



Working together with our community

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Public Hearings Committee – September 03, 2025

Subject: Application ZNPL2025074 proposes to rezone the subject lands from Agricultural (Temporary Use For Special Needs Housing) to Agricultural (Special Provision For Emergency/Transition Shelters) with special provisions, for the lands described legally as MID CON 1 NTR PT LOTS 181 AND RP 37R10593 PARTS 1 2 AND 4 REG and civically as 711 Schafer Side Road, Norfolk County.

Report Number: CDS 25-029
Division: Community and Development Services
Department: Planning
Ward: Ward 4
Purpose: For Public Meeting

Recommendation(s):

That staff Report CDS-25-029 for development application ZNPL2025074 be received for information; and

That any comments received as part of the statutory public meeting be considered in a future recommendation staff report.

Public Meeting Notification:

A public meeting is a statutory requirement in accordance with the Planning Act, and is intended to allow members of the public to submit written or oral comments in relation to the proposed development. Additionally, any person may make written submissions at any time prior to County Council making its final decision on the application.

Pursuant to the requirements of the Planning Act R.S.O. 1990, C. P. 13 ("Planning Act"), a notice of the statutory public meeting was posted 20 days in advance of the Public Meeting. Notifications were mailed to neighbors within 120 m of the subject lands; and a yellow notification sign was posted on the site on August 6, 2025.

Discussion:

The purpose of this public hearing is to provide Council and the public with an overview of the development proposal and afford the opportunity to comment and provide feedback on the proposed amendments.

Site Context:

The subject lands are approximately 40 hectares (100 acres) in area and are located Schafer Side Road, Norfolk.

The property is actively farmed and contains several buildings clustered together, encompassing approximately 4 hectares (10 acres).

Existing Buildings:

- Former Agricultural Research Station (now temporary use as special needs housing emergency/transition shelter).
- Several underutilized buildings that used to serve the research station:
 - Former Weather Station
 - Greenhouses
 - Maintenance building
 - Storage buildings

Surrounding land uses:

North – existing agricultural land

South – existing agricultural land

East – existing agricultural land

West – existing agricultural land and significant woodlot



Figure 1: View of Subject Property from Schafer Side Road

Proposal Summary:

The applicant is proposing to rezone a portion of the subject lands zoned Agricultural (Temporary Use for Special Needs Housing) to Agricultural (Special Provision for Emergency/Transition Shelters) with a special provision that includes:

- Parking Ratio: 1 space for every 4 units.
- Proposed site specific definition of emergency/transition shelter.

The following studies have been submitted in support of the proposed applications:

- Traffic Impact Brief – F.R. Berry and Associates (November 30, 2021)
- Planning Justification Report – G. Douglas Vallee (March 7, 2025)

No other studies were submitted.

Strategic Plan Linkage:

This report aligns with the 2022-2026 Council Strategic Priority Building Norfolk - Develop the infrastructure and supports needed to ensure complete communities.

Explanation: The proposed development would provide additional housing options for residents of Norfolk County.

Conclusion:

A recommendation report will be provided on this matter following review of the circulation, planning considerations and this statutory public hearing meeting regarding the submitted, “complete” development applications.

Attachments:

Attachment A – Development Overview
Attachment B – Existing Planning Policies
Attachment C – Technical Comments
Attachment D – Public Comments
Attachment E – Proposed Zoning Bylaw Amendment

Approval:

Approved By:
Al Meneses, CAO

Reviewed By:
Alisha Cull BES, MCIP, RPP, Ec.D.
Manager of Planning Services

Prepared By:
Josh Mueller BES URPT CPT MCIP
Planner

711 Schafer Side Road, Middleton Proposed Zoning Bylaw Amendment

Application File Numbers:ZNPL2025074

Applicant: Mike & Sandy Kloefer

Agent: Vallee Consulting

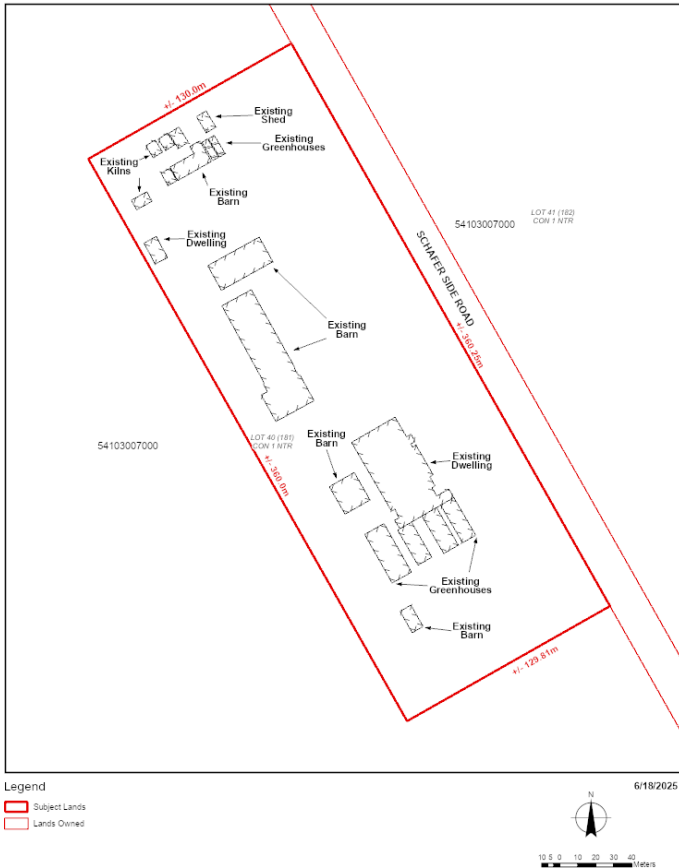
Statutory Public Hearing

Date: September 3, 2025

Site Context

LOCATION OF LANDS AFFECTED
CONCEPTUAL PLAN
Geographic Township of MIDDLETON

ZNPL2025074



Site Characteristics:

- Total Land Area approximately 40 Hectares (100 Acres)
- Located on Schafer Side Road in Middleton
- The subject land contains a former Government Research Facility. The land is also actively farmed.

Surrounding Land:

North – Agricultural Uses

South – Agricultural Uses

East – Agricultural Uses

West – Agricultural Uses and Significant Woodlands

The lands are serviced with private septic systems and cisterns for potable water. Fire protection also exists on the site.

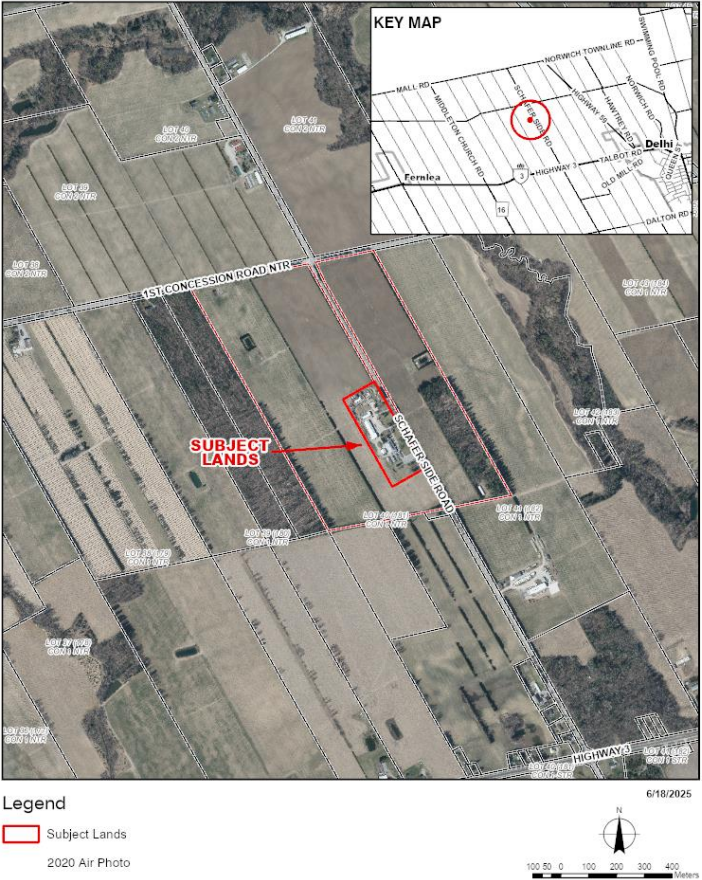
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Site Context

