

Issues and Options Report

Issues and Options Report
Tourist Campgrounds
January 21, 2022

DRAFT

Prepared for Township of Rideau Lakes

Prepared by Fotenn Planning + Design
4 Cataraqi Street, Suite 315
Kingston, ON K7K 1Z7

January 2022

© Fotenn

The information contained in this document produced by Fotenn is solely for the use of the Client identified above for the purpose for which it has been prepared and Fotenn undertakes no duty to or accepts any responsibility to any third party who may rely upon this document.

1.0	Introduction	1
1.1	Background	1
1.2	Process	2
1.3	Regulatory Agencies + Consultation	3
1.3.1	Parks Canada	3
1.3.2	Ministry of the Environment, Conservation, and Parks (MECP)	4
1.3.3	Ministry of Northern Development, Mines, Natural Resources and Forestry (MNR)	4
1.3.4	Cataraqui Region Conservation Authority (CRCA)	5
1.3.5	Rideau Valley Conservation Authority (RVCA)	5
1.3.6	Chief Building Officer and Manager of Development Services Rideau Lakes	5
1.4	The Planning Process	6
1.4.1	The Planning Act	6
1.4.2	Provincial Policy Statement, 2020 (PPS)	6
1.4.3	Official Plans	6
1.4.4	Zoning By-law No. 2005-6	8
1.4.5	Site Plan Control By-law	11
2.0	Issues + Options	13
2.1	Issues + Options Table	13
2.2	Options	31
2.2.1	Do nothing	31
2.2.2	Review and Amend the Official Plan	31
2.2.3	Review and Amend the Zoning By-law	51
2.2.4	Review and Amend the Site Plan Control By-law	52
2.2.5	Implement a Shoreline Preservation By-law	52
2.2.6	Implement a Site Alteration By-law	52
2.2.7	Implement a Tree Protection (Forest Conservation) By-law	53
2.2.8	Administrative Penalties By-law	53
2.2.9	Strengthen the Current Noise By-law	53
2.2.10	Licensing	53
3.0	Recommendations	54
4.0	Conclusion	55

1.0 Introduction

The Township of Rideau Lakes approved an Interim Control By-law (ICBL) related to the establishment of new campgrounds as well as expansions to existing campgrounds within the Township on August 5th, 2021. This ICBL was passed because Council was concerned with the adequacy of current policies and regulations which were perceived to have been developed on the conception that tourist campgrounds were a seasonal form of accommodation. Following the passing of the ICBL, a land use study was required under the Planning Act and Fotenn was retained to carry out this study. The first Phase of this land use study has been completed. Phase 2 begins with the issuance of this Draft Issues and Options Report. We note that the dialogue with stakeholders is not finished with the completion of Phase 1 and that all stakeholders are encouraged to continue the conversation through their review of this and future documents. An open house regarding this document will be held early in February of 2022 for the purposes of soliciting additional feedback and continuing the conversation with stakeholders.

Phase 1 consisted of an information gathering exercise which included meetings with regulatory agencies, and stakeholder workshops with the general public, campground operators, and lake associations. Surveys were made available through the Township's website during this phase with comments also being provided via email. The primary intent and purpose of Phase 1 was to ensure the consultant team received detailed feedback and commentary on a wide range of issues and potential options as they relate to tourist campgrounds within the Township.

This Draft Issues and Options Report presents the issues as we have heard them, as well as a number of options intended to respond to and address the issues. This report will also inform the final land use study, to be completed in the spring of 2022, which is anticipated to culminate with amendments to Township policy and regulatory tools in relation to tourist campgrounds.

1.1 Background

In July of 2021, Fotenn prepared a background report regarding tourist campgrounds at the direction of Council. The background report identified that tourist campgrounds were the subject of many nuisance complaints in recent years and that a select few of the tourist campgrounds in the area generated a majority of these complaints. These complaints suggested a closer examination of the existing campgrounds was needed to determine if the sources of nuisance complaints and compatibility concerns could be addressed through land use planning tools or other regulatory tools available to the Township and to identify any other issues that were not unearthed by the background study. Additionally, the background report explored the implantation of an Interim Control By-law which would see a pause in the development of tourist campgrounds to allow the Township to undertake further study and implement any policy and regulatory changes deemed necessary, however, the background study did not endorse this recommendation.

The Township of Rideau Lakes approved an Interim Control By-law related to the establishment of new campgrounds as well as expansions to existing campgrounds within the Township in August 2021. Under the Planning Act, when an Interim Control By-law is passed, a municipality is required to undertake a land use study to examine the matter that led to its passing. In September 2021, Fotenn was retained to carry out this land use study on behalf of the Township.

Council's goal as expressed to the consultant team is to complete the land use study as expeditiously as possible, with the aim of having it and any associated changes approved within six months to ensure the changes go into effect prior to the 2022 tourism season to limit potential delays for campground operators. The timeline has been adjusted to provide greater opportunity to consult with the public, including seasonal residents as they return in the spring, therefore the study is anticipated to be completed in May 2022.

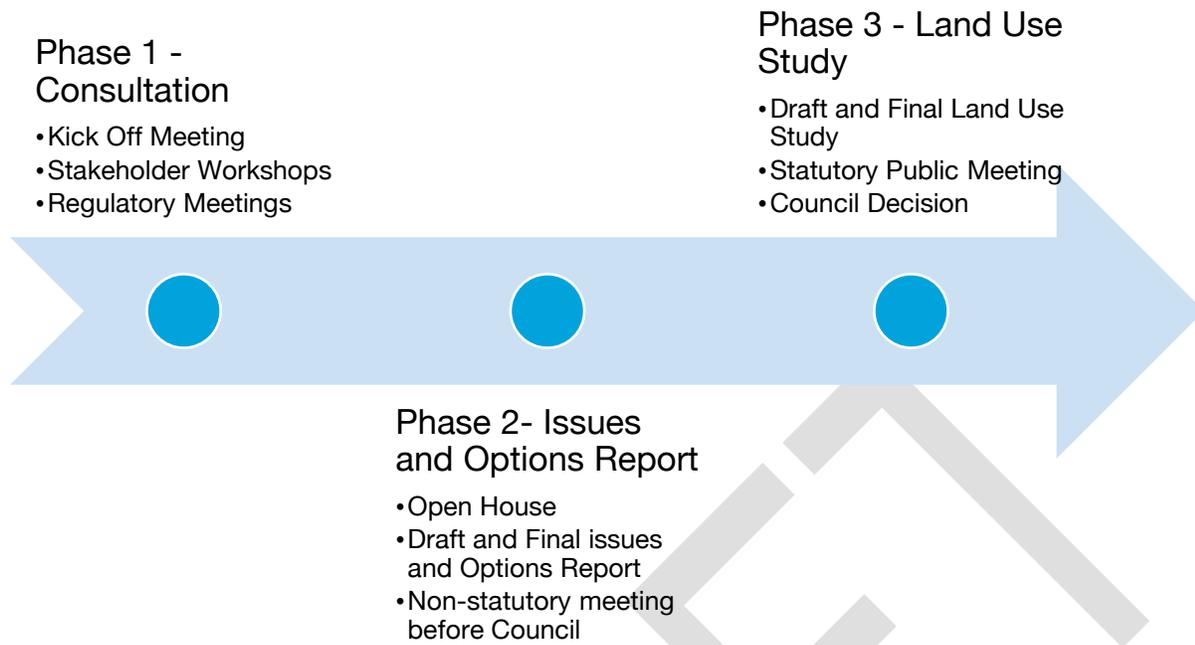
1.2 Process

This land use study is to be completed in three phases. The first phase was focused on consultation and information gathering. Phase 1 began with a Kick-off Meeting with Township Staff, site visits with three tourist campgrounds to improve the project team's understanding of their operational considerations, meetings with regulatory authorities and agencies, and workshops with three stakeholder groups: lake associations, campground operators, and the general public. The information received by all parties in Phase 1 laid the foundation for the proceeding two phases. At the outset of Phase 1, a page on the Township's website was created which identifies the project objectives and process. Surveys for the lake associations, campground operators, and the general public were hosted through this website and draft and final documents will be posted through this website as they become available.

The second phase of this land use study is the preparation and finalization of the Issues and Options Report, which is planned to occur from November 2021 to March 2022. Phase 2 began with the preparation of a Draft Issues and Options Report (this report) and will be followed by a public posting of the draft report and an open house where the issues and options will be presented to the public for comments. The Issues and Options Report will be revised and updated pursuant to the feedback received at the open house and the revised document will be posted online for further public comment. The revised document will be presented to Council at a non-statutory public meeting. The purpose of this meeting will be to solicit further feedback from the public on the revised report as well as to seek Council's direction. This first draft of the Issues and Options Report consolidates the findings of the study to-date which includes a background policy review, presentation and discussion of the issues as identified through the consultation process, and presentation of preliminary options and how they are intended to respond to the identified issues.

The third and final phase of this study consists of the land use study and is expected to take place from March 2022 to May 2022. Phase 3 will consist of multiple stages, the first of which is the preparation of a draft land use study. The land use study will build on the Issues and Options Report by providing further discussion on the Council-preferred options along with an implementation plan. It is anticipated that Council direction at the last stage of Phase 2 will require the preparation of amendments to the Official Plan, the zoning by-law, and/or other regulatory tools. Should that be the case, the land use study will also include a planning rationale for the proposed amendments as well as including draft amendment text. Township-initiated amendments to the identified policy documents will be initiated at this time as well. The draft land use study and draft amendments to policy and regulatory tools will be presented at a statutory public meeting before the Planning Advisory Committee under the Planning Act. The documents noted will be posted online a minimum of 20 days in advance of the public meeting to allow time for public review and comment. The statutory public meeting will provide an opportunity for the public and stakeholders to share their comments on the draft changes before Council and will also facilitate a dialogue with Council regarding the intent and anticipated impacts that would result from the implementation of any amendments. Following the statutory public meeting, the land use study and proposed amendments will be revised based on the feedback received and a final report and amendments will be presented to Council for a decision. As with the statutory public meeting, the final report and amendments will be posted online for stakeholder review and comment in advance of the Council meeting. It is anticipated that Council will decide on the amendments at this Council meeting, which would result in changes to policy and regulatory tools.

As the Planning Act provides for and in fact requires ongoing monitoring and regular updates to the Official Plan, and the zoning by-law by extension, the impact of the changes will be monitored by Township staff. Stakeholders will be encouraged to continue to share their feedback with Township staff and Council to allow for further refinements and adjustments over time, particularly in response to any unanticipated outcomes.



1.3 Regulatory Agencies + Consultation

At the Kick-Off meeting for Phase 1, a number of regulatory agencies with areas of influence that may impact tourist campgrounds were identified and meetings with these agencies were subsequently arranged. The agencies identified are as follows:

- Parks Canada
- Ministry of the Environment, Conservation and Parks (MECP)
- Ministry of Northern Development, Mines, Natural Resources and Forestry (MNRF)
- Cataraqui Region Conservation Authority (CRCA)
- Rideau Valley Conservation Authority (RVCA)
- Chief Building Official and Manager of Development Services of the Township of Rideau Lakes

During these meetings, the role of authority including their jurisdiction and regulatory roles relative to tourist campgrounds were identified and discussed. This section will discuss the role of the regulatory authorities that were met and will outline their jurisdiction and role as they relate to tourist campgrounds.

Following the stakeholder workshops, we received feedback recommending further consultation with the Municipal Property Assessment Corporation (MPAC) in relation to taxation and with the local Regional Tourism Organization (RTO) in relation to economic impacts of tourist campgrounds. The consultant team has elected not to pursue consultation with MPAC or the RTO for the following reasons: MPAC's assessments inform the Township's taxation process. Further discussion of taxation follows in Section 2 of this report. An RTO is a marketing organization and not a regulatory one. RTOs may collect data on economic impacts from various tourism-related activities, including tourist campgrounds, and further discussion of comments received regarding economic impacts is provided in Section 2 of this report.

1.3.1 Parks Canada

Parks Canada has many roles, including the duty to protect the cultural and natural heritage value of the Rideau Canal a UNESCO World Heritage Site as well as the historic environment associated with it. Parks Canada also has a mandate to ensure a quality visitor experience and education that does not harm the integrity of the site. The jurisdiction of Parks Canada along the Rideau Canal includes all that is "in, on or over" the Canal and ends at the upper controlled water elevation, or the high water mark, throughout the waterway. In other words, Parks Canada has regulatory authority over everything that occurs "below" the high water mark. Any use, building, structure, or development (i.e., docks, boathouses, slips, shoreline stabilization, etc.) that occurs within this jurisdiction requires a permit from Parks Canada.

In addition to its regulatory role, Parks Canada also has an interest in all development that occurs within 30 metres of the high water mark along the Rideau Canal waterway, referred to as a buffer zone. Parks Canada does not have regulatory authority over the buffer zone, but it has a particular interest in preserving the integrity of the buffer zone and so the organization works closely with municipalities, Conservation Authorities, and property owners to avoid negative impacts on the Rideau Canal. In this capacity, Parks Canada partners with Conservation Authorities through the Rideau Waterway Development Review Team (RWDRT) to review and provide comments on Planning Act applications within 30 metres of the Rideau Canal.

1.3.2 Ministry of the Environment, Conservation, and Parks (MECP)

The role of the Ministry of the Environment, Conservation and Parks (MECP) is to protect Ontario's air, land and water through policy relating to environmental permissions, land and soil, climate change, and air, lakes and rivers. With respect to tourist campgrounds, the MECP regulates certain septic systems, certain stormwater management facilities, and air quality impacts. The MECP's jurisdiction extends across the entirety of the province of Ontario.

MECP regulates large septic systems that receive over 10,000 litres per day of effluent and septic systems that serve multiple properties. If a septic system of this nature is proposed to be developed, altered, or expanded, an Environmental Compliance Approval (ECA) must be obtained from MECP prior to construction. In the case where approvals are missing for one or a septic system on a site which MECP is aware of, they will work with a property owner to ensure there is a plan for how the system will be brought to compliance, which considers the urgency of the situation. As such, a property owner may be given more or less time to bring a system into compliance.

MECP also has an interest in stormwater management as they have the responsibility to protect water quality of lakes, rivers, and streams in the province. In the case where zoning does not sufficiently regulate a land use, MECP has the power to enforce a 30-metre buffer zone from the high water mark to ensure the protection of water quality. Through their regulations, MECP seeks to ensure no property owner discharges anything that may impair water quality. Additionally, MECP will investigate complaints regarding issues surrounding septic systems and stormwater management as it relates to water quality as it is within their regulatory power and jurisdiction.

Air quality in the form of noise, dust, odours, and similar impacts are also regulated through the MECP. Property owners may be required to undertake an ECA for air quality in accordance with provincial guidelines that generally apply to industrial or commercial uses. An ECA for noise would generally regulate matters such as impulse noises (e.g. vehicular activity on a site such as loading/unloading, etc.) or point source (e.g. equipment). An ECA for noise is unable to regulate behavioural sources such as loud voices, music, etc. as these are otherwise regulated by municipal noise by-laws.

In addition to the regulatory powers of MECP as they relate to tourist campgrounds, they are also a commenting agency and can review and provide comment on development applications under the Planning Act. An example of some of the matters that MECP comments on when reviewing a development application include:

- / Density and setbacks
- / Buffer protection (ribbon of life) not just the buffer setback
- / Shoreline alteration and dockage

The commenting power of MECP is intended to ensure their mandate of protecting water quality is met by engaging proactively with applicants.

1.3.3 Ministry of Northern Development, Mines, Natural Resources and Forestry (MNR)

The role of the Ministry of Northern Development, Mines, Natural Resources and Forests is to protect the biodiversity of Ontario while promoting opportunities in the resource sector and supporting outdoor recreation activities. The MNR's jurisdiction includes Northern Ontario, provincially significant wetlands, and Crown Land within provincial jurisdiction (e.g. land under federal jurisdiction such as the Rideau Canal falls outside of MNR's regulatory control).

