

**The Corporation of the City of Kawartha Lakes**  
**Planning Advisory Committee Report**

**Report Number PLAN2019-063**

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**Meeting Date:**        **November 6, 2019**

**Public Meeting**

**Title:**                Proposed Campground and Recreational Vehicle Development on the Lindsay Exhibition Grounds, geographic Township of Ops, now City of Kawartha Lakes

**Description:**       Applications to amend the City of Kawartha Lakes Official Plan and the Township of Ops Zoning By-law to permit a campground and a tourist camp (Lindsay Agricultural Society)

**Ward Number:**     **Ward 7 – Lindsay**

**Author and Title:** **Sherry L. Rea, Development Planning Supervisor**

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**Recommendations:**

**That** Report PLAN2019-063, Part of Lot 16, Concession 5, geographic Township of Ops, Applications D01-2019-004 and D06-2019-031 be received; and

**That** Report PLAN 2019-063 respecting Applications D01-2019-004 and D06-2019-031 be referred back to staff to address any issues raised through the public consultation process and for further review and processing until such time that all comments have been received from all circulated agencies and City departments, and that any comments and concerns have been addressed.

**Department Head:** \_\_\_\_\_

**Legal/Other:** \_\_\_\_\_

**Chief Administrative Officer:** \_\_\_\_\_

## Background:

The applicant has submitted applications for an official plan amendment and zoning by-law amendment. The proposal is to permit camping, recreational vehicle/trailer sites and camping cabins on the site together with accessory structures (comfort stations, washrooms and parking) and to protect the wetlands, floodplain and watercourses on the site while allowing for trails and structures such as docks, boardwalks and footbridges. The area of the applications represents 44.5 ha. (110 ac.) see Appendix “A”, “B”, and “C”.

There are two (2) proposed phases of development as follows:

Phase 1 will include 95 serviced recreational vehicle/trailer sites, 13 camping cabins and 15 tent sites together with associated facilities/amenities such as a comfort stations, parking, shelter, communal fire pit, playground and registration building with washroom and store.

Phase 2 will include an additional 48 tent sites with associated parking and a comfort station, washroom/change room, and boat launch with associated short term boat trailer parking. Phase 2 can only proceed with access through the neighbouring property to the north. The owners are negotiating with the new owners of the property for either a lot addition or easement to permit permanent access to the rear of the property.

Owner: Lindsay Agricultural Society c/o Harry Stoddart

Applicant: EcoVue Consulting Services Inc. c/o Beverley Saunders

Legal Description: Part of Lot 16, Concession 5, geographic Township of Ops, now City of Kawartha Lakes

Designation: Rural and Environmental Protection on Schedule ‘A-3’ of the City of Kawartha Lakes Official Plan with Significant Woodlands, Unevaluated Wetlands and Fish Habitat

Zone: Agricultural Support Exception Eight (AS-8) and Hazard Land Exception One (HL-1) on Schedule ‘A’ of the Township of Ops Zoning By-law 93-30, as amended

Lot Area: 44.5 ha. (110 ac.)

Site Servicing: Phase 1 is proposed on municipal water and sanitary sewer services. A private stormwater management pond exists along with private roads and trails for both vehicular and pedestrian traffic. Phase 2 is proposed on private well and septic. Additional study for Phase 2 is underway to confirm serviceability. On October 23, 2019, the applicant advised the City that the servicing scenario for Phase 2 is now proposed on municipal water and sanitary sewer. The City will be receiving updated servicing information by the end of October.

Existing Uses: Lindsay Exhibition Grounds  
Adjacent Uses: North: The Commonwell Mutual Insurance Group and agricultural land.  
South: Vacant land and Highway 7  
East: Scugog River  
West: Angeline Street South, agricultural land and rural residential lots

## **Rationale:**

The property is located on the east side of Angeline Street South and is identified as 354 Angeline Street South. The site contains the Lindsay Exhibition Grounds (LEX) and is developed with an exhibition building, grandstand, outdoor sports field, various livestock barns and indoor/outdoor rings and a poultry building and includes asphalt and gravel parking areas.

The Official Plan Amendment (OPA) proposes to re-designate the land from Rural and Environmental Protection to a Rural Special Provision to permit camping, serviced recreational vehicle sites and camping cabins together with amenity areas and accessory structures including a registration building with store, comfort stations and parking and an Environmental Protection Special Provision to protect wetlands, floodplain and watercourses on the site while allowing for trails and structures such as docks, boardwalks and footbridges.

