

REPORT

Development Services

TO: Mayor and Members of Council

FROM: Grant Lindsay, Planner

DATE: May 18, 2022

REPORT: DS-84-2022

SUBJECT: Temporary Use Zoning By-law Application, File No: Z-11-22

Owner: PEC Community Partners Inc. (Agent - The Biglieri Group)

Location: 343 County Road 22 and Kingsley Road

Loch Sloy - Camp Picton

EXECUTIVE SUMMARY:

The purpose of this report is to provide Council with a recommendation to establish a Temporary Use Zoning By-law (under Section 39 of the *Planning Act*) on lands owned by PEC Community Partners Inc. located at 343 County Road 22 and locally recognized as the former Camp Picton lands.

The lands have been described as a former military training facility and associated airport that was operational during World War II and for a period of time thereafter. The lands have since redeveloped into a Business Park and private airport. The lands subject to this application do not currently include the airport runways. They do however, include the existing six hanger buildings, 34 commercial buildings, and six buildings that are in significant disrepair

PEC Community Partners Inc. also owns several land holdings in and around the former Camp Picton. PEC Community Partners Inc. conducted an Information Briefing to Council on February 22, 2022 explaining their overall approach and vision regarding the revitalization of the Camp Picton site. The first component of this vision and strategy is to continue to allow for the existing land uses on the site, while introducing some additional land uses that will incrementally increase activity and site utilization. The Proponent plans to rehabilitate a number of existing buildings on the site and to introduce new programming that will include a range of recreational, commercial,

live/work and arts and culture land uses and opportunities. The Proponent is emphasizing an adaptive reuse of the existing buildings. The intent is to reuse and maintain as many of the existing buildings as possible. Investment will be made in additional landscaping and improving the greenspace around and adjacent to the existing buildings on the site. Finally, the Proponent is intending to make the site more active to encourage a "Sense of Place" and a year-round destination.

To facilitate the evolution of the Camp Picton lands, the proposed Temporary Use Zoning By-law will allow for the existing land uses to be maintained and the introduction of new land uses to allow for increased activity on the site. This By-law allows for the transformation of the site to begin and to provide the additional timeframe for community engagement in the development of a Master Plan that will lead to the establishment of appropriate Official Plan policies and the permanent Zoning By-law framework that will address such issues as infrastructure servicing and transportation related matters.

Staff have reviewed the application as well as the feedback received from internal departments and technical agencies. It is recognized that these lands are in transition to more intensive uses. Nevertheless, until the servicing parameters have been established to remove the H-Holding provisions, activity on the site will be limited. The subsequent Official Plan and Zoning By-law amendments will clarify the future development plans for the site.

Staff are recommending the approval of this Temporary Use Zoning By-law, which would allow for an incremental increase in activity and would establish a greater presence on the site over an interim time period of three years. Council has the option at the end of the three-year time period to extend the use of the Temporary Use Zoning By-law, should it wish to do so, for any time period up to three additional years.

RECOMMENDATION:

THAT Council receive Report DS-84-2022 of the Development Services Department dated May 18, 2022 regarding a Temporary Use Zoning By-law, File No: Z-11-22;

THAT the Temporary Use Zoning By-law for lands described as 343 County Road 22, Camp Picton, (Loch Sloy), for a time period ending May 18, 2025, be approved.

ANALYSIS:

Background

The Camp Picton (Loch Sloy) revitalization lands are located at the southeast corner of the intersection of County Road 22 and Kingsley Road, south of the downtown area of Picton. The subject lands are approximately 25 Ha. (70 acres) in size with 840 meters frontage along County Road 22 and 275-meters frontage along Kingsley Road. There are currently three existing entrances to the site: one entrance at the southwest corner of the lands, one extending easterly from County Road 22 at the northwest corner of the

lands, and one extending southerly from Kingsley road just east of the Kingsley Road and County Road 22 intersection (See Figure One).

Figure One - Site Plan



The site currently has a significant number (46) of former military buildings. Some are currently being used for industrial activities but most are vacant (Attachment 1 - Detailed Site Plan).

