone, which is defined as “the supply of goods, materials or services that support agricultural uses including, but not limited to, the sale, storage, mixing, distribution or cleaning of seed, feed, fertilizer and chemical products, grain drying, custom spraying, large-animal veterinary clinic, and the rental, sales, repair or service of agricultural equipment or implements” and this use could be easily extrapolated to include an abattoir. As previously discussed, an abattoir is considered an agriculture-related business in both the definitions of the PPS and the BCOP. But, in an abundance of caution, the explicit inclusion as a permitted use is requested.

### 6.3.4 CONCLUSIONS

In conclusion, Section D2.4.11 of the Official Plan permits the Municipality to utilize unique development standards to facilitate infill development. The variances from the by-law that are requested are modest and would implement a dense site that maximizes a fully-serviced infill lot in a settlement area.

## 7. CONCLUSIONS & PLANNING OPINION

It is my professional opinion that this application represents good land use planning for the following reasons:

1. The proposed abattoir is a compatible, agriculture-related use that directly supports local farm operations and aligns with the policy directions in the PPS and BCOP.
2. By providing processing services for local producers, the facility strengthens the local agricultural system and contributes to the long-term sustainability of the surrounding agricultural community, without creating adverse agricultural impacts.
3. The proposed Zoning By-law Amendment associated schedule will implement the Environmental Protection mapping recommended in the Floodplain Assessment and Safe Access study, including a 15-metre buffer as required by MVCA, ensuring that development is appropriately setback from hazard areas.
4. The proposed Zoning By-law Amendment will reflect the proposed Hazard mapping that was an outcome of the Floodplain Assessment and Safe Access study. Further, the amendment will request the addition of the “abattoir” use in the Agricultural Commercial/Industrial (AG2) zone.

Thank you for your consideration of the applications, please contact the undersigned with any questions pertaining to the contents of this report.

Sincerely,  
**Cobide Engineering Inc.**



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Dana Kieffer, M.Sc. (Planning), MCIP, RPP  
Senior Development Planner,  
Cobide Engineering Inc.

# Appendix A

**CONCEPT PLAN**



# Appendix B

**CORRESPONDENCE**

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**RE: 2025-06-03 Proposed Abattoir- Roll Number 410711000303900 13025**

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**From** Shantz, Tyler (MMAH) <Tyler.Shantz@ontario.ca>

**Date** Thu 6/19/2025 11:41 AM

**To** Dana Kieffer <dkieffer@cobideeng.com>

Hi Dana,

The D-6 Guidelines do not apply to abattoirs.

Kind regards,

**Tyler Shantz, RPP, MCIP**

Senior Planner | Municipal Services Office – Western Ontario  
Ministry of Municipal Affairs and Housing | Ontario Public Service  
519 851-3954 | [Tyler.Shantz@Ontario.ca](mailto:Tyler.Shantz@Ontario.ca)



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**From:** Dana Kieffer <dkieffer@cobideeng.com>

**Sent:** Thursday, June 19, 2025 10:48 AM

**To:** Shantz, Tyler (MMAH) <Tyler.Shantz@ontario.ca>

**Subject:** Re: 2025-06-03 Proposed Abattoir- Roll Number 410711000303900 13025

**CAUTION -- EXTERNAL E-MAIL - Do not click links or open attachments unless you recognize the sender.**  
Tyler,

More directly that means the D6 Guidelines are not applicable in this case?

