

Planning Justification Report in Support of a Minor Variance Application Final For Submission

PEC Memorial Hospital Project
403 Main Street East, Picton

March 2, 2023
Jp2g Project # 19-5037F





Table of Contents

Author and Review Panel	2
1 Introduction	3
2 Site and Surrounding Land Use	4
2.1 Proposed Development	4
3 County of Prince Edward Official Plan	5
3.1 Urban Centres Designation (Section 4.1.2)	5
3.2 Minor Variances (Section 5.1.2)	5
3.3 Picton Hallowell Secondary Plan (Section 19.2)	5
4 County of Prince Edward Comprehensive Zoning By-law	6
5 Requested Variances	7
6 Conclusions and Recommendations	9

Tables

Map 1 – Site and Surrounding Land Use

Map 2 – Excerpt of Schedule A to the County of Prince Edward Official Plan

Map 3 – Excerpt of Schedule A to the Picton Hallowell Secondary Plan



Map 4 – Excerpt of Schedule A to the County of Prince Edward Zoning By-law No. 1816-2006

Appendices


Appendix 1 – Site Plan

Author and Review Panel

Prepared by:

	
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Reviewed by:


Anthony Hommik, MCIP, RPP <i>Senior Planner</i>

1 Introduction

This report has been prepared to provide planning justification for an application for Minor Variance for the property municipally known as 403 Main Street East in Picton. The proposed development is located along the north side of Main Street, in the northern portion of the settlement area of Picton. The subject property currently contains the existing Prince Edward County Memorial Hospital (PECMH). The proposed development will replace the existing hospital with a new hospital building and will also relocate the existing helipad.

The intent of this letter and the enclosed information is to describe the site and surrounding area, outline the relief being requested, and opine on how the proposal meets the four tests under section 45(1) of the *Planning Act*.

The following maps and appendices are attached in support of this Planning Justification Report:

- Map 1 – Site and Surrounding Land Use;
- Map 2 – Excerpt of Schedule “A” to the County of Prince Edward Official Plan;
- Map 3 – Excerpt of Schedule “A” to the Picton Hallowell Secondary Plan;
- Map 4 – Excerpt of Schedule “A” to the County of Prince Edward Zoning By-law No. 1816-2006; and
- Appendix A: Site Plan.

2 Site and Surrounding Land Use

The proposed development is located at 403 Main Street East in Picton, in the northern portion of the settlement area. The site is located along Main Street East, which is a County Road (County Road 49), in an area characterized by a wide variety of uses. The site currently contains the existing PECMH and the associated helipad. These existing buildings and structures will be removed once the new hospital has been constructed.

Map 1 shows the location of the subject lands and the surrounding area. The surrounding land uses include the following:

- North: Industrial Uses, Vacant Fields and Scrubland, Residential Uses
- East: Residential Uses, Bed and Breakfast Uses, Picton Water Treatment Plant, Picton Bay (Lake Ontario)
- South: Institutional Uses, Picton Fairgrounds, Prince Edward Community Centre, Prince Edward Curling Club, Residential Uses
- West: Commercial Uses, Light Industrial Uses, Dental Clinic, Daycare, Parking Lot

The subject lands are designated as “Urban Centre” on Schedule “A” to the County of Prince Edward Official Plan, attached as **Map 2**. The subject lands are also designated as “Institutional Area” on Schedule A: Secondary Plan Land Use Map to the Picton Hallowell Secondary Plan, attached as **Map 3**. The subject lands are currently zoned Institutional (I) on Schedule “A” to County of Prince Edward Zoning By-law No. 1816-2006, attached as **Map 4**.

2.1 Proposed Development

The purpose of the minor variance application is to provide relief from the required side yard setbacks and setback from a watercourse to facilitate the construction of the new PECMH. The new hospital will replace the existing hospital on the same property. The existing hospital will be demolished once the new building is operational, and the old building site will be turned into a parking area. The existing helipad is also proposed to be relocated. **Appendix A: Site Plan** shows the site plan for the proposed hospital development.

3 County of Prince Edward Official Plan

3.1 Urban Centres Designation (Section 4.1.2)

The subject lands are designated Urban Centre on Schedule A to the County of Prince Edward Official Plan. This designation, as set out in Section 4.1.2, identifies the three built-up areas in Prince Edward County: Wellington, Picton and Rossmore and recognizes that each of the three communities have secondary plans. These Secondary Plans provide a more detailed policy framework and guidance and are standalone documents, to be read in conjunction with the Official Plan.

