



PLANNING JUSTIFICATION REPORT

ZONING BY-LAW AMENDMENT



St. George Street (LOT 19)

Port Dover, ON

October 2025

Prepared For:

Fergco Investments c/o Paul Breedyk

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1 INTRODUCTION

LandPro Planning Solutions Inc. (LandPro) has been retained by the property owner, Fergco Investments c/o Paul Breedyk, to provide land planning services in support of a proposed Zoning By-Law Amendment.

The property is a vacant lot located in an Urban Area in the City of Port Dover; legally described as PDOV PLAN 207 RWY PT LOT 19, in the community of Port Dover, Norfolk County.

1.1 PURPOSE

The purpose of this report is to justify the proposed Zoning By-Law Amendment application, which will create four (4) street townhouses in an already established residential neighbourhood on St. George Street, Port Dover.

This report will demonstrate that this application is appropriate and is considered good planning.

2 SITE CONTEXT

The subject property is located within the community of Port Dover, in the County of Norfolk, with frontage onto St. George Street at its Southern boundary line.

See property location shown in Figure 1 below.

Figure 1: Property Location



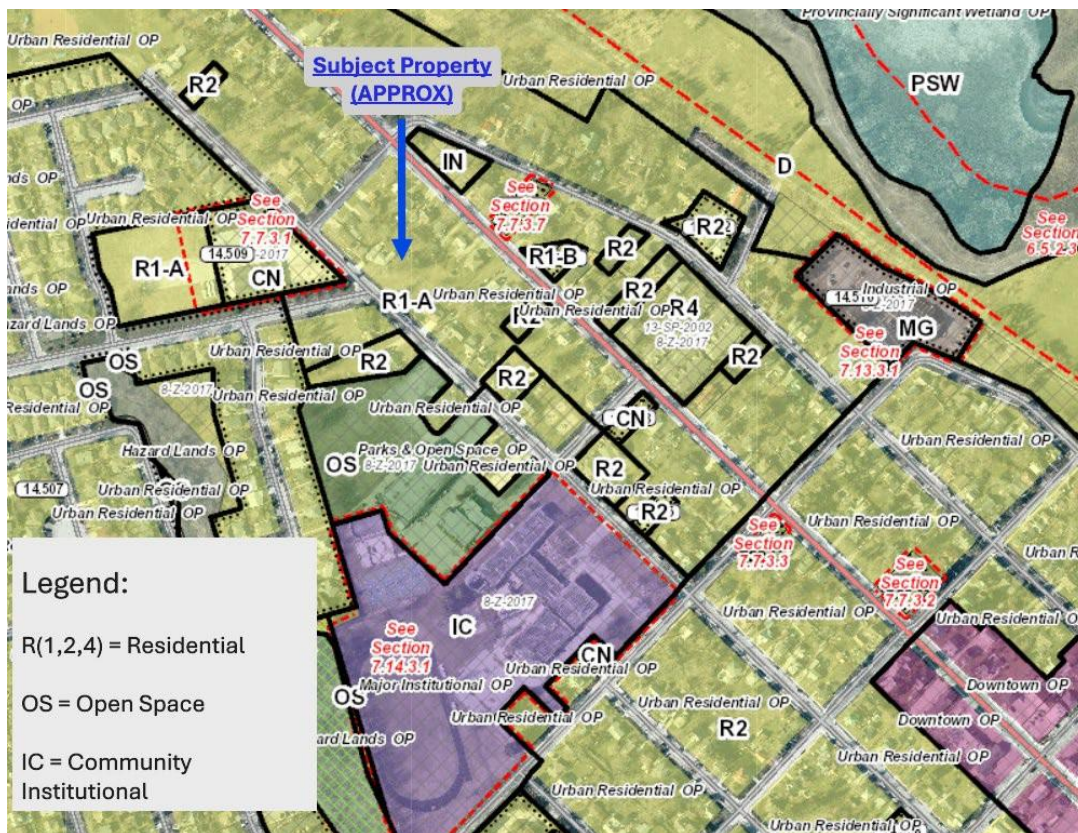
2.1 LAND USE CONTEXT

The subject lands are currently vacant and located within an established residential neighbourhood. Historically the subject land was used as a railway corridor, the lands have already been disturbed and are now intended to be developed for residential purposes as an urban infill project.