MNR has regulatory power over activities such as docks that are affixed to the bed of a waterbody where the footprint on the waterbed is in excess of 15 square metres as this falls under their mandate of regulating the Public Lands Act.

MNRF also has the ability to regulate shoreline alteration below the highwater mark outside of the jurisdiction of Parks Canada. MNRF has commenting power over the creation of Official Plans, and development reviews in a similar capacity to MECP, and is capable of providing peer review services in support of municipalities.

1.3.4 Cataraqui Region Conservation Authority (CRCA)

The role of the Cataraqui Region Conservation Authority (CRCA) is to work in partnership with local municipalities, provincial and federal government agencies, environmental organizations and the general public to monitor and protect water, natural habitats, shorelines, and promote sustainable living in their community while also avoiding natural hazards. Conservation Authority boundaries are based on watershed boundaries, not political boundaries, and so the CRCA regulates only the southern portion of the Township of Rideau Lakes. CRCA regulatory authority extends to 15 metres from any erosion hazard, 120 metres from any provincially significant wetland, 30 metres from any non-significant wetland, and 15 metres from a mapped 1:100 year flood plain.

The CRCA has the ability to issue permits within its regulated area and therefore can influence the placement and positioning of a trailer that is seasonal or that has permanent decks. Docks and structures that are affixed to the shoreline, above the high water mark, also fall within the CRCA's regulatory mandate.

The CRCA also acts as a commenting agency over development applications outside of their regulated area but within the overall geography of the Conservation Authority. Their comments in the case of expansions and creation of new campgrounds generally relate to the peer-review of environmental impact studies, natural hazards protection, natural heritage protection, and stormwater management.

1.3.5 Rideau Valley Conservation Authority (RVCA)

The RVCA's regulatory role and jurisdiction is broadly similar to that of the CRCA. The role of the Rideau Valley Conservation Authority is twofold, the first is to protect people and property from natural hazards such as flooding and erosion hazards. The second is to protect the watershed through environmental monitoring and reporting, on-the-ground restoration and stewardship, conservation lands and education, development review and approval and flood forecasting and warning, and working in close partnership with member municipalities and other levels of government. The jurisdiction of the RVCA is the northern portion of the Township of Rideau Lakes and their regulatory boundary is 15 metres from the 1:100-year floodplain, 30 metres from the high-water mark, and 120 metres from a provincially significant wetland.

The RVCA has regulatory power over the shoreline and floodplain, however, the floodplain must be mapped for their regulatory power to come into effect. Additionally, the RVCA has regulatory power of all land within 120 metres of a provincially significant wetland. This means that development within these areas is unable to move forward without approval from the RVCA.

Similar to the CRCA, the RVCA acts as a commenting agency over development application outside of their regulated area including the peer-review of environmental impact studies but within the overall geography of the Conservation Authority.

1.3.6 Chief Building Officer and Manager of Development Services Rideau Lakes

The role of the Chief Building Official (CBO) is to act as the designated person responsible for implementing the Ontario Building Code (OBC) and the Ontario Building Code Act within the Township. The OBC requires permits for any building or structure with a footprint of 10 square metres (108 square feet) or more. This means that any deck that exceeds this threshold is required to obtain a building permit. The seasonal placement of park model trailers with a CSA designation of Z-241 requires a building permit as well, to ensure that the structures and any required anchoring and construction of a secure pad is in conformity with the OBC. The OBC requirement for such structures refers to the Canadian Standards Association (CSA) specifications, therefore the CBO's responsibility is to ensure adherence to the approved specifications, including for anchoring.

The responsibility for overseeing land use planning applications under the Planning Act falls to the Manager of Development. In this capacity, the manager plays an administrative role in ensuring that applications adhere to Planning Act requirements and processes, as well as a professional role in reviewing applications for consistency, conformity and

compliance with policy and regulatory documents. The manager's role further extends to conducting inspections for adherence to site plan control obligations as well as zoning compliance, where time and resources allow.

1.4 The Planning Process

Land Use Planning in Ontario follows a process which is set out by legislation. Referred to as top-down planning, land use planning has a hierarchical approach starting with the Planning Act at the top and with lower-tier municipal by-laws at the bottom. This section will work through and explain the key documents related to land use planning starting from the top working to the bottom, with every document needing to conform with the preceding. The documents this section will cover are the Planning Act, the Provincial Policy Statement (PPS), upper- and lower-tier Official Plans, the zoning by-law, and the site plan control by-law.

1.4.1 The Planning Act

The Planning Act ("the Act") is provincial legislation which provides the legal guidance and describes who and how land use planning is controlled in Ontario. This means the Act is the law and all land use planning in the province must conform with it. With regard to tourist campground development, it should be noted the Act requires development applications adhere to policy statements such as the Provincial Policy Statement.

The Act provides the basis for Official Plans, which are enabled through section 16. What is important to note is Official Plans can be amended. Typically, Official Plan amendments occur when a property owner wants to use or develop their property in a way that does not conform or conflicts with the Official Plan. The Act allows such amendments under Section 16 and provides the process for such an amendment. Applicant driven amendments could allow a landowner to change the land use designation of their property to a designation which allows a tourist campground as a permitted use.

The Act also provides the basis for zoning by-laws, which are enabled through Section 34. Similar to official plans, zoning by-laws can also be amended to change the zoning of a property or create a site specific zone. Zoning by-law amendments are enabled by the Act under Section 34 and are typically utilized when an owner or applicant seeks to use or develop a property in a way that is not permitted under the current zoning by-law. Through the rezoning process, an applicant can change the zoning on a property with respect to permitted uses and/or performance standards by changing the zoning or through the creation of a site-specific zone. Under Section 45 of the Act, which deals with the powers of the Committee of Adjustment, an applicant can also seek adjustments in relation to interpretation of permitted uses, expansion of legal non-conforming rights, or by varying performance standards. The Act sets out specific tests for each application type under Section 45 that must be addressed by applicants to the satisfaction of the Committee of Adjustment.

1.4.2 Provincial Policy Statement, 2020 (PPS)

This section will identify the purpose of the PPS and how it influences land use planning in the province of Ontario. The PPS provides policy direction which recognizes the province's long-term prosperity, socio and environmental health are dependent on efficient land use patterns which are sustained by the promotion of strong, liveable, healthy and resilient communities, that protect public health and the environment while facilitating economic growth. The PPS deals with the protection natural heritage (such as wetlands and woodlands), water, agricultural, mineral, cultural heritage (such as structures and landscapes) and archaeological resources. The PPS also deals with protection of Ontario communities by directing development away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety, or property damage. Any decision made by the Council of a municipality, planning board, and/or the Ontario Land Tribunal as it relates to development such as tourist campgrounds must be consistent with the PPS.

1.4.3 Official Plans

An Official Plan (OP) is a public document required by the Planning Act that describes the upper, lower or single-tier municipal council's policies on how land in the community is to be used as well as establishing overarching goals and objectives for the municipality with respect to a wide variety of policy areas related to land use planning. Official Plans are prepared utilizing community input to ensure they meet the needs of the community. OPs are reviewed and approved by the province or by an upper-tier municipality to ensure that they are consistent with the PPS and that they conform to upper tier OPs or provincial plans such as the Growth Plan for the Greater Golden Horseshoe. In the Township of Rideau Lakes, the upper-tier municipality is the United Counties of Leeds and Grenville (UCLG), and the lower tier is the

municipality of the Township of Rideau Lakes. In the case of upper and lower tier municipalities, the Official Plan of the upper tier typically deals with broader planning issues that affect more than one municipality, while the lower tier official plan and accompanying zoning by-law must conform to the upper tier plan.

While being a key policy document for municipalities, Official Plans can be changed or amended as previously noted as the community's needs change. There are two processes to amend an Official Plan, the first being an applicant-driven amendment, and the second being a municipally-led five-year review as mandated by the Planning Act.

1.4.3.1 United Counties of Leeds and Grenville Official Plan

The United Counties of Leeds and Grenville Official Plan deals with planning issues for ten municipalities, including the Township of Rideau Lakes. The intent of this Official Plan is to provide over-arching policy direction for matters of county-wide significance, to direct growth management and land use decisions, and provide upper-tier land use planning guidance.

With regard to tourist campgrounds, these are broadly noted as a permitted use under the rural land use designation as a tourist commercial area. The UCLG Official Plan also provides broad guidance for the protection of natural heritage and avoidance of natural and human-made hazards. Specific guidance with respect to tourist commercial uses is generally left to lower tier municipalities to define in accordance with the needs of their respective community.

1.4.3.2 Township of Rideau Lakes Official Plan

The Township of Rideau Lakes is the lower-tier municipality and therefore its Official Plan must conform with the UCLG Official Plan. The Township has recently completed a five-year review of its Official Plan, which has been adopted by Council and which is currently under review by the UCLG. As this updated Official Plan is expected to go into full force and effect early in 2022, this report reviews the adopted OP only and does not provide further consideration of the current or previous OP.

With regard to tourist campgrounds, the OP has dedicated policies associated with Tourist Commercial uses, in particular tourist campgrounds:

Tourist Lodging Establishments and Tourist campgrounds are significant tourist commercial developments within the Rural designation due to their potential environmental and community impacts. Tourist Lodging Establishments are uses that offer temporary accommodation within buildings such as hotels, lodges, seasonal camps, or a series of cabins. Tourist campgrounds are uses that offer seasonal and temporary accommodations through the use of tents, recreational vehicles and/or trailers. This Plan recognizes that Tourist campground and Tourist Lodging Establishment density is an important component to managing environmental and land use compatibility concerns; the implementing Zoning By-law will identify specific density provisions to these uses in order to mitigate these concerns.

This policy of the Official Plan defines a tourist campground and recognizes the potential impact on the environment and community that this use represents. Additionally, this policy recognizes that density is to be addressed through zoning to manage potential land use compatibility and environmental concerns. Since the zoning by-law must conform to the Official Plan, this means the future zoning of tourist campgrounds will need to introduce density controls which comply with the prescribed density metrics.

The Official Plan also speaks to Waterfront Development Policies including Lake Impacts and Non-Conforming Development under section 2.2. In this section, the Official Plan notes the need for Lake Impact Assessments and Capacity Study's to support waterfront development, general development policies related to water setbacks and frontage, and it also speaks to the requirements that non-conforming uses must meet when being redeveloped along the waterfront including the replacement or renovation of insufficient septic systems. Environmental protection is broadly spoken to throughout the plan but is addressed more specifically through Natural Heritage Features and Systems under section 2.20. This section of the Official Plan outlines fish habitats, wetlands, woodlands, wildlife habitats, and endangered species and species at risk in relation to where development may occur near these resources, in addition to speaking to environmental impact statements and their requirements. The Official Plans also lists all of the potential studies that could be required

for an application to be deemed complete which include a Lake Impact Study and Capacity Assessment, Environmental Impact Statement, Boat Capacity Study, and Hydrogeological Assessment under section 5.11.

1.4.4 Zoning By-law No. 2005-6

The current zoning by-law for the Township of Rideau Lakes is Zoning By-law No. 2005-6, this by-law is comprehensive and divides the municipality into different land use zones. As previously mentioned, a zoning by-law controls the use of land and prescribes:

- how land can be used;
- where building and other structures may be located;
- the type of building that are permitted and how they may be used; and
- the lot sizes and dimensions, parking requirements, building heights and densities (the number of people, jobs and building floor area per hectare), and setbacks from the street.

While an Official Plan provides the general policies for future land use in a municipality, the zoning by-law puts the plan into effect and provides specific requirements that are legally enforceable. Therefore, new development or construction that does not comply with the zoning by-law is not allowed and will be refused a building permit. When a zoning by-law is changed or when one is first created, any use or building that legally existed previously becomes a legal non-conforming use and is permitted to remain. When a property becomes legal non-conforming it may still operate and act as it did before it became non-conforming, however, if the owner of the use or land wishes to expand a use, it will be subject to the new zoning and will have to conform prior to receiving a building permit as previously noted. The Act provides a separate mechanism to allow expansions of legal non-conforming uses or buildings without requiring a zoning by-law amendment as well.

Regarding tourist campgrounds, the zone in the Township of Rideau Lakes Zoning By-law No. 2005-6 which permits the tourist campground use is the Tourist Commercial (CT) zone. Tourist campgrounds are defined as follows in the by-law:

[...] any parcel of land which is used to provide temporary accommodation for the public or members of an organization in tents, trailers, tourist trailers or recreational vehicles.

The requirements for tourist campgrounds in the current zoning by-law are presented in the table below:

Zoning By-law Provision	Requirement
Tourist Campground (Section 6.3)	
Lot Area (minimum) – Tourist Campground	2 hectares
Lot Frontage (minimum)	60 metres
Front Yard (minimum)	10 metres
Exterior Side Yard (minimum)	10 metres
Interior Yard (minimum)	10 metres
Rear Yard (minimum)	15 metres
Accessory Dwelling Unit Area (minimum)	60 m ²
Tourist Campground Site	
Site Area (minimum)	60 m ²
Open Deck (maximum)	30 m ²
Accessory Structures (maximum)	1
Accessory Structure Size (maximum)	10 m ²
Lot Coverage (maximum)	30 %
Accessory Dwelling or Dwelling Units per lot (maximum)	1
General Provisions (Section 3)	
Parking Requirement – Mobile Home Par or Campground	1 space per site

Zoning By-law Provision	Requirement
Tourist Campground (Section 6.3)	
Shoreline Area Occupancy	Maximum of 20% or 15 metres (whichever is lesser) of the shoreline area shall be occupied by marine facilities, pump houses, stairs, decks, patios, gazebos and all other accessory buildings and structures. The shoreline shall include the portion of the lot within 3 metres of the high water mark.
Water Frontage and Water Setbacks	<p>Minimum Water Frontage shall be 60 metres</p> <p>Minimum Water Setback shall be 30 metres for all buildings and structures, including all sewage disposal systems excluding the following:</p> <ul style="list-style-type: none"> - Decks, gazebos and other similar structures such as hot tubs, unattached to a main building and have a combined horizontal surface area of less than 14 m² - Marinas, pump houses, marine facilities and stairs
Yard and Water Setback Encroachments	<p>The following encroachments are permitted:</p> <ul style="list-style-type: none"> - Sills, belt courses, chimneys, cornices, eaves, gutters, parapets, bay windows and other ornamental features may project into any yard or water setback by not more than 0.6m - Attached decks and balconies may project from the main building into any minimum required yard setback by not more than 3m - Attached decks and balconies may project from the main building into any water setback by a maximum of: <ul style="list-style-type: none"> a. 1.2m where the main building is located less than 8m from the high water mark. This deck shall be limited to 2m² of horizontal surface area; b. 2m where the main building is equal to or greater than 8m but less than 15m from the high water mark. This deck shall not be limited in horizontal surface area; or c. 4m where the main building is equal to or greater than 15m. This deck shall not be limited in horizontal surface area - Awnings, clothes poles, flag poles, garden trellises, fences, plant materials, play structures under 10m², temporary event tents, stairs, ramps for accessibility, landings (as minimal as required by the Ontario Building Code) and similar accessory structures shall be permitted in any required yard or water setback - Swimming pools may be located in a required interior side or rear yard, provided that the minimum yard shall be 3m. Swimming pools shall not encroach into the required water setback such that the water setback of the pool would be less

Zoning By-law Provision	Requirement
Tourist Campground (Section 6.3)	<p>than that of any existing noncomplying dwelling or non-residential main building. For the purposes of this section, hot tubs shall not be considered to be swimming pools.</p> <p>- For added clarity, an accessibility deck shall only encroach into the water setback when a main building has a water setback equal to or greater than 8m. An accessibility deck shall maintain the minimum required yard applicable to all other decks</p>
Additional Lot Coverage and Floor Space Index Provisions for a Lot abutting a Water Body	The maximum lot coverage and floor space index requirements of this By-law shall also be complied with on the basis of including only that portion of the lot area situated within 60m of the high water mark for the purpose of the calculations.

