



## West Meadows Apartment Block

Planning Justification Report  
 Zoning By-law Amendment  
 March 7, 2024



Prepared for 10838772 Canada Ltd.

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# 1.0 Introduction and Application Overview

## 1.1 Introduction

Fotenn Planning + Design has been retained by 10838772 Canada Ltd. to prepare this Planning Justification Report in support of a Zoning By-law Amendment (ZBA) application to develop a portion of the lands legally known as Part Lots 20 and 21, Concession 3 Military Tract in the County of Prince Edward (“the County”). The subject site has a total site area of 0.72 hectares and is at the southern end of the West Meadows Subdivision, east of George Wright Boulevard and south of Beasley Crescent.

The purpose of this application is to request an amendment from the Zoning By-law which seeks relief from particular zone provisions. Specifically, the application is looking to amend the Zoning By-law to permit the development of a residential development containing two five-storey apartment buildings containing 78 units each for a total of 156 units. In addition to the apartment buildings, the development is slated to feature surface and underground parking, access to the municipal road network, and landscaped areas.

The development considered through this application represents phase one of a two phased residential development. The first phase will include two apartment buildings and associated parking and landscaping which form the current ZBA application for approval. This report will refer to the Phase One area as the “site”.

A ZBA is required to further amend site-specific zone provisions to permit the intended residential development, specifically setbacks, lot area, height and parking.

## 1.2 Application Overview

The subject site is a portion of the West Meadows Subdivision, which has been granted Draft Plan Approval (File No: 13T-18-501). Zoning for the West Meadows Subdivision was established through By-law No. 127-2020, which established a site-specific zone category, being R3-63-H, for the subject site (see Figure 1 below). The site has been deemed appropriate for residential uses through previous applications. This application is seeking to further amend this zone to permit apartment buildings on Block 156, which is a permitted use within the R3 zone category, and to establish appropriate performance standards.

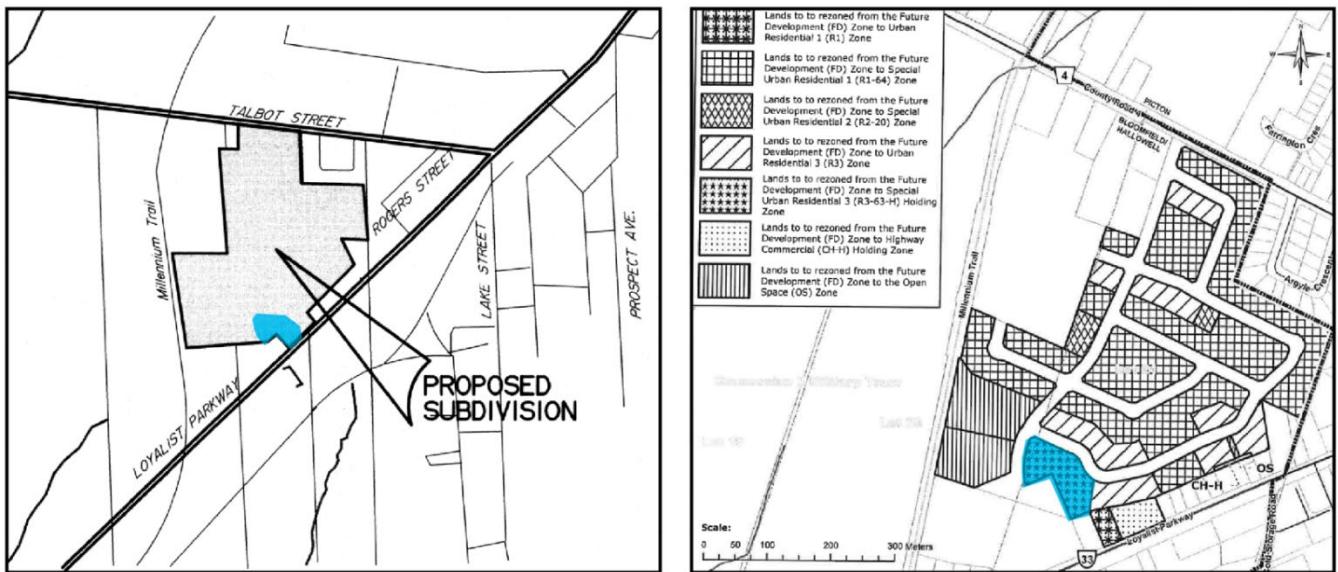


Figure 1: West Meadows Subdivision and Approved Zoning Schedule

A pre-application meeting was held with municipal staff and a pre-consultation letter was received which outlined the requirement for a Planning Justification Report.

Correspondence from the County staff in October 2023 provided a list of submission requirements for the Zoning By-law Amendment. In accordance with direction provided, the following are submitted in support of the application:

- / Functional Servicing Report;
- / Traffic Impact Study;
- / Geotechnical Investigation Report;
- / Stormwater Management Report;
- / Planning Justification Report; and
- / Draft Site Plan (including Landscape Plan and Shadow Analysis).

This application seeks to further amend site-specific zone provisions, specifically setbacks, lot area, height and parking, to accommodate the intended residential development. If the ZBA is granted approval from the approval authority, a subsequent Site Plan Control process will be undertaken, and following execution of an agreement to the satisfaction of the municipality, the Holding (H) Symbol applied to the site will be lifted.

## 2.0 Site and Surrounding Area Context

### 2.1 Site Context

The subject site is 0.72 hectares and is generally located to the northeast of Loyalist Parkway and future George Wright Boulevard extension (See Figure 2 below). Access will be provided from Beasley Crescent to the north of the site. As per the January 2024 Stormwater Management Report, the site is currently vacant and has been cleared of vegetation for imminent development. There are no existing environmentally sensitive features to be retained.

The subject site is located at the southern boundary of the West Meadows Subdivision. The subdivision lands are approximately 20.41 hectares with a frontage of approximately 105 metres on Loyalist Parkway and approximately 170 metres on Talbot Street. The Subdivision is pursuing approvals on a phased basis with an estimated full build-out date in 2027. This report and application seek to address the development of Block 156 to establish two apartment buildings.



Figure 2: Site Context

### 2.2 Surrounding Context

The surrounding area is as follows:

**North** North of the subject site is the West Meadows Subdivision which spans north to Talbot Street and is proceeding on a phase-by-phase basis. Beyond the subdivision is a low-density residential development

extending along Argyle Street. Across Talbot Street is vacant land planned for medium density residential uses, known as Talbot Ridge Subdivision.

**South** South of the subject site are low density residential uses which extend along Loyalist Parkway, as well as large format commercial uses, including Foodland and No Frills.

**East** East of the subject site is the West Meadows Subdivision. Beyond the Subdivision are low-density residential lots that front onto Rogers Street and Henry Street. Further east Loyalist Parkway becomes Picton Main Street which leads into the center of Picton, featuring many commercial uses.

**West** West of the subject site is a commercial plaza with a Wendys restaurant. The blocks to the west of George Wright Boulevard are intended for parkland and a Storm Water Facility. Beyond this is the Millenium Trail and vacant agricultural lands.



Figure 3: Surrounding Context

## 2.3 Road Network

The roads of significance for the subject site are Loyalist Parkway (Highway 33) and Talbot Street (County Road 4). Access to Talbot Street and Loyalist Parkway for the subdivision will be provided through an integrated road network through the subdivision (see Figure 3 above).

**Loyalist Parkway** The site benefits from being in close proximity to Loyalist Parkway, which is accessed by George Wright Boulevard, and connects the site to downtown Picton to the east and additional lands in the municipality to the west. Loyalist Parkway is an arterial road as identified in the County's Picton Urban Centre Secondary Plan. According to the Secondary Plan, Arterial Roads are designed to carry relatively high traffic volumes and provide for the movement between principal traffic generators and the interconnection of County Highways.

The road is oriented east-west, providing one travel lane in each direction east of Cold Storage Road and two lanes in each direction west of Cold Storage Road. The road has an urban cross section with curbs, gutters and sidewalks on both sides. Between Cold Storage Road and Talbot Street, a parking lane is provided on both sides of Loyalist Parkway.

**Talbot Street** The proposal has direct access, via George Wright Boulevard, which connects the subject site to neighbourhoods to the north and offers another connection to downtown Picton to the east. Talbot Street is a Collector Road and an activity route as identified in the County's Picton Urban Secondary Plan. According to the Secondary Plan, Collector Roads are designed to collect and distribute traffic at relatively low operating speeds to and from Local Roads and Arterial Roads.