The companion Zoning By-law Amendment (ZBA) proposes a text amendment to the site specific Agricultural Support Exception Eight (AS-8) Zone to permit a campground and a tourist camp and to rezone a portion of the property from Agricultural Support Exception Eight (AS-8) Zone to Hazard Land Exception \*\* (HL-\*\*) Zone to permit trails and limited structures that service the proposed campsites.

The applicant has submitted the following reports and plans in support of the applications:

1. Sketch Plan for the proposed development prepared by EcoVue Consulting Services Inc. and dated July 31, 2019.
2. Concept Plan for the proposed development prepared by B & A Architects and dated July 26, 2019.
3. Typical RV Site Layout prepared by B & A Architects and dated September 4, 2019.
4. Planning Justification Report (PJR) prepared by EcoVue Consulting Services Inc. and dated August 1, 2019. The report assesses the proposal in the context of the 2014 Provincial Policy Statement, the 2019 Growth Plan for the Greater Golden Horseshoe, the City of Kawartha Lakes Official Plan and the Township of Ops Zoning By-law 93-30.

5. Functional Servicing and Preliminary Stormwater Management Report prepared by Tatham Engineering and dated July 9, 2019. The report assesses the proposal in the context of functional servicing and grading and drainage matters. The report acknowledges that the 95 RV sites, 30 tent sites (serviced from two (2) comfort stations), the registration office and store and the 13 camping cabins will be serviced from the existing internal water service. The balance of the development consisting of the 34 tent sites (serviced from a comfort station and a washroom) will be serviced from a private drilled well. The proposed development will be serviced via the existing on-site sanitary collection system and a proposed septic system in the north east portion of the site due to grading constraints. As noted above, there is a proposed change in the servicing scenario for Phase 2 to full municipal services and Tatham Engineering will be providing an update.

The stormwater management component of the report assesses the capacity of the existing SWM pond to accommodate both the existing and proposed development and includes alternatives for stormwater conveyance.

6. Hydrogeological and Geotechnical Investigation Report prepared by WSP and dated September, 2018. The report assesses the proposal in the context of hydrogeological functions of the site together with geotechnical investigations regarding the existing soil and subsurface conditions of the site. The report provides recommendations with respect to site preparation, grading, earthworks, excavations, groundwater control, and backfill and compaction.
7. Environmental Impact Study prepared by Niblett Environmental Associates Inc. and dated July, 2019. The report assesses the proposal in the context of a number of natural heritage features either on-site, or within 120 m of the shores of the Scugog River and includes unevaluated wetland, fish habitat, fish spawning, and potential habitat for Species at Risk. The report provides for appropriate buffering and includes recommendations for development and construction.
8. Traffic Impact Study prepared by Tranplan Associates and dated July, 2019. The report assess the proposal and confirms that the planned access for campground facilities will provide good internal site circulation as well as connectivity to Fair Ground destinations. The existing intersection geometrics for the Site Entrance/Angeline Street South and the Angeline/Highway 7 intersections will support future 2024 summer peak period volumes. There is residual capacity for future growth beyond the 2029 planning horizon.
9. Stage I-II Archaeological/Heritage Assessment prepared by York North Archaeological Services and dated January 20, 2002 for the proposed

new Lindsay Fair Grounds Relocation and a Stage I Archaeological Assessment prepared by Earthworks Archaeological Services Inc. and dated July 20, 2018 covering the balance of the property.

All the reports have been circulated to the applicable City departments and commenting Agencies for review and comment. Given the limited time for report review and comment and the anticipated update with respect to the change in servicing scenario, staff recommends the applications be referred back to staff until such time as all commenting Agencies and/or City departments' comments/concerns have been addressed.

## **Provincial Policies:**

### **A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019 (Growth Plan)**

Effective May 16, 2019, A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) replaced the 2017 Growth Plan for the Greater Golden Horseshoe (2017). The 2019 Growth Plan is part of the Provincial Government's More Homes, More Choice: Housing Supply Action Plan, which aims to address the needs of the Province's growing population, its diversity, its people and local priorities, and its local growth context. Staff has reviewed the Planning Justification Report (PJR) prepared by EcoVue Consulting Services Inc. The PJR demonstrated that the proposed development conforms to the policies of the 2019 Growth Plan and highlighted the appropriate policies including the following:

- 1) Managing Growth – Rural Areas, which provides for development on rural lands with respect to resource-based recreational uses that are limited to tourism-related and recreational uses that are compatible with the scale, character and capacity of the resource and surrounding rural landscape.
- 2) Protecting What is Valuable, which addresses the policies related to the Natural Heritage System, Key Hydrologic Features, Key Hydrologic Areas and Key Natural Heritage Features and Lands Adjacent to these Features.