Within the zoning by-law, there are ten site-specific Tourist Commercial zones. Site specific zones are generally the result of an applicant-driven zoning by-law amendment, or they can be captured by a municipality at the time of a comprehensive zoning by-law update. Of the ten site specific zones, there are three identified site-specific zones for tourist campgrounds which are noted below:

CT-3 (Parts of Lots 20 & 21, Concession 2, North Crosby)

- Permitted uses shall be restricted to a tourist campground;
- A maximum of 30 tourist campground sites shall be permitted.

CT-5 (Part of Lot 25, Concession 1, Bastard & South Burgess)

- Permitted uses shall be restricted to a tourist campground;
- A maximum of 94 tourist campground sites shall be permitted.

CT-7 (Part of Lot 26 and 27, Concession 2, Bastard & South Burgess)

Notwithstanding the provisions of Section 6.3 to the contrary, on the lands zoned CT-7 the following additional provisions apply:

- The number of trailers or recreational vehicles permitted within the CT zoned shall not exceed 91;
- The number of accommodation units permitted within the Tourist Lodging Establishment shall not exceed 8;
- An existing trailer or recreational vehicle that encroaches within a required yard or setback is permitted in its current location, but shall not be expanded, enlarged, or replaced except on an approved site in compliance with CT-7 zone standards;
- The interior side yard requirement shall be in accordance with the CT zone standard except the standard shall be 5 metres for that portion of the subject lands described as Part 18 on Plan 28R-5037 adjacent to the eastern side of the adjacent waterfront residential property, and 25m from the property line running between Parts 12 (on the subject lands) and Part 11 (on the adjacent waterfront residential property) on Plan 28R-5037;
- No constructed additions shall be permitted to the trailers except for those specifically manufactured as an attachment to a trailer. These permitted attachments shall comply to all standards of the CT-7 zone. A deck shall not be considered an addition; and

- Each trailer site shall be permitted one accessory building not to exceed 9.3m² (100ft²). (#2009-3–January, 2009)

In addition to the zoning requirements, below are some definitions which are important to note as they impact a number of tourist campgrounds:

High Water Mark: shall mean the mark made on the shore or bank of a water body through the action of water, which action has continued over such a long period of time that it has created a difference between the character of the vegetation or soil below the mark and that above the mark, except that in the case of the Rideau Canal the high water mark shall be the upper controlled water elevation. For the purposes of this definition, Rideau Canal shall include the following lakes and their connecting channels: Lower Rideau, Big Rideau, Upper Rideau, Newboro, Loon, Mosquito, Benson, Indian, Clear, Opinicon, Sand and Whitefish Lakes.

Mobile Home: shall mean a prefabricated building which bears a CSA Z240 approval and which is designed to be towed on its own chassis (notwithstanding that its running gear is or may be removed), designed and equipped for year round occupancy and containing therein facilities for cooking or for the installation of cooking equipment, as well as sanitary facilities including a flush toilet and shower or bathtub. This definition shall not include a travel trailer or tent trailer or trailer otherwise defined in this By-law.

Shoreline: shall mean any lot line or portion thereof which is the shore of a water body.

Water Frontage: shall mean, in the case of a lot which abuts a water body, the width of such lot measured between the intersections of the side lot lines with a line that is continuously 6 m back from and parallel to the high water mark.

Water Setback: shall mean, in reference to a water body, the horizontal distance between the high water mark and the nearest building line.

1.4.5 Site Plan Control By-law

Site Plan Control is a process under the Act that precedes the issuance of a building permit under the OBC. The reason Site Plan Control is utilized is to ensure that:

- Developments are built and maintained the way they were approved by council
- New developments meet certain standards such as quality and appearance
- Access for pedestrians and vehicles is safe and easy
- There is adequate landscaping and drainage
- Nearby properties are protected from incompatible development

With regard to tourist campgrounds, the Planning Act states the following regarding trailers relative to the Site Plan Control area:

“development” means the construction, erection or placing of one or more buildings or structures on land or the making of an addition or alteration to a building or structure that has the effect of substantially increasing the size or usability thereof, or the laying out and establishment of a commercial parking lot or of sites for the location of three or more trailers as defined in subsection 164 (4) of the Municipal Act, 2001 or subsection 3 (1) of the City of Toronto Act, 2006, as the case may be, or of sites for the location of three or more mobile homes as defined in subsection 46 (1) of this Act or of sites for the construction, erection or location of three or more land lease community homes as defined in subsection 46 (1) of this Act. R.S.O. 1990, c. P.13, s. 41 (1); 1994, c. 4, s. 14; 2002, c. 17, Sched. B, s. 14 (1); 2006, c. 32, Sched. C, s. 47 (8).

This means that if a tourist campground that is currently bound by a Site Plan Control Agreement, an amendment to the agreement is not required if two or fewer trailers are added or relocated, so long as these otherwise comply with the

zoning by-law. As this requirement is set forth in the Act, a municipal site plan control by-law is not able to supersede the provincial legislation, therefore a municipality is not able to force a campground to amend its site plan control agreement if two or fewer trailers are added or relocated.

DRAFT

2.0 Issues + Options

During Phase 1 of the land use study, hundreds of comments regarding tourist campgrounds were received from the stakeholder sessions, surveys, email correspondence, and meetings with regulatory agencies. These comments have been documented and reviewed by the project team. Given the large number of comments and the variable nature in which those comments have been received, the project team has elected to present the comments in a summary format in the table below. Through the review of all the comments and concerns gathered during the consultation process, the project team identified prevalent themes, indicated in the left-hand column in the Issues Table. There were 29 themes identified, although there are a significant number of themes that overlap or that relate directly to one another. Relevant and paraphrased comments received in relation to the themes are provided in the centre column titled “Comments”. Although the same comment may have been received several dozen times, only a single instance of each specific comment is provided in the table.

During the public consultation period, the project team received a number of comments and concerns regarding their role in the project. The planning profession in Canada is subject to professional obligations that all members of the profession must adhere to, such as the Ontario Professional Planners Institute’s (OPPI’s) Professional Code of Practice & Standards and the Canadian Institute of Planners’ (CIP’s) Codes of Professional Conduct. Both Codes require that planners place the Public Interest above all other professional obligations. As planners, our primary responsibility is therefore to define and serve the interests of the public. The public interest is often not clearly defined, particularly when there are conflicting public opinions on an issue or subject. As such, planners attempt to identify and address underlying concerns and balance them against one another and against interests that are not easily found through outreach, to arrive at an independent professional planning opinion that represents a “best fit” in balancing multiple interests and upholding the public interest.

In the case of this study, the project team has experienced a plurality of opinions and perspectives as well as suggestions for addressing or resolving the issues being experienced. Some suggestions and opinions directly conflict, as can be expected in any circumstance such as this where a significant degree of public concern has been raised. This is relatively common in land use planning matters. Township Council will ultimately have the responsibility to make a decision on the recommendations arising out of this land use study. At this stage in the process, our aim is to communicate the issues and perspectives that we have received in a manner that is comprehensible while not compromising the underlying concerns. We invite stakeholders to provide feedback to the project team on the issues and options contained herein to ensure that we have accurately captured their perspectives and to ensure that we include as full a suite of options for Council’s consideration as possible given the scope and timing of this project.

2.1 Issues + Options Table

The table below identifies the overall Issues, specific concerns related to each issue, and options or responses as presented by the project team. The issues represent what the project team heard from the community and there is significant overlap between the issues. The table intends to capture the nuances in the issues received. For example, a number of comments related to specific issues reference the impact of tourist campgrounds on shorelines and water quality and a separate density issue is listed in the table as well, representing the concern with tourist campground density in and of itself. The purpose of the options/response column is to respond to comments which are unable to be addressed by one of the proposed options or to briefly capture which option will address the comment. The options represent approaches grounded in land use planning tools such as the Township’s Official Plan, zoning by-law, and other municipal by-laws that authorized under the Planning Act or the Municipal Act. Section 2.2 provides further detail on the options noted in the table below.

Issue	Comment	Option/Response
1. Water Quality	<p>Concerns for water quality impacts from septic, shoreline degradation, and stormwater management.</p> <p>Concerns over water pollution</p> <p>Concerns over nutrient loading</p> <p>Increased run off into lakes</p> <p>The presence of algae blooms are new and are a concern</p> <p>Increase in algae related run off</p> <p>Any threats to the lakes needs to be prevented</p> <p>Sewage is going into the lake</p> <p>Hardened surfaces due to tree loss has increased run off into lakes</p>	<p>Review and amend policy and/or regulatory framework regarding septic system setbacks, shoreline protection, and stormwater management. Potential options to address these comments include 2, 3, 5, 6, 7, 8 and 10.</p>
	<p>The creation of beaches have had an affect on the water</p> <p>The development of the shoreline has impacted the lakes and water quality</p>	<p>Consider new shoreline protection by-laws. Most efficiently addressed by option 7.</p>
	<p>Need for lake impact studies for development proposal over a certain size to ensure water quality</p> <p>Concern over the growth of weeds in the water</p>	<p>Review and amend policy framework and requirements for lake impact studies. Option 2.</p>
	<p>Need for Environmental Impact Study (EIS) for all waterfront development in addition to a Lake Impact Study</p>	<p>Amend OP to indicate most EIS's are already being peer-reviewed by Conservation Authorities.</p>
	<p>Concern that overdevelopment or density will pollute the water or reduce water quality.</p> <p>Increased density will have a negative affect on water quality</p>	<p>Review and amend policy and/or regulatory framework regarding density of tourist campgrounds. Option 2 and 3.</p>
	<p>Collaboration with local government to tackle water quality</p> <p>Lack of resources for MECP had led to phosphorus from effluent running into the lake</p>	<p>Current policy framework supports collaboration between government and review agencies, including the MECP.</p>

Issue	Comment	Option/Response
2. Shoreline	<p>Collaboration with local government to tackle shoreline development</p> <p>Clear guidelines around shoreline modification</p> <p>Increase the shoreline buffering has an affect on the ribbon of life</p> <p>The need for a realization that shoreline development is not favourable for the township</p> <p>The creation of beaches have impacted shoreline vegetation</p>	<p>Current policy framework supports collaboration between government and review agencies.</p> <p>Review and amend policy and/or regulatory framework regarding shoreline protection. The OP has strong policies and would be best supplemented by options 5, 6, and 7.</p>
	<p>Concern over shoreline erosion</p> <p>Would like to see waterfront vegetation improved</p> <p>Shoreline should remain in its natural state</p>	<p>Consider a new shoreline protection by-law, option 5.</p>
	<p>No more secret shoreline modifications</p>	<p>Review potential for administrative or financial penalties by-laws, option 8.</p>
	<p>Use and access to waterfront</p>	<p>Review policies regarding provision of access to waterfront. Addressed in the OP and supplemented by options 2 and 5.</p>
	<p>Overuse and crowding of the waterfront</p> <p>Density affects the shoreline</p>	<p>Review and amend policy and/or regulatory framework regarding density of tourist campgrounds. Options 2 and 3.</p>
3. Septic	<p>Collaboration with local government to tackle septic issues</p>	<p>Current policy framework supports collaboration between government and review agencies.</p>
	<p>There is a need for state-of-the-art septic systems in campgrounds typical of a village</p>	<p>MECP regulates large septic systems.</p>
	<p>Clear guidelines for septic systems</p> <p>Should be regulated on best practices and reviewed to ensure they are not over designed to under perform</p> <p>Concern over campground weeping fields</p>	<p>MECP works with applicants to ensure that large septic systems achieve the required level of treatment.</p>

Issue	Comment	Option/Response
	Concerns over grey water	
	<p>Septic inspection only carried out by MECP and has been irregular with one failed septic not rectified for years – better management needed to ensure everything is up to standard</p> <p>Sewage leaks on Big Rideau Lake</p>	Existing systems are not “grandfathered”. MECP has the ability to review and require improvements. MECP works with property owners to achieve the required improvements within a timeframe that can be influenced by potential impacts from the existing septic system.
	<p>Concern over outdated and unregulated septic systems</p> <p>Regular inspections for septic</p> <p>Septic systems should have more strict guidelines</p>	Municipal site plan control agreements identify septic locations, and zoning can regulate setbacks. MECP environmental compliance approvals (ECA) provide a framework for ensuring that appropriate systems are used for new development. ECAs require regular monitoring and reporting.
	Not as strict as for campgrounds as cottages	The Township regulates septic systems for private dwellings and cottages, MECP regulates larger systems for most campgrounds. The design and ongoing monitoring and reporting requirements for large septic systems are significantly more robust than for private dwellings, however existing and older systems have to be brought up to current standards, which takes time.
	Septic flow rates using residential calculations don't make sense	MECP works with ECA applicants to implement appropriate standards. Use of actual data instead of code standards is possible with MECP approval.
4. Lake Impact	<p>Concern over development on a small shallow lake</p> <p>Concern over lake impact from septic, shoreline degradation, and stormwater management</p> <p>Concern over fuel spills</p> <p>Litter in the lake</p> <p>There should be lake impact studies</p> <p>Concern over the growth of weeds in the water</p> <p>Need for lake impact studies for development proposals over a certain density</p>	Review and amend policy framework and requirements for lake impact studies. OP has strong policies but can be supplemented by options 2, 3, and 10.
	Hardened surfaces due to tree loss has increased run off (nutrient loading, algae) and impacted the lakes	Review and amend policy framework as it relates to stormwater management and septic setback requirements. Addressed in options 2, 3, 5, 6, 7, 8.

Issue	Comment	Option/Response
	The development of the shoreline has impacted the lakes and water quality	Consider new shoreline protection by-laws. Option 5.
	Need setbacks from lakes to alleviate impacts	Review and amend policy framework as it relates to minimum required setbacks from waterbodies. Best addressed by option 3.
	Boat traffic tied to algae blooms Invasive species due to boat traffic	Review and amend policy framework as it relates to assessing impact from boat traffic on lakes. Option 2.
5. Noise	Noise impact on small lake Density means more noise	Review and amend policy and regulatory framework as it relates to noise impacts. Option 9.
	Local disruptions due to noise from campers and watercraft Overall noise issues Late night noise Noise intolerable over the weekends Noise from boats and residents is ridiculous all summer Noise issues have been affecting the wildlife The noise disrupts the community Noise from music shows and construction equipment	Review and amend the noise by-law if necessary. Option 9.
6. Density	Concern over dense development on a small shallow lake There is a level of unchecked growth Increased density on a site threatens wildlife Excessive population issues, concerned campgrounds will be larger than a village Overuse of the water table due to high density Density has been left unchecked Additional density on a closed lake is not sustainable Density affects the environment Density affects tree coverage	Review and amend policy and/or regulatory framework regarding density of tourist campgrounds. Option 2, 3, and 9.