Immediately north of the site are existing commercial buildings and several residential dwellings. East of the site are commercial buildings and vacant undeveloped land and residential dwellings. South of the site is vacant undeveloped land. West of the site are residential dwellings, commercial buildings and vacant undeveloped land (See Figure Two).

Figure Two - Context Area Site Map



The subject lands form part of a larger land holding owned by the proponent. This application represents the initial phase of the redevelopment of the entire Camp Picton site. The Temporary Use Zoning By-law will allow for the maintenance of most of the existing activity on the site as well as some new land uses for a period of three years. During this time frame, the Municipality in collaboration with PEC Community Partners, will develop more detailed land use policies to address future development issues such as appropriate land use distribution, densities, servicing constraints and opportunities, and environmental concerns.

Planning Act

The Application for a Temporary Use Zoning By-law amendment was deemed complete by staff. The proposed application satisfies the criteria of Section 39 of the *Planning Act*.

Provincial Policy Statement (PPS)

The Ontario Provincial Policy Statement (PPS) states that healthy, livable and safe communities are sustained by promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long

term (Section 1.1.1 a). The subject lands are located in a Settlement Area as defined in Section 1.1.3 in the PPS. PPS Sections 1.1.3.1 and 1.1.3.2 state that Settlement Areas shall be the focus of growth and development and land use patterns shall be a mix of densities and land uses that efficiently use land and resources, avoid the need for unjustified or uneconomical expansion of infrastructure.

The PPS directs planning authorities to promote opportunities for economic development by providing an appropriate mix and range of employment opportunities to support current and projected needs.

Currently, municipal water and wastewater infrastructure is not available to the site. Where municipal services are not available, the PPS allows for the installation of a private communal water system. Where communal services are not available, individual on-site sewage services and individual on-site water services may be used provided that site conditions are suitable for the provision of such services with no negative impacts. The proponent will have to demonstrate to the satisfaction of the Municipality, through the utilization of Development Agreements, that an appropriate interim servicing solution can be achieved prior to any intensification of land uses on the site.

The PPS advocates that long term economic prosperity will be supported by promoting opportunities for economic development. The proposed Temporary Use Zoning By-law allows for additional land use activity to occur to animate the subject lands while an overall master Plan is developed.

The PPS also promotes the establishment of a compact form and design for future development. The Proponent is meeting this objective with the adaptive reuse of the majority of the existing buildings on the site. Special attention is given to ensure that any site alteration that will be undertaken will improve the environment, as well as ensuring that all municipal drinking water supplies are protected.

The proposed Temporary Use Zoning By-law is consistent with the PPS.

Prince Edward County Official Plan

The proposed Temporary Use Zoning By-law must conform with the policy direction of the Official Plan.

The subject lands are designated as "Urban Centre" on Schedule A-4: - Land Use Designations in the 2021 Official Plan. Lands within the "Urban Centre" are the primary focus for new growth in the Municipality. New development shall be compatible with existing development and the local context and shall occur in close proximity to existing services. New development shall have a mix of uses and densities that allow for the efficient use of services as well as the protection of Natural Heritage Systems and the conservation of Cultural Heritage Resources.

New development should protect and enhance identified environmental features such as wetlands, woodlands, steep slopes and escarpment features. Negative impacts on water quality and hydrological functions on wetlands, watercourses, and ground water

resources are to be avoided. Any land use activities must not have the potential to compromise drinking water quality.

New development should provide for meaningful employment opportunities and place an emphasis on tourism's role in the Municipality and provide opportunities for the growth of knowledge and technology-based business and the creation of an entrepreneurial culture. The proposed Temporary Use By-law will provide tourism opportunities as well as the growth of small and medium sized commercial and industrial businesses.

The proposed Temporary Use Zoning By-law will promote the development of small and medium format commercial uses by providing multi-tenanted commercial facilities, and flexible use space options in order to meet the needs of small businesses.

The Temporary Use Zoning By-law represents the initial step towards the overall creation of a Livable Community as articulated in Section 3.3.1 of the Official Plan. Increasing the range of land uses will attract more people to the site.

