

“Pebble Beach East - Campark”

Official Plan & Zoning Bylaw Amendments File Nos. OPA2-2018 & Z25-18

Applicant: Fourward Holdings Inc. & Quinte’s Isle Campark Inc.

Executive Summary:

The purpose of the staff report is to advise Council regarding Official Plan and Zoning By-law Amendments (File Nos. OPA2-2018 and Z25-18) and to meet statutory responsibilities of hosting a public meeting before Council considers a related approval decision.

Recommendations:

THAT the report of the Engineering, Development and Works Commission dated May 16, 2018 regarding Official Plan Amendment No. OPA2-2018, and Zoning Bylaw Amendment File No. Z25-18, Fourward Holdings Inc., be received; and

THAT after receiving public comments, a staff report be brought back for Council’s consideration.

Purpose:

The purpose of this report is to advise Council and the public regarding applications for an Official Plan Amendment File No. OPA2-2018 and Zoning Bylaw Amendment File No. Z25-18.

Background:

Description of the Subject Lands

The subject lands consist of approximately 32 hectares (80 acres) located in the southern limits of the County of Prince Edward. The lands are located immediately east of Quinte’s Isle Campark, a recreational trailer park owned by the same family as the Applicant. The lands front onto 821 metres Soup Harbour of Lake Ontario with Welbanks Road traversing through the easterly third of the lands terminating at the shore. Additional frontage of the subject lands is located on each side of Welbanks Road. Attachment #2 presents an aerial view of the subject lands and Quinte’s Isle Campark.

While on site, staff observed the lands to be generally quite flat and currently used as pasture or perhaps a hay system. Limited areas that exhibit wooded vegetation show early succession species likely limited by shallow soils to limestone bedrock. West of Welbanks Road, the shoreline is comprised of stony pebbly washed rock. To the east begins a

Provincially Significant Wetland (Soup Harbour PSW) that dominates the shore line and occupies significant extents inland. North of the subject lands is an area characterized as a farmed field pattern up to the limits of Salmon Point Road. North of Salmon Point Road, a strip of residential and tourist developments front between Salmon Point Road and Athol Bay shoreline.

The Proposed Development

The following reports have been prepared in support of the project:

- Planning Justification Report, RFA Planning Consultant, dated March 26, 2018 (Attachment #4 & #5)
- Pebble Beach East Servicing Design Brief, Greer Galloway Consulting Engineers, dated February 15, 2018 (Attachment #6)
- Stage 1 & 2 Archaeological Assessment by Ground Truth Archaeology Ltd, dated April 7, 2017 (Attachment #7)
- Pebble Beach East Preliminary Stormwater Management Report, by Greer Galloway Consulting Engineers, dated February 13, 2018 (Attachment #8)
- Pebble Beach East Traffic Impact Study by Greer Galloway Consulting Engineers, dated October 2017 (Attachment #9)
- Environmental Impact Study Pebble Beach East Campground by Beacon Environmental Limited, dated February 2018 (Attachment #10)

The studies will be subject to peer review by the County's consultant, where appropriate.

The Official Plan Amendment proposes to re-designate the lands from the Rural to the Shore Land designation in order to permit a seasonal tourist commercial campark with 337 park model trailer sites called Pebble Beach East. Through application for Zone Amendment Z25-18, the lands are to be rezoned from *Rural 2 (RU2) Zone* to a *Special Trailer Park Commercial (TPC-12) Zone* to permit the intended uses and to establish specific site development standards. Functionally, this is an expansion to the approximately 600 serviced seasonal trailers and transient camping sites of Quinte's Isle Campark. The intention is that the two developments will share recreational facilities and services. The recreational facilities are significant: an 80-boat marina, basketball court, swimming pools, etc. that offer a high degree of recreational amenity. The development is to be serviced by on-site private communal sanitary sewers and private communal water facilities to be made available through Quinte's Isle lands, subject to provincial approval. Access is to be gained through Quinte Isle Campark at 237 Salmon Point Road with additional gated emergency access via 558 Welbanks Road.

