



Committee Report

To: Councillor Steve Hammell, Chair and
Members of the Planning and Development Committee

From: Mark Paoli
Director of Planning and Development

Date: April 21, 2022

Re: County Official Plan Amendment C-2021-005 (Psotka)

Staff Recommendation:

That the County Official Plan Amendment C-2021-005 (Psotka) be approved; and

That the Bylaw be forwarded to County Council for adoption.

Summary:

The application proposes to permit the expansion of the Land's End Campground near Tobermory. The proposed amendment would re-designate the lands abutting the existing campground from the Rural Area designation to the Travel Trailer Park and Commercial Campground Area designation to facilitate the development of 21 additional camp sites.

Alignment with Guiding Principles:



GOOD GROWTH

To put growth in the right locations with the right services



AGRICULTURE

To support our key economies, including supporting a thriving agriculture community



CONNECTING

To improve our ability to move people, goods, and information between communities



HOMES

To increase the supply and mix of homes



BUSINESS

To create opportunities for a diversity of businesses, jobs, and employers



COMMUNITIES

To create wellbeing through access to healthy complete communities



HERITAGE

To identify and manage our cultural heritage resources



NATURAL LEGACY

To manage natural resources wisely for future generations

● Not applicable

● Not aligned

● Aligned

● Strongly aligned

The proposal is strongly aligned with both the Good Growth and Business Guiding Principles. The proposed campground expansion utilizes existing campground amenities and infrastructure, while allowing the Land's End Campground to meet market demand. The proposal is aligned with the Natural Legacy Guiding Principle by avoiding sensitive ecological features and functions. The proposal is aligned with the Heritage Guiding Principle by confirming the lands are unlikely to contain archaeological artifacts. On balance, this proposal is aligned with the Guiding Principles and the Vision of a healthy, diverse and thriving future.

Airphoto



Site Plan



Planning Analysis

The following section provides an overview of the planning considerations that were factored into the staff recommendation for this application, including relevant agency comments (attached), public comments (attached) and planning policy sections.

Development Overview

The Land's End Campground currently operates 119 campsites and 8 cabins for seasonal use. The existing campground is approximately 22.6 acres. Approximately 2.26 acres is located north of Corey Crescent and functions as communal amenity space for guests to access a private beach, dock and other accessory facilities. The proposal is seeking to expand campground onto adjacent parcels to the east and west, which would add approximately 18 acres to the Travel Trailer Park and Commercial Campground Area designation. The remainder of the abutting parcels are proposed to remain in the Rural designation.

The proposal is seeking to add 21 additional campsites. The proposed amendment is seeking an exception to the Travel Trailer Park and Commercial Campground Area policies to permit campsites that have a minimum frontage of 6m and a minimum area of 108 square metres. The County Official Plan requires campsites to have a minimum frontage of 15 metres and a

minimum area of 235 square metres. The reduced campsite size is being requested to facilitate the recommendations of the Environmental Impact Study to mitigate impacts ecological impacts. The reduced campsite size does not enable campsites to be spaced closer together than would be permitted if they met the frontage and area standards of the Official Plan.

The proposed expansion will utilize existing on-site private services. Water is provided through a well and sewage is stored in onsite holding tanks and pumped regularly.

Natural Heritage

Natural heritage features affecting the lands include Significant Wildlife Habitat for Interior Forest Breeding Birds, Species at Risk (Hill's Thistle and mosses) and Landscape Level Wildlife Corridors. Provincial and County planning policies generally do not permit development within or adjacent to these features unless it has been demonstrated that the proposed development will not result in negative impacts to the feature or its ecological function.

An Environment Impact Study (EIS) was submitted in support of the application. The EIS concluded the low level of human camping activity, plus access routes to new campsites from the existing Land's End Park road infrastructure, could reasonably be setback from sensitive features, mitigated and monitored to confirm persistence of rare species and surface water quality.

The Grey Sauble Conservation Authority (GSCA) reviews planning applications for natural heritage impacts. The GSCA identified a concern with regard to potential impacts to nearby wetland features, while noting that a majority of the mitigation measures can be addressed through site plan control. Specifically, the GSCA notes that the EIS identifies a number of campsites within the proposed 25 metre setback from wetlands. The Environmental consultant produced an Addendum to the EIS to further evaluate impacts to the wetlands features and refine the proposed setback. The Addendum indicates that the proposed sites will not negatively impact the wetland features. The GSCA has reviewed the EIS Addendum and are satisfied that the concerns have been addressed.

Natural Hazards

The lands contain natural hazards including flood and erosion potential associated with wetland features and a watercourse that cuts through the eastern side of the proposed campground expansion. County and Provincial planning policies generally direct development away from natural hazards to control flooding, ponding, erosion and sedimentation, and to provide protection of water resources and natural habitat dependent upon watercourses.