Issue	Comment	Option/Response
	<p>Should examine, campsites per acre, trailers per acre or hectare, maximum size, campgrounds in an area, frontage relative to density</p> <p>An equation relative to waterfrontage to campsites should be created</p> <p>The need to be 200 feet for waterfrontage for a cottage, but campground do not have to follow this</p> <p>Density should be related to usable land</p> <p>Consistent application of how waterfront is to be used</p> <p>Need a density cap</p> <p>Density relative to water frontage need to be addressed</p>	<p>Various options for regulating density are proposed. Will need to consider options such as number of campsites as a function of property size, developable area on a property, shoreline, etc. Best addressed by option 3.</p>
	<p>Need to distribute campgrounds as opposed to the current concentration</p>	<p>Review and amend policy and/or regulatory framework regarding concentration of tourist campgrounds within a given area at a larger scale than individual properties. Option 3.</p>
<p>7. Tree Cover</p>	<p>Clear guidelines around forest coverage through by-laws and Conservation Authority directives</p>	<p>Review policy framework as it relates to tree cover. Option 2.</p>
	<p>Concern over loss of forest coverage over shoreline degradation</p> <p>Concern over the cutting down of trees</p> <p>Conventional vegetation should be minimized to 'rewild' impacted areas</p> <p>Potential introduction of a tree cutting by-law to protect forest coverage</p>	<p>Consider creation of a tree cutting and/or shoreline protection by-law. Options 5 and 7.</p>
<p>8. Habitat</p>	<p>Loss of habitat with increased land use</p> <p>Loss of habitat from shoreline degradation</p> <p>Loss of fish habitat from excessive docks and boat slips</p> <p>Expansion would in areas with known species at risk</p>	<p>Review policy framework and amend if necessary. Current OP supports protection of habitat, shorelines and species at risk. Option 2.</p>
<p>9. Boat Traffic</p>	<p>Local disruptions due to boat traffic</p> <p>Excessive boat traffic</p>	<p>Review policy framework regarding triggers or requirements for relevant studies. Option 2.</p>

Issue	Comment	Option/Response
	<p>Increased boat traffic and wake</p> <p>Too much boat traffic on weekends during the summer</p> <p>Too high of a concentration of boats in Hudson Bay</p>	
	<p>Docks and boat lifts exceeding shoreline capacity – need for policies on density of docks/boat lifts, and boat slips</p> <p>Huge massive docks have led to increased boat traffic</p>	<p>Review policy framework regarding limits on the scale, sizing and concentration of docks, boat lifts, etc. Option 2 and 3.</p>
	<p>Unlawful boat traffic</p> <p>Boats not policed correctly</p>	<p>The OPP is the enforcement body responsible on the waterway and should be contacted if unlawful activity is identified.</p>
10. Clarity/process	<p>Define required studies by type of application</p> <p>Concerns EIS's are not done properly</p> <p>What are the rules of engagement for an EIS</p> <p>Is an EIS allowed to only take place on a desktop</p> <p>Concerns EIS are not being done sufficiently (only desktop review)</p> <p>Independent citizens did a peer review of an EIS where specialist informed them an EIS can take between 1 – 5 years</p>	<p>Review the policy framework regarding required studies. The current OP identifies an extensive list of possible studies. Option 2.</p> <p>A majority of EIS's are already reviewed by Conservation Authorities as part of their commenting authority.</p>
	<p>Campgrounds should be regulated the same way as homes and cottages, especially regarding land use and environmental issues</p>	<p>All land uses are regulated through the zoning by-law. Standards between land uses differ based on the nature of the land use. Option 3.</p>
	<p>Limits placed on campground expansion</p>	<p>Review and amend policy and regulatory framework regarding limitations on campground expansion. Option 2 and 3.</p>

Issue	Comment	Option/Response
	<p>There are many hoops to jump as a property owner relative to the waterfront/shoreline, docks, and buildings that are on campgrounds which may have even more impact</p> <p>Opposed to unmanaged growth</p> <p>Urge the Township to take immediate actions from extensive campground expansions that consider the environment</p> <p>Concerns that an environmental impact study is the only stab at environmental impact mitigation</p> <p>There needs to be consistent rule regarding matters of environmental impact</p> <p>Need flexible policies that appreciate the challenges and opportunities of campgrounds</p> <p>The definition of Campgrounds need to be reviewed and redone to capture their current use for clarity</p> <p>PPS encourages recreation and tourism in rural areas</p> <p>Site plan not triggered for less than 3 trailers</p> <p>New comprehensive bylaw for campgrounds to dictate density, frontage, setbacks</p> <p>Regulations should be applied for setbacks from property lines and buffers from campgrounds</p> <p>Park model trailers should be subject to a master plan, change in zoning, and Township oversight</p> <p>Adaptive and flexible framework required</p> <p>OP does not have enough teeth to the policies to hold owners accountable</p> <p>Park model only zoning should be considered</p>	

Issue	Comment	Option/Response
	<p>Don't want to eradicate campgrounds, just manage them better with regulations</p> <p>Having developments approved before the new OP is approved is short-sighted</p> <p>Expensive to modernize older equipment especially situated on rock – there should be flexibility in policies to reflect physical constraints</p> <p>Need for a transition period to give space to correct policies if needed</p> <p>Concern regulation will be so tight there will no longer be economic vitality for campgrounds</p>	
	<p>Does the PPs regulate density?</p>	<p>The PPS provides a high level framework guiding municipalities. Official Plans and zoning by-laws, including amendments to these policy and regulatory tools, must be consistent with the PPS. The PPS does not, however, establish prescriptive measures such as density.</p>
	<p>Increased regulation of wells and septic systems for tourist campgrounds</p>	<p>Wells and septic systems are governed by regulations set by the province.</p>
	<p>Requirements for all campgrounds should be the same</p> <p>Will this affect my zoning and land use designation</p> <p>Rectify the existing legal non-conforming before expansion</p>	<p>Zoning by-laws can be amended in accordance with a prescribed process to establish site-specific standards. The Planning Act also grants legal non-conforming status to any land use that legally existed prior to a change in zoning standard. Any amendments to the zoning by-law arising from this process will not take away legal non-conforming rights for existing campgrounds. Rather, any changes would impose new restrictions and requirements on new or expanded campgrounds in the future.</p>
	<p>There are cottagers that rent out their spaces, yet they are not paying commercial tax, insurance, water lot leases for docking. Also not under the microscope of CRCA, MNRF, RVCA and the township</p>	<p>Short-term rental of individual cottages and cabins is an emergent challenge in land use planning and one that many municipalities are exploring. It is, however, outside the scope of this land use study.</p>

Issue	Comment	Option/Response
	MECP can take up to 5 years to review a faulty septic	MECP review timelines vary and the MECP has indicated the severity of a given non-compliance matter may influence their timeline.
	Are campgrounds subject to site plan?	Tourist campgrounds are subject to site plan control.
	Lake Associations want early review on development and should be regulated with noise by-laws, lighting plans, landscaping plans, and other by-laws	All planning applications become public once they are deemed complete by the municipality. Site plan control provides a framework for implementing measures such as noise mitigation, landscaping, lighting, etc.
	Potential introduction of a tree cutting by-law to protect forest coverage	Consider implementing a tree-cutting by-law. Option 7.
	Large development along a UNESCO heritage site	This land use study is not intended to address concerns about any specific development proposals. Such considerations will be reviewed through any development application process.
	Plurality of citizens should be weighed against a singular campground Everyone in TRL are equal stakeholders	Assessing the public interest is an imperfect practice that balances many, often competing, considerations. Council will ultimately have the responsibility of making a decision in the public interest.
11. Lighting	Increased light has an affect on the environment The lighting is disruptive to the community Campgrounds have a free pass on lighting Bound to be light pollution form such a large population	Review policy and regulatory framework regarding requirements for lighting plans and municipal standards. Option 2 and 4.
12. Wetlands	Need to ensure wetlands are not being developed with regard to tourist campgrounds Concern that wetlands may begin to be developed Concern that swamplands will be invaded by development There is need to protect wetlands Further expansion into wetlands should not be allowed Concerns about the classification of wetlands	The current OP protects wetlands in accordance with provincial policy. There is a spectrum of protection: provincially significant wetlands (PSW) are more protected than locally significant wetlands. Unclassified wetlands receive reduced protection unless they are classified as locally or provincially significant as part of a development application.

Issue	Comment	Option/Response
13. Environment	<p>There is a need to understand the impacts of campgrounds and boats on the environment</p> <p>Environmental issue arise due to unchecked growth</p> <p>Impact on the environment</p> <p>Environment showing stress from boating traffic</p> <p>Concern negative impacts will not be able to be undone</p> <p>Concerns density will negatively impact the environment</p> <p>Ensure mitigation to prevent environmental impact</p> <p>Blue green algae is a concern</p> <p>There needs to be more co-existence and sharing of resources (water, boat launches) for the environment to thrive – all needs to be used in a sustainable way</p> <p>There needs to be consistent rules over matters of environmental impact</p> <p>Parks Canada is questioning the level of usage along the lake</p> <p>There is a need to protect the environment</p> <p>Don't base decisions on expanded tax revenue from larger campgrounds as it will impact the environment</p> <p>Density affects the environment</p> <p>Newer park model trailers have longer life cycles which is better for then environment</p> <p>Campgrounds happy to undertake an EIS</p> <p>MNRF did a sampling study with the results not out</p>	<p>Review and amend policy and/or regulatory framework regarding environmental impacts, broadly, and requirements/triggers for EIS.</p> <p>A majority of EIS's are peer-reviewed by Conservation Authorities as part of their commenting power.</p> <p>Consider implementing a formal pre-application by-law or process that allows review agencies to work with applicants to clarify terms of reference for an EIS early in the process. Option 2 and 3.</p>
14. Rural Character	<p>The encroachment of campgrounds makes you feel like you are living in the city</p>	<p>Review policy and regulatory framework regarding policies and standards related to protecting privacy</p>

Issue	Comment	Option/Response
	<p>There are privacy issues with development</p> <p>Concern expansion will be in close proximity to lakeside properties</p> <p>Unbridled development will take away the character of the area</p> <p>So much development creates a loss of the rural setting</p>	<p>and typical standards of privacy and separation in the rural area. Option 2 and 3.</p>
	<p>Concerts and special events negatively pervade their neighbours</p>	
15. Municipal Services	<p>Who pays for extra garbage</p> <p>Campgrounds do not receive all services</p> <p>Campgrounds do receive all services</p> <p>Campground pay for their own garbage and plowing if any municipal services and still pay taxes</p>	<p>Campgrounds do not receive municipal services in the form of solid waste disposal. Snow plowing is provided by the Township along municipal roads only.</p>
	<p>One campsite at the end of a cottage road, with insufficient services if there were a fire with everyone using this road</p>	<p>The site plan control process includes review by emergency services personnel to ensure adequate provision of services.</p>
	<p>Rural hydro and phone issue occur frequently now</p>	<p>The current policy framework supports collaboration between the Township and other agencies and service providers.</p>
16. Traffic	<p>Increased traffic on Big Rideau Lake Road</p> <p>Concerns over increased traffic volume</p> <p>Big Rideau Road not safe during the summertime</p> <p>McCann road should be utilized to alleviate traffic on big Road Lake Road</p> <p>Need better control of speeding</p> <p>No issue with completing traffic studies if required</p>	<p>Review policy framework regarding triggers for traffic studies for new development. Option 2.</p>
17. Wildlife	<p>Species such as the native loon and trumpeter swan are at risk if their nesting areas are developed</p> <p>Disruption of bird and animal breeding grounds</p>	<p>The OP requires that new developments, including expansions to existing campgrounds, in proximity to natural heritage features are required to undertake environmental impact studies to assess potential impact on wildlife and habitat. Option 2. Additionally,</p>

Issue	Comment	Option/Response
	<p>Need for wildlife conservation</p> <p>Recognition of wildlife corridors and habitat including waterfowl</p> <p>Fish are becoming scarce with some birds suffering</p> <p>Issues with overfishing</p> <p>Disruption to native swans</p> <p>More shoreline fishing</p> <p>Expansion would be in areas with known species at risk</p>	<p>Conservation Authorities already peer-reviewed as part of their commenting power.</p>
<p>18. Behaviour</p>	<p>Trespassing concerns</p> <p>Karaoke and fireworks leading to noise</p> <p>Litter in the lake and on land</p> <p>Heavy pollution on the back roads</p> <p>Littering from vehicular and boat traffic</p> <p>Enforcement of property lines by campground operators</p> <p>Increased trespassing by campers</p> <p>Fine campgrounds for police calls</p> <p>Encroachment and trespassing</p> <p>Lack of respect to private property abutting campgrounds</p> <p>People using other driveways to turn around</p> <p>Campers trespass leaving landowners liable</p> <p>Crime is on the rise</p> <p>There is now the need to call the police on trespassers</p> <p>Individual not cleaning up after their dogs on yards</p> <p>People using private docks to fish</p> <p>Stolen property</p> <p>Campgrounds have policing to deal with issues (rules + bylaws)</p>	<p>Land use planning tools assume that activities occur in accordance with permitted land uses and behaviours that comply with other legislation such as the Trespass Act, the Criminal Code, the Highway Traffic Act, etc.</p> <p>There may be design options that can mitigate undesirable behaviour that can be implemented through site plan control, such as traffic calming measures, however these are limited by the nature of those behaviours and by the willingness of the population to adhere to appropriate standards of behaviour.</p>

Issue	Comment	Option/Response
	Where are the nuisance complaints coming from – we all share the same waterway	
19. Drinking Water	Strain and contamination of the aquifer Well issues at the beginning and end of season when campground is opening Overuse of the water table due to high density	Review policy framework regarding requirements and triggers for hydrogeological assessments. Option 2.
	Well water is a paramount concern and HydroGeo's need to be double checked	Consider adopting a peer review standard and a roster of peer reviewers for certain technical studies. Option 2.
20. Fire Risk	Nuisance fire hazards	Development applications are reviewed by municipal staff for fire safety and fire department reviews for compliance with the Fire Code. Review the Open Air Burning by-law. Option 8.
21. Air Quality	Restriction on campfires to alleviate their negative impact on air quality Excess smoke pollution	Consider a review of the Open Air Burning by-law as it relates to campgrounds. Option 8.
22. Electrical	Electrical systems need to be maintained and frequently inspected to reduce fire risk Enforcement of regulations for electrical services	The Electrical Safety Authority (ESA) is the regulating body that regulates electrical wiring and related standards, where Hydro One is generally responsible for providing power throughout the Township. Through the development process, applicants are required to work with electricity providers as part of the servicing design to ensure compliance with the Ontario Electrical Safety Code. As part of the building permit review process, the Township may also seek assistance from the ESA or electricity providers such as Hydro One where appropriate.
23. Taxation	Campgrounds should be taxed appropriately Campgrounds do not receive all of the services cottagers do, (i.e. garbage and plowing) despite paying taxes Not all of the tax claims are accurate based on the services received Don't base decisions on expanded tax revenue from larger campgrounds as it will impact the environment There needs to be an MPAC review insisted upon by the township	The project team received numerous comments surrounding taxation and electoral representation. In the Township of Rideau Lakes, tax ratios are set by UCLG which is required to adhere to regulations imposed by the province of Ontario. The Municipal Property Assessment Corporation (MPAC) is responsible for assessing the value of properties for tax purposes. The project team received comments specifically dealing with the processes of valuing tourist campgrounds, of taxing them, and of controlling the ability of campground residents to be elected to municipal office. Land use planning tools are not suitable for addressing these issues, which are all dealt with through different aspects of provincial