3.2 Minor Variances (Section 5.1.2)

Section 2.1.2 states that “A minor variance is a variation from the requirements of the Zoning By-law that allows a property owner to build even though the property does not comply precisely with the Zoning By-Law”. The Committee of Adjustment is the approval authority for minor variances and may only grant an application for minor variance when they are satisfied that the variance: (1) is minor in nature; (2) is desirable for the appropriate development or use of the land/building/structure; (3) maintains the general intent and purpose of the Official Plan and any applicable Secondary Plan; and (4) maintains the general intent and purpose of the Zoning By-law. These criteria (the ‘four tests’) in relation to the proposed development are addressed in Section 5.1 below.

3.3 Picton Hallowell Secondary Plan (Section 19.2)

The Picton Hallowell Secondary Plan provides a series of more detailed goals and policies that directly relate to the Ward of Picton and provide a framework for decision-making. The subject lands are designated as “Institutional Use” on Schedule A to the Picton Hallowell Secondary Plan. Section 2.8 sets out the policies for the Institutional Area. The Institutional Area is intended to “accommodate regional- and community-scale public uses that typically require a large building, or a collection of buildings, and generous land area but are inappropriate for location in a commercial or industrial area”. Permitted uses include elementary schools, libraries, daycare centres, places of worship, parks and open space, and major facilities including the Prince Edward County Memorial Hospital, Prince Edward Collegiate Institute, and H.J. McFarland Memorial Home. The goals of the designation include supporting institutional development that meets community and regional service needs and ensuring the compatibility of institutional development with surrounding neighbourhood while permitting institutional development the opportunity to expand as needed.

4 County of Prince Edward Comprehensive Zoning By-law

The subject lands are zoned Institutional (I) on Schedule A to the County of Prince Edward Comprehensive Zoning By-law No. 1816-2006. An excerpt of Schedule A of the zoning by-law is attached to this report as Map 4. Hospitals are a permitted use in the Institutional (I) Zone.

The proposed development complies with all provisions of Institutional (I) Zone and the general provisions of the zoning by-law, with the exception of the side yard setbacks along the southern portion of the building and the required setback from a watercourse. The site plan, attached as Appendix A, illustrates the areas where relief is being requested. The minimum required interior side yard setback abutting a commercial or institutional zone for the Institutional (I) Zone is 7.5 metres and there are three locations where this requirement cannot be met due to the design of the hospital to meet operational requirements. The proposed side yard setbacks vary from 1.39 metres to 4.09 metres, as shown on Appendix A. The minimum setback from a watercourse with a regulatory floodplain elevation available is 15 metres. In this case, a regulatory floodplain elevation is known (89.33 metres) and is illustrated on the site plan. There are two small protrusions into the required setback on the north side of the building, with approximately two metres being the furthest extent. In other words, the building would be set back 13 metres from the floodplain, whereas 15 metres is required.

It should also be noted that lot coverage will temporarily be exceeded during construction as the overlap between the two hospital buildings will result in a lot coverage over 35%. However, this is temporary as the existing hospital will be demolished once the new hospital is completed and operational. As this will be temporary, it is not considered to be necessary to request relief from this provision.

5 Requested Variances

As noted above, two variances are required:

- Section 29.3.5 – minimum interior side yard setback of 1.3 metres whereas 7.5 metres is required; and
- Section 4.25.3 – minimum setback from a watercourse for which a regulatory floodplain is available of 12.9 metres whereas 15 metres is required.

Minor Variance Criteria

Section 45(1) of the Planning Act prescribes four tests for evaluating minor variance applications:

1. Is the variance minor?
2. Is the variance desirable for the appropriate development of the lands in question?
3. Does the variance conform to the general intent of the Official Plan?
4. Does the variance conform to the general intent of the Zoning By-law?

How the application meets these tests is outlined below.

1. *Is the variance minor in nature?*

As noted above, the proposed hospital is a permitted use. The application is seeking a reduction in side yard setback from 7.5 metres to a minimum of 1.3 metres for a small portion of the building (the southwest corner). There are three locations where the southern walls of the proposed building would not comply with the minimum setback, however the furthest extent is the relief being requested. The other southern walls would be setback by 3.6, 3.7 and 4.1 metres. The areas of the proposed hospital that require relief are adjacent to existing and compatible institutional uses in a day nursery and pharmacy. Furthermore, the portion of the building where relief is required would be primarily adjacent to existing surface parking lots for the two buildings noted above. With respect to the watercourse, the requested relief is 2.1 metres, from a required 15 metres to 12.9 metres. The Quinte Conservation Authority has been consulted extensively on this project and have confirmed the proposed setback is appropriate. For these reasons, it is concluded that the requested variances can be considered minor in nature.

