



**Office of the Chief Administrative Officer**  
The Corporation of the County of Prince Edward  
332 Picton Main Street, Picton, ON K0K 2T0  
T: 613.476.2148 ext. 1003  
[mwallace@pecounty.on.ca](mailto:mwallace@pecounty.on.ca) | [www.thecounty.ca](http://www.thecounty.ca)

May 27, 2024

The Honourable Paul Calandra  
Minister  
Ministry of Municipal Affairs and Housing  
777 Bay Street, 17th Floor  
Toronto, ON M7A 2J3  
[paul.calandra@pc.ola.org](mailto:paul.calandra@pc.ola.org)

**SENT VIA E-MAIL**

**Re: Request by Prince Edward County for a Minister's Zoning Order for Base31 in Picton**

Dear Minister Calandra,

The Municipality of Prince Edward County (the County) in association with the landowner, PEC Community Partners Inc. (PECCP), respectfully requests you to make an Order under Section 47 of the Planning Act for a Minister's Zoning Order (MZO) for Base31 in Picton, Ontario.

The County had previously submitted a request for a Community Infrastructure and Housing Accelerator (CIHA) on November 27, 2023 (**Attachment No. 1** to this submission).

This request replaces the original request and provides the information required under the Ministry's new Zoning Order Framework.

The purpose of the request is to accelerate the construction of new housing, in particular new typologies of housing not currently found in Prince Edward County, and affordable housing; and to expedite the repurposing of the historic military base buildings into new uses that generate employment, tourism, and new cultural opportunities in the County.

### Description of the Project

The site is currently within the Picton Urban Area and has been designated for development since 2015 subject to the completion of more detailed planning. On January 10, 2024, Council adopted Official Plan Amendment No. 4 for the site which added the mixed-use designation for the site to enable development. A copy of the OPA is **Attachment No. 2** to this submission.

The majority of the 304-hectare site is currently vacant, while approximately 30 hectares contain buildings of historical recognition originally developed as part of the former British Royal Airforce No. 31 Bombing and Gunnery School, and most recently known as the Loch Sloy Business Park (also referred to as former CFB Picton).

Base31 was built in 1940 as part of the British Commonwealth Air Training Plan. Since 1969, after its military use ceased, it has been used for a variety of purposes, mainly for a number of



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employment activities. Many of the original military buildings still exist and they are now being repurposed for new uses. The site was purchased in 2021 by PEC Community Partners Inc. which is now in the process of compiling a long-term revitalization strategy for the site that preserves and repurposes most of the salvageable original buildings and develops the former airfield and surrounding lands for new neighbourhoods with a mix of uses.

This MZO request only applies to the first phase of development. The first phase is approximately 88 hectares of the entire 304-hectare site owned by PEC Community Partners Inc. The MZO request is comprised of a 58-hectare Revitalization District and 30 hectares in an initial greenfield development known as Village A.

The Area Concept Plan, adopted through Official Plan Amendment No. 4, permits redevelopment of the entire site into a mixed-use community organized around the Revitalization District (the area around existing historic military buildings) which will be the focus of the proposed new development. The Revitalization District will include retail, cultural and art spaces, light industrial, as well as infill development as mixed use and residential apartments.

The greenfield and former runway areas to the east are to be developed as "villages" consisting primarily of residential uses, while also integrating key community and retail uses. The entirety of the property will be connected by an integrated network of "green fingers", or open space system. Overall, the proposed new development consists of a wide range of uses and amenities across the site to support a diverse range of housing types, active transportation and to encourage transit use.

The plan for Base31 allows for redevelopment of 7,500 units across the entire site, with the potential to accommodate 10,000 units over the life of the project. Neighbourhood-scale community uses will be distributed throughout the villages, as expressed in the Area Concept Plan, and in the Revitalization District. Neighbourhood-scale community and non-family residential uses, including schools, places of worship, libraries, community centres, day cares, assisted living, special needs housing and nursing homes, will also be permitted.

### Map and Description of the Subject Lands

The lands subject to the requested Order are generally referred to as Base31, municipally known as 343 County Road 22, 204 Kingsley Road, Picton, Prince Edward County and adjacent unaddressed lands, and covers approximately 255 hectares in the south-east of the Picton Urban Centre. A location map and legal description is **Attachment No. 3** to this submission.

### Copy of a Draft Zoning Order

**Attachment No. 4** to this submission is the Draft Zoning Order the County and PEC Community Partners Inc. request the Minister to grant. **Attachment No. 5** is a synopsis of the intent of the Order that can be used as a preamble to any communications the Ministry may need to undertake.