The surrounding land uses are as follows:

NORTH	Residential / Provincial Significant Wetland (PSW)
EAST	Residential / Community Institutional / Open Space
SOUTH	Residential / Open Space
WEST	Residential

Figure 2: Surrounding Uses



2.2 PROPERTY DIMENSIONS & PHYSICAL ATTRIBUTES

Table 1 – Existing Property Dimensions

The subject property fronts onto St George Street. The existing property dimensions are presented in Table 1.

The property is vacant.

Side Road 20	
Lot Frontage	Approx. 37 m
Lot Depth	Approx. 58 m
Lot Area	Approx. 2,123 m ²

3 THE PROPOSED DEVELOPMENT

The application is for a Zoning By-Law Amendment which would create four (4) Street Townhouses in an established residential neighbourhood. The current lot is vacant. Please see Figure 3 for the site plan. A larger version of this image accompanies the application.

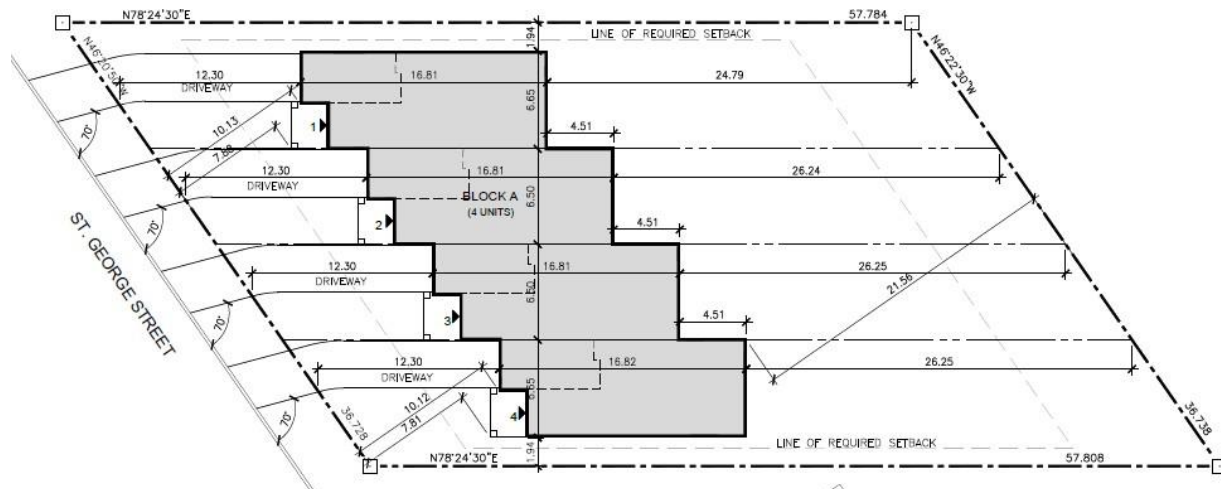
3.1 PRE-CONSULTATION

A Pre-Consultation meeting was held on June 25, 2025, where the County and associated agencies provided their comments on the proposal. Complete application requirements were also identified, which included:

Table 2 – Requirements for Complete Application

Concept Plan	Building Elevations
Survey	Planning Justification Report
General Plan of Services	Lot Grading Plan
Siltation and Erosion Control Plan	Functional Servicing Brief

Figure 3: Proposed Site Plan



4. LAND USE PLANNING FRAMEWORK

In preparing this application, several policy and regulatory documents were reviewed that need to be addressed to demonstrate good planning. They include the following:

1. Planning Act, R.S.O 1990 c.P.13;
2. Provincial Planning Statement, 2024;
3. Norfolk County Official Plan, 2023;
4. Lakeshore Special Policy Area Secondary Plan, 2009;
5. Norfolk County Zoning By-Law No. 1-Z-2014.

The proposed development was assessed against these regulations and associated policies. A detailed review is below.

4.1 PLANNING ACT, R.S.O 1990 c.P.13

The *Planning Act* is provincial legislation and provides the basis for land use planning in Ontario, identifying tools for managing how, where and when land use changes occur.