2. *Is the Variance Desirable for the Appropriate Development of the Land?*

The proposed variance is desirable for the appropriate development of the lands, as it will allow for the construction of a modernized hospital facility while allowing the existing hospital to continue functioning and serving the existing community. The reduced setbacks are not anticipated to have any negative impacts on any surrounding land uses. The continued use of the land for the same existing use is considered desirable for the appropriate development of the land in question. Lastly, there are a significant number of trees proposed to be planted along the watercourse, which is an improvement on the existing conditions.

3. *Does the Variance maintain the General Intent and purpose of the Official Plan and any Secondary Plan?*

As noted above, the subject site is designated Institutional Use in the Picton Hallowell

Secondary Plan. The Institutional Use designation contemplates the hospital use, and as the development is simply replacing the existing hospital, the requested variances are concluded to be in keeping with the general intent and purpose of the Official Plan of the County of Prince Edward.

4. *Does the Variance maintain the general intent and purpose of the Zoning By-law?*

As noted above, the zoning by-by-law permits a hospital on the subject site. Side yard setbacks are typically in place to ensure that an appropriate amount of space is provided on a lot for landscaping and stormwater management and are also used to ensure adequate separation between buildings. In this case, there is ample room to provide landscaping and stormwater management elsewhere on the site and the proposed setbacks still provide adequate separation distance between neighbouring buildings. Setbacks from watercourses exist to protect the integrity of the watercourse and also to protect buildings and structures from any potential hazards (i.e., flooding). The Quinte Conservation Authority has been involved in the design and placement of the new hospital and, and as such, it has been demonstrated that the proposed setback will not impact the existing watercourse. Therefore, it can be concluded that the variances requested maintain the general intent and purpose of the zoning by-law.