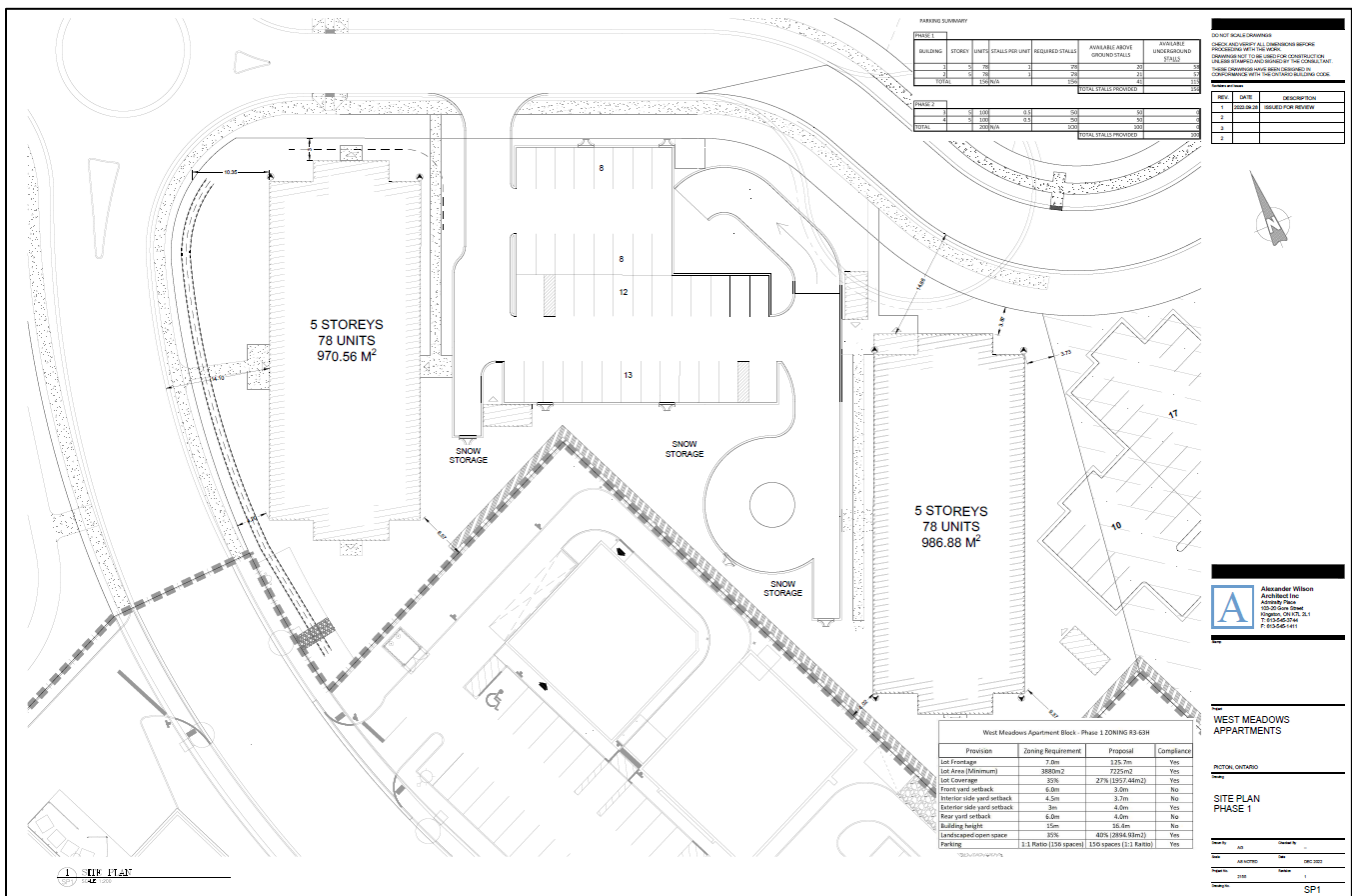
**Transit** Picton has minimal public transportation. It has a County Transit bus which offers transportation between 6:30am and 6:20pm Monday to Friday, depending on route. It offers transportation between Picton and Belleville, Picton and Bloomfield, and within Picton. Based on the map provided on The County website, the County Transit bus does not reach the site. The proposed development could enhance potential ridership of transit services to Picton and throughout Prince Edward County.

# 3.0 Development Overview

## 3.1 Site Plan

A site plan was prepared by Alexander Wilson Architect Inc. The site on which the residential development is proposed is 0.72 hectares and generally located to the northeast of Loyalist Parkway and George Wright Boulevard. Road access will be provided from Beasley Crescent to the north of the subject site (see Figure 4). The development will consist of two apartment buildings, each five storeys with 78 units, totalling 156 units, and with shared surface and underground parking areas. There are no significant features to be removed from the site for construction, including buildings, trees, or natural/ heritage features. The site will feature frontage along Beasley Crescent. Snow storage will be accommodated the south of the surface parking lot.

The proposed development is slated to include landscaping features including trees, decorative shrubs and perennials, paved internal walkways and tenant outdoor seating areas strategically placed across the site. Internal connections to and from the apartment buildings will be provided which connect tenants to surrounding sidewalks and parking areas. Particular attention will be given to activating the façade of the apartment building along George Wright Boulevard to ensure an engaged street presence.



The Site Plan features an underground parking area which provides additional parking and storage space (See Figure 5 below).

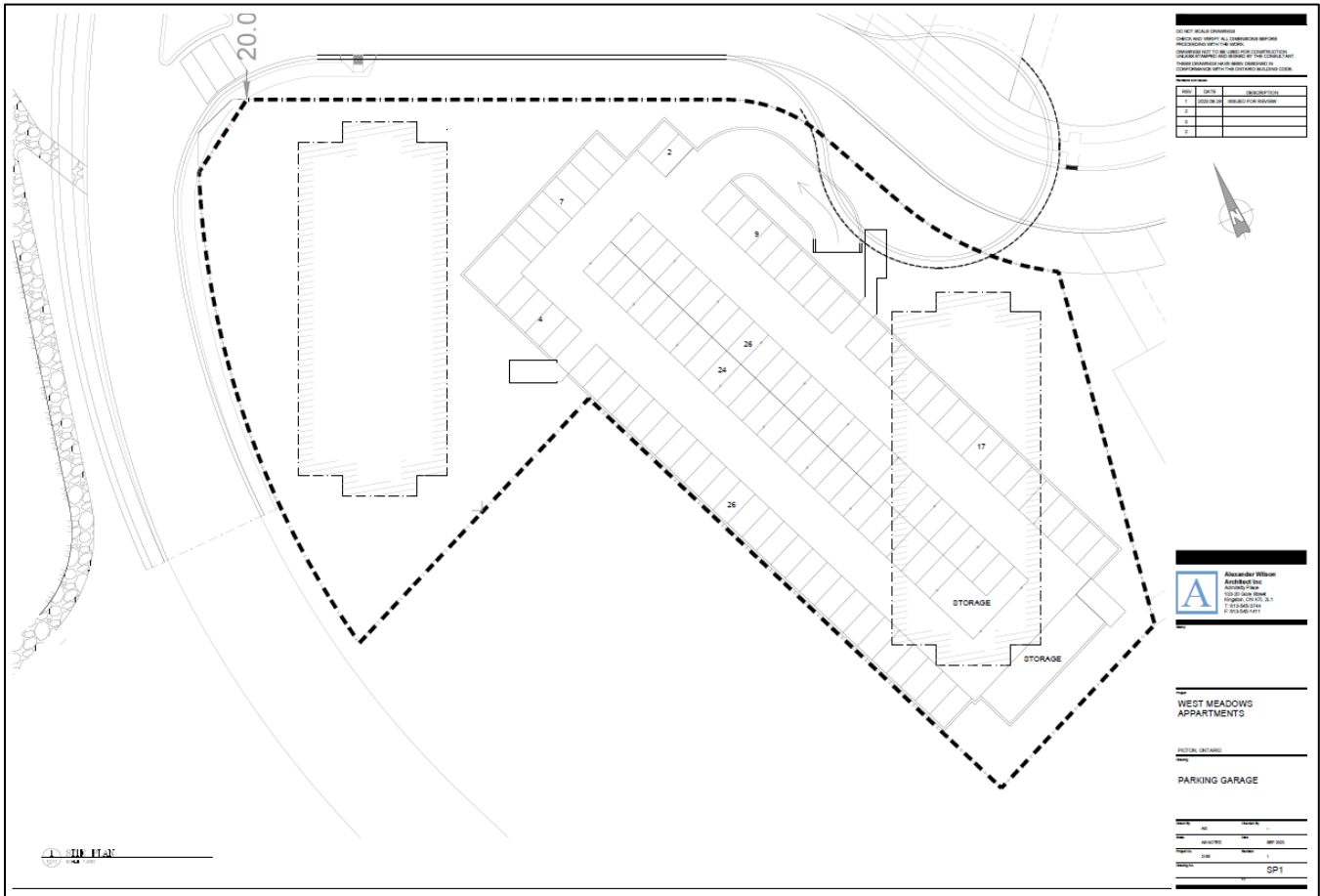


Figure 5: Site Plan Underground Parking

### 3.2 Apartment Buildings

The two apartment buildings are proposed to be five storeys with an area of 970m<sup>2</sup> and 986.9 m<sup>2</sup>, with 78 units each. One apartment building will be to the east of George Wright Boulevard, with pedestrian access via George Wright Boulevard and Beasley Crescent, as well as the parking lot to the west and south of the building. A surface level parking lot separates the two apartment buildings, which features 41 surface level parking stalls.

