

**Planning Justification Report**

Severances and Zoning By-law Amendment Applications

657 Culver Road, Waterford

September 15, 2025



## **1.0 INTRODUCTION**

Kayla DeLeye Development Planning (“Agent”) has been retained by the Owners of Springview Farms Golf Course (“Owners”) to assist in obtaining three consent applications and associated zoning by-law amendments for the lands municipally known as 657 Culver Road, Waterford, Norfolk County. The lands are legally described as Part of Lots 5 and 6, Concession 11, Geographic Township of Townsend, Norfolk County.

These consent applications are proposed to separate the existing golf course operation from the larger agricultural parcel for estate planning purposes. The golf course, which spans across both the east and west sides of Culver Road, is operated by multiple generations of the same family. A severance was recommended by the family’s financial planner to formalize the operational division between the two existing uses (being farming and recreational) and to allow flexibility for future succession.

To facilitate the proposal, three consent applications are being advanced. In addition, two site-specific Zoning By-law Amendments are proposed to address minimum lot area deficiencies and to remove a dwelling as a permitted use on certain parcels. This Planning Justification Report has been prepared in support of the three severances and two zoning by-law amendments. It will describe the applications, provide the rationale for the lot division, and demonstrate consistency with the Provincial Planning Statement (2024) and conformity to the Norfolk County Official Plan and the Norfolk County Zoning By-law.

## **2.0 SUBJECT LANDS DESCRIPTION**

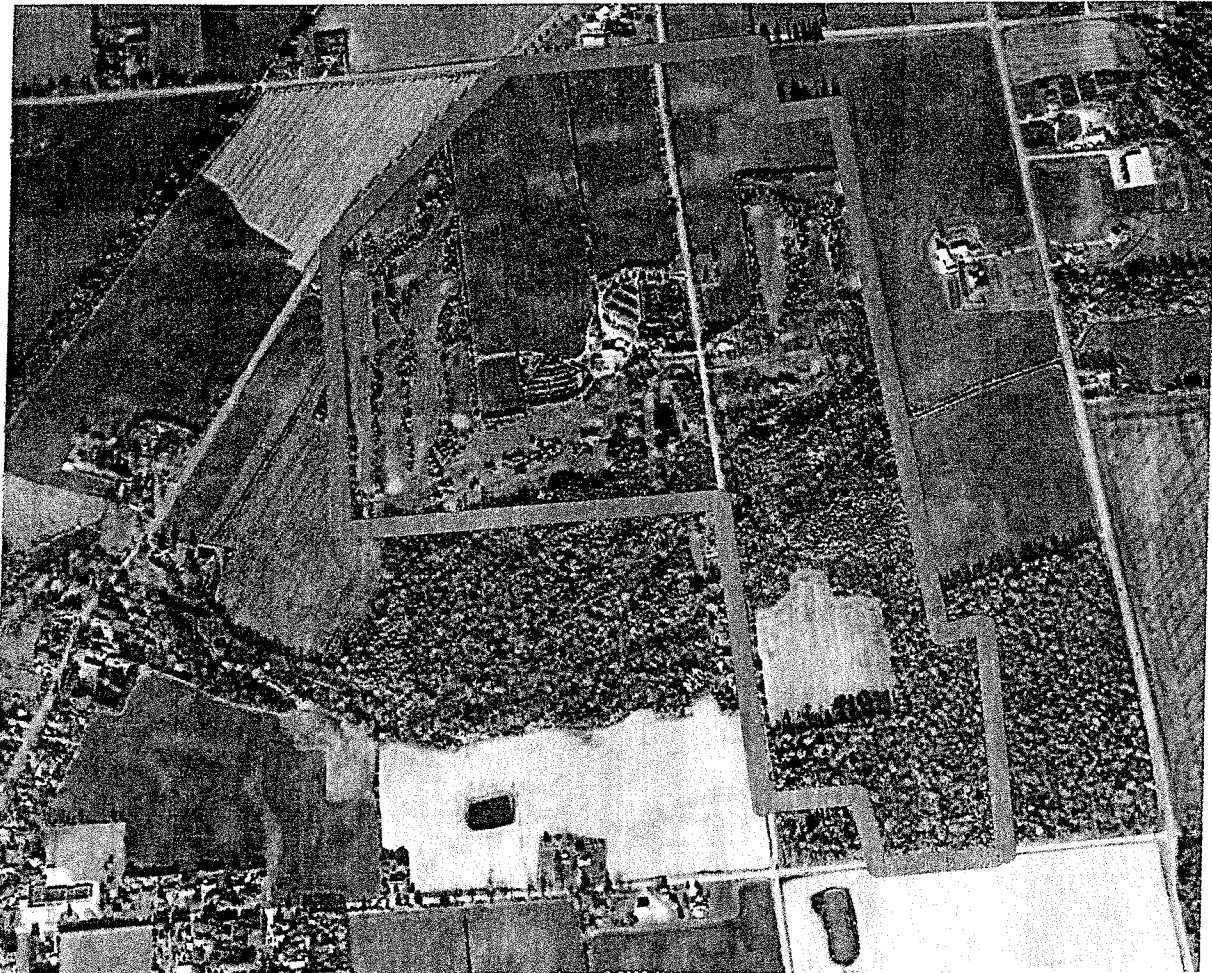
The subject lands are municipally known as 657 Culver Road, located on both the east and west sides of Culver Road in the geographic Township of Townsend, Norfolk County. The property is located approximately 4.3 kilometres south of downtown Waterford and approximately 2.7 kilometres north of Bloomsburg. The lands are legally described as Part of Lots 5 and 6, Concession 11, Geographic Township of Townsend.