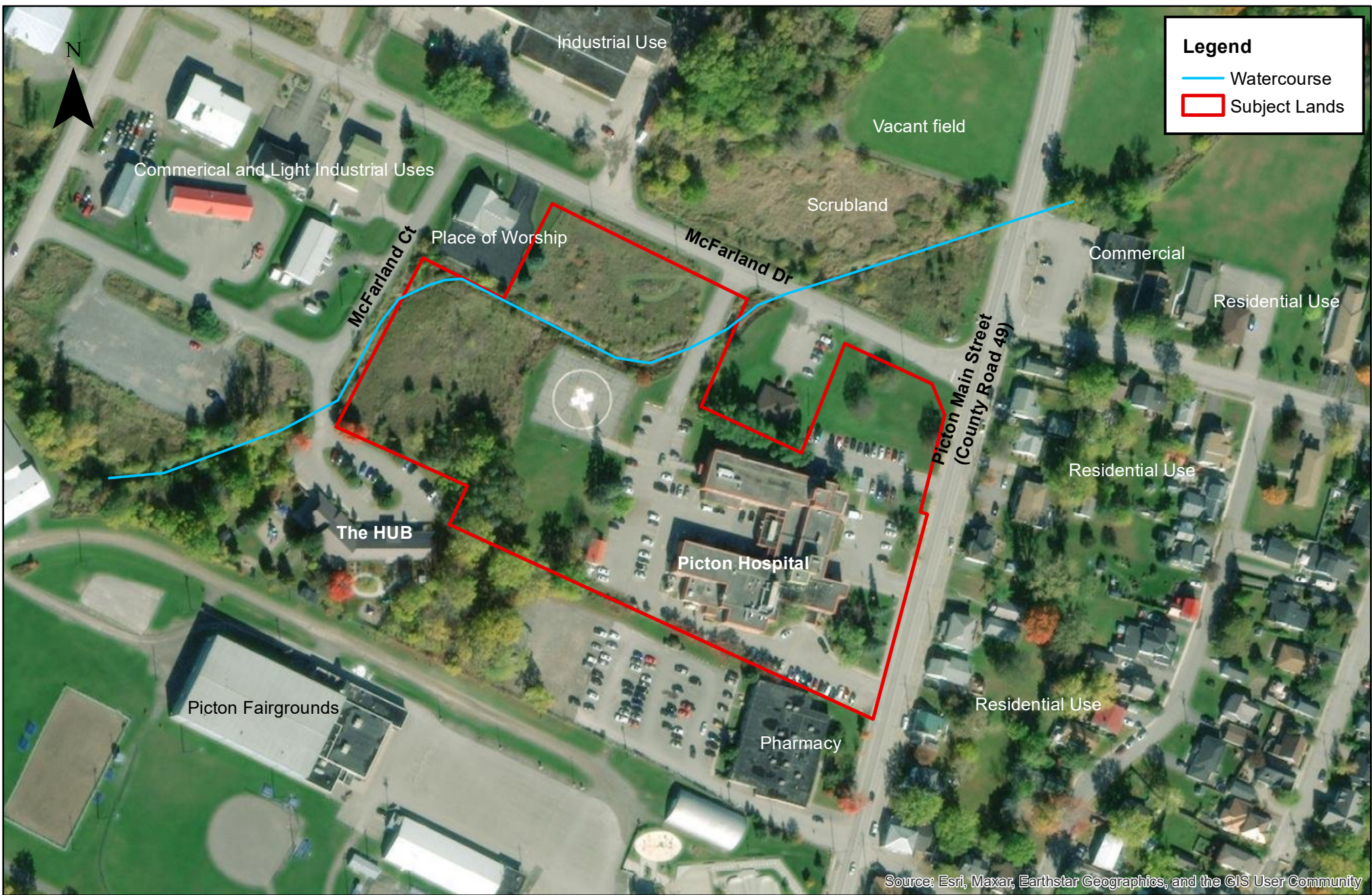
6 Conclusions and Recommendations

This application is for a use that currently exists on the subject site and the proposed built form will fit into the existing neighbourhood context. The application will facilitate the construction of a new hospital to replace the one that is at the end of its usable life.

It is my opinion that the application meets the four tests under Section 45(1) of the Planning Act and that the development represents good planning and should be approved.