Issue	Comment	Option/Response
	<p>Trailers are essentially cottages and should be taxed the same</p> <p>If trailer owners and cottagers both only use their cottages half of the year they should be taxed the same</p> <p>Fair and equitable taxation – not fair for a campsite with over 100 trailers to pay a similar tax rate</p> <p>Cottagers pick up the tax burden on campgrounds</p> <p>Increase campground taxes</p> <p>Campgrounds receive the same municipal services as everyone else</p> <p>If campground members pay tax they should have voting rights</p>	<p>legislation. It is not possible for a municipality, for example, to establish Official Plan policies that deal with taxation or political representation in any form. TRL Council and stakeholders are encouraged to open a dialogue with the province to further explore these inter-related issues.</p>
24. Land Use Study	<p>An adoption of an evidence-based approach using best practices</p> <p>Concern options will be presented without understanding the full picture</p>	<p>Recommendations will incorporate best practices.</p>
	<p>Campgrounds are a small portion of the commercial businesses, there are golf courses, resorts, and cottage renters; why are we targeted?</p>	<p>This land use study is examining land use issues dealing with tourist campgrounds at Council's direction.</p>
	<p>Fair and open consultation to determine a fair outcome for all</p> <p>Trust the land use study will be comprehensive and fair to all parties</p> <p>Need for transparency- not guided by politics</p> <p>Do not rush the process, take all of the time needed to ensure that the process finds out the issues</p> <p>Need for transparency - not guided by politics</p>	<p>The intent of this study is to maintain a broad and transparent public consultation process.</p>
	<p>There should be an examination into how the campsites are being used</p>	<p>The zoning by-law regulates how campsites can be used.</p>
	<p>Encouragement of a land use study that incorporates all utilities and inspection needed on a more frequent basis</p>	<p>Consultation with regulatory agencies that conduct inspections (e.g. MECP, Township planning and building department, Parks Canada, Conservation Authorities) has taken place and is ongoing.</p>

Issue	Comment	Option/Response
	<p>Council needs to have all of the information</p> <p>Lack of trust with council as they make promises in meetings and do not follow up in public meetings</p>	<p>The purpose of this and subsequent reports is, in part, to inform Council and stakeholders.</p>
25. Economic Impact	<p>Campgrounds support the local economy and are vital to the success of the Township</p> <p>Park model trailer bring in a clientele which will positively impact the Township</p> <p>Campgrounds are strategic TRL partners in the sense they bring local merchants business and are key to their survival</p> <p>Residents with trailers bring their own goods and don't impact the community the same way as itinerant users</p> <p>The economic impact will be lessened if campgrounds get all of their necessities on site</p> <p>Campground users go to restaurants and local businesses</p> <p>There should be a TRIEM to demonstrate campgrounds economic impact</p> <p>On campground polled their users and found families spend between \$3500-\$7500 per season in the community</p> <p>Some members of the community recognize that these campgrounds have a positive economic impact on the community</p> <p>Campgrounds impact through the creation of jobs, local service use, community involvement, and support the community and are an economic way to bring people to the community</p> <p>Needs to be an examination of a total economic cost benefit factor</p>	<p>While the economic impact of existing tourist campgrounds is of interest to the public, evaluating or assessing their economic impact is outside of the scope of this land use study. It is the project team's recommendation that campground operators work with the Regional Tourism Organization or another appropriate marketing body to collect economic information and share that data with Council and the public to continue the conversation regarding the economic benefits of tourist campgrounds in TRL.</p>
26. Non-compliance	<p>Enforcement of seasonal dates</p> <p>Need resources to police compliance with the by-law and other approvals</p>	<p>Review and consider licensing and administrative penalties by-laws. Options 8 and 10.</p>

Issue	Comment	Option/Response
	<p>Things seem to be done with asking for forgiveness coming after the fact</p> <p>Campgrounds have not been upfront with their plans and have done construction without township approval</p> <p>Not enough resources to ensure orderly development</p> <p>Inspect everyone – no discrimination</p> <p>Township is reactive rather than proactive to issues</p>	
	<p>Is it okay for campgrounds to circumvent the by-law for additional density?</p>	<p>The Planning Act allows property owners to apply to amend or vary zoning by-laws in accordance with a prescribed process.</p>
	<p>Decks are becoming more plentiful without regulation it seems</p>	<p>Decks below a certain size do not require building permits, though the Township is aware of decks having been constructed without permits where permits were required. Campground owners are required to obtain permits and clarify requirements with the Township when uncertain. Option 3 and 4.</p>
	<p>Parks Canada does not do a sufficient job regulating the waterways</p>	<p>Parks Canada regularly reviews waterways for compliance and follows up with reports of non-compliance.</p>
<p>27. Residential Drift/Trailer Types</p>	<p>Park Model trailer only zoning</p> <p>Z241 should be accepted as the standard in TRL for CT's – 540 ft²</p> <p>Trend to move towards park model trailers as they are what the market is looking for</p> <p>The newer park models have to be brought in on tractor trailer and are more permanent</p> <p>No longer "tourist" campgrounds</p> <p>These park model trailers are there year round and act the same as a cottage – they are built to be mobile but are not used this way</p> <p>Campgrounds becoming more of a trailer park than a campground</p>	<p>Review and amend the OP and zoning by-law as they relate to permitted trailer types, length of occupation, etc. Option 2 and 3.</p>

Issue	Comment	Option/Response
	<p>Clear definition of mobile homes vs permanent structures</p> <p>Campground upgrading camper sites to permanent mobile homes with 10 ft of farmland</p> <p>The Z241 is more homey and is being requested not forced</p> <p>Need clear definitions, the z241 is in essence a cottage</p> <p>Tourist campgrounds are no longer what they were 30 years ago – the new structures are cottages</p> <p>Just because its on wheels does not make it a camper</p> <p>Campgrounds need to remain seasonal and not year round</p> <p>Becoming permanent vs what was transient</p> <p>People are living in these dwelling year round and they are no longer seasonal – something must be defined</p> <p>Resort style community is not consistent with the intent of the zoning</p> <p>People are staying their trailer year round now</p>	
<p>28. Telecommunications</p>	<p>Installation and distribution of satellite and internet services are putting excessive loads on broadband infrastructure over the weekends and four summer months</p>	<p>Ensuring that telecommunication infrastructure is provided to new developments is a land use planning matter in the general sense of ensuring that telecommunication services are made available to new development.</p> <p>The project team received comments regarding overburdening of existing telecommunication infrastructure resulting in reduced service levels. While this is not a matter that can be addressed through land use planning tools, the province is currently working to address the issue of telecommunication services in Eastern Ontario through the Eastern Ontario Regional Network (EORN) and the Improving Connectivity for Ontario (ICON) program.</p>

Issue	Comment	Option/Response
29. Property Values	<p>Cottages around campgrounds are still selling for 3x purchase price – is there really land devaluation</p> <p>There is a perception that campgrounds may deteriorate property values</p>	<p>Property values were also noted as an issue during the consultation process, in particular the project team heard that residents living near tourist campgrounds will see their property values decrease as a result of campground expansions or the creation of new campgrounds. While changes in land use planning policy and regulations may affect property values, these changes are not indicative of whether a change represents good land use planning and are not taken into consideration when evaluating the appropriateness of planning decisions.</p>

2.2 Options

The table above identifies, in brief, numerous options for addressing the identified issues and comments received. Generalized options indicated in the table above are discussed in greater detail below.

2.2.1 Do nothing

Township Council has the option of taking no action in response to one or more of the identified issues. The adopted Official Plan, for example, includes numerous changes incorporated through consultation with stakeholders and may sufficiently address a number of issues and concerns when combined with other tools such as the zoning by-law, site plan control and other by-laws.

2.2.2 Review and Amend the Official Plan

This option is issue-specific and generally relies on amending one or more of the policies in the adopted OP, or it may require a new policy. Commentary regarding current policies and suggested changes for each issue are discussed below:

Water Quality

The issue of Water quality includes direct effects to water such as sewage, pollution, nutrient loading, and the presence of algae. It also includes indirect issues that impact the overall quality of the water such as the increase in stormwater runoff into the lake due to the increase of impermeable surfaces and the removal of shoreline vegetation. Consultation also provided feedback on the studies required to measure water quality such as a Lake Impact Study should be required.

- Section 2.2.1 – Lake Capacity and Assessments
 - Outlines the need for Lake Impact and Lake Capacity Assessments in relation to waterfront development and water quality
- Section 2.2.2 – Water Setback
 - Requires all development or site alteration to be a minimum of 30 metres from the upper controlled water elevation from lakes on the Rideau Canal Corridor or the normal high-water mark of any other water body.
 - The intent is to prevent the disturbance of the shoreline area as a result of the placement of buildings and structures, including sewage systems, or the removal of the soil mantle and natural vegetation in addition to the reduction in phosphorus and other nutrient loads from making it into the lake. It is also to prevent prevent erosion and sedimentation, and improve the habitat of plant, fish and animal species

- Section 2.2.6 – Waterfront Development Policies for Changes to Non-Complying/Non-Conforming Development
 - Ensures development of non-conforming uses may not encroach closer to a lake.
 - Requires the replacement or renovation of septic systems that are non-compliant and that maximize setbacks from the water, also ensures new septic systems are setback from the water.
 - Requires vegetation on land abutting the shoreline.
 - Incorporates stormwater management through vegetation encouragement and the requirement of drainage plans.
- Section 2.20.3 – Fish Habitat and Adjacent Lands
 - Ensures no development or site alteration shall occur within 120 metres of fish habitat areas, unless demonstrated there are no negative impacts by an EIS.
- Section 21.3 – Development Adjacent to Water Bodies
 - Ensures that all developments must conform with all applicable Waterfront Development Policies under section 2.2 of the plan.
- Section 2.21.4 – Stormwater Management
 - Sets evaluation criteria for site plans in relation to storm water design plans.
 - Fosters partnerships with the CRCA and RVCA to utilize water quality data when reviewing development applications.
- Section 2.21.5 – Water Quality Monitoring
 - Speaks to the partnerships the Township has the CRCA, RVCA, and MECP as it relates to water quality data and water quality monitoring programs introduced by the Township

The adopted OP provides sufficient policy framework to support protection of water quality. Any development application on a tourist campground is required to satisfy the policies above. Further refinements to other by-laws may be necessary to align with and implement these OP policies. In addition, the following amendments may also be appropriate:

1. Specify thresholds or triggers for a Lake Impact Assessment or Lake Impact Study under section 2.2.1
2. Add reference to Lake Impact Studies and Lake Capacity Assessments to the Tourist Commercial Policies under section 3.8.5.2

Shoreline

Issues relating to shoreline protection stemmed out of concerns around shoreline modification, erosion, overuse and crowding, alterations, and the objective of keeping shorelines unchanged for the protection of wildlife habitat.

- Section 2.2.2 – Water Setback
 - Requires all development or site alteration to be a minimum of 30 metres from the upper controlled water elevation from lakes on the Rideau Canal Corridor or the normal high-water mark of any other water body
 - The intent is to prevent the disturbance of the shoreline area as a result of the placement of buildings and structures, including sewage systems, or the removal of the soil mantle and natural vegetation in addition to the reduction in phosphorus and other nutrient loads from making it into the lake. It is also to prevent prevent erosion and sedimentation, and improve the habitat of plant, fish and animal species
- Section 2.2.4 – Narrow Channels
 - Identifies a Narrow channel where the distance from shore to shore is less than 150 metres
 - Restricts development of marine facilities in these areas

- Setout out shoreline frontage requirements for new development
- Section 2.2.6 – Waterfront Development Policies for Changes to Non-Complying/Non-Conforming Development
 - Ensures development of non-conforming uses may not encroach closer to the lake
 - Requires vegetation on land abutting the shoreline
 - Ensures new development shall incorporate a 30-metre strip of unaltered naturalized land abutting the shoreline that may have a modest shoreline access path
- Section 2.6 – Environmentally-Sensitive Development
 - Ensures the maintenance of a 30-metre strip of substantially undisturbed and naturally-vegetated area abutting the length of the shoreline on waterfront properties
 - Ensures where possible development and structure along the shoreline shall not occupy more than 25% of the water frontage
- Section 2.17.2 – Rideau Canal
 - Requires Site Plan Control development for all lands adjacent to the Canal which demonstrates the extent to which vegetation within 30 metres of the shoreline will remain undisturbed and mitigation measures where alteration has taken place previously
- Section 2.21.3 – Development Adjacent to Water Bodies
 - Ensures that all developments must conform with all applicable Waterfront Development Policies under section 2.2 of the plan
- Section 3.8.5.2 – Tourist Commercial Policies
 - In the review of applications efforts shall be made to integrate waterfront tourist commercial uses with the shoreline environment so as to minimize visual and other impacts, in accordance with the Environmentally-Sensitive Development section of the Plan

As with Water Quality, the adopted OP provides a robust framework for protecting shorelines. One possible amendment to the OP is to introduce a policy that requires improvement to the shoreline for any development or changes to existing tourist campgrounds. The zoning by-law can also be amended to capture some of the policies noted above.

Septic Systems

The MECP is the regulatory body associated with the review of large septic systems that treat more than 10,000 litres per day, which applies to a majority of the campgrounds in the area. The comments frequently heard regarding septic systems were concerns over the resources for regulating such systems, the quality of septic systems, the impacts of insufficient systems, and the guidelines associated with them.

- Section 2.2.1 – Lake Capacity and Assessments
 - Ensures that septic systems shall be placed in an optimal location to minimize impact
- Section 2.2.6 – Waterfront Development Policies for Changes to Non-Complying/Non-Conforming Development
 - The replacement of existing systems or the installation of new systems shall maximize water setback, and may require specialized studies and reports from septic installers
 - Existing septic systems which are determined to be non-compliant may require replacement or upgrades in addition to proof the system is functioning properly
- Section 2.14.1 – Changes to Non-conforming Uses involving Extension or Enlargements

- Requires proposed extensions or enlargements on or adjacent to the waterfront to not remove the ability for future complying septic systems to be located on the property away from sensitive environmental areas
- Section 2.21.1 – Potable Water Supply and Waste Water Treatment
 - Policy to encourage the regular maintenance of waste water treatment systems and the upgrading or replacement of substandard systems, which may be promoted through the Township's commitment to an annual septic re-inspection program
- Section 2.21.2 – Source Water Protection
 - As resources permit, the Township will encourage and support a septic system inspection program

The municipality has limited authority to establish policies or regulations surrounding large scale septic systems, though the zoning by-law can incorporate required setbacks and the OP can include policies concerning the types of impacts the Township seeks to avoid. The adopted OP policies align with the prevailing intent of the concerns and issues expressed to the project team. There may be opportunities to strengthen the OP policies slightly to provide municipal staff with greater authority during the review of development applications, however the OP already provides sufficient direction to this effect. As large septic systems are already regulated by the province, there are few to no meaningful changes that the municipality can make to other municipal by-laws that could affect the placement or regulation of septic systems directly. Instead, options relating to other themes such as water quality, lake impact, etc. can be explored to reduce potential negative impacts from septic systems on waterbodies. The zoning by-law can also be amended to capture some of the policies noted above.

Lake Impact

The theme of Lake Impact includes the increase of impermeable surfaces, densification of tourist campgrounds, and the removal of trees and vegetation. It also includes impact due to spills, pollution and introduction of invasive species from boats as well as impacts from septic systems such as nutrient loading (e.g. increase in phosphorous levels).

- Section 2.2.1 – Lake Capacity and Assessments
 - Outlines the need for Lake Impact and Lake Capacity Assessments in relation to waterfront development and water quality and ensures that septic is placed in a suitable location.
- Section 2.2.6 – Waterfront Development Policies for Changes to Non-Complying/Non-Conforming Development
 - The replacement of existing systems or the installation of new systems shall maximize water setback, and may require specialized studies and reports from septic installers
 - Existing septic systems which are determined to be non-compliant may require replacement or upgrades in addition to proof the system is functioning properly
- Section 2.14.1 – Changes to Non-conforming Uses involving Extension or Enlargements
 - Requires proposed extensions or enlargements on or adjacent to the waterfront to not remove the ability for future complying septic systems to be located on the property away from sensitive environmental areas
- Section 5.11 – Complete Applications
 - Notes a Lake Impact Study as one of the requirements in support of an application

The adopted OP provides sufficient policy framework for the Township to require Lake Impact Studies through the development application process. Any development application on a tourist campground is required to conform to the policies above, among others. The zoning by-law can also be amended to capture some of the policies noted above. In addition, the following amendments may also be appropriate:

1. Specify thresholds or triggers for a Lake Impact Assessment or Lake Impact Study under section 2.2.1

2. Add reference to Lake Impact Studies and Lake Capacity Assessments to the Tourist Commercial Policies under section 3.8.5.2

Noise

The issue of Noise can be broken into three areas. The first being noise emitted from campgrounds due to activities and the number of people located on the site at varying hours of the day, The second is the emission of noise from watercraft. The third is the impacts noise has caused on quality life and its potential impacts on wildlife.