The site contains a privately operated 18-hole golf course known as Springview Farms Golf Course, as well as associated clubhouse facilities, parking areas, and agricultural lands. The golf course is primarily situated within lands designated and zoned Parks/Open Space, while the surrounding lands remain designated and zoned Agricultural and Hazard Lands. The golf course spans both the east and west sides of Culver Road, with additional access and parking situated on the western portion of the site.

The total lot size is approximately 1223.11 hectares (3022.38 acres). Surrounding land uses are primarily agricultural, with a mix of rural residential uses scattered throughout the area. The lands are located within a well-established rural landscape characterized by open fields, farm operations, and wooded natural features. See Map 1 below for an aerial view of the subject lands.

Culver Road is a municipally maintained rural road that provides year-round access to the property. The site is not serviced by municipal water or sewer infrastructure and is reliant on private services.

**Map 1: Aerial view of Subject Lands**

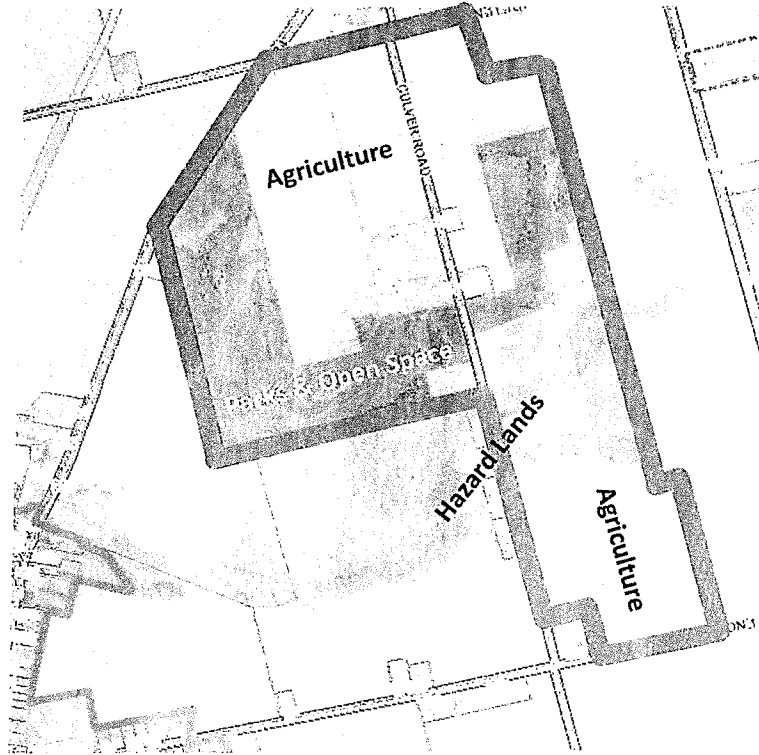


Official Plan Designation & Zoning By-law Provisions

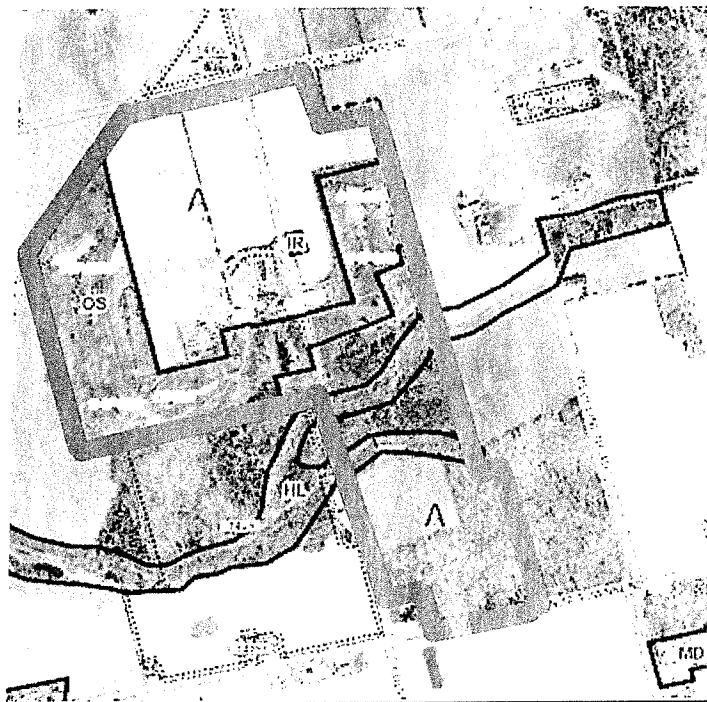
The subject lands are designated Parks/Open Space, Hazard Lands and Agricultural in the Norfolk County Official Plan (NCOP) and are zoned Parks/Open Space (OS), Hazard Lands (HL) and Agricultural (A) in Norfolk County Zoning By-law 1-Z-2014 (NCZB), as shown in Maps 2 and 3 below.

The portions of the property containing the Springview Farms Golf Course, located on both the east and west sides of Culver Road, are designated and zoned Parks/Open Space. The remainder of the lands, which are actively farmed, are designated and zoned Agricultural. A small portion of the lands are also zoned Hazard Lands and contain a woodlot and river.