Map 1

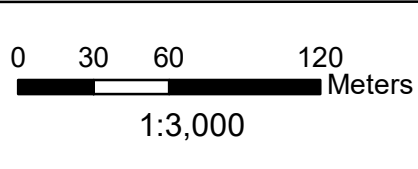
Site and Surrounding Land Use



Legend

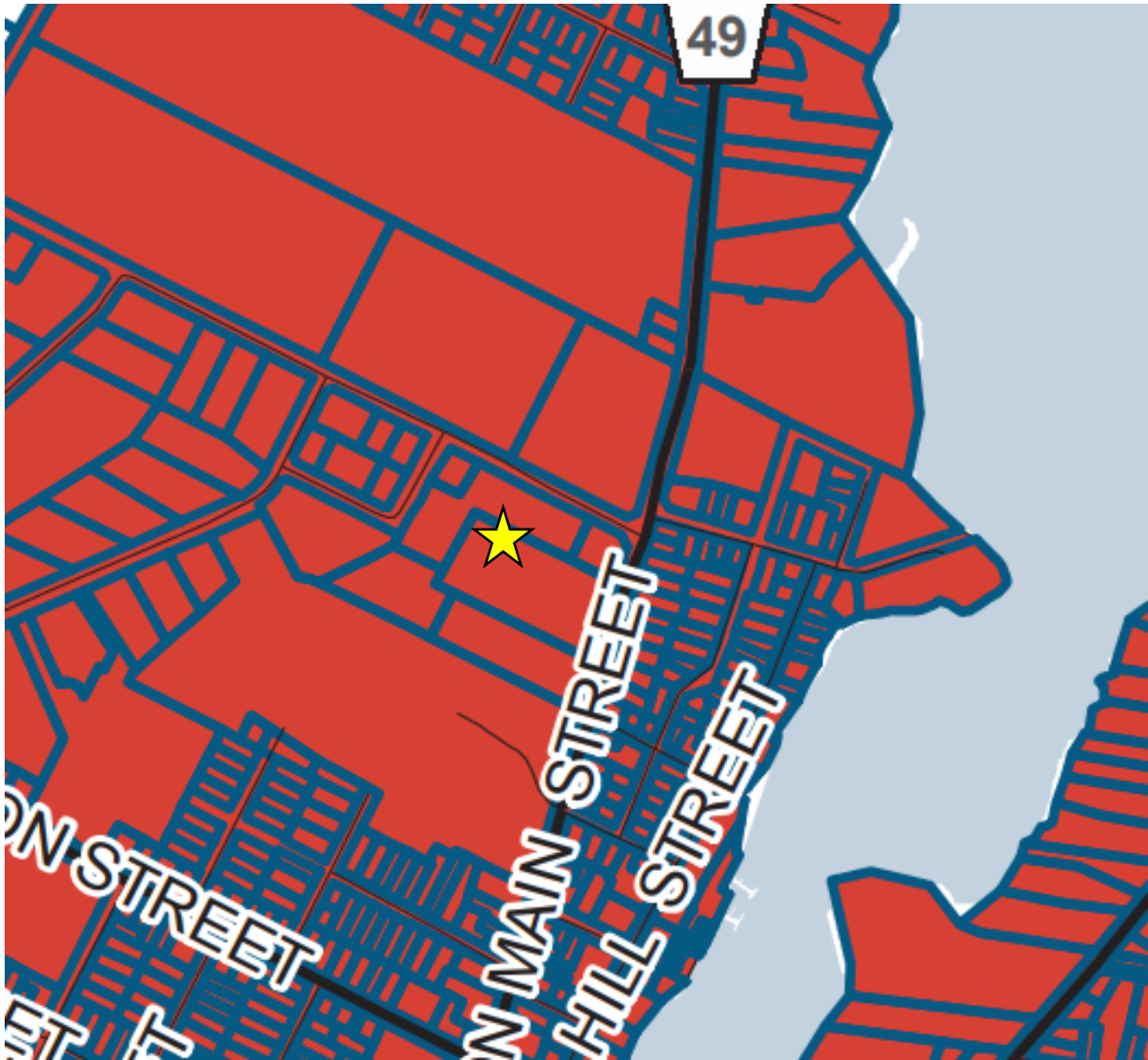
- Watercourse
- Subject Lands

Source: Esri, Maxar, Earthstar Geographics, and the GIS User Community



Site and Surrounding Land Use

Map 2
Excerpt of Schedule “A” to the County of
Prince Edward Official Plan



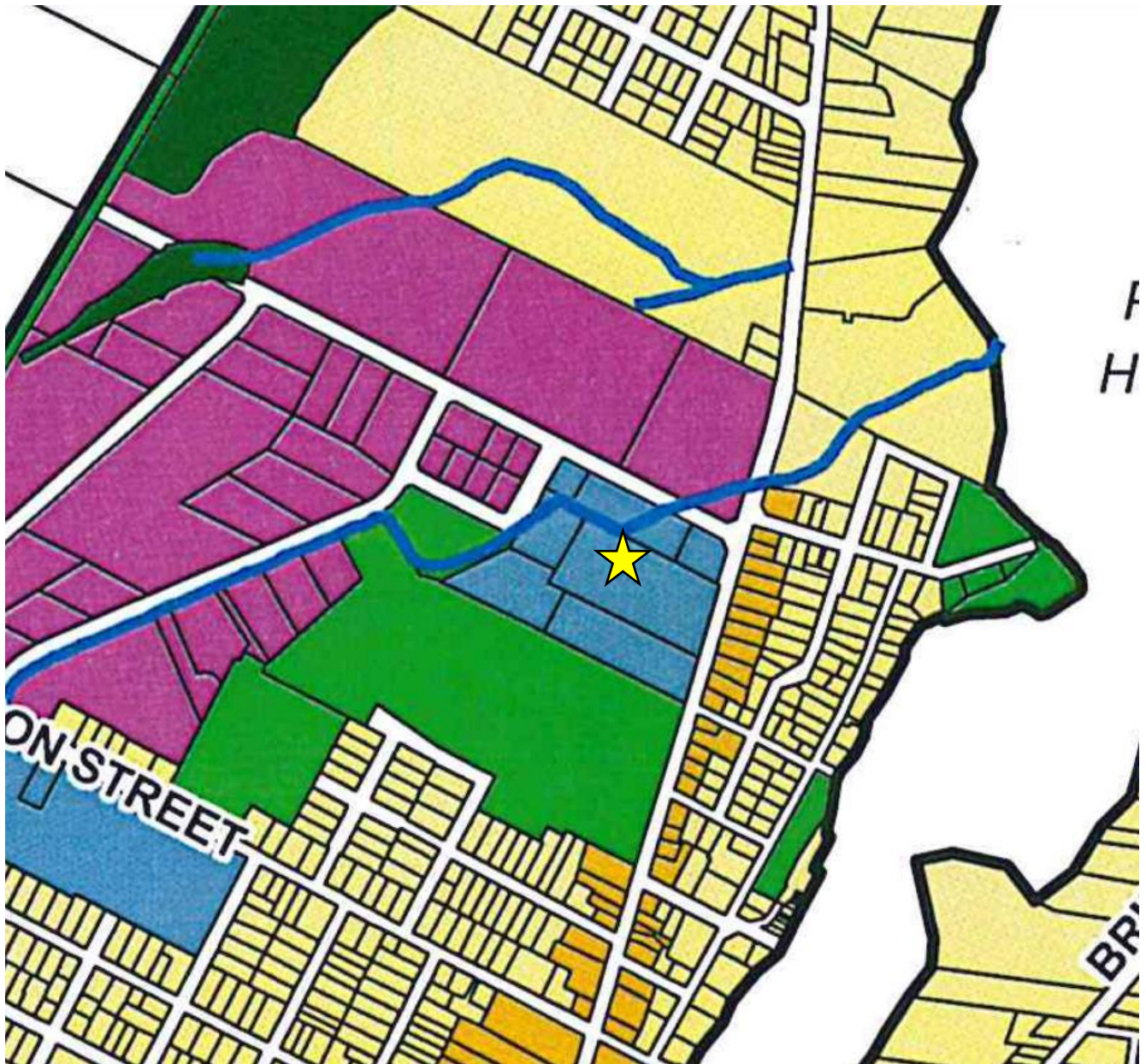
Legend

 Urban Centre

 Parcels

 Subject Lands

Map 3
**Excerpt of Schedule “A” to the Picton
Hallowell Secondary Plan**



Legend