The matters of Provincial Interest are outlined in Section 2 of the *Act*. This application has regard for the following matters:

Table 3: *Planning Act – Section 2*

Planning Act - Section 2 excerpts	LandPro Response
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<p>(a) The protection of ecological systems, including natural areas, features and functions;</p>	<p>The subject lands were previously disturbed and were historically used as a railway corridor. The proposed development avoids impacting any natural areas or ecological features, and no significant environmental constraints have been identified on site. Utilizing this disturbed parcel for infill development preserves surrounding natural and ecological systems by redirecting growth to already urbanized lands.</p>
<p>(b) the protection of the agricultural resources of the Province;</p>	<p>The subject property is located within a designated Urban Area and not within or adjacent to agricultural lands. Development in this location supports the protection of agricultural resources by minimizing the pressure to expand urban boundaries into rural or prime agricultural areas.</p>
<p>e) the supply, efficient use and conservation of energy and water;</p>	<p>The proposed development represents an efficient use of urban land and existing infrastructure. The compact built form of the four street townhouses reduces land consumption and enables efficient utility servicing. Municipal water services will be utilized, and energy use will be consistent with new energy efficiency standards for residential development, promoting long term conservation.</p>
<p>f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;</p>	<p>The development will be serviced by existing municipal infrastructure, including water and sanitary services, which ensure efficient use of existing systems. Waste collection will be managed through Norfolk County's existing waste management program. The site's location along St. George Street allows for efficient vehicular and pedestrian access, aligning with local transportation plans.</p>
<p>g) the minimization of waste;</p>	<p>As a small-scale infill development within an urban boundary, the project supports waste minimization by avoiding urban sprawl and optimizing land that has already been disturbed (former railway corridor). Construction will follow current building practices and codes that support material efficiency and reduce construction related waste.</p>
<p>h) the orderly development of safe and healthy communities;</p>	<p>The proposal contributes to the orderly development of the area by introducing compatible low-density housing within an established residential neighbourhood. The design and layout promote safety through appropriate street frontage, visibility, and integration with the surrounding community. Redeveloping a previously unused site into housing also strengthens the neighbourhood's overall cohesion and vitality.</p>
<p>j) the adequate provision of a full range of housing, including affordable housing;</p>	<p>The four townhouse units offer an alternative housing form that contributes to the diversity of housing stock in Port Dover. While not specifically targeted as affordable housing the compact form and shared wall design may result in lower purchase or rental prices compared to detached dwellings, thereby supporting a broader range of housing needs in the community.</p>
<p>p) the appropriate location of growth and development</p>	<p>The subject property is located within the Urban Area of Port Dover, a designated settlement area in the County of Norfolk, where growth and development are directed. This infill development leverages existing infrastructure, supports efficient land use, and aligns with the Province's</p>

	intensification objectives. The proposal represents a logical and appropriate use of underutilized urban land, reinforcing the goals of compact, sustainable growth.
(r) the promotion of built form that, (i) is well-designed, (ii) encourages a sense of place, and (iii) provides for public spaces that are of high quality, safe, accessible, attractive, and vibrant;	The proposed townhouses will be designed to fit into the existing residential context and support a cohesive streetscape. The development will introduce well designed built form along St. George Street, encouraging a stronger sense of place and enhancing the visual and functional quality of the neighbourhood through appropriate infill.

This application has regard for the *Planning Act*.

4.2 PROVINCIAL PLANNING STATEMENT (PPS), 2024

The Provincial Planning Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. As a key part of Ontario’s policy-led planning system, the Provincial Planning Statement sets the policy foundation for regulating the development and use of land province-wide, helping achieve the provincial goal of meeting the needs of a fast-growing province while enhancing the quality of life for all Ontarians.

The subject property is located within a settlement area, specifically within the urban area of Port Dover and the PPS directs that “settlement areas shall be the focus of growth and development”. The following sections of the PPS 2024 are most relevant to the proposed infill townhouse development.

The following policies apply to the proposed development: 2.1 (Housing); 2.3 (Growth in settlement areas); 2.5 (Rural communities).