Internal to the site, the laneways are proposed to be 6 m in width with geometrics that will accommodate movements of emergency vehicles. Many vacationers in Quinte's Isle campark make use of golf carts to provide convenient access to Quinte's Isle's recreational facilities and other amenities. 210 golf cart parking sites have been planned close to the beach and inland parkettes.

Attachment #3 presents the development plan for the Pebbles Beach East campark.

Analysis/Comment:

Planning Act

The applications are being reviewed by County staff while having regard for Section 2 (provincial planning matters) and Section 3 (provincial policy statements) of the Planning Act.

The Application for an Official Plan Amendment appears to be complete. The proposed application satisfies the required criteria of Section 22(4) of the Planning Act.

The Application for Zoning By-Law Amendment appears to be complete. The proposed application satisfies criteria of Section 34 of the Planning Act.

Detailed analysis is offered in **Attachment #4** the Planning Justification Report completed by the Applicant's consultant, RFA Planning Consultant Inc.

Provincial Policy Statement, 2014 (PPS)

The lands are described by the PPS as *rural lands* (lands outside of settlement areas or prime agricultural areas). The PPS establishes a range of permitted uses in *rural lands* with a focus on resource-based uses, including recreational uses (Section 1.1.5.2). Furthermore, recreational, tourism opportunities are promoted (Section 1.1.5.3) where development is compatible with the rural landscape (Section 1.1.5.4) and is appropriate to the infrastructure (e.g. roads, etc.) without its unjustified and/or uneconomical expansion (Section 1.1.5.5).

The PPS also guides developments regarding the promotion of public spaces, recreation, parks, trails and open space (Section 1.5), including publicly-accessible water-based resources (Section 1.5.1 b) and c).

The PPS permits private communal sanitary sewer and drinking water services for recreational uses (1.6.6.3). A Municipal Responsivity Agreement (MRA) is not required for drinking water systems servicing recreational seasonal developments. Care will need to be given in any planning approvals that ensure the development remains seasonally occupied (i.e. not year-round use) to ensure no risks are incurred to the municipal for the assuming of responsibilities for sanitary sewer/water services.

Section 1.6.6.7 requires consideration of stormwater management. The development proposal involves enhanced Level 1 treatment as per MOECC requirements. Staff have no immediate concerns regarding stormwater management, but may seek peer review of the submitted report. Stormwater management details may be addressed at the time of Site Plan Control.

The PPS directs developments to be compatible with the long-term purposes of transportation facilities (Section 1.6.8.3). A Traffic Impact Study has been completed to address potential impacts on roadways. The Applicant's solicitor has prepared legal documentation to convey to the County ownership of Welbanks Road to where it terminates at Lake Ontario.

Section 2.1 of the PPS directs the appropriate management of natural heritage resources. The Environmental Impact Study Pebble Beach East Campground by Beacon Environmental Limited, dated February 2018, addressed a wide range of environmental

issues. In lieu of a small unevaluated wetland on the property where it is proposed to be developed, a wetland compensation area is planned to be constructed adjacent to the Soup Harbour PSW in Lot 18. The compensation area will incorporate a wildlife viewing platform and signage and a parking area created with access at a turnaround on Welbanks Road. The Beacon Environmental Limited Report will be reviewed by staff and if appropriate, the County's peer review consultant.

The lands to the east of the subject lands are designated as Prime Agricultural lands. No livestock facilities were observed. Minimum Distance Separation (MDS I) guidelines do not apply.

Section 2.6 of the PPS directs archaeological and cultural resources to be conserved. A Stage 1 & 2 Archaeological Assessment by Ground Truth Archaeology Ltd, dated April 7, 2017 was completed. Development will commence only after required clearances have been given from the Province.

The shoreline of the subject lands represents natural hazard lands – floodplains and inland wave uprush (Section 3.1). The Beacon EIS Report address natural hazards, which will be reviewed by staff or the County peer review consultant.

Official Plan

The Official Plan designates the subject lands in the Rural designation. The proposal is to re-designate the lands to the Shore Land designation.