Context Map

MAP A
CONTEXT MAP
Geographic Township of MIDDLETON

ZNPL2025074



Development Proposal

To rezone a portion of the subject lands zoned Agricultural (Temporary Use for Special Needs Housing) to Agricultural (Special Provision for Emergency/Transition Shelters)

The special provision would include the following:

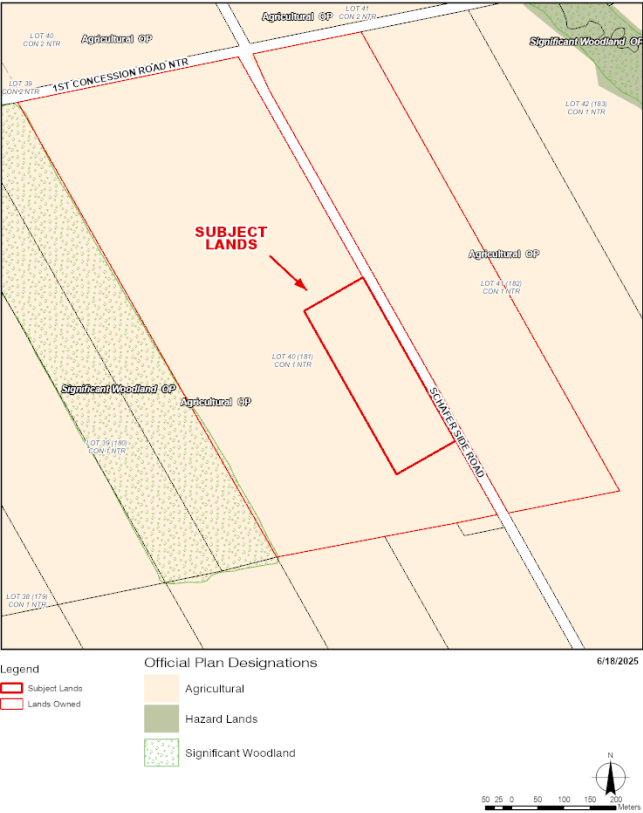
- a.) Parking Ratio: 1 space for every 4 units.
- b.) A proposed site specific definition of emergency/transition shelter.

Site Context

Official Plan Map

MAP B
OFFICIAL PLAN MAP
Geographic Township of MIDDLETON

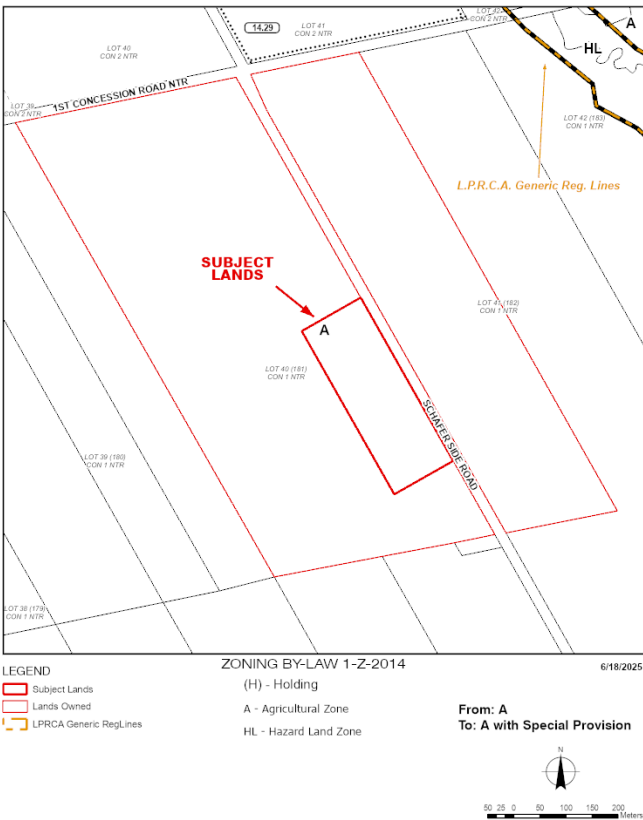
ZNPL2025074



Proposed Zoning By-law Amendment Map

MAP C
PROPOSED ZONING BY-LAW AMENDMENT MAP
Geographic Township of MIDDLETON

ZNPL2025074



Preliminary Review

Technical Reports:

- Traffic Impact Study
- Planning Justification Report



Technical Comments:

Technical Comments (provided to date) are included in Attachment C

Public Input:

Public input has not been received at this time.

Preliminary Considerations

Key Items		Preliminary Review
Redevelopment		The subject lands are underutilized and have great redevelopment potential
Servicing		The proposed redevelopment would be serviced by existing private services.

Next Steps & Recommendation

- Consideration of Public Hearing Input
- Review of all Technical Comments
- Recommendation Report

Public Hearing Committee Report Recommendation:

THAT staff Report CDS-25-029 for development application ZNPL2025074 be received for information;

AND FURTHER THAT any comments received as part of the statutory public meeting be considered in a future recommendation staff report.

ATTACHMENT B

Existing Policies and Zoning Considerations

Planning Act

Section 2 of the Planning Act outlines those land use matters that are of provincial interest and for which all county planning decisions shall have regard. The provincial interests that apply to development on this site are:

- (h) the orderly development of safe and healthy communities;
- (j) the adequate provision of a full range of housing, including affordable housing;
- (p) the appropriate location of growth and development and

Section 3 of the Planning Act requires that, in exercising any authority that affects a planning matter, planning authorities “shall be consistent with the policy statements” issued under the Act and “shall conform with the provincial plans that are in effect on that date, or shall not conflict with them, as the case may be”.

Section 34 of the Planning Act permits amendments to the zoning by-law by Councils of local municipalities.

Consistency with the Provincial Planning Statement, 2024

The Provincial Planning Statement, 2024 (PPS) provides policy direction on matters of provincial interest related to land use planning and development, which is intended to be complemented by local policies addressing local interests. The PPS promotes healthy, livable and safe communities through the efficient use of land throughout the Province of Ontario.

The proposed ZBA application is consistent with Section 2.2 of the Provincial Planning Statement. Section 2.2 of the PPS deals with housing:

1. Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:
 - a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;
 - b) permitting and facilitating:
 2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas,

and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3.

Norfolk County Official Plan

The Norfolk County Official Plan (the Plan) provides the essential tool to direct future growth, development and change in the County and to create the community envisioned by Norfolk's residents. This Plan responds to the uncertain nature of the future with clear and resilient principles and policies. It ensures that the planning framework and processes are clearly identified to ensure that Norfolk County remains a healthy, safe and successful community with a rich agricultural base and a strong economy, a diverse natural environment, and a great place to live.

The subject lands are currently designated Agricultural. The buildings exist on the site. No new development is proposed. The applicant proposes to continue the previously-approved temporary use on the subject lands.

Zoning By-law 1-Z-2014 and any Proposed Amendments

A portion of the subject lands are currently zoned Agricultural (A) Zone (with a Temporary Use for Special Needs Housing). The applicant proposes to amend the Zoning of that portion of the land to Agricultural with a special provision. The special provision would permit an "emergency/transition shelter" including: temporary incentivized accommodations for immigrants, refugees and low income families, and parking provision ratio of 1 spot to every 4 units.

ATTACHMENT C

Technical Comments

Zoning

Zoning has reviewed the application and has no comments.

Building

The building department has reviewed the proposal and has NO conditions.

Three building permits were issued to convert the building to suites of residential occupancy. Contact the building department to close out any open permits.

All general permitting inquires: by email: permits@norfolkcounty.ca or by phone: 226-NORFOLK (226-667-3655) Ext 6016.