Under the Township of Rideau Lakes new Official Plan, the sections of the Plan related to Noise are as follows below:

- Section 2.16.5 – Other Land Use Compatibility Policies
 - Certain land uses such as residences, day care centres and educational and health facilities may be particularly sensitive to the effects of odour, noise, vibration and other emissions associated with facilities such as transportation corridors and various types of industries.

The adopted OP does not provide strict guidance as it is related to noise relative to tourist campgrounds. A possible way to strengthen OP policies as they relate to lighting could be as follows:

1. Create policy to address the effects of noise as it relates to land use compatibility for uses abutting a Tourist Commercial use

Density

The issue of density covers a variety of interrelated concerns and comments. Primarily however, the comments deal with regulating density within campgrounds as well as the density of the number of campgrounds in a given area. Impacts of density on the environment, water table, and water quality were raised as was the perception that density is not being sufficiently regulated. The adopted OP has a number of policies that speak to density at a high level as well as the impacts of density, as follows:

- Section 2.2 – Waterfront Development Policies
 - Recognizes that waterfront areas of the Township are overall low density development that are also distinguished by the presence of other long-standing uses that are functionally-related to the water such as tourist campgrounds in addition to cottages
- Section 2.2.7 – Further Preservation of Waterfront areas
 - Development shall have regard to the Water Resources and Waste Water Treatment section of this Plan so water is protected from stormwater runoff that is affected by the scale, density or physical form of development
- Section 3.8.1 – Intent of the Rural Designation
 - Recognition that while the predominant built form is low density, limited commercial development is permitted
- Section 3.8.5.2
 - Recognition that tourist campgrounds are significant development due to potential environmental and community impacts and that density is an important component to manage environmental and land use compatibility. This section notes the zoning by-law will identify density provisions to mitigate these concerns
- Section 5.5.6 – Increased Height and Density By-laws
 - Increase in density otherwise permitted in the zoning by-law. May be granted in return for the provision of services, facilities or matters set out in the by-law

The OP does not establish limits on density of tourist campgrounds which requires the consideration of some amendments. The zoning by-law can also be amended to capture some of the policies noted above. The amendments to consider are noted below:

1. Establish density limits in the Official Plan and/or zoning by-law associated with the tourist campground use. Specifically, these could limit the number of camp sites based on the length of shoreline, property area, useable area (which would need to be defined), or establishing a minimum size of campsite. These options are all highly prescriptive and generally better suited to a zoning by-law than an OP.
2. Establish limits in the OP and/or zoning by-law that prescribe a maximum number of campgrounds within a on a waterbody or geographic area or that establish other requirements requiring separation. For example, instead of limiting the number of campgrounds in a geographic area, the OP/zoning by-law could limit the number of campgrounds on a given water body.

Tree Cover

The issue of tree cover is an issue which covered multiple themes which first included the impacts of tree loss on the environment in addition to the creation of hardened surfaces due to tree loss. Second was the need to regulate tree cutting with guidelines and directive from conservation authorities. Third and final were ways to implement the reforestation projects.

- Section 2.2 – Waterfront Development Policies
 - It is the policy of this Plan that minimum disturbances and limited removal of vegetation occur beyond that required for development. tree cutting by-laws and site alteration by-laws as authorized in the Municipal Act, as well as Site Plan Control may be utilized by the Township for this purpose.
- Section 2.22.1 – Climate Change and Sustainability
 - Promote incentives and programs that increase tree planting
- Section 3.8.1 – Intent of the Rural Designation
 - Recognition that overall development will be consistent and retain natural and cultural heritage landscapes including the maintenance of the it tree-covered and large open areas
- Section 5.11 – Complete Applications
 - Notes a Tree Conservation and Protection Plan as one of the requirements in support of an application

The adopted OP does not provide strict policies relating to tree cover however, there are some amendments that may be made to the OP as follows:

1. Create policy which enforces an improvement to the shoreline for any new development or development to existing tourist campgrounds to ensure the shoreline remains in a more natural state.

Habitat

The issue of Habitat brought out concerns regarding increased density, shoreline degradation, boat docking, and potential expansion into areas that contain species at risk.

- Section 2.2.2 – Water Setback
 - Requires all development or site alteration to be a minimum of 30 metres from the upper controlled water elevation from lakes on the Rideau Canal Corridor or the normal high-water mark of any other water body
 - The intent is to prevent the disturbance of the shoreline area as a result of the placement of buildings and structures, including sewage systems, or the removal of the soil mantle and natural vegetation in addition to the reduction in phosphorus and other nutrient loads from

making it into the lake. It is also to prevent prevent erosion and sedimentation, and improve the habitat of plant, fish and animal species

- Alteration may be permitted within the 30 metres but will subject to the Environmentally Sensitive Development, Fish Habitat and Adjacent Lands, and the Environmental Impact Assessments sections of the Official Plan
- Section 2.18.3 – Steep Slopes
 - Recognition that development on steep slopes can have significant negative impacts on wildlife habitat and requires a geotechnical study reviewed by the CRCA, RVCA, in addition to Parks Canada to ensure the massing and location of buildings, structures, driveways and other features, limit the extent of alteration to the landscape and natural vegetation
- Section 2.18.5 – Wildland Fire Hazards
 - Wildland fire mitigation measures may occur within a significant wildlife habitat pending an EIS which must indicate there are no negative impacts
- Section 2.20.3 – Fish Habitat and Adjacent Lands
 - Ensures no development or site alteration shall occur within 120 metres of fish habitat areas, unless demonstrated there are no negative impacts by an EIS
- Section 2.20.4 – Wildlife Habitat and Adjacent Lands
 - Constitutes all wetlands as a significant wildlife habitat and prohibits development within any provincially-significant wetland and permits development within a locally-significant wetland only if it can be demonstrated there are no negative impacts through an EIS
 - Site alteration such as filling, grading and excavating on adjacent lands within 120 metres of significant wildlife habitat or on lands where there is a reasonable potential for negative impacts upon the natural features or ecological functions may require an EIS
- Section – 2.20.5 Endangered Species and Threatened Species Habitat and Adjacent Lands
 - Development may be permitted on adjacent lands within 120 metres of a significant habitat subject to an EIS demonstrating there will be no negative impact on the habitat
- Section – 2.20.6 – Woodlands and Adjacent Lands
 - Development shall not be permitted within 120 metres unless an EIS demonstrates there will be no negative impacts on the natural features or their ecological functions.
- Section 21.3 – Development Adjacent to Water Bodies
 - Ensures that all developments must conform with all applicable Waterfront Development Policies under section 2.2 of the plan
- Section 5.11 – Complete Applications
 - Notes an Environmental Impact Assessment as one of the requirements in support of an application

The adopted OP provides a robust framework for protecting wildlife habitat, and the zoning by-law can also be amended to capture some of the policies noted above. The options for strengthening policies around habitat are as follows:

1. Create policy which enforces an improvement to the shoreline for any new development or development to existing non-conforming sites to ensure the shoreline remains in a more natural state.
2. Increase the buffer area around lands adjacent to natural heritage features.

Boat Traffic

The issue of Boat Traffic was identified as a factor generated by increased numbers of campground users. This issue also included comments surrounding the size of docking and shoreline regulations, and also the impact of boat traffic on the environment.

Under the Township of Rideau Lakes new Official Plan, the sections of the Plan related to Boat Traffic are as follows below:

- Section 2.2.5 – Boat Capacity
 - Recognition that there are no current boat capacity issues in the Township
 - Requires large-scale water-oriented development projects will be required to consult with the approval authority and if applicable, Parks Canada during the preparation of a concept to assess the effect of development on safe and enjoyable navigation of the Rideau Canal and inland lakes
- Section 5.11 – Complete Applications
 - Notes a Boat Capacity Study as one of the requirements in support of an application

The adopted OP does not establish the trigger or thresholds for a Boat Capacity, nor does the OP recognize boat traffic as an issue. Further refinement to the OP policies around Boat Traffic should consider:

1. Specify thresholds or triggers for a Boat Capacity Study under section 2.2.5.

Clarity/Process

The issue of Clarity/Process was raised in relation to regulatory guidelines for septic systems, trailer types, how expansion should take place, the definition of tourist campgrounds, and associated policies and regulations (e.g. zoning compliance and legal non-conformity).

- Section 1.1 – Intent of the Plan
 - Embracing an evidence-based decision making system will help the community benefit and share responsibility for one of Canada’s most unique and diverse ecological and natural landscapes
- Section 2.2.1 – Lake Capacity and Assessments
 - Ensures that septic systems shall be placed in an optimal location to minimize impact
 - Outlines the need for Lake Impact and Lake Capacity Assessments in relations to waterfront development and water quality
- Section 2.2 – Waterfront Development Policies
 - Recognizes that waterfront areas of the Township are overall low density development that are also distinguished by the presence of other long-standing uses that are functionally-related to the water such as tourist campgrounds in addition to cottages
- Section 2.2.6 – Waterfront Development Policies for Changes to Non-Complying/Non-Conforming Development
 - Ensures development of non-conforming uses may not encroach closer to the lake
 - Requires the replacement or renovation of septic systems that are non-compliant that maximizes setbacks from the water, and ensures new septic systems are setback from the water
 - Requires vegetation on land abutting the shoreline
 - Incorporates stormwater management through vegetation encouragement and the requirement of drainage plans
 - The replacement of existing systems or the installation of new systems shall maximize water setback, and may require specialized studies and reports from septic installers

- Existing septic systems which are determined to be non-compliant may require replacement or upgrades in addition to proof the system is functioning properly
- Ensures new development shall incorporate a 30-metre strip of unaltered naturalized land abutting the shoreline that may have a modest shoreline access path
- Section 2.14.1 – Changes to Non-conforming Uses involving Extension or Enlargements
 - Requires proposed extensions or enlargements on or adjacent to the waterfront to not remove the ability for future complying septic systems to be located on the property away from sensitive environmental areas
- Section 2.21.1 – Potable Water Supply and Waste Water Treatment
 - Policy to encourage the regular maintenance of waste water treatment systems and the upgrading or replacement of substandard systems, which may be promoted through the Township's commitment to an annual septic re-inspection program
- Section 2.21.2 – Source Water Protection
 - As resources permit, the Township will encourage and support a septic system inspection program
- Section 3.8.1 – Intent of the Rural Designation
 - Recognition that while the predominant built form is low density, limited commercial development is permitted
- Section 3.8.5.2
 - Recognition that tourist campgrounds are significant development due to potential environmental and community impacts and that density is an important component to manage environmental and land use compatibility. This section notes the zoning by-law will identify density provisions to mitigate these concerns
- Section 5.5.6 – Increased Height and Density By-laws
 - Increase in density otherwise permitted in the zoning by-law. May be granted in return for the provision of services, facilities or matters set out in the by-law
- Section 5.11 – Complete Applications
 - Notes all potential required studies for a complete application

The adopted OP policies align with the prevailing intent of the concerns and issues expressed to the project team. However, there may be opportunities to strengthen the OP policies slightly to provide municipal staff with greater authority during the review of development applications. The zoning by-law can also be amended to capture some of the policies noted above. There are therefore a number of amendments to consider:

1. Set thresholds or standards for when a Lake Impact Assessment or Lake Impact Study would be required under section 2.2.1
2. Establish density limits in the Official Plan and/or zoning by-law associated with the tourist campground use. Specifically, these could limit the number of camp sites based on the length of shoreline, property area, useable area (which would need to be defined), or establishing a minimum size of campsite. These options are all highly prescriptive and generally better suited to a zoning by-law than an OP.
3. Establish limits in the OP and/or zoning by-law that prescribe a maximum number of campgrounds within a waterbody or geographic area or that establish other requirements requiring separation. For example, instead of limiting the number of campgrounds in a geographic area, the OP/zoning by-law could limit the number of campgrounds on a given water body.
4. Clarify that EIS's are generally peer-reviewed by Conservation Authorities and the Township will continue to send EIS's submitted with development applications for peer review

5. Expand the adjacent land buffer for locally significant wetlands under section 2.20.1
6. Expand the adjacent land buffer for locally significant wetlands under section 2.20.1
7. Establish guiding policies regarding Z-241 trailers
8. Create a new definition for the Tourist Commercial designation and permitted development in relation to park model trailers
9. Establish seasonal dates for the Tourist Commercial or tourist campground use

Lighting

Stakeholders raised concerns about the impact of light pollution in the rural area and on wildlife.

- Section 2.2.5 – Environmentally-Sensitive Development
 - Seeks to implement a “dark skies” policy where practical in relation to private property to minimize light pollution and spill-over
- Section 2.14.1 – Changes to Non-conforming Uses involving Extension or Enlargements
 - Applications are assessed for appropriateness with regard to lighting, which also ensures neighbouring uses are protected from its effects
- Section 5.4 – Site Plan Control
 - Used as planning tool to ensure that design details such as lighting are adequate

The adopted OP provides clear guidance for staff and applicants with respect to expectations and requirements to be adhered to during the site plan control process. Additional clarity could be added to the OP as follows:

1. Introduce a policy requiring that Tourist Commercial uses, specifically, demonstrate conformity with sections 2.2.5 to reduce light spillover and that this is to be implemented through site plan control.

Wetlands

The issue of wetlands discovered during the consultation process were concentrated around development in proximity to or within wetlands, the need to protect them, and how they are to be classified.

- Section 2.17.2 – Rideau Canal
 - Recognition that the Rideau Canal has several provincially significant wetlands
 - Subject to the Provincially Significant Wetlands section of this Plan
- Section 2.18.3 – Steep Slopes
 - Recognition that development on steep slopes can have significant negative impacts on wetlands and requires a geotechnical study reviewed by the CRCA, RVCA, in addition to Parks Canada to ensure the massing and location of buildings, structures, driveways and other features, limit the extent of alteration to the landscape and natural vegetation
- Section 2.18.5 – Wildland Fire Hazards
 - Prohibits wildland fire mitigation measures on lands designated as Provincially Significant wetlands or within adjacent areas.
- Section 2.20.1 – Wetlands and Adjacent Lands
 - Development or alteration shall be permitted on lands adjacent to wetlands providing an EIS has demonstrated there will be no negative impacts on the wetland’s natural features or their ecological and hydrologic functions
 - Adjacent lands for a Provincially Significant Wetland are 120 metres
 - Adjacent lands for a locally significant wetland are 30 metres

- Section 2.20.4 – Wildlife Habitat and Adjacent Lands
 - Constitutes all wetlands as a significant wildlife habitat and prohibits development within any provincially-significant wetland and permits development within a locally-significant wetland only if it can be demonstrated there are no negative impacts through an EIS
 - Site alteration such as filling, grading and excavating on adjacent lands within 120 metres of significant wildlife habitat or on lands where there is a reasonable potential for negative impacts upon the natural features or ecological functions may require an EIS
- Section 3.4.2 – Natural Heritage A (Provincially Significant Wetlands)
 - No development or alteration permitted
- Section 3.6.2 – Natural Heritage C (Locally Significant Wetlands)
 - permitted uses shall generally include only those related to conservation, wildlife management and outdoor recreation activities that do not require negative alteration to the natural features
- Section 5.11 – Complete Applications
 - Notes an Environmental Impact Assessment as one of the requirements in support of an application

The adopted OP provides a robust framework for protecting Wetlands, which sufficiently addresses the majority of issues and concerns expressed to the project team. However, there are some potential additions which can be made to the OP to strengthen such policies which are as follows:

1. Clarify language to indicate most EIS's are already being peer-reviewed by Conservation Authorities
2. Expand the adjacent land buffer for locally significant wetlands under section 2.20.1

Environment

The Environment was raised as an umbrella concern which overlaps broadly with a number of other issues. The options related to this issue therefore also overlap significantly with those of other issues. In addition to the need for regulation, consultation also identified partner regulatory authorities such as Parks Canada and MNR and their role in helping mitigate environmental impact.