Section 2 of the PPS, Building Homes and Sustaining Strong and Competitive Communities, directs municipalities to provide an appropriate range and mix of housing options (Policy 2.1.4), support the development of complete communities by accommodating a variety of land uses and housing options (Policy 2.1.6), and permit and facilitate all forms of housing (Policy 2.2.1.b).

Further, Section 2 directs that settlement areas shall be the focus of growth and development (2.3.1.1) and requires municipalities to support general intensification and redevelopment to achieve complete communities, including planning for a range and mix of housing options (2.3.1.3).

The proposed residential development is located within the Urban Area of Port Dover; a designated settlement area the PPS directs to be the focus of growth and development. The proposal contributes to the City’s range and mix of housing options. Situated in the municipality’s most populous hamlet, the development is compatible with the surrounding character.

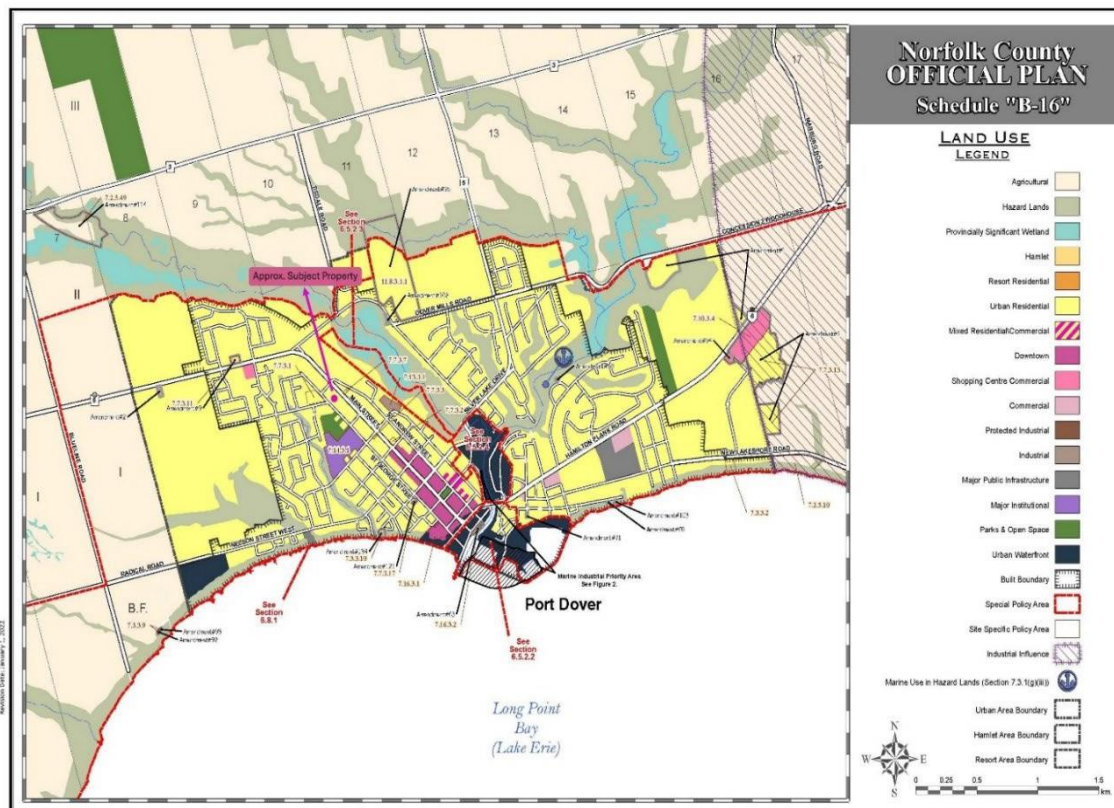
This application is consistent with the Provincial Planning Statement, 2024.

4.3 NORFOLK COUNTY OFFICIAL PLAN, 2023

The Norfolk County Official Plan (NCOP) establishes a long-term vision to guide growth and development in the County over a planning period of more than 20 years. It establishes objectives and policies to guide land use planning, support economic vitality, protect the natural and cultural environment, preserve agricultural lands, and promote the efficient use of infrastructure and public services.