Policy 3.4.1 of the Official Plan outlines the importance of infrastructure in shaping the future growth and development of the Municipality. Currently, the subject lands have limited servicing infrastructure. Any additional land use activity as contemplated by the Temporary Use Zoning By-law and utilization of the existing buildings will require the Proponent to enter into a Development Agreement (s) with the Municipality outlining how basic servicing needs will be satisfied.

Staff believe the approval of the Temporary Use Zoning By-law is consistent with the above policy context as articulated in the Prince Edward County Official Plan.

Picton Urban Centre Secondary Plan

The Secondary Plan Land Use map designates the site as "Heights Development Area" on Schedule "A". The Plan currently has established two Growth scenarios for the planning horizon 2010-2031. The first scenario contemplates a steady growth of 14.5 residential units per year resulting in a potential population range of 5,338-6,576 residents for Picton. The second scenario examined all residential units in the various stages of approval which resulted in an estimate of 5,700-6,938 residents. The policy context speaks to the recognition of the historical use of the area for employment, aviation, and aviation related activities. Nevertheless, the policies also recognize the potential for the subject lands to become a more integral part of Picton's development with a range of residential, employment, institutional, recreation, tourism, and other uses. The Secondary Plan supports new development that promotes diverse commercial employment, tourism and planned development.

The "Heights Development Area" is recognized as an appropriate location for complimentary economic development opportunities and recognizes that all development requires appropriate water and wastewater services. Commercial uses such as warehousing, storage and community scale activities are permitted. A range of residential uses are also permitted including all forms of housing from single detached

through to apartments as well as special needs housing. Aviation and aviation related uses, including for the purposes of recreation, tourism, and heritage interpretation are also contemplated.

The Secondary Plan also promotes the adaptive re-use and repurposing of the existing buildings and landscape. The intent is to utilize these buildings, where possible, for tourism related services such as lodging, dining and food related services, entertainment and recreational activities. The land uses such as Restaurant, Artist Studio, Gallery, Commercial Retail, Microbrewery, Outdoor Events and Exhibitions, etc. requested by the Proponent in the Temporary Use Zoning By-law fulfill the Secondary Plan policy objectives for the "Heights Development Area". The site is located along a "Tourism Corridor" as identified in the Secondary Plan. The proposed commercial and recreational uses in the Temporary Use Zoning By-law will encourage tourism-based opportunities for smaller sized businesses in the Municipality. The adaptive re-use of most of the buildings on the site will maintain the compact building form that exists today and will conserve these cultural heritage resources.

Staff believe the approval of the Temporary Use Zoning By-law is consistent with the above policy context as articulated in the Picton Urban Centre Secondary Plan.

Implementation

The subject lands are currently zoned in Comprehensive Zoning By-law 1816-2006 as General Industrial Zone, Exception #11, with Holding Provision (MG-11-H) and Rural Residential Type #1 (RR1) Zone. Through the approval of Zoning File No. Z-11-22, some existing permitted land uses will be deleted and additional new land uses will be added, for a time period of three years. The Holding Provision will remain until such time as the Proponent enters into a Development Agreement or Letter of Undertaking with the Municipality.

Deletions

The existing land uses as outlined in the MG-11-H zone and the RR1 zone will remain, save and except the following land uses as shown in the chart below.

It was determined by the Proponent, and staff agrees, that the inclusion of these uses in the Temporary Use Zoning Bylaw is not consistent with the County's existing Official Plan and Secondary Plan policy context and the vision of future development for the subject lands

Additions

The following uses are proposed to be added to the list of permitted uses (some uses are subject to specific provisions; See **Attachment 2** for details and the chart below):

Existing Permitted Uses	Deleted Uses	Additions
Manufacturing, machining, processing, assembling, wholesaling or warehousing in wholly enclosed buildings	Transport terminals	Restaurant (subject to provisions)
Transport terminals	Motor vehicle washing establishment	Restaurant (mobile)
Building supply outlet	Recycling Depot	Artist Studio (subject to provisions)
Contractor's yard	Fuel Storage Depot	Gallery (subject to provisions)
Farm and garden machinery sales and service	Winery	Museum
Marine sales and service	Estate Winery	Commercial Retail (subject to provisions)
Motor vehicle body shop		Microbrewery (including patio)
Motor vehicle repair garage		Cidery including patio
Motor vehicle washing establishment		Kennel
Mobile home and modular home construction and sales		Dog park (fenced)
Recreational vehicle sales and service		Service shop - merchandise