- Section 1.4 – Our Objectives
 - Goals of the plan include improving the quality of the environment, preserving and enhancing waterbodies and the shoreline environment, enhancing the natural environment, and working with public health agencies build the natural environment
- Section 2.2.1 – Lake Capacity and Assessments
 - Outlines the need for Lake Impact and Lake Capacity Assessments in relations to waterfront development and water quality
- Section 2.2.2 – Water Setback
 - Requires all development or site alteration to be a minimum of 30 metres from the upper controlled water elevation from lakes on the Rideau Canal Corridor or the normal high-water mark of any other water body
 - The intent is to prevent the disturbance of the shoreline area as a result of the placement of buildings and structures, including sewage systems, or the removal of the soil mantle and natural vegetation in addition to the reduction in phosphorus and other nutrient loads from making it into the lake. It is also to prevent prevent erosion and sedimentation, and improve the habitat of plant, fish and animal species
 - Alteration may be permitted within the 30 metres but will subject to the Environmentally Sensitive Development, Fish Habitat and Adjacent Lands, and the Environmental Impact Assessments sections of the Official Plan

- Section 2.2.4 – Narrow Channels
 - Identifies a Narrow channel where the distance from shore to shore is less than 150 metres
 - Restricts development of marine facilities in these areas
 - Setout out shoreline frontage requirements for new development
- Section 2.2.5 – Boat Capacity
 - Recognition that there are no current boat capacity issues in the Township
 - Requires large-scale water-oriented development projects will be required to consult with the approval authority and if applicable, Parks Canada during the preparation of a concept to assess the effect of development on safe and enjoyable navigation of the Rideau Canal and inland lakes
- Section 2.6 – Environmentally-Sensitive Development
 - Ensures the maintenance of a 30-metre strip of substantially undisturbed and naturally-vegetated area abutting the length of the shoreline on waterfront properties
 - Ensures where possible development and structure along the shoreline shall not occupy more than 25% of the water frontage
- Section 2.17.2 – Rideau Canal
 - Requires Site Plan Control development for all lands adjacent to the Canal which demonstrates the extent to which vegetation within 30 metres of the shoreline will remain undisturbed and mitigation measures where alteration has taken place previously
 - Recognition the Rideau Canal has several provincially significant wetlands
 - Subject to the Provincially Significant Wetlands section of this Plan
- Section 2.18.3 – Steep Slopes
 - Recognition that development on steep slopes can have significant negative impacts on wildlife habitat and requires a geotechnical study reviewed by the CRCA, RVCA, in addition to Parks Canada to ensure the massing and location of buildings, structures, driveways and other features, limit the extent of alteration to the landscape and natural vegetation
- Section 2.18.5 – Wildland Fire Hazards
 - Allows development in hazardous forest types where risk is mitigated in accordance with wildland fire assessment and mitigation standards, as identified by the Ministry of Northern Development, Mines, Natural Resources and Forestry.
- Section 2.20.1 – Wetlands and Adjacent Lands
 - Development or alteration shall be permitted on lands adjacent to wetlands providing an EIS has demonstrated there will be no negative impacts on the wetland's natural features or their ecological and hydrologic functions
 - Adjacent lands for a Provincially Significant Wetland are 120 metres
 - Adjacent lands for a locally significant wetland are 30 metres
- Section 2.20.2 – Areas of Natural and Scientific Interest (ANSIs) and Adjacent Lands
 - Ensures no development or site alteration shall occur within 120 metres of provincially significant or identified candidate ANSI, unless demonstrated there are no negative impacts by an EIS
- Section 2.20.3 – Fish Habitat and Adjacent Lands
 - Ensures no development or site alteration shall occur within 120 metres of fish habitat areas, unless demonstrated there are no negative impacts by an EIS

- Section 2.20.4 – Wildlife Habitat and Adjacent Lands
 - Constitutes all wetlands as a significant wildlife habitat and prohibits development within any provincially-significant wetland and permits development within a locally-significant wetland only if it can be demonstrated there are no negative impacts through an EIS
 - Site alteration such as filling, grading and excavating on adjacent lands within 120 metres of significant wildlife habitat or on lands where there is a reasonable potential for negative impacts upon the natural features or ecological functions may require an EIS
 - Section – 2.20.5 Endangered Species and Threatened Species Habitat and Adjacent Lands
 - Development may be permitted on adjacent lands within 120 metres of a significant habitat subject to an EIS demonstrating there will be no negative impact on the habitat
- Section – 2.20.6 – Woodlands and Adjacent Lands
 - Development shall not be permitted within 120 metres unless an EIS demonstrates there will be no negative impacts on the natural features or their ecological functions.
- Section 2.20.7 – Environmental Impact Statement
 - Provides the requirements of an EIS and notes that recommendations of the EIS be altered based on the recommendation of the relevant Conservation Authority or applicable provincial ministry
 - In reviewing environmental impact assessment submissions, the approval authority will consult with independent professionals and other bodies such as the relevant Conservation Authority, as required and the Township, at its discretion, may recover the cost of any peer review of professional and technical studies
- Section 2.21.1 – Potable Water Supply and Waste Water Treatment
 - Policy to encourage the regular maintenance of waste water treatment systems and the upgrading or replacement of substandard systems, which may be promoted through the Township's commitment to an annual septic re-inspection program
- Section 2.21.2 – Source Water Protection
 - As resources permit, the Township will encourage and support a septic system inspection program
- Section 2.21.3 – Development Adjacent to Water Bodies
 - Ensures that all developments must conform with all applicable Waterfront Development Policies under section 2.2 of the plan
- Section 2.21.4 – Stormwater Management
 - Sets evaluation criteria for site plans in relation to storm water design plans
 - Utilizes partnerships with the CRCA and RVCA to utilize water quality data when reviewing development applications
- Section 2.21.5 – Water Quality Monitoring
 - Speaks to the partnerships the Township has with the CRCA, RVCA, and MECP as it relates to water quality data and water quality monitoring programs introduced by the Township
- Section 2.21.3 – Development Adjacent to Water Bodies
 - Ensures that all developments must conform with all applicable Waterfront Development Policies under section 2.2 of the plan
- Section 5.11 – Complete Applications
 - Notes an Environmental Impact Assessment as one of the requirements in support of an application

The adopted OP provides a robust framework for protecting the Environment, which sufficiently addresses a majority of the issues and concerns expressed to the project team. This is done through buffering around areas of natural heritage, waterfront development, and the required studies which may be required if work is to happen adjacent to such lands. The zoning by-law can also be amended to capture some of the policies noted above. However, there are a number of potential additions which can be made to the OP to strengthen such policies which are as follows:

1. Set thresholds or standards for when a Lake Impact Assessment or Lake Impact Study would be required under section 2.2.1
2. The introduction of Lake Impact Study's and Lake Capacity Assessments to the Tourist Commercial Policies under section 3.8.5.2
3. Create policy requiring EIS's be peer-reviewed
4. Expand the adjacent land buffer for locally significant wetlands under section 2.20.1
5. Create policy which enforces an improvement to the shoreline for any new development or development to existing non-conforming sites to ensure the shoreline remains in a more natural state.
6. Establish density limits in the Official Plan and/or zoning by-law associated with the tourist campground use. Specifically, these could limit the number of camp sites based on the length of shoreline, property area, useable area (which would need to be defined), or establishing a minimum size of campsite. These options are all highly prescriptive and generally better suited to a zoning by-law than an OP.
7. Establish limits in the OP and/or zoning by-law that prescribe a maximum number of campgrounds within a on a waterbody or geographic area or that establish other requirements requiring separation. For example, instead of limiting the number of campgrounds in a geographic area, the OP/zoning by-law could limit the number of campgrounds on a given water body.
8. Specify thresholds or triggers for a Boat Capacity Study under section 2.2.5

Rural Character

The issue of Rural Character had two major themes, being the impacts of denser development on the feel of the rural setting and loss of privacy.

- Section 2.2 – Waterfront Development Policies
 - Recognizes that waterfront areas of the Township are overall low density development that are also distinguished by the presence of other long-standing uses that are functionally-related to the water such as tourist campgrounds in addition to cottages
- Section 2.16.5 – Other Land Use Compatibility Policies
 - Policy of the Official Plan to minimize conflicts between land uses through the implementation of distance separations and buffering to mitigate adverse effects
- Section 3.8.1 – Intent of the Rural Designation
 - Recognition that while the predominant built form is low density, limited commercial development is permitted
- Section 3.8.5.2
 - Recognition that tourist campgrounds are significant development due to potential environmental and community impacts and that density is an important component to manage environmental and land use compatibility. This section notes the zoning by-law will identify density provisions to mitigate these concerns

Although the OP provides general direction with respect to recognizing and preserving the Township's rural character, introducing policies limiting density of campgrounds may address the concerns raised surrounding rural character. The zoning by-law can also be amended to capture some of the policies noted above. The possible Official Plan amendments are noted below:

1. Establish density limits in the Official Plan and/or zoning by-law associated with the tourist campground use. Specifically, these could limit the number of camp sites based on the length of shoreline, property area, useable area (which would need to be defined) or establishing a minimum size of campsite. These options are all highly prescriptive and generally better suited to a zoning by-law than an OP.
2. Establish limits in the OP and/or zoning by-law that prescribe a maximum number of campgrounds within a on a waterbody or geographic area or that establish other requirements requiring separation. For example, instead of limiting the number of campgrounds in a geographic area, the OP/zoning by-law could limit the number of campgrounds on a given water body.

Municipal Services

The issue of Municipal Service was generally focused to the public services received or not received by tourist campgrounds and who was paying for them. However, this issue also noted an increase in the use on municipal services such as road infrastructure, impacts to hydro and phone, and the availability of municipal services such as fire and ambulance on congested roads close to campgrounds.

Under the Township of Rideau Lakes new Official Plan, the sections of the Plan related to Municipal Services are as follows below:

- Section 2.3 – Economic Policies
 - Council may deem applications for further residential development as premature until it is satisfied that it has the financial resources to continue to supply municipal services
- Section 2.15 – Road Access
 - The Township is committed to maintaining its current “best efforts” policy with respect to existing and new waterfront development on private roads. Where access to dwellings is provided by private roads, municipal services such as snow ploughing, or road maintenance and improvement are neither available nor the responsibility of the Township.

The adopted OP does not provide strict policies relating to Municipal Services within the Township, there are some additions that can be made to the OP as follows:

1. Create new policy to ensure new Tourist Commercial development proposals complete a community infrastructure impact assessment similar to section 5.2.3 (i) which requires this type of study for subdivisions.

Traffic

The issue of Traffic was mostly concerned with increased volumes of traffic in general and at certain times of the year. It was also an issue concerned with the regulation of speeding and traffic impact studies.

- Section 2.14.1 – Changes to Non-conforming Uses involving Extension or Enlargements
 - In considering applications, applications which create or aggravate traffic generation shall not be approved
 - Traffic conditions on-site and traffic hazards will be kept to a minimum by appropriate design of ingress and egress
- Section 3.8.5.2 – Tourist Commercial Policies
 - Tourist commercial uses shall be located to be readily accessible to tourist traffic with minimum of disruption to adjacent residential uses
 - Has policies which may require the applicant to demonstrate the anticipated traffic volume to ensure the proposed use will comply with the intended function of the access road
 - The United Counties of Leeds and Grenville may require the proponent to submit a traffic impact report prepared by a qualified professional

- Section 4.1 – Transportation (General)
 - Development proposals may require the undertaking of traffic impacts or other studies to identify potential issues and mitigation measures
- Section 5.11 – Complete Applications
 - Notes a Traffic Impact Assessment as one of the requirements in support of an application

The adopted OP provides sufficient policy framework for the Township to require Traffic Impact Assessments through the development application process. Any development application on a tourist campground is required to conform to the policies above, among others. In addition, the following amendments may also be appropriate:

1. Specify thresholds or triggers for a Traffic Impact Assessment under section 2.14.1
2. Add reference to Traffic Impact Assessments to the Tourist Commercial Policies under section 3.8.5.2

Wildlife

The issue of Wildlife was generally concerned with specific wildlife and the need to protect and conserve their habitats such as the trumpeter swan, waterfowl, birds, and fish. It was also concerned overfishing and the impacts of development on wildlife from noise and loss of habitat.

- Section 2.18.3 – Steep Slopes
 - Recognition that development on steep slopes can have significant negative impacts on wildlife habitat and requires a geotechnical study reviewed by the CRCA, RVCA, in addition to Parks Canada to ensure the massing and location of buildings, structures, driveways and other features, limit the extent of alteration to the landscape and natural vegetation
- Section 2.18.5 – Wildland Fire Hazards
 - Wildland fire mitigation measures occur in a significant wildlife habitat if an EIS can demonstrate there are to be no negative impacts.
- Section 2.20.1 – Wetlands and Adjacent Lands
 - Development or alteration shall be permitted on lands adjacent to wetlands providing an EIS has demonstrated there will be no negative impacts on the wetland's natural features or their ecological and hydrologic functions
 - Adjacent lands for a Provincially Significant Wetland are 120 metres
 - Adjacent lands for a locally significant wetland are 30 metres
- Section 2.20.2 – Areas of Natural and Scientific Interest (ANSIs) and Adjacent Lands
 - Ensures no development or site alteration shall occur within 120 metres of provincially significant or identified candidate ANSI, unless demonstrated there are no negative impacts by an EIS
- Section 2.20.3 – Fish Habitat and Adjacent Lands
 - Ensures no development or site alteration shall occur within 120 metres of fish habitat areas, unless demonstrated there are no negative impacts by an EIS
- Section 2.20.4 – Wildlife Habitat and Adjacent Lands
 - Constitutes all wetlands as a significant wildlife habitat and prohibits development within any provincially-significant wetland and permits development within a locally-significant wetland only if it can be demonstrated there are no negative impacts through an EIS
 - Site alteration such as filling, grading and excavating on adjacent lands within 120 metres of significant wildlife habitat or on lands where there is a reasonable potential for negative impacts upon the natural features or ecological functions may require an EIS
- Section – 2.20.5 Endangered Species and Threatened Species Habitat and Adjacent Lands

- Development may be permitted on adjacent lands within 120 metres of a significant habitat subject to an EIS demonstrating there will be no negative impact on the habitat
- Section – 2.20.6 – Woodlands and Adjacent Lands
 - Development shall not be permitted within 120 metres unless an EIS demonstrates there will be no negative impacts on the natural features or their ecological functions.
- Section 2.20.7 – Environmental Impact Statement
 - Provides the requirements of an EIS and notes that recommendations of the EIS be altered based on the recommendation of the relevant Conservation Authority or applicable provincial ministry
 - In reviewing environmental impact assessment submissions, the approval authority will consult with independent professionals and other bodies such as the relevant Conservation Authority, as required and the Township, at its discretion, may recover the cost of any peer review of professional and technical studies
- Section 2.21.1 – Potable Water Supply and Waste Water Treatment
 - Policy to encourage the regular maintenance of waste water treatment systems and the upgrading or replacement of substandard systems, which may promoted through the Township's commitment to an annual septic re-inspection program
- Section 2.21.2 – Source Water Protection
 - As resources permit, the Township will encourage and support a septic system inspection program
- Section 2.21.3 – Development Adjacent to Water Bodies
 - Ensures that all developments must conform with all applicable Waterfront Development Policies under section 2.2 of the plan
- Section 2.21.4 – Stormwater Management
 - Sets evaluation criteria for site plans in relation to storm water design plans
 - Utilizes partnerships with the CRCA and RVCA to utilize water quality data when reviewing development applications
- Section 2.21.5 – Water Quality Monitoring
 - Speaks to the partnerships the Township have the CRCA, RVCA, and MECP as it relates to water quality data and water quality monitoring programs introduced by the Township
- Section 2.21.3 – Development Adjacent to Water Bodies
 - Ensures that all developments must conform with all applicable Waterfront Development Policies under section 2.2 of the plan
- Section 5.11 – Complete Applications
 - Notes an Environmental Impact Assessment and Slope Stability Assessment as potential studies required in support of an application

The adopted OP provides a robust framework for protecting wildlife, however there are a number of possible additions to the OP to strengthen policies around wildlife. The zoning by-law can also be amended to capture some of the policies noted above. The possible Official Plan amendments are as follows:

1. Set thresholds or standards for when a Lake Impact Assessment or Lake Impact Study would be required under section 2.2.1
2. The introduction of Lake Impact Study's and Lake Capacity Assessments to the Tourist Commercial Policies under section 3.8.5.2
3. Create policy requiring EIS's be peer-reviewed

4. Expand the adjacent land buffer for locally significant wetlands
5. Create policy which enforces an improvement to the shoreline for any new development or development to existing non-conforming sites to ensure the shoreline remains in a more natural state.
6. Set density thresholds in the Official Plan associated with the tourist campground designation.
7. Require a Boat Capacity study for developments that exceed a certain number of slips or docks of a certain size.