This application proposes residential development within the urban settlement area of Port Dover. The subject lands are designated as Urban Residential and are located within an already established neighborhood, refer to Figure 4. Port Dover is identified as a Secondary Urban Area in Section 6.5.2 of the NCOP, where the County intends to direct a significant share of future population and housing growth. The Official Plan encourages strategic intensification and compact development forms within these Urban Areas to support efficient land use, optimize infrastructure, and enhance existing communities. The proposed development of four (4) street townhouse units is consistent with these objectives and contributes to a more diverse housing mix while maintaining compatibility with the surrounding residential context. The proposed housing will result in a net density of roughly 23 units per hectare (uph). This is within the 15-30 uph average generally required for medium-density townhouses, according to the Norfolk County Official Plan.

Figure 4: Official Plan Designation Mapping



The following NCOP policies that apply to the proposal include: 5.3 (Housing); 5.3.1 (Residential Intensification); 6.4 (Urban Areas); 6.5.2 (Port Dover Urban Area); 7.7 (Urban Residential Designation); 7.7.1 (Permitted Uses); 7.7.2 (Land Use Policies); and 8.9.1 (Services in Urban Areas). Each policy is reviewed below.

Section 5.3 addresses Housing. Land Supply for Residential Growth (Section 5.3 a), this policy requires the County to maintain sufficient designated and zoned land, with available servicing capacity, to support residential growth. The proposed development utilizes a fully serviced, previously disturbed vacant lot within the Port Dover Urban Area. This site represents a strategically located infill opportunity and supports the County's obligation to maintain a sufficient land supply to accommodate growth through intensification. Housing Mix and Density Targets (Section 5.3 b), the county targets that 15% of all new housing should be semi-detached and townhouse dwellings. This application for four (4) street townhouses contributes directly to achieving this policy goal. The project introduces a medium density, ground-oriented housing type within an area predominantly composed of single detached dwellings, thereby promoting a more balanced housing mix in Norfolk County. Affordable Housing and Residential Intensification (Section 5.3 c i, ii, iii) The county encourages residential intensification in appropriate locations with full service as a means of improving housing supply and affordability. This project contributes to overall housing availability through the efficient use of urban land. The proposal supports affordability goals by providing smaller scale dwellings within an existing neighbourhood, aligning with the County's policy to increase housing options through intensification, density, and compact design. Redevelopment and Infill Housing g) the County supports the redevelopment of underutilized urban land for housing. This project represents infill development on a vacant lot in an established neighborhood, fully supported by existing municipal infrastructure. It aligns with the County's goal to direct housing growth to lands already developed or serviced, improving efficiency and minimizing urban sprawl.

Section 5.3.1 addresses Residential Intensification. (Section 5.3.1 a) The subject lands are previously disturbed and currently vacant within an established residential area of Port Dover. The proposal to develop four (4) street townhouses represent small-scale intensification and an appropriate form of infill that utilizes existing infrastructure and complements the surrounding community. The policy supports the construction of these townhouses on vacant and underutilized land as urban residential intensification. (Section 5.3.1 b) The Official Plan targets a minimum of 25% of annual residential growth to be achieved through intensification within the built-up areas or Urban Areas that are fully serviced. The subject property is located within the Port Dover Urban Area, which has full municipal water and sanitary serving. This proposal supports the County's intensification goals and contributes toward achieving its housing growth target within built boundaries. (Section 5.3.1 f) This section outlines five criteria that intensification proposals must satisfy that *(i) the development proposal is within an Urban Area, and is appropriately located in the context of the residential intensification study; (ii) the existing water and sanitary sewer services can accommodate the additional development; (iii) the road network can accommodate the traffic generated; (iv) the proposed development is compatible with the existing development and physical character of the adjacent properties and surrounding neighbourhood; and (v) the proposed development is*

consistent with the policies of the appropriate Land Use Designation associated with the land. This application satisfies all the criteria as the subject property is designated as Urban Residential, fully serviced, and located along an existing road (St. George Street). The townhouses are designed to align with the existing residential character, making the project a suitable and compatible form of intensification.

Section 6.4 speaks to Urban Area; it designates Port Dover as an Urban Area and supports directing the majority of growth to these locations. The policy encourages the development of a mix of land uses and housing types, supported by full municipal services. The proposed townhouses align with this goal by providing compact housing in a walkable, serviced area.