**Map 2: Subject Lands with Official Plan Designation**



**Map 3: Subject Lands with Zoning**



### 3.0 PROPOSAL

The proposed development consists of three consent applications and site-specific Zoning By-law Amendments to formalize the division of the existing golf course and associated agricultural lands. The proposal reflects existing operational boundaries while addressing zoning deficiencies and ensuring long-term flexibility for succession, and continued operation. At this time there is no intent to sell or cease operations. To address the lot area deficiencies and remove dwelling as a permitted use on several parcels, minor zoning by-law amendments will be sought. The consent applications will be conditional, based on the approval of the Zoning By-Law Amendments.

Appendix A identifies the legal parts of the subject lands. On the west side of Culver Road, Parts 1, 2, and 3 (approximately 20.49 ha [50.64 ac]) are proposed to be severed together as one property, with Parts 4, 5, and 6 (approximately 23.13 ha [57.15 ac]) as the retained property. Parts 2 and 5 are existing easements containing buried telephone lines, that will remain in place following the severance. Part 6 contains a single detached dwelling, golf course clubhouse, parking areas, and primary access, which will continue to function in support of the golf course operations. The retained parcel will require a Zoning By-law Amendment to address a minimum lot area deficiency under the Agricultural (A) Zone.

On the east side of Culver Road, two severances are proposed to create an additional two lots. Parts 7, 8, and 9 (approximately 9.23 ha [22.82 ac]) will be retained as one property, with Part 8 representing an existing buried telephone line easement running through Parts 7 and 9. A Zoning By-law Amendment will be required to address the minimum lot deficiency and to remove the dwelling use.

Part 10 (approximately 7.18 ha [17.74 ac]) will be created as one golf course property and meets minimum zoning requirements. Part 11 (approximately 25.57 ha [63.18 ac]) will be severed as one property and will require a Zoning By-law Amendment to address a minimum lot area deficiency.