Existing Permitted Uses	Deleted Uses	Additions
Mini storage facility		Assembly hall
Dry cleaning establishment		Athletic training facility
Light and heavy equipment sales and/or rentals		Outdoor events and exhibitions
Printing publishing establishment		Special events (subject to provisions)
Public uses and utilities in accordance with the provisions of Section 4.23 of this By-law		Bunk houses and Rooming houses (Subject to provisions)
Public works yard and/or garage		Craft shop
Truck repair and maintenance depot		Workshop
Veterinary clinic		Outdoor skating rink
Brew your own beer and wine making establishment		Auditorium
Recycling depot		Private park
Fuel storage depot		Gardens
Office, accessory or any permitted use		Educational programing

Existing Permitted Uses	Deleted Uses	Additions
Accessory retail commercial factory outlet up to 25% of gross floor area of building		Live/work unit
Uses, including open storage, buildings and structures accessory to the foregoing permitted uses		Single Occupancy Unit
Film studio		Surface parking
		Private pumping station

The inclusion of the above land uses for a period of three years will allow for the Proponent to begin the transformation of the subject lands from a low use industrial area into a creative community area that will intensify the variety of land uses on the site resulting in unlocking the potential for increased employment and utilization of the site. Staff agrees that by allowing these additional land uses, the Camp Picton, Loch Sloy lands will begin the initial transition into a greater community. A number of these proposed uses and activities will require the Proponent to secure an Agreement with the County over interim servicing requirements until such time as the overall servicing of the subject lands are in place.

OTHER OPTIONS CONSIDERED:

The Proponent could have considered if a formal Zoning By-law Amendment establishing permanent land uses would be appropriate at this point in time. It was concluded that the preferred option was to establish a Temporary Use Zoning By-law to delete some land uses and to allow new land uses on the subject lands for a period of three years. By allowing a transition from the existing industrial type land uses to a more focused community-based land uses moves closer to compliance with the County's approved Official Plan and Secondary Plan policies for this area.

The Proponent will be required to produce an Area Master Plan to provide further direction for the growth and development of the subject lands. Such matters as land use distribution, servicing capacities and limitations, environmental protection and constraints need to be identified before permanent zoning is established for these lands.

The conclusion is that the approval of the Temporary Use Zoning By-law allows for the subject lands to be incrementally developed and utilized (Attachment 2).

CONSULTATION TO DATE:

Statutory Notice:

- Ad in the County Weekly News, Wellington Times and Picton Gazette
- All prescribed bodies

Supplementary Notice:

- Notice of Public Meeting mailed to land owners within 120 meters of the subject property
- Sign posted on property
- Posted on thecounty.ca

Departments, Agencies and Staff Circulated

- **Development Services, Engineering Division** - No objection.

Development Services Engineering Division have reviewed the proposed Temporary Use Zoning By-law to allow for a range of recreational, commercial, institutional, live/work, arts and cultural land uses. It is understood that no municipal services will be provided to the site to service the proposed temporary uses and that the Proponent will be providing sufficient water and sanitary services, via water tanks and portable toilets. A Development Agreement will be required for each proposed Temporary Use and, where required, a grading and drainage plan will be provided.

- **Quinte Conservation** - No comments received. A letter was conveyed on April 14, 2022.
- **Michael Branscombe, Fire Prevention Officer** - No objection.

The Fire Department made it clear that there is currently no on-site water for fire fighting and limited capacity for fire protection service. The Proponent must ensure, prior to the utilization of any existing buildings, that there will be adequate on-site water for fire fighting purposes with proper water flows. The appropriate conditions will be established during the Building Permit process.

- **Andy Harrison, Chief Building Official** - No objection.
- **Jason Young, Damage Prevention Technician, Operations** - No objection.

Overall no objections; however, there is a municipal process that will determine the street names within the development, therefore, any names currently being proposed or identified by the Proponent have not been approved.