Section 6.5.2 is about the Port Dover Urban Area; it is the second largest Urban Area in the County. This policy directs the County to support and promote Port Dover as a sustainable urban community with an efficient pattern of development. The proposed four (4) street townhouses represent a compact, infill development on a vacant, previously disturbed lot, making efficient use of existing infrastructure and services. By locating growth within the existing built boundary instead of expanding outward, the proposal helps maintain agricultural lands and reduces the need for new infrastructure investment. The project adds housing choice in a form (townhouses) that meets County housing mix targets (section 5.3), without disrupting the character of the surrounding neighbourhood. The proposal supports Port Dover's growth objectives by contributing to a diverse housing supply while maintaining compatibility with the existing built form.

Section 7.7 Urban Residential Designation, this section regards both permitted uses in this area and land use and built form policies. The Urban Residential designation permits a variety of housing types, including single detached, semi-detached, townhouse dwellings, and low-rise apartments. This proposal for four (4) street townhouses is permitted within this designation, representing a compatible form of development that supports a more diverse housing stock in Port Dover while remaining consistent with the surrounding neighbourhood's character.

Section 7.7.2 provides evaluation criteria for new development proposals in the Urban Residential designation. The subject is within an established neighbourhood, fully serviced by existing municipal water, sanitary sewer, and road infrastructure. The proposal meets the compatibility criteria by introducing a low-rise, ground orientated housing type that respects the height, scale, and massing of adjacent dwellings. The site design will provide appropriate building orientation, landscaping, and buffering to ensure integration with the existing streetscape. The development also supports the efficient use of land and infrastructure, aligning with the County's goals for compact, well designed urban form.

Section 8.9.1 outlines the County's policies for servicing new development in Urban Areas. The subject lands are within an established residential neighbourhood already serviced by municipal water and wastewater systems, satisfying the County's requirement for full municipal servicing. The proposal for four (4) street townhouses represents a modest infill development that efficiently uses existing infrastructure and aligns with the County's objective to prioritize development on serviced lands. By introducing a

compatible, ground-oriented housing form within an area of existing residential uses, the development supports compact urban growth and reflects the County’s direction to encourage infilling.

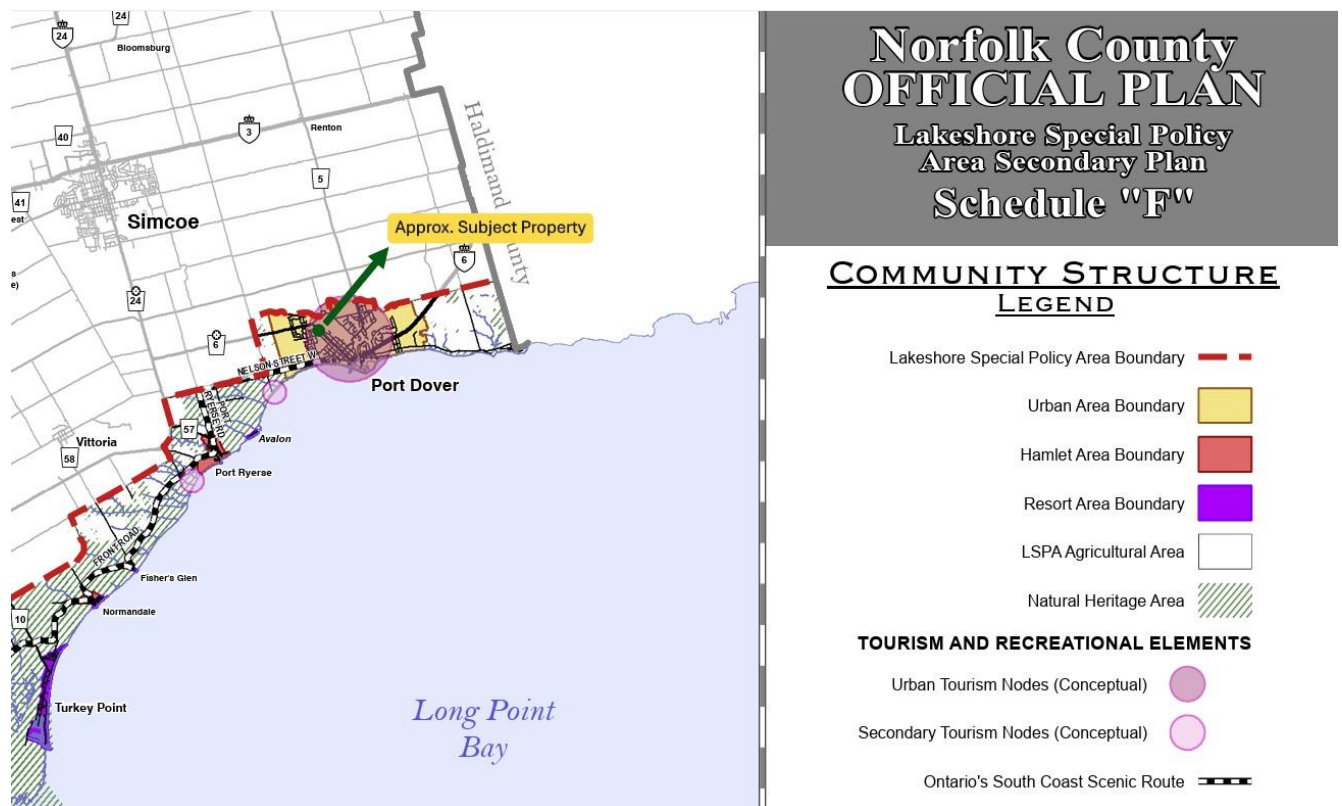
The proposed application conforms with the Norfolk County Official Plan.