The second apartment building is to the east of the surface level parking lot. Pedestrian access is provided north of the apartment building from Beasley Crescent. Vehicular access is provided from Beasley Crescent, which leads to the surface and underground parking areas.

### 3.3 Public Realm + Landscaping

A Concept Landscape Plan was prepared by B&A Architects on January 10, 2024 (see Figure 6). The site is slated to feature sod throughout to contribute to greenery and soft landscaping. Deciduous and ornamental trees, grasses, shrub plantings with perennial plants and decorative pavements are also proposed. Pavers and seating have been strategically

positioned around the buildings for residents and visitors. Deciduous shade trees are proposed along Beasley Crescent, contributing to an attractive and welcoming street presence.



Figure 6: Concept Landscape Plan

### Relationship with George Wright Boulevard

Particular attention has been made to the position the apartment building on George Wright Boulevard. The proposal seeks to create a sense of place by strategically positioning the building to create a street presence and by providing landscaping. . Deciduous shade trees, small ornamental trees, plantings of decorative shrubs and perennials and swale with sod will be provided at this interface with George Wright Boulevard. Decorative pavement with tenant seating and a walkway/ bridge over the swale and culvert will be provided to encourage safe and enjoyable use by the public and tenants.

To the south of the apartment building adjacent to George Wright Boulevard will be deciduous shade trees, evergreen trees on berm with shrubs, dense plantings of large shrubs and deciduous trees. The existing fence will remain which borders on the properties to the south.

## Focal Points of Public Realm and Landscaping

To the south and east of the surface level parking lot, there are proposed concentrations of perennial and ornamental grasses, decorative paving with tenant seating, and decorative boulders. Riverstone has been provided at spillways. The entrance of the second apartment building features a similar cluster of landscaping and public realm attributes.

## 3.4 Access, Circulation + Parking

### 3.4.1 Access and Circulation

Vehicular access will be provided by Beasley Crescent. Vehicles can move through the parking lot and circle north at the east end of the parking lot to the underground parking lot ramp, leading to the underground parking level. Pedestrian access will be provided by George Wright Boulevard and Beasley Crescent, with pedestrian access points provided in key locations within the site.

### 3.4.2 Parking

As outlined in Figure 4 above, 41 surface level parking spaces will be provided on an asphalt parking lot. Figure 5 above shows the underground parking garage, where 115 parking spaces will be provided. The total parking spaces for the proposed development is 156, which represents a ratio of 1 parking space per unit.

## 3.5 Sun and Shadow Study

A shadow study was prepared by Alexander Wilson Architect Inc. The Sun and Shadow Study provides shadows for the Summer Solstice, Spring/ Fall Equinox and Winter Solstice at 7am, 12pm and 6pm (see Figure 7 below). Based on this study, the shadows resulting from the development will cause minimal impact on the surrounding lands.

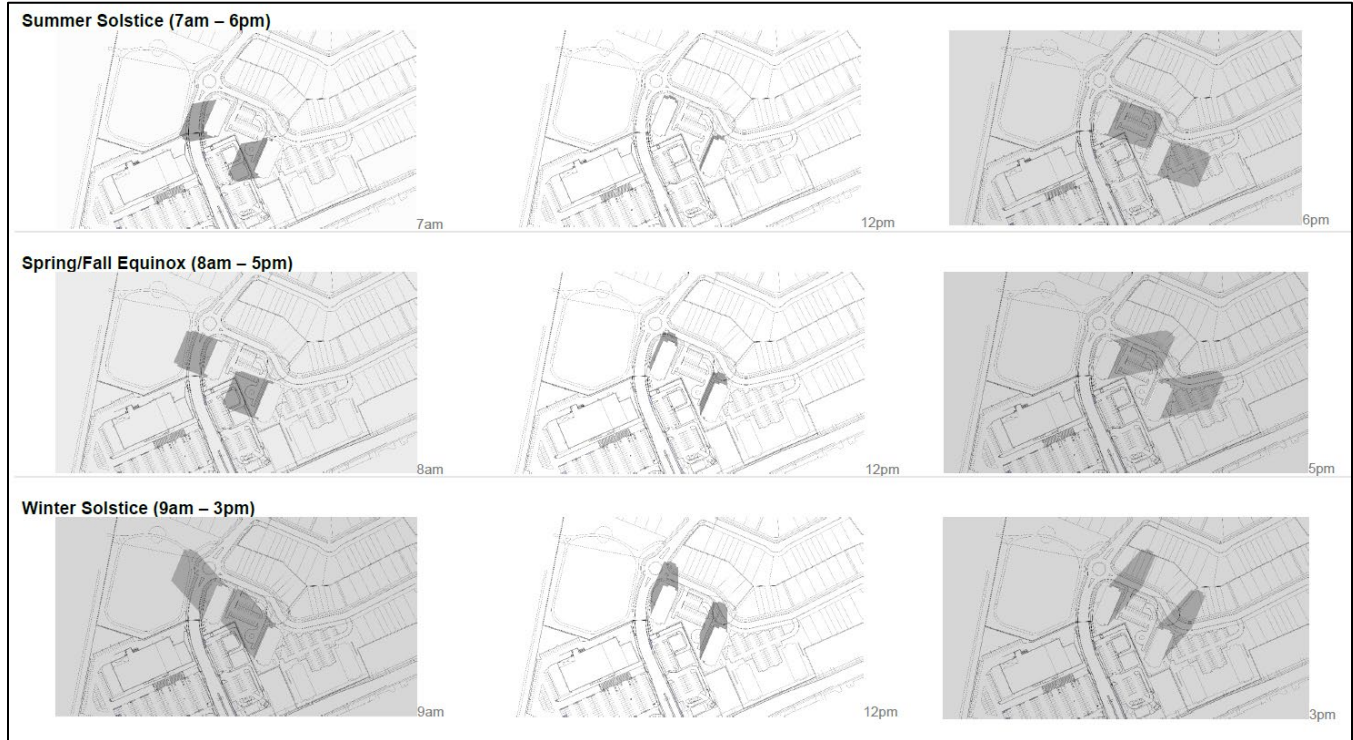


Figure 7: Sun and Shadow Study



## 4.0 Supporting Studies

### 4.1 Geotechnical Investigation Report

A Geotechnical Investigation Report was prepared by Cambium Inc. on November 9, 2023, for the West Meadows Apartment Block. The Geotechnical Investigation was required to confirm the existing subsurface conditions, groundwater conditions, and soil bearing capacity as input into the design and construction of the proposed developments. Geotechnical recommendations were provided along with a borehole location plan.

The report provided recommendations based on their interpretation of the borehole information, laboratory test data, and understanding of project requirements. Cambium Inc. shared information and made recommendations regarding site preparation, frost penetration, excavation, dewatering, foundation design, backfill and compaction, engineered fill, lateral earth pressures, subdrains, buried utilities, seismic site classification, pavement design, design review and inspections.

### 4.2 Traffic Impact Study Update

The Traffic Impact Study Update was prepared by Ainley & Associates Ltd. in December 2023. It followed the original Traffic Impact Study which was completed in January 2018 by Paradigm Transportation Solutions Ltd. The purpose of the update was to address current traffic conditions in the immediate area, develop trip generation values, develop future background traffic conditions, and assess traffic impacts and mitigation measures. This update has assessed the Subdivision site holistically and therefore conclusions speak to the subdivision in its entirety and not specifically about the Apartment Buildings which are the focus of this report.