Part III, Section 4.7.6 establishes that commercial developments are to convey up to 2% of the development lands for parkland purposes, or "cash-in-lieu" of parkland payment when deemed appropriate. The RFA report offers a parkland conveyance including the land located

at the terminus of the road allowance of Welbanks Road along Lake Ontario, as well as adjacent to the Soup Harbour Wetland.

The Shore Land designation is an area intended to include growth related to tourism and recreation (Part IV A.). The *Strategy for Development* of the Shore Lands designation involves protecting the ecological features/functions of shorelines (Part IV, 4.1.3). Lands are to be re-designated to Shore Land when lands currently designated as Shore Land are largely developed (Part IV, Section 4.1.4) and the development does not necessitate the undue extension of municipal services such as the upgrading of private rights-of-way to municipal standards (Part IV, Section 4.1.5).

The Plan recognizes tourist commercial uses in the Shore Land designation as an important component of the County's current and future economy (4.1.7). 'Destination' resorts are encouraged in order to allow alternative public access to the water. More definitively, Section 4.1.9 of the Plan states, "*The provision of adequate public access to water in the Shore Land designation shall be ensured.*"

Section 4.2.3 e) specifically permits seasonally operated tent, trailer and recreational vehicle parks and accessory facilities and related recreational facilities.

The Plan requires a separate zone for recreational vehicle and trailer sites. The Tourist Commercial Park (TCP) Zone is the intended zone.

Section 4.4.1 h) of the Plan specifies a minimum of a 30 m setback from the shoreline. The development plan proposes a setback of 30 m or more.

Section 4.4.3 of the Plan lays down policy criterion for commercial development in the Shore Land designation: adequacy of the shore frontage for recreation, suitability of the proposed density, adequacy of parking and docking facilities, suitability of the site for sewage disposal facilities and water supply, hydrogeological and stormwater management, adequacy of public road access, and impact of traffic on surrounding land uses. Specific provisions of the Official Plan (Part IV, Section 4.4.4) refer to site development standards for tent and trailer parks, including: site plan control will apply, not less than 200 square metres for each site, a waterfront park shall generally provide not less than 1.5 metres of waterfront for each site, roads within a park shall provide for the safe and adequate movement of vehicular and pedestrian traffic, and overall density within a park shall not exceed 30 sites per hectare. See the RFA Report pages 26 – 28 for a discussion regarding these policies.

Part VI, Section 1.14.5 h) of the Plan establishes that among other matters, the financial impacts on the municipality should be considered in considering a site-specific Official Plan Amendment. RFA Planning Consultant has submitted information assessing financial impacts in Appendix 'C' of the RFA Report.

Comprehensive Zoning By-law 1816-2006.

The subject property is currently zoned *Rural 2 Zone* on Schedule A5-1. The application for Zoning By-law Amendment proposes an amendment to the Special Tourist Park Commercial (TPC-12) Zone. This represents an extension to the TCP-12 Zone of the Quinte's Isle Campark lands. Special provisions are being requested for the overall number of camp sites. In addition, the archaeological site is proposed to be rezoned to a special TPC-12-H Zone to ensure that the Stage 3 Archaeological Assessment will occur prior to the development of the trailer sites. A general "Holding" provision may be appropriate to ensure that the lands are developed through Site Plan Control.

Notice/Consultation:

Statutory Notice:

- Developer has erected a Notice of OPA/ZBA sign on the site with sufficient number of days' notice as required by regulations.
- Ad in the April 26, 2018 edition of The County Weekly News
- Notice of Public Meeting mailed to agencies and to landowners within 120 meters of the subject property

Consultation/Circulation Comments:

Engineering, Development and Works –

- 1) Proponent shall upgrade Welbanks Road from Kelly Road southerly approximately 870m to the limit of the proposed emergency access entrance and municipal parking lot, in a manner consistent with Municipal standards and including the following minimum elements: 70 km/hr posted speed limit, 80 km/hr design speed, two (2) 3.0 m lanes, 1.0 m granular shoulder, 150 mm granular A base, 300 mm granular B sub-base, double surface treatment asphalt pavement, ditching on both sides, dead end barricade at terminus and ancillary items as may be in order.