The applicant has submitted the appropriate technical reports to demonstrate conformity with the Growth Plan. These reports have been circulated to the appropriate City departments and commenting Agencies for review and comment.

### **Provincial Policy Statement, 2014 (PPS):**

The Provincial Policy Statement (PPS) provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural environment. The PPS requires planning authorities to manage and direct land use to achieve efficient and resilient development and land use patterns. While Settlement Areas are the focus of growth, the PPS also

recognizes that Rural Areas and Lands in Municipalities “should be supported by promoting a diversification of the economic base and employment opportunities” and “by providing opportunities for sustainable and diversified tourism”.

Staff has reviewed the PJR in the context of the PPS and is generally accepting of the planning rationale. The PJR identifies the relevant policy sections of the PPS which include Proposed Development in Rural Areas, Infrastructure and Public Service Facilities (Sewage and Water and Stormwater), Wise Use and Management of Resources (Natural Heritage and Water), Agriculture – Minimum Distance Separation, Cultural Heritage and Archaeology, Natural Hazards and Human-Made Hazards. The PJR also examines all of the technical reports and studies that demonstrate that the proposed development is consistent with the PPS. The technical reports and studies that been circulated to the appropriate City departments and commenting Agencies for review and comment.

### **Official Plan Conformity:**

The land is designated Rural and Environmental Protection in the City of Kawartha Lakes Official Plan (CKLOP) with Significant Woodlands, Unevaluated Wetlands and Fish Habitat. The applicant is requesting special provisions in the Rural designation to permit a campground (with camping cabins) and a recreational vehicle park (trailer sites), as well as accessory structures (comfort stations, trails, roadways, parking, etc.) as stand-alone uses. The applicant is also requesting that the Environmental Protection designation be re-drawn to accurately reflect the wetlands, floodplain area, and watercourse on the property and contain special policies to permit recreational use structures, such as docks, footbridges, boardwalks and a boat launch that would enable trails and water access associated with the active and passive recreational uses permitted under the Environmental Protection designation.

The PJR reviews the proposed additional uses in the policy framework of the CKLOP and specifically under the Strategic Directions of the CKLOP, being the Environment, Economic Development, Community Facilities, Community Improvement and Culture and Heritage. The report also reviews the Goals, Objectives and Policies of both the Rural and Environmental Protection designations. The submitted supporting studies and reports noted above are the appropriate reports to demonstrate conformity with the CKLOP. Once again, the reports have been circulated to the appropriate City departments and commenting Agencies for review.

### **Zoning By-Law Compliance:**

The land is zoned Agricultural Support Exception Eight (AS-8) and Hazard Land Exception One (HL-1) in the Township of Ops Zoning By-law No. 93-90. The HL-1 Zone is located in the south-east corner of the property and serves to preserve and protect a known archaeological resource and prohibits site alteration unless there is further archaeological assessment. The applicant is requesting that the

wetlands, watercourse and floodplain be rezoned to another Hazard Land Exception \*\* (HL-\*\*) Zone to protect these areas yet allow for structures and recreational uses (a dock, footbridge, trails and boardwalks). There is no support for this request until such time that the required background studies and reports have been reviewed and confirmed by the KRCA.

The AS-8 Zone is a site specific zone that permits the Fairground and Exhibition use which is defined as a use of land devoted to cultural events and exhibitions, entertainment events, exhibitions, fair and festival events, camping accessory to any on-going permitted use, auctions, community based, volunteer, public non-profit agency events, craft shows, dances accessory to on-going permitted uses, entertainment – outdoor concert and theatre events, farmer's market, liquidation sales (with limitations), sporting events, storage and trade shows. The applicant is requesting that camping be permitted as a stand-alone use along with recreational vehicles (trailers) and camping cabins. The appropriate definition in the zoning by-law for the recreational vehicles (trailers) is a tourist camp, which by definition means any land used to provide temporary accommodation for the public or members of an organization in tents, tourist trailers or tourist vehicles whether or not a fee is charged or paid for such accommodation. This definition shall not include a mobile home park. The zoning by-law also states that tourist trailers are only permitted in zones that permit 'tourist camps'. Therefore, the requests are reasonable.

The PJR reviewed the development standards of the A-8 Zone and the general provisions in the zoning by-law and confirms that no site specific development standards are required. The PJR also contained a parking analysis that demonstrated compliance with the zoning by-law and staff is accepting of the review.