Thanks in advance,  
dk

**Dana Kieffer**, M.Sc.(Planning), MCIP, RPP

**Cobide Engineering Inc.**

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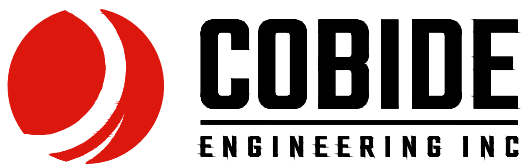
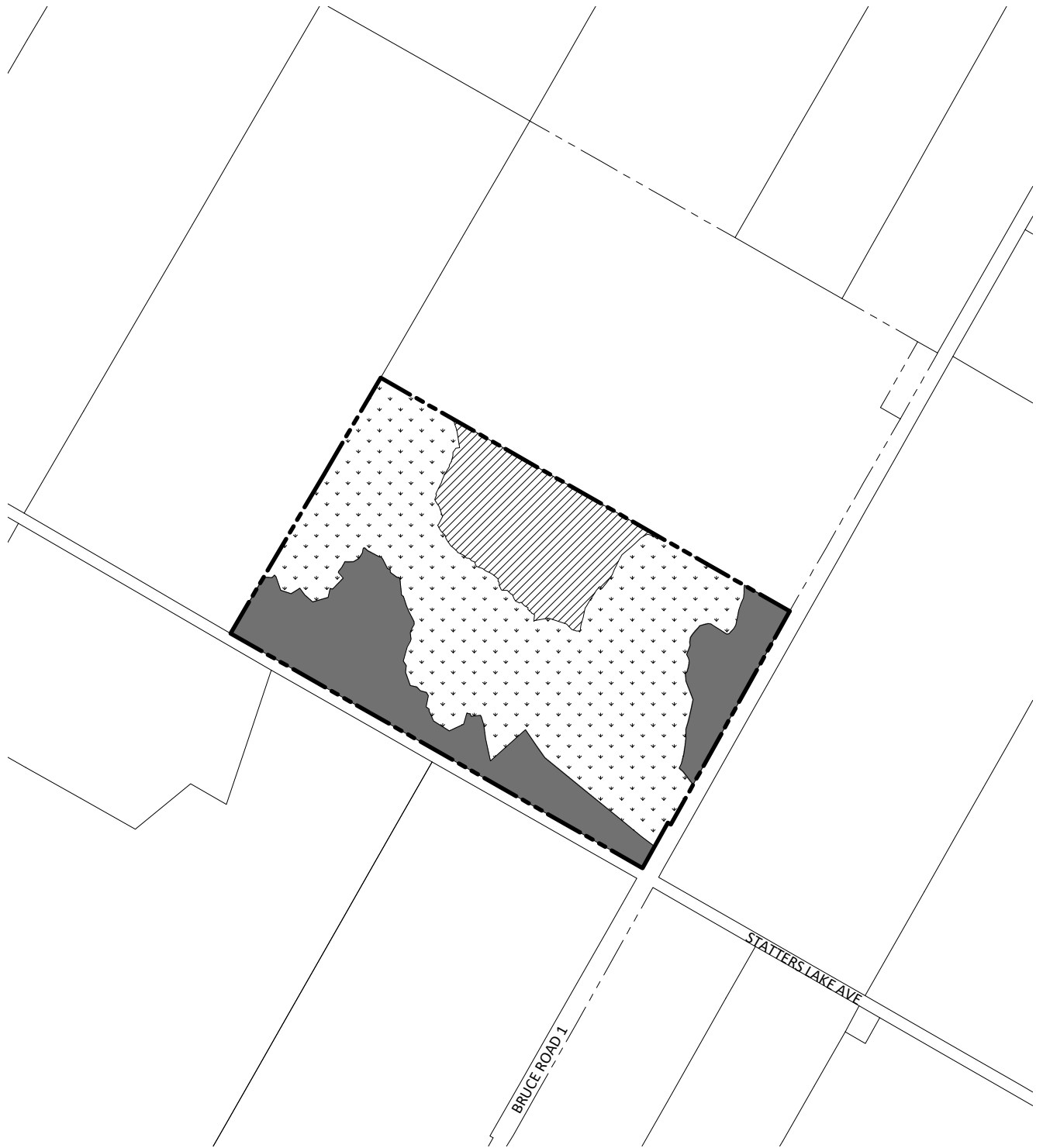
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**From:** Shantz, Tyler (MMAH) <[Tyler.Shantz@ontario.ca](mailto:Tyler.Shantz@ontario.ca)>

**Sent:** Thursday, June 19, 2025 10:21 AM

# Appendix C

**DRAFT ZONING BYLAW AND DRAFT SCHEDULE**



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SCHEDULE A  
TOWNSHIP OF HURON-KINLOSS  
ZONING BYLAW AMENDMENT  
RN# 410711000303900  
NOVEMBER 20, 2025



LANDS TO BE ZONED GENERAL AGRICULTURE (AG1)



LANDS TO BE ZONED AGRICULTURAL COMMERCIAL /  
INDUSTRIAL SPECIAL (AG2-x)



LANDS TO BE ZONED ENVIRONMENTAL PROTECTION (EP)

# BY-LAW

## 2026-XX

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Being a by-law to amend By-Law No. 2018-98, as amended being the  
Comprehensive Zoning By-Law of the Township of Huron-Kinloss

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**WHEREAS** The Council for the Corporation of the Township of Huron-Kinloss deems it expedient to amend By-Law No. 2018-98, as amended being the Comprehensive Zoning By-Law for the Township of Huron-Kinloss;

**NOW THEREFORE** the Council of The Corporation of the Township of Huron-Kinloss, pursuant to Section 34 of the Planning Act, R.S.O. 1990 enacts as follows:

- 1.0 THAT Schedule 'A' to By-Law No. 2018-98, as amended, is hereby further amended by changing thereon from General Agriculture (AG1) and Environmental Protection (EP) to General Agriculture (AG1), Agricultural Commercial/Industrial Special (AG2-x) and Environmental Protection (EP) the zoning designation of those lands described as South Part Lots 9 & 10, Concession 10, geographic Township of Kinloss, Township of Huron-Kinloss [Roll Number 410711000303900], in accordance with the Schedule A attached to and forming a part of this By-Law.
- 2.0 THAT By-law No. 2018-98, as amended, is hereby further amended by adding subsections to Section 25, as follows:
  - 25.0 Notwithstanding the provisions of the Agricultural Commercial/Industrial Special (AG2-x) shall be used in compliance with the 'AG2' zone provisions contained in this By-law, excepting however that:
    - i. An abattoir is a permitted use.
- 3.0 This by-law takes effect from the date of passage by Council subject to the provisions of the Planning Act, R.S.O. 1990, as amended.
- 4.0 This By-law may be cited as the "Zoning Amendment By-law – Murray".

**READ a FIRST and SECOND TIME this \_\_\_\_\_.**

**READ a THIRD TIME and FINALLY PASSED this \_\_\_\_\_**

---

Mayor

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Clerk