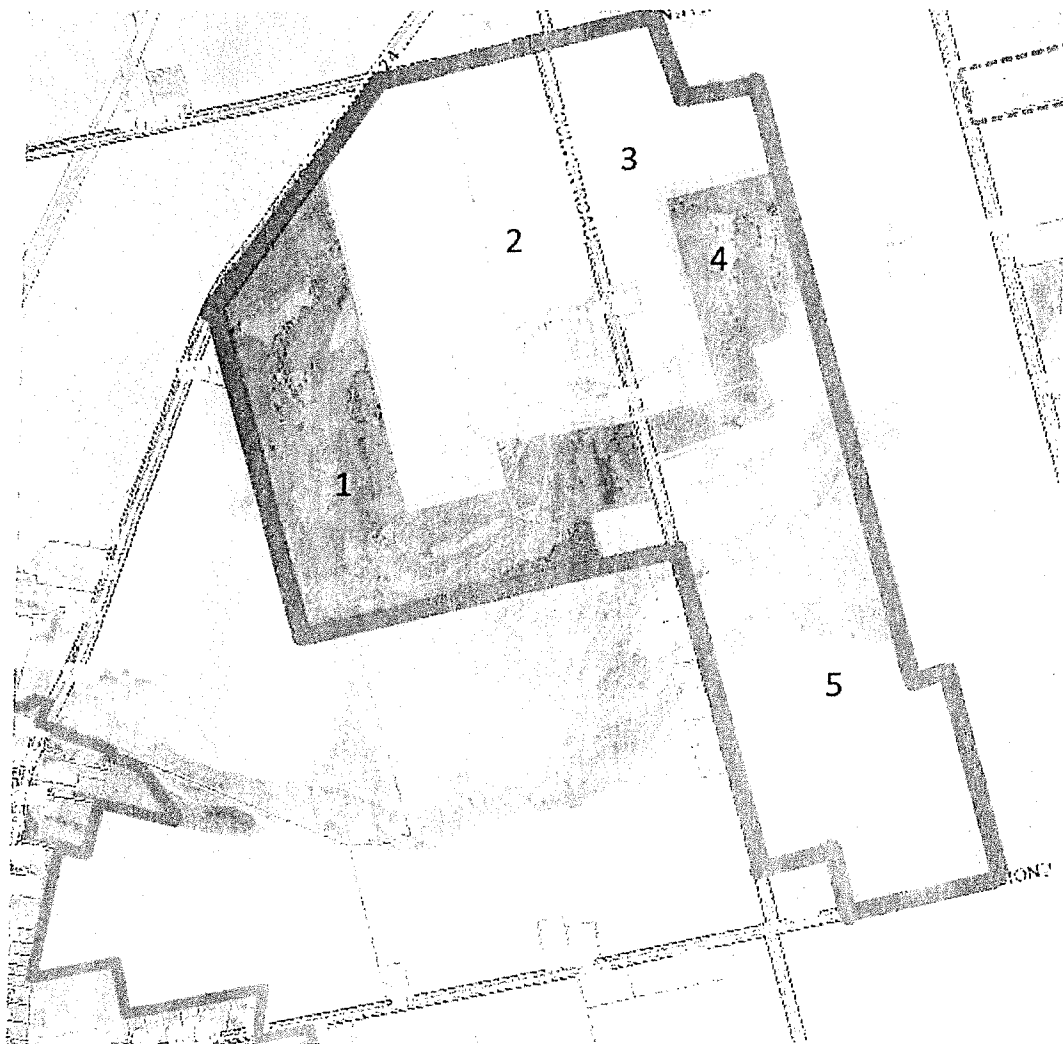
To recognize where development is most appropriate, the severed parcel comprising of Part Lots 1, 2, and 3 will have a residential building opportunity on the west side of Culver Road, and on the east, severed parcel that comprises of Part Lot 11 will have a residential building opportunity, restricting the remaining parcels from residential development.