The GSCA have reviewed the application with respect to natural hazards impacts. The GSCA notes that some of the proposed campsites within the easterly property are within the Environmental Hazard zone. This portion of EH appears to be associated with a watercourse/drainage feature that provides for an outlet for the wetland feature to Lake Huron.

The EIS Addendum included additional information to address the concerns raised by the natural hazard concerns raised by the GSCA. The Addendum indicates that the watercourse is an intermittent warm water drainage feature, which is generally considered less sensitive

than cold water drainage features. The Addendum notes that there is an existing cart path that can support an upgrade to provide vehicular access across the watercourse without negative impacts. The Addendum also proposed an option of providing access to the eastern property via Corey Road. Additional field verification during the spring run-off has confirmed the extent of the hazard feature. The GSCA is generally satisfied with the conclusions of the EIS as well as the refined hazard mapping. The GSCA notes, that one campsite appears to remain in the hazard, however, the final location of this site can be modified through site plan control. The mapping schedule to the proposed Official Plan Amendment reflects the updated hazard mapping.

The hazard mapping is proposed to be updated within the existing campground lands as reflected on Schedule A to the amendment. Currently the Hazard Area designation does not affect the existing campground despite the presence of watercourse within this area. The applicant's planning consultant has expressed concern regarding the impact of the updated hazard mapping to the existing campground operations. It is generally common practice to update mapping schedules through the planning process if more accurate mapping is available. Existing uses within the proposed Hazard Area of the established campground will be permitted to continue. Refinements to the Hazard Area are possible without an amendment to the County Official Plan if supported by appropriate technical information.

Compatibility

Increasing the scale of the existing campground will result in additional guests to the Land's End Campground throughout the camping season. The existing campground as well as the area proposed for the expansion abut residential uses along the northern boundary of the property. In addition, there is a 2.26 acre portion of the campground on the northside of Corey Crescent containing a beach and dock with access to Hay Bay. This amenity area is shared by all guests from the main portion of the campground located on the southside of Corey Crescent. The County Official Plan provides direction that campground uses be appropriately buffered and screened to mitigate compatibility issues between nearby residential uses and campgrounds. The County Official Plan provided guidance to mitigate compatibility issues between campgrounds and surrounding land uses.

A public comment received on this application identified concerns regarding impacts associated with more guests to the campground, including increased boat traffic on Hay Bay, rowdiness and alcohol consumption, trespass issues and garbage issues.

The closest residential uses abut the existing campground area, however, there are no residential uses adjacent to the areas that are proposed for the expansion to the campground. It is not anticipated that the proposed expansion will negatively impact neighbouring properties. Many of the concerns identified through the public process appear to be associated with the use of the common amenity space on the north side of Corey Crescent. The proposal for 21 additional sites will likely result in a modest increase in the use of the amenity space relative to its existing use associated with the existing 119 campsites and 8 seasonal cabins.

Financial/Staffing/Legal/IT Considerations:

Potential Appeal to the Ontario Land Tribunal

Report Author:

Daniel Kingsbury, Senior Planner

Departmental Approval:

Mark Paoli, Director of Planning & Development

Approved for Submission:

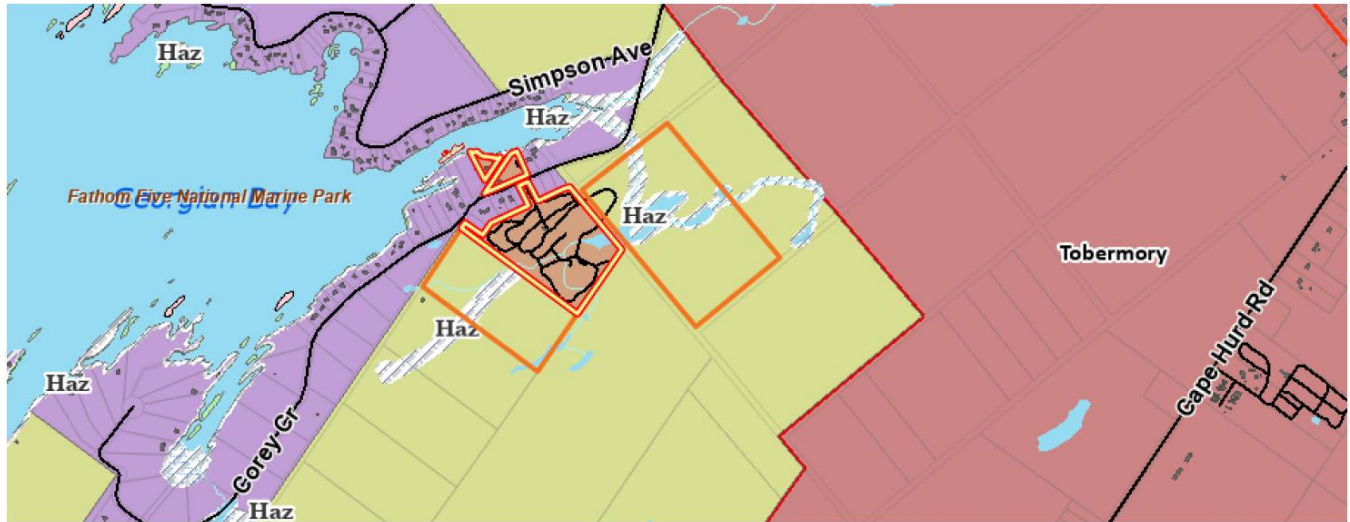
Christine MacDonald

Acting Chief Administrative Officer

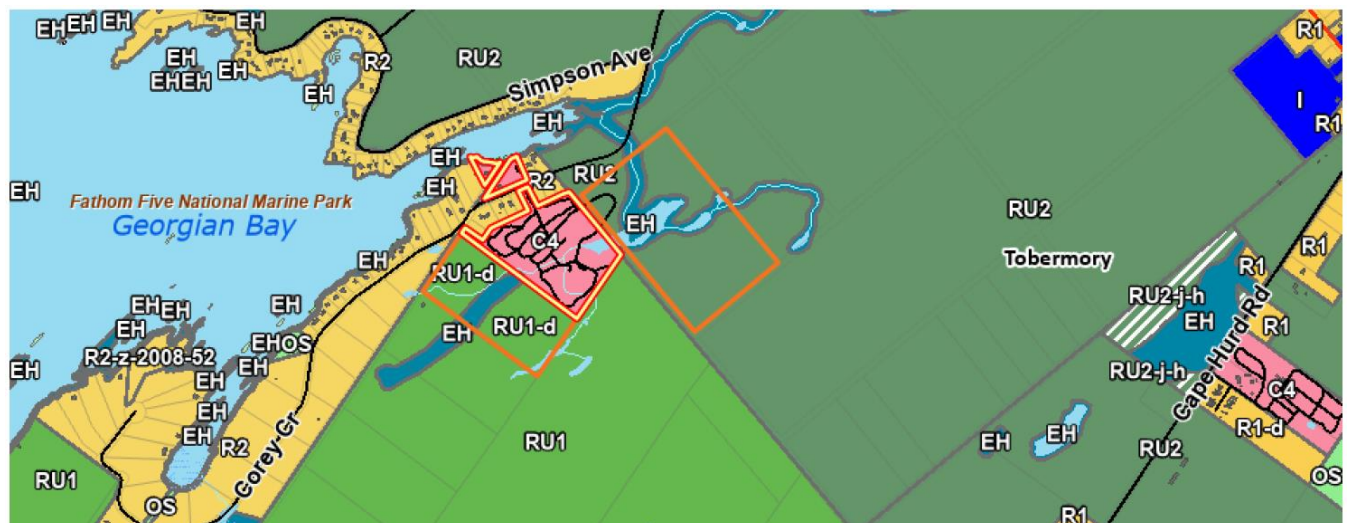
Appendices

- County Official Plan Map
- Local Official Plan Map
- Local Zoning Map
- List of Supporting Documents and Studies
- Agency Comments
- Public Comments

County Official Plan Map (Designated Rural, Hazard and Travel Trailer Park and Commercial Campground)



Local Zoning Map (Zoned RU2 - Restricted Rural, EH - Environmental Hazard, C4 - Travel Trailer Park and Commercial Campground, RU1-d - General Rural Special)



List of Supporting Studies

- Planning Justification Report
- Engineered Site Plan
- Engineered Grading Plan
- Environmental Impact Study
- Environmental Impact Study Addendum

Agency Comments

Municipality of Northern Bruce Peninsula:

- request a drainage plan
- utilizing an original unopened road allowance which may be in First Nations land claim
- appears that some sites are encroaching in wetland setback area
- setback reduction doesn't appear to be minor (15m buffer all lot lines)
- ensure 15-meter minimum frontage of campground sites
- ensure minimum 30 m (98ft) from a natural watercourse

Staff Comment: The proposal will be subject to site plan control. Approval of a drainage plan can be a condition of site plan approval. The applicant has provided updated hazard and environmental feature mapping, which the GSCA is generally satisfied with. Relief is being sought from the campsite frontage zoning provisions to implement the recommendations of the EIS to reduce natural heritage impacts.

With respect to First Nations consultation, the applicant engaged with Saugeen Ojibway Nation (SON) early in the planning process. It was confirmed that an Archaeological Assessment could be completed at a later date through the use of a holding provision to the associated Zoning Bylaw Amendment. Further confirmation from SON regarding use of the unopened road allowance can be incorporated into the site plan control agreement.

Grey Sauble Conservation Authority: Provided in full below