## Description of Consultation with the Public and Engagement with First Nations Indigenous Communities

The applicant's Neighbourhood Plan Engagement Report (**Attachment No. 6**) documents their extensive consultations over a five-month period preceding the planning application. This included three online surveys hosted on SurveyMonkey, four in-person workshop series, and an in-person community meeting, known as the Idea Fair, and continuous updates on their project website. The applicant estimates that they had over 1,500 participants in their engagement process. The report documents the process and explains how input was incorporated into the community design and Area Concept Plan which form the basis of the application.

The County held a public meeting on October 25, 2023. The Statutory Public Meeting for the Official Plan Amendment and for the County's proposed request to apply under the CIHA process was held on December 13, 2023.

The applicant has had numerous consultations with local Indigenous groups and the County has circulated the details of the Official Plan Amendment Application affecting the lands. In particular, the applicant met with the Mohawks of the Bay of Quinte on August 16, 2023, to discuss the project. **Attachment No. 7** is a synopsis by PECCP's consultant of their interactions with indigenous communities.

The County circulated the Official Plan Amendment Application to the Mississaugas of Hiawatha First Nation, the Mississaugas of Alderville First Nation, and the Huron Wendat First Nation, and they have indicated they have no comments. The applicants provided the First Nations groups information directly. The County further circulated the OPA application documents to the Mississaugas of Curve Lake First Nation, the Mississaugas of Scugog Island First Nation, the Chippewas of Rama First Nation, the Chippewas of Georgina Island First Nation, the Chippewas of Beausoleil First Nation, and Mohawks of the Bay of Quinte. These First Nations did not raise concerns with the OPA.

On May 6, 2024, the County sent a new letter to First Nations communities/organizations to inform them of the intention to submit an application for an MZO under the new process and provide links to the previous planning documents for further information. A copy of that correspondence is **Attachment No. 8** and the mailing list used for that correspondence is **Attachment No. 9**.

## Evidence of Municipal Support for the Proposed Project

The original request for a CIHA was passed by Planning and Development Committee on September 20, 2023, and ratified by Council on September 26, 2023. A copy of Council's resolution is **Attachment 10**.

On April 29, 2024, the Chief Administrative Officer of the County notified Council that there would be a new submission for a Minister's Zoning Order to replace the CIHA request originally submitted. A copy of that notification is **Attachment 11**.

### Information Related to Land Ownership and Name of Requestor

The lands are owned by PEC Community Partners Inc., and their contact information is c/o Christopher Marchese, Development Manager, 570 Applewood Cres. Vaughan, ON L4K 4B4. The requestor is the Municipality of Prince Edward County, with PEC Community Partners Inc.

### Rationale on Why the Project Requires Ministerial Zoning Relief

The project requires relief from the Prince Edward County Zoning By-law 1816-2006. It does not require relief from the Provincial Policy Statement, Provincial Growth Plan, or the Prince Edward County Official Plan.

The County and PEC Community Partners Inc. are making an MZO request for two reasons:

- Addressing an urgent need for affordable housing, rental, and general housing; and
- Facilitating the Revitalization District which promotes protection of cultural heritage assets and promotes economic development.

The County adopted *Housing Plan 2023 to 2028* in June 2023. That plan identified several critical housing issues, including:

- Rapid population growth, particularly in households with families;
- Aging population with little choice in new housing as they age out of their existing single-family residences;
- A housing stock that is not keeping up with growth rates, depleted by seasonal vacation rentals;
- Housing prices that are disproportionately higher than homes elsewhere in the broader Bay of Quinte region;
- One of the lowest vacancy rates for rental housing in the Province;
- Growing housing insecurity for low-income residents; and
- A growing waitlist for subsidized housing that is now over 1,000 people.

The **County's Housing Plan** shows the urgent need for affordable housing models (e.g., shared accommodation, co-housing and elder-support models), affordable rental housing, and subsidized housing, in addition to publicly funded emergency housing. The plan also shows the need is for 266 new studio affordable units, 200 one bedroom, 240 two bedroom and 52 three-bedroom units. The County has also identified the lack of diversity of housing typologies which exacerbate the problem of having a range and mix of housing that is affordable or attainable.



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Should the MZO be put in place by the Minister, it would apply to approximately 88 hectares of the site (see **Attachment 3**), The Base31 proponents are proposing an overall affordable housing commitment that a minimum of 5% of all housing units across the site will be constructed as affordable/attainable units - that is 5% will be “Affordable” as defined by the County. The Base31 proponents are also proposing to build a full range of housing styles and types, designed to accommodate the provision of a wide variety of dwellings, including those considered to be affordable and/or attainable. The housing may be provided by the proponents, or in association with other housing providers with whom the County regularly works. The Base31 proponents are currently attaining underwriting of a 120-unit purpose-built rental building of which at least 5% will be affordable/attainable.