Map 4 illustrates the proposed severance configurations in a simplified way. In this map, the parcel shown as Parcel 1 corresponds to Parts 1, 2, and 3 from the survey and represents the severed lands on the west side of Culver Road. The parcel shown as Parcel 2 corresponds to Parts 4, 5, and 6 from the survey and represents the retained lands on the west side, containing the existing dwelling, clubhouse, parking areas, and primary access for the golf course. The parcel shown as Parcel 3 corresponds to Parts 7, 8, and 9 from the survey, with part 8 being the buried telephone line easement, and represents the retained agricultural parcel on the east side of Culver Road. The parcel shown as Parcel 4 corresponds to Part 10 from the survey and represents a severed golf course parcel on the east side. Finally, the parcel shown as Parcel 5 corresponds to Part

11 from the survey, and represents the largest severed agricultural parcel on the east side. This configuration, as illustrated on Map 4, represents how the proposed lot configuration would be arranged following the severances. The golf course will continue to operate as a seasonal recreational use, while the retained and severed agricultural parcels will remain in active farm production. All parcels are currently serviced by private wells and septic systems, and access to each parcel will be maintained through the existing entrances from Culver Road.

The proposed severances and rezonings will formalize existing operational divisions, create appropriately sized and configured parcels for their intended uses, and address technical zoning deficiencies. The applications will maintain the agricultural character, recreational function, and environmental features of the lands, in keeping with the intent of the Norfolk County Zoning By-law and Official Plan.

#### **Map 4: Proposed Severances**



#### **4.0 LAND USE PLANNING POLICY FRAMEWORK & ANALYSIS**

The severance is reviewed under several policy and regulatory documents including:

- 1 – Provincial Planning Statement, 2024;
- 2 – Norfolk County Official Plan; and
- 3 – Norfolk County Zoning By-law 1-Z-2014.

A detailed land use planning policy framework and analysis is included below.

#### **4.1 PROVINCIAL PLANNING STATEMENT, 2024 FRAMEWORK & ANALYSIS**

The Provincial Planning Statement (PPS) is a consolidated statement of the government's interests and policies on land use planning in Ontario. It provides provincial policy direction for appropriate development and includes key land use planning topics that affect communities, such as building strong and healthy communities, the wise use and management of resources, and the protection of public health and safety. The PPS supports improved land use planning and management, which contributes to a more effective and efficient land use planning system.

The PPS is issued under Section 3 of the Planning Act, and according to the Act, all decisions affecting planning matters shall be consistent with the PPS. Municipalities are the primary decision-makers for local communities. They implement provincial policies through municipal official plans, zoning by-laws and planning-related decisions.

As per section 4.3.1 of the PPS, prime agricultural areas shall be protected for long-term use for agriculture. Prime agricultural areas are areas where prime agricultural lands predominate and includes Canada Land Inventory Class 1, 2, and 3 lands, and any associated Class 4 through 7 lands within the prime agricultural area.

As per section 4.3.2 of the PPS, in prime agricultural areas, agricultural uses are permitted. Furthermore, all types, sizes and intensities of agricultural uses and normal farm practices shall be promoted and protected, and the creation of new lots shall comply with the minimum distance separation (MDS) formula.

The subject lands are considered prime agricultural lands in the PPS. "Prime agricultural lands" are defined in the PPS as *"specialty crop areas and/or Canada Land Inventory Class 1, 2, and 3 lands, as amended from time to time, in this order of priority for protection."* The lands are also part of a "prime agricultural area", which is defined as *"areas where prime agricultural lands predominate. This includes areas of prime agricultural lands and associated Canada Land Inventory Class 4 through 7 lands, and additional areas where there is a local concentration of farms which exhibit characteristics of ongoing agriculture. Prime agricultural areas may be identified by a planning authority based on provincial guidance or informed by mapping obtained from the Ontario Ministry*

*of Agriculture, Food and Agribusiness and the Ontario Ministry of Rural Affairs or any successor to those ministries.”*

Policy 4.3.3.1 of the PPS states, *“Lot creation in prime agricultural areas is discouraged and may only be permitted for:*

- a) agricultural uses, provided that the lots are of a size appropriate for the type of agricultural use(s) common in the area and are sufficiently large to maintain flexibility for future changes in the type or size of agricultural operations;*
- b) agriculture-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;*
- c) 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 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*
- d) infrastructure, where the facility or corridor cannot be accommodated through the use of easements or rights-of-way.”*

The retained lands on the east side of Culver Road are currently in active agricultural production and will remain in agricultural use following the proposed severance. No buildings or infrastructure are proposed on the retained parcels as part of this application, and its size and configuration will continue to support a viable farming operation. The agricultural lands are already divided by roads, golf course and adjacent farm. The proposed severances do not further split up a farming operation given this unique situation.