Based on the assessment of traffic volumes generated by the proposed residential development, it was established that the proposed development will generate 301 and 357 trips during the AM and PM peak hours, respectively. Based on the operational analysis carried out at the intersections surrounding the Subdivision, it was determined that an acceptable level of service D will be provided at the intersection of Picton Main Street with Talbot Street during the PM peak hour in the 2032 horizon. A level of service C will be provided at the other two intersections in the 2032 horizon. Regarding queue lengths, the report found that most of the average queue lengths can be accommodated at the intersection of George Wright Boulevard with Loyalist Parkway and Talbot Street.

### 4.3 Functional Servicing Report

The Functional Servicing Report was prepared by Insite Project Consulting Inc. in January 2024. The purpose of this report is to demonstrate how the proposed development will be serviced, including water, sanitary and storm, connections to existing municipal infrastructure, and availability of capacity in the municipal system to accommodate additional capacity of the proposed development.

The report found that based on the water modeling results, the municipal system will be adequate to meet the proposed development's flow demands and pressure requirements. Based on the sanitary modeling results, the existing downstream system is adequately sized to accommodate the proposed development, concluding there is no known impact due to the proposed development and no need for expansions or upgrades. The site will necessitate the addition of a catchbasin manhole in the boulevard of Beasley Crescent to capture parking lot runoff which will connect to the existing storm sewer, which will be explored in the Stormwater Management Report prepared by INSITE. Public utility providers will design subdivision servicing for Canada Post, underground electrical power by Hydro One Networks, natural gas by Union Gas and telecommunications.

## 4.4 Stormwater Management Report

A Stormwater Management Report was prepared by Insite Project Consulting Inc. in January 2024. The report has been prepared in support of the proposed development to demonstrate how the stormwater drainage conforms with the municipal design requirements and confirm availability of capacity in the receiving system.

Based on the reviewed studies, three existing offsite stormwater management systems have been designed to accommodate the proposed development. Based on the post-development flows calculated for the majority of the site, there is no onsite stormwater management controls required for drainage to the receiving downstream systems including the existing West Meadow stormwater management pond, and the existing Loyalist commercial development stormwater management controls. Based on the post development flows for the grassed area along the western limit, the assumed flows included in the design of the downstream system design along George Wright Boulevard will be marginally exceeded. Based on the consultant's review, the sewers can accommodate the additional flow and there should be no need for upgrades as its design should accommodate the additional flows.

## 5.0 Policy and Regulatory Context

### 5.1 Provincial Policy Statement

The 2020 Provincial Policy Statement (PPS), which came into effect on May 1, 2020, provides high-level land use policy direction on matters of Provincial Interest as they relate to land use planning and development in Ontario municipalities. Decisions of municipal councils must be consistent with the PPS, which provides direction for issues such as the efficient use of land and infrastructure, the protection of natural and cultural heritage resources, maintaining a housing stock that appropriately addresses the demographic and economic diversity of households, supporting long-term economic prosperity, and preserving natural resources for future uses. PPS policies that are relevant to the proposed development are discussed below, with the policy cited in *italics*:

#### **Section 1.0 – Building Strong and Healthy Communities**

Section 1 of the PPS provides direction for the creation of strong and healthy communities. The efficient use of land is supported through sustainable development patterns which consider the needs of communities, the environment, public health and safety, and economic growth.

##### *1.1.1 Healthy, liveable and safe communities are sustained by:*

- a) *promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b) *accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
- c) *avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- d) *avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;*
- e) *promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*

- f) *improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;*
- g) *ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;*
- h) *promoting development and land use patterns that conserve biodiversity; and*
- i) *preparing for the regional and local impacts of a changing climate.*

Section 1.1.3.1 states that Settlement Areas are to be the focus of growth and development. The site is located within the County's urban boundary, which is the designated growth area.

Section 1.1.3.2 of the PPS requires that land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) *efficiently use land and resources;*
- b) *are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
- c) *minimize negative impacts to air quality and climate change, and promote energy efficiency;*
- d) *prepare for the impacts of a changing climate;*
- e) *support active transportation;*
- f) *are transit-supportive, where transit is planned, exists or may be developed; and land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.*

*Section 1.1.3.3 – Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.*

*Section 1.1.3.4 – Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.*

*Section 1.1.3.6 – New development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.*

Section 1.4 of the PPS includes policies dealing with the provision and supply of housing. Section 1.4.1 and 1.4.2 deal with ensuring an adequate supply of housing is provided and this policy is regularly reviewed and assessed by the County.

*Section 1.4.3 - Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:*

- a) *establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households and which aligns with applicable housing and homelessness plans. However, where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with the lower-tier municipalities may identify a higher target(s) which shall represent the minimum target(s) for these lower-tier municipalities;*
- b) *permitting and facilitating:*
  1. *all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and*

2. *all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;*
- c) *directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*
- d) *promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;*
- e) *requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations; and*
- f) *establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.*

*Section 1.5.1 Healthy, active communities should be promoted by:*

- a) *planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;*
- b) *planning and providing for a full range and equitable distribution of publicly accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;*
- c) *providing opportunities for public access to shorelines; and*
- d) *recognizing provincial parks, conservation reserves, and other protected areas, and minimizing negative impacts on these areas.*

*Section 1.6.3 Before consideration is given to developing new infrastructure and public service facilities, the use of existing infrastructure and public service facilities should be optimized (a) and opportunities for adaptive re-use should be considered, whenever possible (b).*

Section 1.6.6 outlines policies related to Sewage, Water and Stormwater:

*Section 1.6.6.1 Planning for sewage and water services shall accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services (a (1)) and private communal sewage services and private communal water services, where municipal sewage services and municipal water services are not available or feasible (a(2)).*

*Section 1.6.6.2 Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.*

*Section 1.6.7.4 A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.*

*Section 1.8.1 Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of a changing climate through land use and development patterns which:*

- a) *promote compact form and a structure of nodes and corridors; and*
- b) *promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas.*

## **Section 2.0 – Wise-Use and Management of Resources**

Section 2 of the PPS gives consideration to the wise use and management of resources, which provide economic, environmental, and social benefits. This is achieved through policies which provide for the conservation of biodiversity,

protection of the health of the Great Lakes, and protection of natural heritage, water, agricultural, mineral, and cultural heritage and archaeological resources.

*Section 2.1.1 Natural features and areas shall be protected for the long term.*

### **Section 3.0 – Protecting Public Health and Safety**

Section 3 of the PPS deals with protection of public health and safety. The policies in this section direct development away from naturally-occurring and human-made hazard lands, such as floodplains, erosion-prone areas, former mining and aggregate extraction operations, and other types of contaminated areas. Through review of the proposed and historical use of the site no hazards were identified.

### **Analysis**

The proposed residential development will accommodate 156 residential units on municipal services within the urban centre (settlement area) of the County. The development proposed on the 0.72 hectare parcel within the West Meadows subdivision, which will result in efficient use of land, resources, municipal infrastructure, and will represent orderly development. The proposed residential development has been strategically located to position a higher density node in close proximity to the municipal road network, nearby amenities, and allows for active transportation and transit use. Landscaping, streetscape-design and façade presence are proposed to ensure that it is visually appealing and complementary to the surrounding uses. The compact housing type proposed will provide needed supply within the County and assist in providing attainable housing within a new subdivision.

The studies prepared in support of the development demonstrate that the lands are appropriate for the intended use with respect to servicing, stormwater management, traffic accommodation, and confirm that there are no identified threats to public health and safety. The proposed development includes landscaping, internal circulation and connections to the broader road network which will promote active transportation and create linkages to the larger community for property owners and residents alike. The development is slated to feature sidewalks which will provide pedestrian connections to the surrounding uses, including nearby retail, greenspace (such as the Millenium Trail) and residential uses.

**It is our professional planning opinion that the proposed development is consistent with the Provincial Policy Statement (2020).**

## **5.2 County of Prince Edward Official Plan**

The County of Prince Edward Official Plan (“the Plan”) was adopted on February 24, 2021, and was approved by the Minister of Municipal Affairs and Housing in July 2021. The Plan provides direction for the entire County over the next 25 years on matters related to land use planning and growth. The plan is intended to provide strong, clear policy direction that protects and enhances the livability and quality of place of the County. It serves as the County’s Sustainability Plan and promotes healthy, livable and complete communities supported by a strong economy.