The Revitalization District supports several County strategic priorities since it conserves the salvageable buildings of historic significance on the site, celebrates the military heritage, and adapts the buildings for new uses. The adaptive re-use of many of the historical buildings, along with transformation of the landscape and significant investment in placemaking, public art, programming, site activation and food & beverage is already making the site a destination for visitors, and creating new economic activity that should continue to amplify over time. The 58-hectare Base31 Revitalization District will become the cultural and commercial heart of the larger development project and as such serve as a catalyst for the development of a four-season economy, tourism, jobs and economic development, farm-to-table partnerships, transit, recreation, education, innovation, and many other growth-related benefits.

If the MZO is granted, it would accelerate the construction of approximately 650 units which includes a crucial new rental building.

#### Description of Licenses, Permits and Approvals Required After an Order is Made

The Official Plan Amendment enabling the land uses is approved by the County and in effect. The subsequent approval steps include an expedited process in lieu of a traditional Plan of Subdivision for Village A, Records of Site Condition (for redevelopment in the Revitalization District, not Village A where it is not required), Part Lot Control Exemption and Building Permits. The landowners have committed to working with the County in an expedited process to address matters normally covered by Site Plan approval even though the MZO, if granted, would exempt the project from such approval.

#### Justification for the Exemption of Provincial and Land Use Policies to Downstream Approvals

The MZO request includes exemptions from the Subdivision approvals and Part Lot Control approvals of the Planning Act. As described above, the County and the applicant are working on expedited processes in lieu of those traditional tools. These exemptions will shorten the timeline required to bring the projects to the Building Permit approvals stage for construction, as described above.

### Anticipated Timelines Related to Applying for Downstream Approvals

PEC Community Partners Inc. anticipates that should the MZO be granted in 2024, construction could commence in the Spring/Summer of 2026. PECCP have already commenced pre-submission consultation with The County on the Village A subdivision and anticipate filing their complete application in the coming months.

### Anticipated Timing for Project Completion

Depending on market absorption, PEC Community Partners Inc. are presuming that the development within the boundaries of the MZO will be completed between five and eight years.

### Justification for the Use of the Enhanced Authorities

The MZO, if granted, will both save time for the applicant to get approvals in place for construction, and it will create flexibility to use new housing typologies that have not been seen in the County before and therefore not considered within the performance standards of the existing zoning by-law. This includes forms of multifamily housing, accessory dwelling units, and housing forms that are adaptable for multi-family habitation and speak to affordability.

### Servicing Information

**Attachment No. 12** is a technical memorandum that outlines how the area subject to the MZO can be serviced on an interim basis. The County is completing a Master Servicing Study for the Picton and Wellington Communities which will establish the long-term servicing for this and other planned urban growth areas.

Subsequent areas of development of the Base31 site outside of the MZO are dependent on the completion of servicing upgrades by the County coming from the Master Servicing Study. This Master Servicing Study and subsequent strategy should line up with the timing of Village A.

### Landowner's Commitment to Notify the Ministry in Advance of the Sale of Land

PEC Community Partners Inc. commits to notify the Ministry in advance of the sale of land. This commitment is found in **Attachment No. 13**.



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## Conclusion

The County and PEC Community Partners Inc. look forward to discussions with Ministry staff on this request. For further information, Ministry Staff should contact Mr. Michael Michaud, Manager of Planning, at [mmichaud@pecounty.on.ca](mailto:mmichaud@pecounty.on.ca).

For further information from the development proponent, Ministry Staff can contact Mr. Christopher Marchese, Development Manager, DECO Communities, at [cmarchese@decocommunities.ca](mailto:cmarchese@decocommunities.ca).

Sincerely,

Marcia Wallace, PhD, RPP  
Chief Administrative Officer

cc. The Honourable Todd Smith, MPP, Bay of Quinte  
Jen Liptrot, Regional Director, Eastern Ontario Municipal Services Office, MMAH  
Marcia Wallace, CAO, Municipality of Prince Edward County  
Peter Moyer, Director of Development Services, Municipality of Prince Edward County  
Michael Michaud, Manager of Planning, Municipality of Prince Edward County

/attachments

Attachment 1: County request for a CIHA (November 27, 2023)  
Attachment 2: Official Plan Amendment No.4  
Attachment 3: Location Map and Legal Description of the lands  
Attachment 4: Draft Zoning Order  
Attachment 5: Synopsis of Draft Zoning Order  
Attachment 6: PECCP Neighbourhood Plan Engagement Report  
Attachment 7: PECCP Indigenous Communities Engagement  
Attachment 8: Correspondence to Indigenous Communities (May 6, 2024)  
Attachment 9: County's Contact List for Indigenous Communities Consultation  
Attachment 10: Council Resolution  
Attachment 11: CAO Memo to Council on MZO Process  
Attachment 12: PECCP's Servicing Memorandum  
Attachment 13: Letter of Commitment from PECCP