Further, Section 2.1.3.1 of the PPS permits lot adjustments in prime agricultural areas for legal or technical reasons, provided the lots are of an appropriate size for the type of agricultural use common in the area. In this case, the retained lands will continue to be used for farming and will maintain appropriate access, shape, and size to ensure continued agricultural viability. As such, the proposal maintains the intent of the PPS to support a strong and sustainable agricultural system across Ontario.

## **4.2 NORFOLK COUNTY OFFICIAL PLAN FRAMEWORK & ANALYSIS**

The Norfolk County Official Plan (NCOP) is the local municipal planning policy document that describes how land in Norfolk County should be used. It is prepared with input from the community and helps manage growth and development within the County until 2036.

The NCOP provides a policy framework to guide economic, environmental and social decisions that have implications for the use of land.

The purpose of the NCOP is to provide an overall policy framework establishing clear development principles and policies including land use designations to:

- promote orderly growth and development;
- provide guidance to Council;
- ensure the financial sustainability of the County;
- establish goals and objectives to provide appropriate services;
- respond to population and economic change;
- implement monitoring, review and updates to policy as per new provincial interests; and
- assist in co-ordinating and integrating planning activities with cross-jurisdictional implications including:
  - ecosystem,
  - shoreline and watershed planning;
  - natural heritage planning;
  - management of resources;
  - transportation and infrastructure planning;
  - regional economic development;
  - cultural heritage planning,
  - air and water quality monitoring; and
  - waste management.

The subject lands are designated “Agricultural”, “Hazard Lands” and “Parks & Open Space” in the NCOP. Section 7.2 of the OP dictates the policies of the Agricultural designation.

As stated in Section 7.2, the objective of the designation is to strengthen the agricultural community by preventing the intrusion of incompatible land uses and by supporting flexible lot arrangements that protect the viability of agricultural operations over time.

Section 7.2.1(a) permits a broad range of agricultural uses, including the growing of crops and the raising of livestock. The retained parcels are currently used for active farm production and will continue to operate in that capacity following the severances, thereby remaining consistent with the permitted uses in the Agricultural designation.

Section 7.2.3(a)(i) permits lot adjustments for agricultural uses, including agriculturally related boundary adjustments and parcel restructuring, provided no new non-agricultural lots are created. The proposed severance meets this intent by maintaining the agricultural function of the retained lands and ensuring that the golf course use, although permitted in the Parks & Open Space designation, is separated from the agricultural use for estate and operational planning purposes.

Further, Section 7.2.4(a) encourages the assembly and disassembly of agricultural parcels, provided that the resulting lots remain viable for agricultural use and are of a size appropriate for the types of agriculture practiced in the region. While the retained agricultural parcels may not meet the general 40-hectare standard outlined in Section 7.2.4(b), the continued agricultural use and functional configuration of the retained parcel support the flexibility envisioned in the Official Plan. As permitted under Section 7.2.4(b), a minor deviation from the minimum farm size may be approved through a Zoning By-law Amendment, provided the retained lands remain sufficiently large to permit a viable and adaptable farming operation.

Section 7.3 of the OP provides the policy framework for lands designated Hazard Lands. The intent of the designation is to protect life and property by respecting natural and human-made hazards and constraints in land use development. New development should only take place in areas which are not susceptible to hazards. The Hazard Lands Designation comprises three principal hazards (riverine hazards, shoreline hazards and other hazards). Permitted uses include those that were legally established on the date of the adoption of the Plan, agricultural and related uses, excluding buildings and structures, forestry, conservation, floor and erosion control structures. A limited number of other uses are permitted provided that the use will not pose additional risk to life or property and that the requirements of the Long Point Region Conservation Authority are satisfied. The lands designated Hazard Lands contain a woodlot and river and are located on the east side of Culver Road. No new uses, buildings or structures are proposed on these lands.