Drinking Water

The issue of drinking water was concerned with the water table, aquifers, and fluctuations in service that were potentially related to the opening and closing of campgrounds. It was also an issue that was concerned with the process of determining water feasibility which are determined through Hydrogeological Assessments.

- Section 2.21.1 – Potable Water Supply and Waste Water Treatment
 - Policy to encourage the regular maintenance of waste water treatment systems and the upgrading or replacement of substandard systems, which may promoted through the Township's commitment to an annual septic re-inspection program
- Section 2.21.2 – Source Water Protection
 - The determination of site suitability for proposed waste water systems may require servicing reports such as hydrogeological investigations, terrain analyses, impact assessments and servicing options reports to the satisfaction of the approval authority including the relevant approval authority for water supply and waste water treatment
 - As resources permit, the Township will encourage and support a septic system inspection program
- Section 5.11 – Complete Applications
 - Notes a Hydrogeological Assessment as one of the requirements in support of an application

The adopted OP provides sufficient policy framework to support protection of Drinking water. Any development application on a tourist campground is required to satisfy the policies above. The following amendments may also be appropriate:

1. Specify a requirement for Hydrogeological Assessment for Tourist Commercial developments, both new proposals and proposals for expansions.
2. Introduce a peer review policy to provide greater clarity to staff and applicants that peer review of hydrogeological assessments is anticipated where such studies are required.

Fire Risk

The issue of Fire Risks revolved around potential fires from electrical systems and the fire created at campgrounds.

- Section 1.4 – Our Objectives
 - Goals of the plan include minimizing the risks to persons from wildland fire
- Section 2.18.5 – Wildland Fire Hazards
 - Wildland fire areas have been assessed by the province identifying hazardous forest types associated with high or extreme risk of wildland fire
 - Allows for development in hazardous forest types where risk is mitigated in accordance with wildland fire assessment and mitigation standards, as identified by the Ministry of Northern Development, Mines, Natural Resources and Forestry

There are no policies that are associated with the impacts associated with campfires coming from uses such as Tourist Commercial or electrical systems, though the OP does include standard policies with regard to wildland fire hazards.

Air Quality

Concerns regarding the impact of campfires on air quality were received during the process. This issue is understood to be related to the matter of density and campground scale as a single campfire is not likely to be at issue, but the number of campfires in a concentrated area is of greater concern.

- Section 2.16.5 – Other Land Use Compatibility Policies
 - certain land uses such as residences, day care centres and educational and health facilities may be particularly sensitive to the effects of odour, noise, vibration and other emissions associated with facilities such as transportation corridors and various types of industries

The adopted OP contains satisfactory wildland fire policies; however, it does not provide strict guidance as it related to Air Quality relative to tourist campgrounds and campfires. A possible way to strengthen OP policies as they relate to Air Quality could be as follows:

1. Create policy requiring consultation with MECP to determine if an Air Quality ECA is required

Land Use Study

The issue of the land use study was concerned with multiple parts of the study including the proposed options, the consultation process itself including transparency, its comprehensiveness, and the need for the study to be long enough in duration to capture the entirety of the issues at hand. This issue also noted other issues focused on why this study is being done for this form of development, lack of trust with council, and the need for such a study to not be guided by politics. Although not specifically related to tourist campgrounds, the project team felt that this issue should be acknowledged, and Council made aware through this report that this concern exists in the community. The project team and Township staff are committed to completing this study in accordance with professional standards and Council direction.

Non-compliance

The issue of non-compliance relative to the development of tourist campgrounds was focused on the enforcement and circumvention of the zoning by-law, in addition to tourist campgrounds not following their plans for development. This issue also included the enforcement of seasonal dates, the lack of resources to ensure development is orderly, the need for inspections, and the need for the creation of more proactive policies from the Township.

- Section 2.2.6 – Waterfront Development Policies for Changes to Non-Complying/Non-Conforming Development
 - Ensures development of non-conforming uses may not encroach closer to the lake
 - Requires the replacement or renovation of septic systems that are non-compliant that maximizes setbacks from the water, and ensures new septic systems are setback from the water
 - Requires vegetation on land abutting the shoreline
 - Incorporates stormwater management through vegetation encouragement and the requirement of drainage plans
 - The replacement of existing systems or the installation of new systems shall maximize water setback, and may require specialized studies and reports from septic installers
 - Existing septic systems which are determined to be non-compliant may require replacement or upgrades in addition to proof the system is functioning properly
 - Ensures new development shall incorporate a 30-metre strip of unaltered naturalized land abutting the shoreline that may have a modest shoreline access path
- Section 3.8.5.2 – Tourist Commercial Policies
 - Tourist commercial uses shall be located to be readily accessible to tourist traffic with minimum of disruption to adjacent residential uses

- Has policies which may require the applicant to demonstrate the anticipated traffic volume to ensure the proposed use will comply with the intended function of the access road
- The United Counties of Leeds and Grenville may require the proponent to submit a traffic impact report prepared by a qualified professional
- Section 4.1 – Transportation (General)
 - Development proposals may require the undertaking of traffic impacts or other studies to identify potential issues and mitigation measures
- Section 5.11 – Complete Applications
 - Notes a Traffic Impact Assessment as one of the requirements in support of an application

The adopted OP provides sufficient policy framework for the Township relative to non-compliant development. It should also be noted that in order to attain a building permit, all development must conform with the Ontario Building Code and be subjected to inspection by the Township. Any development application on a tourist campground is required to conform to the policies above, among others. In addition, the following amendments may also be appropriate

1. Create policy to set seasonal dates for the Tourist Commercial use under section 3.8.5.2

Residential Transition/Trailer Types

The issue of Residential Transition/Trailer Types can be broken down into two themes the first being residential drift which is the shift of the trailers to something that is more residential in form and is being utilized for longer periods of time due to its build. The second is trailer types which included comments surrounding the Z-241 (Park model) CSA standard and how they are shifting from something transient to something more permanent that is taking on the form of cottage.

Under the Township of Rideau Lakes new Official Plan, the sections of the Plan related to Residential Drift/Trailer Types are as follows below:

- Section 2.2 – Waterfront Development Policies
 - Recognizes that waterfront areas of the Township are overall low density development that are also distinguished by the presence of other long-standing uses that are functionally-related to the water such as tourist campgrounds in addition to cottages
- Section 3.8.1 – Intent of the Rural Designation
 - Recognition that while the predominant built form is low density, limited commercial development is permitted
- Section 3.8.5.2
 - Recognition that tourist campgrounds are significant development due to potential environmental and community impacts and that density is an important component to manage environmental and land use compatibility. This section notes the zoning by-law will identify density provisions to mitigate these concerns
- Section 5.5.6 – Increased Height and Density By-laws
 - Increase in density otherwise permitted in the zoning by-law. May be granted in return for the provision of services, facilities or matter set out in the by-law

The adopted OP does not provide strict guidance as it is related to the trailer types within tourist campgrounds. A possible way to strengthen OP policies as they relate to lighting could be as follows:

1. Create policy to addressing the Z241 trailer within the tourist campground use under section 3.8.5.2
2. Create a new definition for the Tourist Commercial designation and the development allowed within it with regard to park model trailers
3. Create policy to set seasonal dates for the Tourist Commercial use

2.2.3 Review and Amend the Zoning By-law

The current zoning by-law has the potential to better regulate tourist campgrounds in alignment with the adopted OP as well as with the potential changes referenced above. The following represents potential amendments to the CT zone and general provisions of the by-law to better capture the intent of the OP:

- a) Increase the current provisions for all yard setbacks abutting a residential use (e.g. increase to 30 metres)
- b) Introduce minimum landscaped open space and/or buffering requirement for campgrounds adjacent to non-commercial or non-industrial uses. This could permit existing vegetation to remain if it provides suitable buffering or could require new vegetation or fencing to provide additional buffering, for example.
- c) Introduce a density metric for the tourist campground use, such as:
 - o Number of sites per hectare of the property
 - o Number of sites per a given length of frontage
 - o Number of sites per a given length of shoreline
 - o Number of sites per developable area on the property (developable area to be defined)
 - o Minimum area requirement for campsites
 - o Minimum separation requirement between campsites
 - o Limit to the number of campgrounds or campsites on a waterbody or within a geographic area
- d) Increase the minimum length of waterfrontage for tourist campgrounds either broadly or in relation to the number of campsites.
- e) Introduce enhanced standards for shoreline protection in the zoning by-law for tourist campgrounds specifically.
- f) With regard to section 3.26 of the by-law which speaks to Water Frontage and Water Setbacks, enact the following:
 - o Prohibit any kind of accessory structure or building except marine development
 - o Change the 30-metre minimum setback to 30 metres from the upper controlled water elevation
- g) With regard to section 3.27 of the by-law which speaks to Yard and Water Setback Encroachments enact the following:
 - o Prohibit these exceptions from applying to the tourist campground use
- h) Provide a policy within the general provisions which prohibits marine facilities on a narrow channel (less than 150 metres shore to shore) as noted in section 2.2.4 of the OP
- i) Provide policy within the general provisions which ensures new development shall incorporate a 30-metre strip of unaltered naturalized land abutting the shoreline that may have a modest shoreline access path as noted in section 2.2.6 of the OP
- j) Provide a policy within the general provisions to ensure development and structures along the shoreline shall not occupy more than 25% of water frontage as noted in section 2.6 of the OP
- k) Provide provision under section 6.3 which states:
 - o Where a campsite is abutting a property line there needs to be a security fence regardless of the vegetative buffer
- l) Provide provision under section 6.3 which requires new tourist campgrounds to provide a minimum frontage requirement onto a public road
- m) Consider refining the following definitions to provide easier interpretation and ensure they reflect the intent of the by-law and OP:
 - o High Water Mark

- Shoreline
 - Tourist Campground
 - Water Frontage
 - Water Setback
- n) Include new definitions to provide clarity for potential amendments such as:
- Narrow Channel
 - Modest Access

2.2.4 Review and Amend the Site Plan Control By-law

The current site plan control by-law is a tool to regulate development prior to the issuance of a building permit, this tool may be further amended to address the concerns and issues regarding tourist campgrounds. For example:

- a) Introduce the ability and requirement for the Township to collect securities for on- and off-site works through the site plan control process.
- b) Amend Section 4 (g) as it relates to expansions or additions to trailers to be per campsite and not the entire campground unless related to a communal campground amenity
- c) Require Campgrounds to capture changes in future site plan modifications
- d) trailers in a calendar year requires an application to amend the site plan control agreement or enter into a new agreement if one does not exist.

2.2.5 Implement a Shoreline Preservation By-law

- a) Implement a Shoreline Preservation By-law which:
 - a) Regulates all lands within a certain distance of the high water mark
 - Establishes a minimum requirement for natural/vegetative cover
 - Limits site alteration such as the placing or dumping of fill, moving or adding rocks, removing topsoil, altering grades in a way that affects the natural drainage of the site, etc.
 - b) Allows for inspection at any reasonable time by a by-law enforcement officer
 - c) Restricts tree removal
 - d) Provides reasonable exemptions for trees that are required to be removed
 - e) Specifies penalties for non-compliance

2.2.6 Implement a Site Alteration By-law

- b) Implement a Site Alteration By-law which:
 - a) Regulates properties over a certain area with respect to the placing or dumping of fill, removing of topsoil, and altering the grade of land. This could address the following impacts:
 - drainage patterns are maintained
 - interference and potential damage to watercourses
 - water quality
 - erosion and sedimentation
 - natural heritage features
 - prevent the use of hazardous or improper fill
 - b) Allows exemptions for minor alterations

- c) Specifies penalties for non-compliance
- d) Utilize section 2.20.4 of the Official Plan which states: “Site alteration such as filling, grading and excavating on adjacent lands within 120 metres of significant wildlife habitat or on lands where there is a reasonable potential for negative impacts upon the natural features or ecological functions may require an EIS”

2.2.7 Implement a Tree Protection (Forest Conservation) By-law

- c) Implementation of a Tree Protection By-law which:
 - a) Regulates properties over a certain area regarding the cutting or removal of trees
 - b) Could provide sufficient exemptions to allow tree removal for:
 - The erection of a type of building or structure and a specified buffer around it
 - The harvesting of trees for personal use as long as the activity does not reduce the number of trees below a certain defined threshold
 - Exemptions for certain land uses (e.g. residential)
 - c) Protects tree cover and natural stormwater retention
 - d) Specifies penalties for non-compliance
 - e) Utilize section 2.20.4 of the Official Plan which states: “Site alteration such as filling, grading and excavating on adjacent lands within 120 metres of significant wildlife habitat or on lands where there is a reasonable potential for negative impacts upon the natural features or ecological functions may require an EIS”

2.2.8 Administrative Penalties By-law

- a) The implementation of an Administrative Penalties By-law under the Municipal Act would allow the Township of Rideau Lakes to issue financial penalties to property owners that do not adhere to other municipal by-laws such as a Shoreline Protection By-law, Site Alteration By-law, Tree Protection By-law, Noise By-law, Open Air Burning By-law etc.

The primary benefit to the municipality of implementing an administrative penalties by-law is that it allows the municipality to impose financial penalties through the issuance of tickets, rather than having to rely on taking non-compliance matters to civil court. Legal clarification regarding the nature of any such fines and whether they can be punitive or whether they should primarily be based on a cost-recovery system is recommended and should be explored as part of the implementation of this option, should Council choose to do so.

2.2.9 Strengthen the Current Noise By-law

- a) Update the Noise By-law to target noise emitted by individuals or activities outside specified times.
- b) Specify penalties for non-compliance

2.2.10 Licensing

Require tourist campgrounds to apply for a yearly license which require the campground to:

- a) Provide updated site plans prior to receiving a license
- b) Allow the Township to undertake inspections for compliance with municipal by-laws

3.0 Recommendations

Recommendations will be provided in the final Issues and Options Report after receiving public comments.

DRAFT

4.0 Conclusion

This Draft Issues and Options Report is intended to solicit feedback from stakeholders and Council with respect to the issues heard thus far and the nature of the options presented. A final version of this report will draw conclusions and incorporate recommendations following the public consultation phase.

DRAFT