The following sections of the Official Plan will be addressed:

- / Section 2 – County Context and Future Direction
- / Section 3 – Shaping the County – General Development Policies
- / Section 4 – The County Land Use Designations
- / Section 5 – Implementation Policies

### **Section 2 – County Context and Future Direction**

Section 2.2.C of the plan states that housing availability and affordability within the County may be a contributing factor to the decline of younger professionals remaining in the County. An over-representation of single detached dwellings, limited new development and housing supply, and the attraction of the County as a destination for retirees have collectively contributed to local housing conditions which are restricting the ability for younger families and professional

to locate or remain in the County. This section of the plan goes on to state that attracting and retaining these groups will require the provision of a broader range of housing options near services and amenities.

Section 2.3.1.ii states that in all areas of the County, the creation of healthy, livable, resilient, and where appropriate, complete communities will be embraced by establishing and implementing solutions for providing opportunities for affordable housing and ensuring accessible built environments provide opportunities for active transportation, recreation, and social interaction.

Section 2.3.1.iii states that the County's Urban Centres will become revitalized as complete inclusive communities that include a diversity of housing options, commercial amenities, community facilities and services, and employment opportunities close to where people live.

Section 2.4.1.b (i) states that it is anticipated that growth opportunities in the County over the next 25 years will include all types of urban *development* focused within the Urban Centres and Villages.

Section 2.4.2 of the plan provides the following objectives that support Growth Management:

Objective 1 - Ensure that growth opportunities support sustainability, a strong economy and healthy, livable and strive for complete communities.

Objective 2 - Promote and facilitate a full range of appropriate forms of development throughout the County.

Objective 3 - Provide flexibility within the policy framework established in this Plan that allows the County to review development proposals on their merits and on a site-specific basis, but in keeping with the overall goals of the plan.

Objective 4 - Accommodate an appropriate range and mix of residential and employment uses.

Objective 5 - Promote compatible development and land use patterns, and ensure that new development does not cause environmental or public health and safety concerns or negatively impact the agricultural community or natural heritage features and systems.

Objective 6 - Promote development standards and land use patterns that will sustain the financial, social, cultural and environmental well-being of the County over the long term.

Section 2.5.a of the plan states identified urban centres shall be the primary focus for new growth. Section 2.5.b states that when reviewing development proposals within the urban settlement area the County will consider the following criteria:

- I. New development shall be compatible with the local context;
- II. New development shall occur in proximity to existing development and shall have a mix of uses and densities that allow for the efficient use of infrastructure service systems/facilities that are appropriate for the local context;
- III. The County shall ensure the orderly progression of growth within the Urban and Rural Settlement Area boundaries and shall link the approval of new development to the protection of the Natural Heritage System, the conservation of Cultural Heritage Resources and timely provision of the appropriate infrastructure systems/facilities; and,
- IV. The scale and nature of new development applications on a property that includes or is adjacent to a natural heritage feature and area identified in this Plan or in the Zoning By-Law will determine if the application will be

accompanied by an Environmental Impact Study. An EIS will ensure that the natural heritage feature and area and its associated ecological functions are protected from any negative impact related to the proposed development.

### **Section 3 – Shaping the County – General Development Policies**

Section 3 of the plan is intended to provide over-arching direction for how the Municipality will grow over the next 25 years. This section of the plan also provides policy direction for housing and parks and trail networks.

Section 3.1.7.2 states that the County shall recognize both municipally and non-municipally owned components of the identified parks, open space, and trails network as part of a cohesive system, and will work with agencies, at all levels of government, stakeholders and private residents to coordinate and integrate network planning, expansion, enhancement and maintenance.

Section 3.1.7.11 states that development proposals abutting trail corridors of any type shall be designed and buffered to mitigate any potential impacts associated with the use of the trail corridors and to minimize vehicular crossings.

Section 3.1.7.14 The Millennium Trail is a key element of the parks, open space, trails network, and the County's premier active transportation route. This trail provides connections for residents and visitors between settlement areas and natural and cultural attractions throughout the County. The County will recognize the Millennium Trail as an important route that supports local active transportation, agri-tourism, eco-tourism and the emerging industry for cycle tourism, and will work with community partners to:

- a) Develop new and improve existing trail access points;
- b) Improve connectivity to major destinations;
- c) Improve signage, wayfinding, interpretive opportunities, and coordination along the Tourism Corridors, including the Arts Trail and the Taste Trail;
- d) Upgrade the trail surface to improve accessibility for all people, including for casual cycling;
- e) Maintain bridges along the trail;
- f) Improve the sustainability of the trail, in terms of permeable surfacing, erosion control, mitigating impacts on wildlife habitat, providing waste receptacles, and developing eco-education information along the trail; and
- g) Ensure that all upgrades, maintenance and expansion of the Millennium Trail located in and adjacent to Significant Natural Heritage Features and Areas have been demonstrated that there will be no negative impacts on the Significant Natural Heritage features or on their ecological functions.

Section 3.3.1 asserts that a livable community is one that has been thoughtfully and sustainably designed, providing attainable and affordable housing while realizing its connection within the public realm. A livable community celebrates and promotes diversity, compact built form and green design while ensuring health, viability, and support through the careful planning of community uses and services. This section of the plan goes on to state that future growth will build on established communities and landscapes in a compatible way.

Housing is vital to the creation of healthy, sustainable, and complete communities. As stated within the plan, residents of all ages, income levels and physical abilities rely on a range and mix of housing types to offer a meaningful place to grow and a safe and secure place to live. An appropriate range of housing choices contributes to the overall health and well-being of communities. By creating a multitude of housing opportunities, the supply of housing available within the County can more effectively respond to local housing needs and changes in demand particularly as the existing population ages. Policies of the plan have been informed by the Affordable Housing Implementation Study (2015) and are aimed at creating inclusive and diverse communities through the provision of an appropriate range of housing choices.

Section 3.3.2 states that objectives of this plan relate to all elements contributing to a livable community, with relevant objectives including the following:

Objective 1 - Promote the development and sustainability of an appropriate and adequate mix of housing by fostering a range of types, tenure and affordability which can accommodate the broad needs of residents over time, regardless of age, income level, ability or household type.

Objective 2 - Facilitate the development of housing that is affordable for low- and moderate-income households while maintaining an appropriate supply of land in the County to accommodate residential growth.

Objective 3 - Encourage and promote housing for seniors, including housing with support facilities that enable seniors to age in place.

Objective 5 - To ensure good long-term occupancy housing availability while responding to the needs for short term occupancy roofed accommodations of the travelling public and migrant workers.

Section 3.3.3 of the plan provides a series of housing policies including the following:

- 1) The County shall promote greater housing diversity by requiring a mix of housing types, sizes and densities and encouraging a mixture of tenures and affordability which will accommodate changes in community needs over time. The County shall promote opportunities for increased housing densities and intensification for residential development within the identified Settlement Areas.
- 4) This Plan establishes a County-wide target for the provision of affordable housing at 25 percent of all new housing units. Further, this Plan anticipates that the target for affordable housing will be met primarily within the Urban Centres of Picton, Wellington and Rossmore, as set out within their individual Secondary Plan policies that require a minimum of 33 percent of all new housing be affordable.
- 10) The County shall maintain the ability to accommodate future residential growth for a minimum of 15 years through residential intensification and the development of land designated and available for all forms of residential development, particularly within the Urban Centres of Picton, Wellington and Rossmore, where Secondary Plans have been approved.
- 15) The following planning strategies may be considered by the County in an effort to achieve affordable and accessible housing objectives:
  - a) Promote higher density housing forms within Settlement Areas as well as support alternative residential development standards to facilitate affordable and accessible housing within a more compact built form;
  - b) Ensure that the provisions of the Zoning By-Law are sufficiently flexible to permit a range of innovative housing types and sizes, including second units, accessory dwelling units, garden suites, cohousing, communal housing and lifelease housing; and
  - c) Encourage mixed use development including the renovation and rehabilitation of residential uses above commercial uses in Urban Centres and Villages

Section 3.4.3.1 of the plan, Servicing Policies for the Picton and Wellington Urban Centres, provides the following relevant policies:

- 1) Municipal sewage services and municipal water services are the preferred form of servicing for new growth opportunities within the Picton and Wellington Secondary Plan Areas. Intensification and redevelopment within Picton and Wellington shall be on municipal sewage services and municipal water services, wherever feasible.