4.4 LAKESHORE SPECIAL POLICY AREA SECONDARY PLAN, 2009

The Lakeshore Special Policy Area (LSPA) Secondary Plan contains policies, strategies, and mapping that guide growth management, support a mix of housing types, protect the natural and cultural heritage of lakeshore communities, and promote sustainable neighbourhood design.

The subject property is located within the Urban Area and Urban Tourism Nodes (conceptual) of Port Dover as identified in the LSPA Secondary Plan, as presented on Figure 5. This designation directs medium density housing forms, including street townhouses, to Urban Areas as part of a broader strategy for compatible infill and residential intensification. The proposed four-unit townhouse development represents a modest increase in density within an established residential neighborhood, making efficient use of existing municipal services while respecting the surrounding built form, maintaining the character of the streetscape, and enhancing the livability of the community.

Figure 5: LSPA Designation Mapping



Section 11.2.1.1 b) and e) promote compatibly scaled infilling and intensification in Urban Areas, with medium and higher density forms directed to Port Dover. The proposed street townhouses represent a modest intensification within the Port Dover Urban Area, making efficient use of a vacant lot and existing services, while providing a medium density housing form that is compatible with the surrounding residential character.

Section 11.3.2.1 e) states that development in Urban Areas shall respect and reinforce the existing character of the community and be reviewed under the LSPA community design guidelines. The proposed development incorporates building design, setbacks, and orientation that reinforce the established St. George Street streetscape maintaining neighbourhood cohesion.

Section 11.3.3.1 b) identifies row or block townhouses as a permitted medium density residential use in Urban Areas, subject to compatibility and design considerations. The proposed four (4) street townhouses fit this definition, offering a compatible scale and built form that complements surrounding single detached dwellings while contributing to housing diversity in the neighbourhood. This section also requires that medium density development be reviewed to ensure compatibility with surround uses. The proposed townhouses achieve this through appropriate massing, setbacks, and height transitions ensuring the development integrates smoothly into the existing residential context while enhancing the range of available housing.

Section 11.8.2 b) and c) encourages the use of the LSPA Community Design Guidelines and promotes sustainable neighbourhood and building design. The proposed townhouses adopt a compact, pedestrian orientated form that minimizes waste, supports energy efficiency, reinforces the streetscape, and integrates landscaped areas to enhance the public realm.

The proposed application conforms with the Lakeshore Special Policy Area Secondary Plan.