- | | |
|---|--|
|  Planning Area Boundary |  Area of Natural & Scientific Interest (A.N.S.I.) |
|  Environmental Protection Area |  Mineral Aggregate (Licensed Pit) |
|  Park & Open Space Area |  Waste Management Area |
|  Town Residential Area |  Employment Area |
|  Downtown Core Area |  Institutional Area |
|  Town Gateway Area |  Heights Development Area |
|  Town Corridor Area | |

Map 4

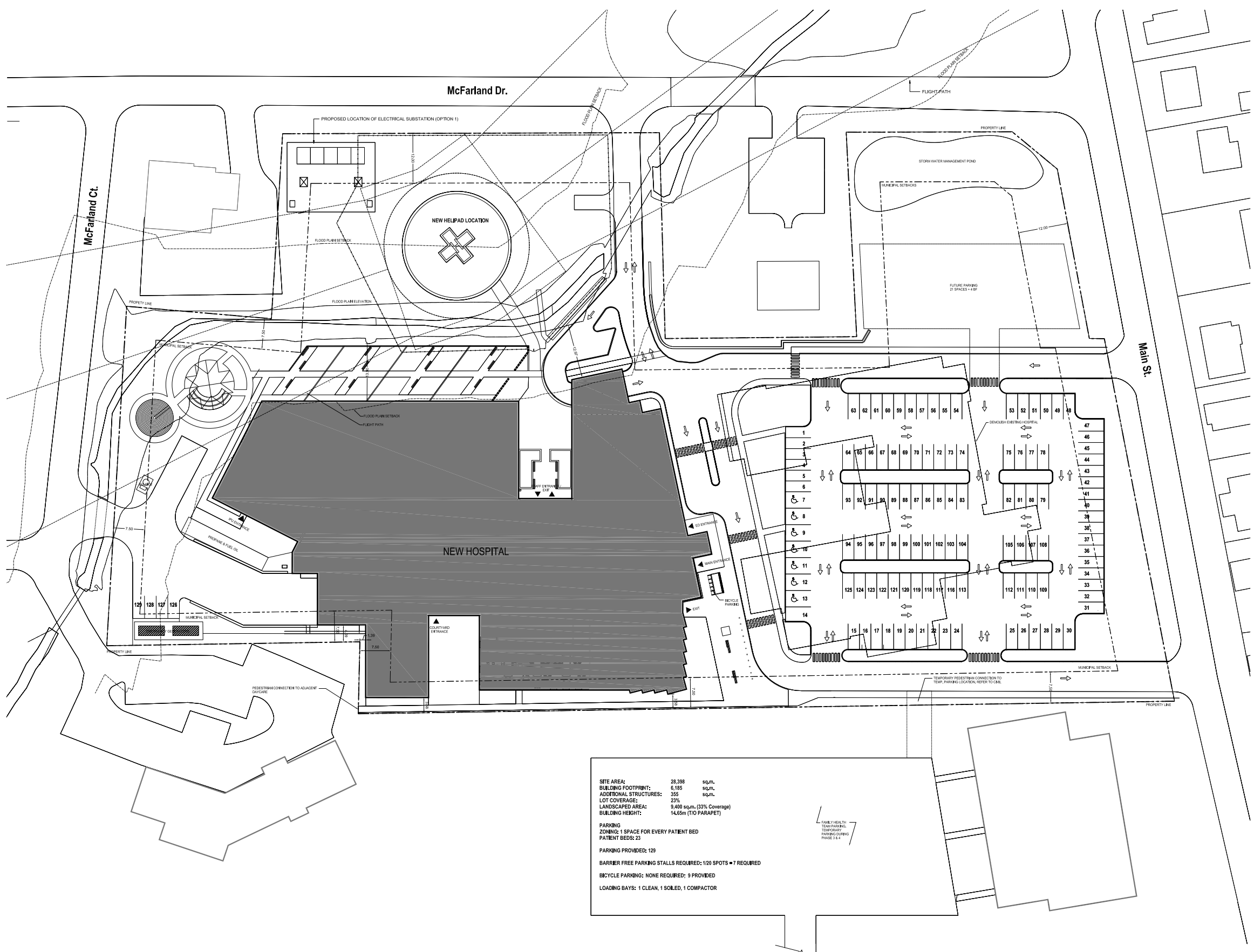
Excerpt of Schedule “A” to the County of
Prince Edward Zoning By-law No. 1816-
2006