- 4) If a Draft Plan of Subdivision or Condominium is not registered within three years from the date of Draft Plan Approval, or the Draft Plan has not proceeded to the satisfaction of the Municipality within the term of draft plan approval, the Municipality, at the time of considering extension of the Draft Plan Approval, may revoke any assignment of municipal servicing allocation, in whole or in part.
- 5) Development within the Picton and Wellington Urban Centres shall be designed and constructed in accordance with a Functional Servicing Plan or Plans, submitted at the time of application, dealing with sewage and water systems. These Plans shall be prepared to provide for the continuous, orderly extension of services in a cost-effective manner, to the satisfaction of the Municipality.

Section 3.4.4 of the plan, Stormwater Management Policies, provides the following relevant policies:

- 1) The Municipality shall require appropriate stormwater management facilities and outlets for new developments that mitigate the impacts of stormwater quality and quantity. Stormwater Management Plans shall be required for any new major development with large amounts of impervious area. Stormwater management will be undertaken in accordance with the Province's Stormwater Management Plan and Design Manual, or its successor.
- 4) An application for new development within any Urban Centre, Village or Hamlet shall be accompanied by a Stormwater Management Plan that:
  - a) Evaluates stormwater management on a 'watershed' based approach;
  - b) Incorporates an integrated treatment approach to minimize stormwater management flows and reliance on end-of-pipe controls through measures including source controls, lot-level controls, LID's and conveyance techniques, such as grass swales, where appropriate;
  - c) Identifies the specific location of permanent end of pipe facilities, the areas they will service, and considerations for their size, shape and design criteria;
  - d) Evaluates, at appropriate geographic scales, predicted changes in the water balance between pre-development and post-development conditions, and evaluates how such changes will be minimized;
  - e) Evaluates, at appropriate geographic scales, anticipated changes in phosphorus loadings between pre-development and post-development, and evaluates how this can be minimized;
  - f) Offers specific direction on how end of pipe stormwater management works shall be designed, to satisfy, at a minimum, the enhanced protection level specified by the Municipality; and
  - g) Identifies criteria and circumstances upon which interim stormwater facilities may be considered or precluded.

Section 3.4.5 of the plan, Transportation Policies, provides the following relevant policies:

- 1) The transportation system, for purposes of road allowance protection, is shown on Schedule 'E': Transportation & Infrastructure and includes roads in settlement areas. The transportation system is intended to provide for the efficient and safe passage of pedestrians and cyclists, the operation of an efficient public transit system and provide for the balanced usage of motor vehicles. Provincial Highways are subject to Provincial requirements and permits in addition to the other policies of this Plan.

- 14) Loyalist Parkway – The Municipality will promote the development of The Loyalist Parkway in a manner that is compatible with its designation as The Loyalist Parkway by:
- c) Requiring draft plans of subdivision proposed for land adjacent to the Loyalist Parkway (where permitted by this Plan) to be set back beyond view from the Parkway or to be adequately buffered from view;
- 15) County Roads - Inter-Centre Collector designation applies to roads that connect Settlement Areas to each other or to the Provincial Highways and County Highways and carry medium to large volume traffic. The minimum road allowance width shall be 26 metres. The number of lanes, design details, traffic signage and entrance spacings for the Municipality Roads shall be determined by the Municipality. County Roads to which this classification applies are:
- a) All of County Roads 1, 2, 3, 4, 6, 8, 10, 14, 15, 17, 19, 22, 23, 28, 34 and 64.

Section 3.4.5.1 of the plan, Polices for Demand Management, Public Transit & Active Transportation, provides the following relevant policies:

- 3) To promote active living and sustainable tourism, the Municipality shall support walking and cycling as attractive modes of transportation by:
- a) Using a complete streets approach to the design of new streets and the reconstruction, repair and maintenance of any right-of-way within the Municipality;
- b) Requiring the development of high-quality bicycle and pedestrian facilities in public road allowances in new developments to the Municipality's satisfaction, and ensuring those facilities create linkages to key destinations, and the sidewalk and trail systems, where appropriate;
- c) Ensuring developments are planned, designed and developed to ensure the safety and efficient movement of cyclists and pedestrians;
- d) Prioritizing safety considerations for pedestrians and cyclists when designing new or upgraded intersections;
- e) Minimizing vehicle crossings of multi-use trails, and implementing appropriate safety standards for crossing that cannot be avoided;
- f) Adopting mandatory bicycle parking requirements for all commercial, institutional, industrial, and multi-unit residential uses through the implementing Zoning By-law; and
- g) Including supportive infrastructure for active transportation within any development.
- 4) Pedestrian circulation will generally be on sidewalks or multi-use trails adjacent to roads and may be separated from the road by landscaping. Exceptions may be considered where insufficient road allowance widths exist, or other terrain constraints exist. Landscaping may not be required in Settlement Areas.
- 5) Streetscape elements that improve the pedestrian and cycling experience may be encouraged, particularly within Settlement Areas

## Section 4 – The County Land Use Designations

Section 4.1 of the plan, Settlement Areas, provides the following relevant policies:

- 1) A key element in defining the municipal quality of life and quality of place is the diversity and charm of the various Settlement Areas scattered throughout the countryside. Each Settlement Area is unique in its mixture of land uses, and its range of housing opportunities. The Settlement Areas also have a distinct role in the Municipality as centralized locations for housing and for service commercial and tourist-related attributes. The Settlement Areas include a historic context, with heritage sites, buildings and landscapes that provide an important reference to the past.
- 2) The hierarchy of Settlement Areas is comprised of Urban Settlement Areas and Rural Settlement Areas. Schedule 'A': Land Use Designations identifies each of the Settlement Areas, as follows:
  - a) The Urban Centres of Picton, Wellington and Rossmore are Urban Settlement Areas;
  - b) The Villages of Bloomfield, Ameliasburgh, Consecon and Carrying Place are also Urban Settlement Areas; and
  - c) Hamlets are Rural Settlement Areas and include Black River, Cherry Valley, Demorestville, Hillier, Milford, Northport, Rednersville, Rosehall and Waupoos.

Section 4.1.1 of the plan provides the following relevant objectives:

The objectives of this Plan with respect to the lands designated in Settlement Areas, as shown on Schedule 'A': Land Use Designations are to:

Objective 1 Ensure that the health, well-being, prosperity and sustainability of the Urban Centres, Villages, and Hamlets is enhanced and preserved.

Objective 4 Accommodate a mixture of land uses that establish each Urban Centre as a complete community that is unique, affordable, sustainable, vibrant and healthy. Each Urban Centre will include a mix of housing types, employment areas, institutions, places to shop, schools, health care facilities, community services, community gardens and urban agriculture, and opportunities for recreation.

Objective 7 Ensure Urban Centres are the primary locations for community facilities and services that serve the resident population from across the County, as well as businesses and tourists.

Objective 9 Develop in a compact form that promotes the efficient and cost effective use of land and infrastructure, and incorporates a network that encourages active transportation modes.

Objective 10 Ensure municipal infrastructures (sewer, water, stormwater and transportation facilities) is provided within each Urban Centre to sufficiently serve existing development and where appropriate, facilitate future planned growth.

Objective 11 Develop in a manner that promotes the efficient and cost-effective use of land and available infrastructure (sewer, water, stormwater and transportation facilities), and minimizes energy consumption and the emission of greenhouse gases and other air pollutants.

Section 4.1.2 of the plan, Urban Centres Designation, provides the following relevant policies:

It is the intent of this Plan to facilitate the evolution of Picton, Wellington and Rossmore as healthy, vibrant and complete communities. It is also the intent of this Plan to recognize that a Secondary Plan, with a detailed policy framework, is in effect for each of the three Urban Centres.

Section 4.1.2.1 of the plan provides the following relevant policies:

The Picton, Wellington and Rossmore Secondary Plans

- 1) The County has prepared detailed Secondary Plans for the designated Urban Centres of Picton, Wellington and Rossmore. These Secondary Plans provide for more detailed planning policy guidance and are standalone documents, given force under the Planning Act.
- 2) These Secondary Plans must be read in conjunction with this Plan, and all of the applicable policies of both this Plan and the applicable Secondary Plan shall apply.
- 3) Where there is a conflict between a policy in this Plan and a policy in an applicable Secondary Plan, the policy of the Official Plan shall prevail, until such time as the Secondary Plan is brought into conformity with the Official Plan
- 4) Mapping for each of the identified Urban Centres is provided in Appendix A.