The phased development is in an area of site plan control for the municipality and will be subject to site plan approval. Through the site plan process, the details of development such as the tent, camping cabin and RV/trailer sites, parking, amenity spaces, comfort stations, washrooms, registration building and store, pathways, roadways, lighting, garbage collection and lighting will be confirmed. The applicant provided a typical RV site layout which illustrates the site details including parking area for RV and 1 vehicle, driveway area, picnic table area and individual fire pit (circular steel enclosure), and landscaping (lawn area and medium sized deciduous tree with narrow canopy). See Appendix "D".

### **Other Alternatives Considered:**

No other alternatives have been considered.

### **Financial/Operation Impacts:**

There are no financial considerations unless Council's decision to adopt or their refusal to adopt the requested amendments is appealed to the Local Planning

Appeal Tribunal. In the event of an appeal, there would be costs, some of which may be recovered from the applicant.

### **Relationship of Recommendations to the 2016-2019 Strategic Plan:**

The Council Adopted Strategic Plan identifies three Strategic Goals, being a Vibrant and Growing Economy, an Exceptional Quality of Life and a Healthy Environment. The applications align with all three Strategic Goals. The proposal seeks to create an opportunity to enhance an existing recreational venue in the municipality and provide accommodation not only for the events but to develop transient accommodation in the municipality. The proposal will create economic opportunity together with additional jobs; will offer high quality events with accommodation all while protecting the natural heritage features on the site.

### **Review of Accessibility Implications of Any Development or Policy:**

There are no immediate accessibility implications for the City. Accessible standards will be implemented through the appropriate Subdivision and Site Plan Agreements and permits issued under the Ontario Building Code (OBC).

### **Servicing Comments:**

The Functional Servicing and Stormwater Management Report, was circulated to the Engineering Division for review and comment. Preliminary comments received indicate that from an engineering perspective, they have no objection to the proposed OPA and ZBA. Engineering has been advised that there is an anticipated update to support the change in the servicing scenario that will require review.

### **Consultations:**

Notice of these applications was circulated to persons within a 500 m. radius of the property, agencies, and City Departments which may have an interest in the application.

### **Public Comments:**

To date, no person has expressed an interest in the applications. Prior to the public meeting, the owner is hosting an Open House to introduce the proposal and address any questions or issues that might arise.



### **Agency Review Comments:**

October 9, 2019 Building Division has advised of no concerns with the applications.

October 17, 2019 Engineering Division has advised from an engineering perspective, they have no objection to the proposed Official Plan and Zoning By-law Amendment.

October 18, 2019 Economic Development is supportive of the proposed amendments to the Official Plan and Zoning By-law. A Growing and Vibrant Economy is recognized as a strategic goal within the City of Kawartha Lakes Strategic Plan, along with the objective of Enhanced Tourism. The activities and events held at the Lindsay Exhibition Grounds attract visitors, drive tourism and contribute to economic growth in the region.

The Economic Development Strategy identifies both the need to increase the volume of year-round accommodations of all kinds, in all markets; and the need to expand visitation into the shoulder-season and winter. The camping sites, RV sites and camping cabins being proposed would create opportunities for increased accommodation options and would align with these strategy objectives.

As a venue for agricultural competitions, shows and agri-tourism, the facilities play a key role in the development of the agriculture sector in our community. It is apparent from the application that these events will be unaffected by the proposed addition of organized recreational camping with permanent amenities/facilities, and may benefit from greater attendance because of the proposed new uses. Furthermore, the revenue streams to be realized by the addition of camping will allow the entire property to be maintained in a sustainable manner.

### **Development Services – Planning Division Comments:**

The appropriate background information submitted in support of the applications has been circulated to the commenting Agencies and City departments for review and comment. Staff recommends that the applications be referred back to staff until such time as all comments, issues and concerns have been addressed.

### **Conclusion:**

In consideration of the comments and issues contained in this report, Staff respectfully recommend the proposed Official Plan and Zoning By-law Amendments be referred back to staff for further review and processing until such time as all comments, issues and concerns have been addressed.

## Attachments:

The following attached documents may include scanned images of appendices, maps, and photographs. If you require an alternative format, please contact Sherry L. Rea, Development Planning Supervisor, (705) 324.9411 ext. 1331.

Appendix 'A' – Location Map



Appendix 'A' -  
Location Map.pdf

Appendix 'B' – Sketch Plan



Appendix 'B' - Sketch  
Plan.pdf

Appendix 'C' – Proposed Concept Plan



Appendix 'C' -  
Concept Plan.pdf

Appendix 'D' – Typical RV Site Layout



Appendix 'D' -  
Typical RV Site Layout

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**Department Head E-Mail:** [cmarshall@kawarthalakes.ca](mailto:cmarshall@kawarthalakes.ca)

**Department Head:** Chris Marshall, Director, Development Services

**Department File:** D01-2019-004 and D06-2019-031