This is a unique situation, where the existing agricultural land is surrounded by either roads or a golf course. The existing uses of the subject lands already divide the agricultural lands. The severance proposals do not impact the existing or future farming operation of the subject lands. The existing farm is already a viable farming operation and would not be impacted by a severance. The farmland is intended to continue to be farmed. The subject lands are eligible for farming business registration under the Farm Registration and Farm Organizations Funding Act and are eligible for the Farm Property Class Tax Rate Program. The Owners also own other farm parcels in the County that help support the overall farming operation. The proposed lots are a suitable size as they are already farmed and are proposed to continue to be farmed. The golf course already provides a physical delineation between the agricultural lands and adjacent agricultural lands owned by others.

### **4.3 NORFOLK COUNTY ZONING BY-LAW, 1-Z-2014 FRAMEWORK & ANALYSIS**

The Norfolk County Zoning By-law 1-Z-2014 (NCZB) is a regulatory document that controls the land in Norfolk County in terms of compatibility, character and appearance, and implements the NCOP. The NCZB identifies that no land, building or structures shall be used, erected, altered or occupied except in conformity with the provisions of the NCZB.

The current zoning of the subject lands is Agricultural (A), Hazard Lands (HL) and Parks & Open Space (OS) in the NCZB (as shown on Map 3 above). The Agricultural Zone permits a wide range of agricultural uses, including the growing of crops, farm operations, and associated accessory uses such as farm buildings, farm produce outlets, and on-farm diversified uses. Single detached dwellings and accessory residential dwelling units are also permitted. Key zone provisions include a minimum lot area of 40 hectares, a minimum lot frontage of 30 metres, and various yard and separation requirements to ensure compatibility between farm and non-farm uses.

The Hazard Lands zone permits farming, excluding any buildings, dock, pier or wharf, parking lot accessory to a permitted use in an adjacent zone and public park, provided there are no buildings except buildings used as an open pavilion for sanitary facilities or change houses for bathers. The lands zoned HL are located on the east side of Culver Road and contain a woodlot and a river. No buildings are proposed within the HL zone or on any part of the subject lands.

The Parks & Open Space Zone permits a variety of recreational and open space uses, including golf courses, clubhouses, and accessory facilities such as parking areas. The intent of the OS zone is to protect lands used for active and passive recreation while accommodating accessory structures and amenities that support these uses.

The existing buildings and uses on the subject lands comply with the permitted uses and built form regulations of the applicable zones. The agricultural parcels are actively farmed consistent with the A zone permissions. The proposed severances do not introduce any new non-permitted uses or new buildings that would conflict with the zoning provisions.

However, due to the size and configuration of the proposed severed and retained agricultural parcels, three of the new parcels will not meet the minimum lot area requirement of 40 hectares under the Agricultural (A) Zone. In addition, two of these parcels currently permit a dwelling as-of-right. The proposed Zoning By-law Amendments will remove the dwelling permission on these parcels to ensure that no additional residential building opportunities are introduced beyond those already permitted. The parcel containing Part Lots 4, 5, and 6 will require an amendment for a minimum lot area deficiency. The parcel containing Parts 7, 8, and 9 will require an amendment to address the minimum lot area deficiency and remove a dwelling as a permitted use. The parcel containing Part Lot 11 will require an amendment for a minimum lot area deficiency.

The requested site-specific zoning amendments are technical in nature and are intended to bring the resulting parcels into conformity with the Zoning By-law while recognizing their ongoing agricultural or recreational function. The proposed lot configurations will continue to support viable agricultural operations and the long-term operation of the golf course.

## 5. CONCLUSION

It is my professional opinion that the severance applications and associated Zoning By-law Amendments to facilitate the severance of golf course and agricultural lands represents good planning and should be approved, as the planning justification has confirmed:

1. Consistency with the *Provincial Planning Statement*;
2. Conformity to the *Norfolk County Official Plan*; and
3. Conformity to the *Norfolk County Zoning By-law*.

We respectfully request the timely consideration of this application. Please do not hesitate to contact the undersigned should you have any questions related to this application.

Prepared and submitted by:

Kayla DeLeye, B.A MA, Ec.D, MCIP, RPP