The subject site is within the Picton Settlement Boundary in the 2021 Official Plan (Map 14 – See Figure 9).



Figure 9: Land Use Designation (Source: Appendix A – Map 14)

**Analysis**

The proposed residential development will accommodate 156 residential units on municipal services within the urban centre (settlement area) of the County. The development proposed on the 0.72 hectare parcel will be developed as part of the West Meadows subdivision, which will result in efficient use of land, resources, municipal infrastructure, and will represent orderly development. The apartment units proposed will provide needed supply within the County, and assist

in providing attainable housing within a new subdivision. The development seeks to establish a mix of apartment sizes that assists the County in addressing identified housing concerns. Design of the development is intended to blend with and build on the adjacent residential developments in the community, and balance density while providing a high quality of lifestyle. The proposed development strategically places density in close proximity to the commercial uses to the south which provides for a high-quality lifestyle for residents. The development is well-positioned to benefit from the nearby amenities and professional services located in Picton's Downtown Core.

The studies prepared in support of the development demonstrate that the lands are appropriate for the residential development with respect to servicing, stormwater management, traffic accommodation, and confirm that there are no identified threats to public health and safety. The proposed landscaping, internal circulation and broader road network on the site will promote active transportation and create linkages to the larger community for property owners and residents alike. The development is slated to feature sidewalks which will provide pedestrian connections to the surrounding subdivision and adjacent development including parkland amenities, such as the Millenium Trail.

**It is our professional planning opinion that the proposed development conforms with the County of Prince Edward Official Plan.**

### 5.3 Picton Urban Centre Secondary Plan

The Picton-Hallowell Secondary Plan outlines a vision for the long-range physical development of the Picton-Hallowell area and provides strategies and specific implementing actions to realize that vision. In relation to the proposed development, the Picton-Hallowell Secondary Plan provides the following relevant considerations (with policies cited in *italics*):

#### **Preface: A Community Vision for Picton – Hallowell**

*Picton-Hallowell is the heart of the County. It is a community of people and places, tradition and transformation. It is a gathering place that blends its built heritage with its living heritage, friendliness, small town charm and quality of life. This community is united by the elements that comprise it – a diversity of employment, affordable housing, historical aspects of the community, walkability, vibrant downtown, natural environment, local food sources, and recreational opportunities. Picton-Hallowell's community is shaped by these elements. Looking to the future, the residents of Picton-Hallowell envision living in a community that:*

- / Has developed in a healthy and controlled way that is respectful of its current character;*
- / Is sustainable;*
- / Is walkable and bikeable;*
- / Is economically viable and self-sufficient;*
- / Manages its existing resources efficiently and wisely;*
- / Is made up of healthy people and healthy neighbourhoods;*
- / Is youth friendly and welcomes youth activity;*
- / Has abundant recreational opportunities and green spaces;*
- / Has access to local food and food production;*
- / Protects and promotes its strong history, built and natural heritage;*
- / Is good for growing up and growing older;*
- / Is safe and affordable;*
- / Continues to be the centre of the County while sustaining its community spirit, values, sense of place, neighbourliness, small town charm, and quality of life;*
- / Provides a mix of housing types that integrate with existing neighbourhoods and existing architectural design;*
- / Has a thriving downtown business core with a rejuvenated Main Street and integrated design; and*
- / Is accessible.*

## Part Two: Land Use

The subject site is designated Town Residential Area and abuts a commercial area on Schedule A – Secondary Plan Land Use Map of the Picton Urban Centre Secondary Plan (see Figure 10). Section 2.4 of the Secondary Plan, Town Residential Area, provides policy direction for the management of growth in residential neighbourhoods of the Picton-Hallowell area. Compatible infill and extension of existing neighbourhoods into undeveloped areas is encouraged. New residential neighbourhoods should reflect the traditional neighbourhood in terms of design and walkability. Increased density as a means of increasing the mix of housing types in Picton-Hallowell is supported. Within the Picton-Hallowell area, all residential uses at all densities are permitted, as well as neighbourhood-scale non-residential uses intended to serve the local neighbourhood.

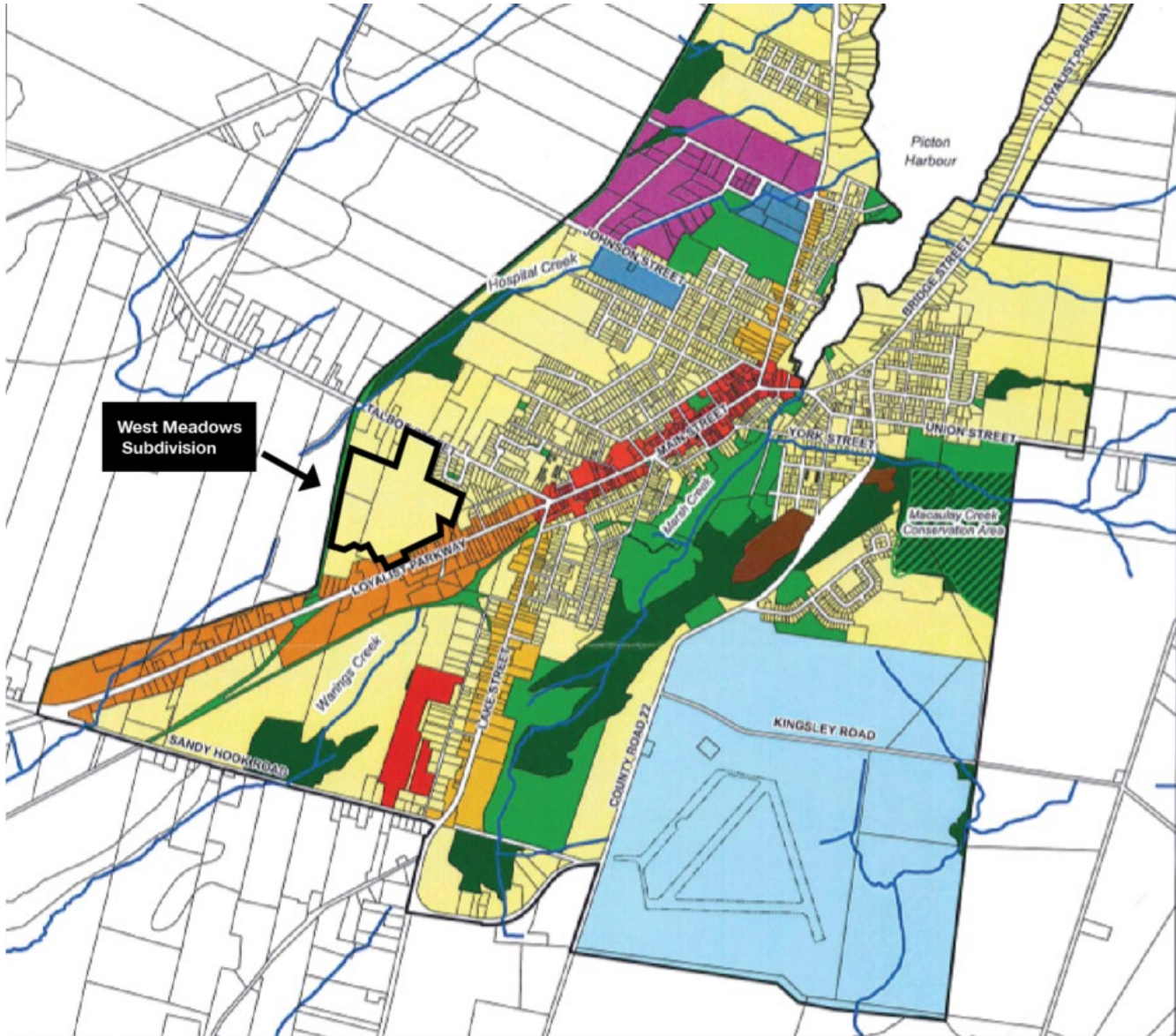


Figure 10: Land Use Designation - Yellow identifies the Town Residential Designation (Source: Schedule A - Secondary Plan Land Use Map)

*Guiding Policies: It is the intent of this Plan to:*

- 1. Support a diverse range of housing types at a range of residential densities that meet the existing and future needs of the community.*
- 2. Encourage the creation of complete neighbourhoods that meet the everyday needs of residents and make the most of existing municipal infrastructure.*
- 3. Support the intensification of existing neighbourhoods by encouraging compatible infill development and the extension of these neighbourhoods into surrounding undeveloped areas within the Urban Centre.*