- 2) Proponent shall deed a permanent easement over the EP subject lands east of the extension of Welbanks Road nearest the Lake for the purposes of permitting general non-motorized public access for outdoor recreational activities, including walking, hiking, wildlife observation and other, subject to a Property Use Agreement and the provision of Municipal indemnity/insurance and other as may be in order.
- 3) Proponent shall extend the 20.0 m ROW width from the proposed parking lot to the water's edge to ensure that the meandering watercourse does not cut off public access over the proposed 14m ROW width.

The Traffic Impact Study (dated October 2017) and Preliminary Stormwater Management Report (dated February 13, 2018), both prepared by Greer Galloway, are currently being reviewed with further comments pending.

Staff will further consult internally in the preparation of final comments.

Chief of Fire Services –

The following are needed clarifications:

- Civic address Welbanks or Salmon Point? When emergency agencies respond they will need the correct address for their GPS systems
 - Identify the road width
 - Identify direction of traffic
 - Easier access corners especially for the internal roads,
 - Visible road signage with illumination
 - Visible site numbers
 - Emergency gate how it be accessed , tear away, siren operated etc
 - No Parking on road ways (Possibly designated all road Fire Routes with signage)
- **Ontario Hydro One Inc.** – No comments at the time of the staff report.
 - **Hastings-Prince Edward School Board** – No comments at the time of the staff report.
 - **Source Protection Plan** – No comments at the time of the staff report.
 - **General Public (Attachment #11)** –

Written comments were received from Victoria Taylor and Jamie Kennedy of 18662 Loyalist Parkway, Hillier. Their comments referred to concerns regarding density, intensity, incompatibility with the natural environment and the general need to protect the south shore for natural heritage. The request is “This amendment application is not in the public interest and we ask that the County Planning Department oppose this application and work in the public interest to keep the south shoreline natural and protected.”

Written comments were received from Bob and June Mason who expressed concerns regarding traffic onto County Roads 18 and 10 feeding into Salmon Point Road. The correspondence expresses concerns that the intersection of Salmon Point Road with County Roads 18 and 10 have become a danger zone. “We are concerned that the proposed amendments to the Official Plan will create unnecessary risks to the health and safety of all users of Salmon Pont Road. Please

consider the more obvious and acceptable use of Welbanks Road as the primary access to this major development situated on Welbanks Road.”

Corporate Strategic Plan/Priority Implications:

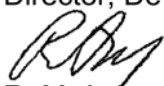
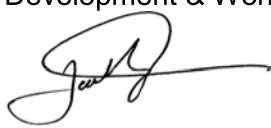
The recommendations of this report contribute to the following Priority of the Strategic Plan: “A Community with Stable Employment and Affordable Housing”.

Financial Implications:

The owner has provided the County with the required processing deposits and fees and will provide the County with securities to ensure the satisfactory completion of all works.

Attachments:

1. Figure 1 – Key Map
2. Aerial view of the subject lands and Quinte’s Isle Campark
3. Development Plan for Pebble Beach East
4. Planning Justification Report by RFA Planning Consultant Inc., March 2018
5. RFA’s Draft Zoning By-law Amendment – Schedule ‘1’
6. Servicing Design Brief, Greer Galloway Consulting Engineers, dated February 15, 2018
7. Stage 1 & 2 Archaeological Assessment by Ground Truth Archaeology Ltd, dated April 7, 2017
8. Preliminary Stormwater Management Report, by Greer Galloway Consulting Engineers, dated February 13, 2018
9. Traffic Impact Study by Greer Galloway Consulting Engineers, dated October 2017
10. Environmental Impact Study by Beacon Environmental Limited, dated February 2018
11. Written Public Comments

Prepared by:	Paul Walsh Manager of Planning	April 27, 2018
Reviewed by:	Peter Moyer, P.Eng. Director, Development Services	May 8, 2018
Commissioner Approval:	 R. McAuley, P.Eng., C.B.C.O. Commissioner of Engineering, Development & Works	May 10, 2018
CAO Approval:	 James Hepburn Chief Administrative Officer	May 11, 2018