Engineering

Engineering has reviewed the application proposal and notes that no technical reports and/or studies were submitted in support of it. The request is to extend the existing temporary permitted use (emergency/transition shelter services) and to amend the zoning bylaw by way of special provision to allow for its continued use. Engineering has no comments of concern.

LPRCA

LPRCA staff have reviewed the application and have no comments.

GIS

Norfolk GIS has no requirements at this time.

Fire

Fire Safety Plan to be updated and submitted to the Fire Prevention Officer for review and approval.

ATTACHMENT D

Public Comments

No Public Comments received at this time.



The Corporation of Norfolk County

By-Law 2025-XX

Being a By-Law to Amend Zoning By-Law 1-Z-2014, as amended, for property described as MID CON 1 NTR PT LOTS 181 AND RP 37R10593 PARTS 1 2 AND 4 REG, known as 711 Schafer Side Road, Norfolk County.

Whereas Norfolk Council is empowered to enact this By-Law, by virtue of the provisions of Section 34 of the *Planning Act, R.S.O. 1990, CHAPTER P.13*, as amended;

And whereas this By-Law conforms to the Norfolk County Official Plan.

Now therefore the Council of The Corporation of Norfolk County hereby enacts as follows:

1. That Schedule A of By-Law 1-Z-2014, as amended, is hereby further amended by changing the zoning of the subject lands identified on Map A (attached to and forming part of this By-Law) from Agricultural (A) Zone to Agricultural (A) Zone with special provision 14.1101;
2. That Subsection 14 Special Provisions is hereby further amended by adding new 14.1101 as follows:

14.1101 In addition to the uses *permitted* in the A Zone, an emergency/transition shelter shall also be *permitted*. An emergency/transition shelter shall be defined as a special needs housing form that contains one or more *habitable rooms* which may include common kitchen, bathroom or other living and amenity space that meets the Ontario Building Code intended for temporary, short-term usage. The housing accommodations must be related to or supported by a non-profit or community group, government agency or special needs circumstances for purposes such as immigrants, refugees, and low-income families accommodation, homelessness and other transient/transitional needs. It shall not be geared to long-term (approximately three-years or greater) leasing or purchasing of the habitable space and shall not include market-based short-term rentals."

In lieu of the corresponding provisions in the A Zone, the following shall apply:

- a) number of *parking spaces*: 1 space for every 4 *dwelling units*.

Enacted and passed this _____ day of _____, 2025.

Applicant Mike & Sandy Kloefer

File Number ZNPL2025074

Report Number CDS-25-029

Assessment Roll Number: 3310541030070000000

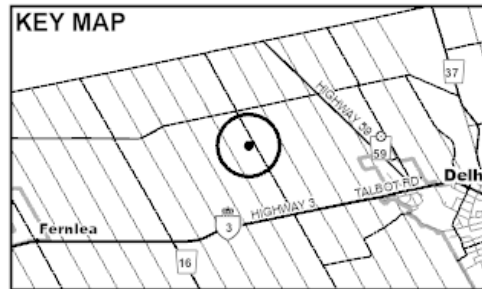
Mayor: A. Martin

County Clerk: W. Tigert


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MAP A **ZONING BY-LAW AMENDMENT** **NORFOLK COUNTY**

In the Geographic Township of
MIDDLETON



LEGEND

 Subject Lands

ZONING BY-LAW 1-Z-2014

(H) - Holding

From: A

To: A with Special Provision

A - Agricultural Zone



1:3,562

25 12.5 0 25 50 75 100 Meters

This is MAP A to Zoning By-law _____ Passed the ____ day of _____.

Mayor: A. Martin

Clerk

Applicant Mike & Sandy Kloefer

File Number ZNPL2025074

Report Number CDS-25-029

Assessment Roll Number: 3310541030070000000

**Explanation of the Purpose and Effect of
By-Law 2025-xx**

This by-law affects a parcel of land described as MID CON 1 NTR PT LOTS 181 AND RP 37R10593 PARTS 1 2 AND 4, known as 711 Schafer Side Road, Norfolk County.

The purpose of this By-law is to change the zoning on a portion of the subject lands zoned Agricultural (A) to Agricultural with a special provision to permit an emergency/transition shelter and a reduced parking ratio.