- **Stephanie Mossey, Asset and Infrastructure Specialist, Water and Waste Water Department** - No objection.

Overall no objections; however, the Water and Wastewater Department must be involved in the Development Agreement process to address potential concerns in the provision of private services, pumping stations, and potential sources of contamination, etc.

- **Enbridge** - No objection.

Enbridge has identified (in yellow below) the location of a number of existing gas infrastructure that currently exist on the property. The Proponent will be required to contact Enbridge prior to any alterations to the site.



- **Hydro** - No comments received.
- **Bell** - No comments received.

- **Rogers** - No comments received.
- **Mohawks of the Bay of Quinte** - No comments received. A letter was conveyed on April 14, 2022.
- **Huron Wendat First Nation** - No comments received. A letter was conveyed on April 14, 2022.
- **Alderville First Nation** - No comments received. A letter was conveyed on April 14, 2022.

FINANCIAL CONSIDERATIONS:

There are no direct financial implications related to the recommendation of this report. The Applicant pays all costs related to this application.

The County is under no obligation to provide an increased level of services over what exists today (i.e. fire protection, water and wastewater, etc.) until such time as the overall master planning is conducted and completed for the subject lands.

RISKS:

Risk Description	Risk Type	Proposed Mitigation
By allowing the additional land uses and increasing the activity on the site, this could lead to concerns regarding site servicing, fire protection, and transportation related issues.	Potential exposure of the Municipality to liability regarding public safety on the site.	The Municipality will require prior to any new and/or intensification of land use or activity on the site; that the Proponent enter into a Development Agreement and/or Letter of Undertaking, with appropriate securities provided, detailing how each building or event will function to the satisfaction of the Municipality.

RELEVANT POLICY/BY-LAW:

The recommendation complies with Section 2 of the Official Plan and Section 1.5 of the Picton Urban Centre Secondary Plan regarding population and employment growth and development in the "Urban Centre" designation. Local economic development will be enhanced resulting in increased employment opportunities and the creation of tourism-based growth. The adaptive re-use of the existing buildings, where possible, will provide

a mix of land uses that will create a sustainable community that conserves the cultural heritage resources of these lands.

CORPORATE STRATEGIC PRIORITY ALIGNMENT:

The recommendations of this report support the following Corporate Strategic Priorities:

Infrastructure Renewal – Create a sustainable plan focused on maintaining core existing infrastructure and services.

- The initial stage of development/redevelopment on the site will be on the basis of private services. Private water and sanitary servicing will be provided by the Proponent in the interim. The detailed review, design, and construction of future full municipal services will be determined between the Proponent and the Municipality.

Maintain Rural and Historic Charm – Maintain the rural and historical character of the County through responsible planning principles and decision-making;

- The Proponent has recognized the value of maintaining where possible the existing buildings and street pattern as a means of emphasizing this area's past history.

Livable Community – Foster an affordable, healthy, livable community for all;

- The Temporary Use Zoning By-law promotes the above objectives by enhancing the character of the area by providing a more diverse and wide range of land uses, including commercial, institutional, arts and culture, and recreational uses that will attract people to this area. Affordable living options will be provided in the future, ranging from live-work units and modest sized apartments.

The By-law represents the initial phase of this development/redevelopment and is meant to supplement the existing land uses currently permitted on the subject lands. It does not represent a significant change in this initial phase. The future development of the subject lands in addition to other land holdings of the Proponent will undergo a Master Plan prior to any significant changes.

COMMUNICATIONS:

Persons wishing to be notified of the Municipality's decision regarding this Application will need to make a written request to the Clerk of The Corporation of the County of Prince Edward.

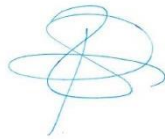
ATTACHMENTS:

1. Detailed Site Map
2. Draft Zoning By-law

Authorizing signatures:

Prepared by: Grant Lindsay
Lead Planner, Camp Picton May 3, 2022

Reviewed by: Michael Michaud
Manager of Planning May 3, 2022



Director Approval: Peter Moyer, P.Eng.
Director, Development Services May 6, 2022



CAO Approval: Marcia Wallace
Chief Administrative Officer May 9, 2022