	RU1 - RURAL 1	RESIDENTIAL			MR - RURAL INDUSTRIAL
	RU3 - RURAL 3		RR1 - RURAL RESIDENTIAL 1		MX - EXTRACTIVE
	RU2 - RURAL 2		RR2 - RURAL RESIDENTIAL 2	INDUSTRIAL	
	R1 - URBAN RESIDENTIAL		CC - CORE COMMERCIAL		MD - WASTE DISPOSAL
TYPE 1			CG - GENERAL COMMERCIAL	INDUSTRIAL	
	R2 - URBAN RESIDENTIAL		CL - LOCAL COMMERCIAL		I - INSTITUTIONAL
TYPE 2			CH - HIGHWAY COMMERCIAL		OS - OPEN SPACE
	R3 - URBAN RESIDENTIAL		TC - TOURIST COMMERCIAL		EP - ENVIRONMENTAL
TYPE 3			TPC - TRAILER PARK	PROTECTION	
	HR - HAMLET RESIDENTIAL	COMMERCIAL			EP-W - ENVIROMENTAL
	LSR - LIMITED SERVICE		MG - GENERAL INDUSTRIAL	PROTECTION PSW (NOTE 1)	
RESIDENTIAL			MH - HEAVY INDUSTRIAL		FD - FUTURE DEVELOPMENT
	MHR - MOBILE HOME				

Appendix 1

Site Plan

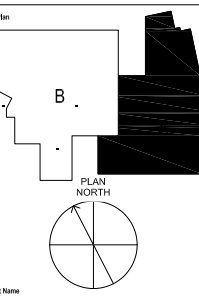


SITE AREA:	28,398	sq.m.
BUILDING FOOTPRINT:	6,185	sq.m.
ADDITIONAL STRUCTURES:	355	sq.m.
LOT COVERAGE:	23%	
LANDSCAPED AREA:	9,400 sq.m. (33% Coverage)	
BUILDING HEIGHT:	14.65m (T/O PARAPET)	

PARKING ZONING:	1 SPACE FOR EVERY PATIENT BED
PATIENT BEDS:	23
PARKING PROVIDED:	129
BARRIER FREE PARKING STALLS REQUIRED:	1/20 SPOTS = 7 REQUIRED
BICYCLE PARKING:	NONE REQUIRED; 9 PROVIDED
LOADING BAYS:	1 CLEAN, 1 SOILED, 1 COMPACTOR

NOT FOR CONSTRUCTION

Project Number: 10246289
Original Issue: 11/10/22



SITE PLAN

Scale: 1:1000
Sheet Number: 10300