4.5 NORFOLK COUNTY ZONING BY-LAW NO. 1-Z-2014

The subject property is currently zoned Residential 1-A (R1-A), and we hope to rezone to Residential 4 (R4), refer to Figure 6 below. Although townhouses are permitted in R1-A, R4 is more appropriate for the proposed townhouses, given the proposed unit yield. See Table 4 for the applicable R4 provisions.

Figure 5: Norfolk County Interactive Mapping: Subject property indicated in red – Residential 1-A



Table 4: Norfolk County Zoning By-law 1-Z-2014 – R4 Zone

Zone Provisions – R4	Required	Proposed	Comment
Min. Lot Area	156sqm	End Units: 496.17m2 Int. Units: 375.65m2	Complies
Min. Lot Frontage	6.5m	6.5m	Complies
Min. Front Yard	6m	6.05m	Complies
Min. Interior Side Yard	6m	N/A	Does Not Apply
Min. Interior Side Yard	1.2	1.94m	Complies
Min. Rear Yard	7.5m	23.26m	Complies
Min. Separation	2m	N/A	Does Not Apply
Max. Building Height	11m	9.5m	Complies
Parking Requirements	2 spaces/unit	2 spaces/unit	Complies

This application meets all applicable provisions of the County of Norfolk Zoning By-law 1-Z-2014.

5. TECHNICAL REPORTS

5.1 TRAFFIC IMPACT BRIEF (ASURZA)

As part of the development review process, a traffic and access assessment was undertaken to evaluate the impacts of the proposed townhouse units on the surrounding road network and to ensure driveway design compliance with recognized standards. The assessment determined that, due to the limited scale of the development, the additional trips generated will have a negligible effect on current traffic operations. The TAC Geometric Design Guide for Canadian Roads was consulted to confirm that the proposed driveway widths, spacings, and skew meet the applicable design domains.

Based on the findings, the transportation consultant made the following recommendations:

- It is the professional opinion of Asurza that the proposed development will not adversely affect the operation of the adjacent roadway network.
- The proposed driveway geometry complies with the TAC design criteria, including the acceptable range for intersection skew (70° to 90°), ensuring safe and efficient access to the site.
- Notwithstanding the above conclusions, any site modifications during detailed design should continue to adhere to TAC standards to maintain safe driveway operations.

This report should ensure that the development can proceed as proposed.

5.2 FUNCTIONAL SERVICING REPORT (BALAN ENGINEERING)

A Functional Servicing Report confirms that the proposed development can be adequately serviced by existing municipal infrastructure.

Sanitary servicing will connect each unit via a 125 mm PVC line to the existing 450 mm sanitary main on St. George Street. Capacity analysis confirms sufficient flow capacity, with no anticipated constraints.

Water servicing will connect through 50 mm copper lines to the existing 200 mm watermain on St. George Street. Based on Ontario Building Code calculations, peak domestic demand (3.0 L/s total) can be accommodated within existing system capacity.

Fire protection will be provided by a hydrant located within 90 m of all building faces, meeting OBC requirements. The estimated fire flow requirement of 9,000 L/min (150 L/s) will be verified through testing.

All municipal and utility services, including hydro, gas, and telecommunications, are expected to be available without issue. Further details on servicing will be provided at detail design stage, if applicable.

6 PLANNING ANALYSIS SUMMARY

The application proposes to develop four street townhouses in a residential neighbourhood that fronts onto St. George Street, Port Dover.

This application also meets several technical requirements, as required by the County during the pre-consultation. These include:

- Traffic Brief (Asurza, September 2025);
- Lot Grading Plan (Balan Engineering, October 2025);
- Functional Servicing & Stormwater Management Report (Balan Engineering, October 2025); and
- Elevation Plans (Orchard Design Studio Inc, September 2025).

Based on the above technical reporting, this application has addressed all matters raised by the County and has been justified from a land use planning perspective. Therefore, this application represents good planning and should be approved.

7 CLOSING

It is our opinion that the applications represent good planning and should be approved because the application is:

1. Has regard for the Planning Act;

2. Consistent with the PPS;
3. Conforms to the Norfolk County Official Plan;
4. Conforms to the Port Dover Waterfront Masterplan and Secondary Plan;
5. Conforms to the Norfolk County Zoning By-law 1-Z-2014.

Please contact either of the undersigned with any questions or comments.

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