*Section 2.4.2 Extension of Existing Neighbourhoods*

- 1. Ensure that new neighbourhood development on greenfield lands occurs as an extension of the surrounding existing town fabric and blends the built form and character of existing neighbourhoods in Picton-Hallowell.*
- 2. Permit a mix of residential unit types in new neighbourhood development, including single detached, semi-detached, duplex, triplex, townhouse, and apartment. Secondary and accessory units, provided no more than two units exist on one lot, shall also be permitted.*
- 3. Require a minimum residential density of 17.3 units/net hectare (7.0 units/net acre) in new neighbourhood development with a preferred target residential density of 25 units/net hectare (10 units/net acre). Permit residential densities of 37 units/net hectare (15 units/net acre) in new neighbourhood development, as appropriate. Higher density may be permitted in exchange for the provision of community benefits consistent with the policies of Subsection 5.1.1.4 of this Plan with respect to bonusing.*
- 6. Ensure that new neighbourhood development connects with existing neighbourhoods by means of streets, sidewalks, walkways or bicycle paths, and open space. Such connections will provide access to schools, parks, shopping, and work places and integrate new development in the existing town fabric. Connections shall encourage modes of active transportation and facilitate the safe separation of pedestrian and vehicular traffic (refer to Section 3.1.4 of this Plan). The removal of any existing connection with surrounding neighbourhoods is strongly discouraged.*
- 7. Ensure that new neighbourhood development is consistent with the town design, green infrastructure, and environmental management policies of Sections 4.1, 4.6, and 4.7 of this Plan.*
- 8. Ensure that new neighbourhood development conforms to the policies of Sections 2.12.1, 2.12.2, and 2.12.3 of this Plan regarding the Town Square, Picton Harbour, and Warings Creek Policy Areas, as appropriate.*

**Part Three: Community Facilities and Services**

The subject site, as part of the West Meadows Subdivision, has frontage on Loyalist Parkway which is an Arterial Road (see Figure 11 below). Section 3.1 of the Secondary Plan provides policy direction to guide the development of the transportation system in the Picton-Hallowell planning area. The transportation system has a direct influence on land use, quality of life, and community health. The Picton-Hallowell transportation system is comprised of a network of roads, trails, and waterways which facilitate the movement of goods and people throughout the County. Traffic congestion on Main Street or Loyalist Parkway is an area of concern which impacts transportation connectivity through the downtown core. There are also significant opportunities to increase the modal split in transportation by facilitating active transportation modes, such as walking, cycling, wheelchair, rollerblading, skateboarding, and paddling/rowing.

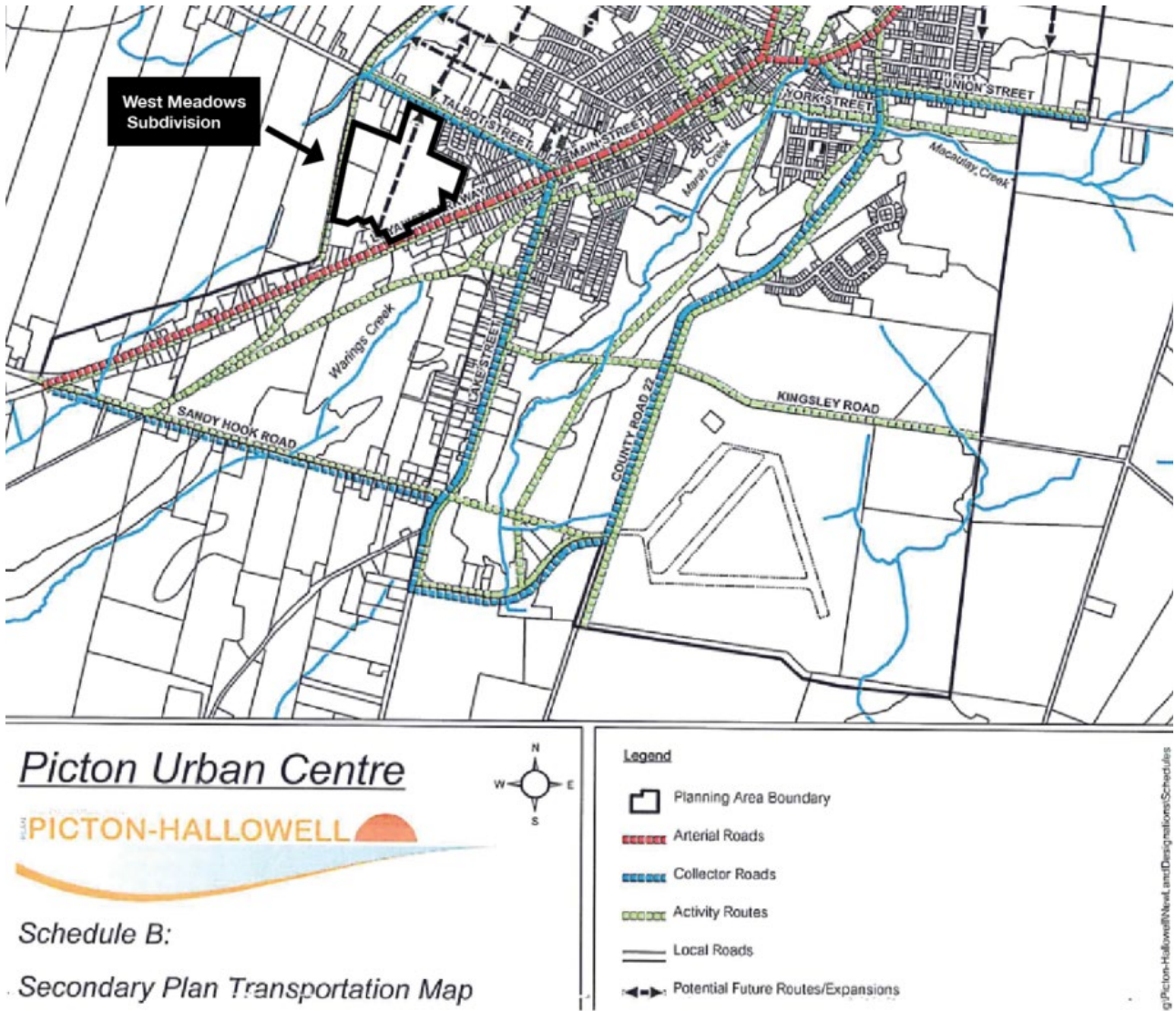


Figure 11: Transportation Plan (Source: Schedule B - Secondary Plan Transportation Map)

Section 3.1.2 of the Secondary Plan, Road Network Hierarchy, provides the following policies:

*Public roads in Picton-Hallowell are classified into a hierarchy on the basis of function, user characteristics, speed, and connections. The classification of existing and proposed roads of the Picton-Hallowell road network is shown on Schedule B: Secondary Plan Transportation Map.*

**Implementing Policies**

Council shall:

1. Continue to utilize a functional classification system for roads to aid in the planning, development, and maintenance of the transportation and circulation system in Picton-Hallowell. Road classifications include Arterial Roads, Collector Roads, Local Roads, and Activity Routes.

a) Arterial Roads are designed to carry relatively high traffic volumes and provide for the movement between principal traffic generators and the interconnection of County Highways. Arterial Roads have a design right-of-

way width of 30.0 metres, include two-to-four traffic lanes, and accommodate normal traffic speeds of 50 km/hr or more.

b) Collector Roads are designed to collect and distribute traffic at relatively low operating speeds to and from Local Roads and Arterial Roads. Collector roads have a design right-of-way of width of 26 metres, include two lanes, and accommodate normal traffic speeds of 50 km/hr or more.

c) Local Roads are designed to provide access to abutting properties at low operating speeds. Local Roads have a design right-of-way width of 20 metres, unless otherwise approved by the County, include two lanes, and accommodate normal traffic speeds of 50 km/hr or less.

d) Activity Routes are designed to accommodate non-vehicular modes of transportation (walking, cycling, wheelchair, etc.) on facilities that include sidewalks, paths, and trails. Activity Routes may use a road right-of-way or a dedicated right-of-way.

2. Permit a change in the function of a road by means of an amendment to the classification system shown on Schedule B: Secondary Plan Transportation Map. Such changes to the Plan may be completed at the time of review in accordance with Section 5.2.3 of this Plan.

3. Recognize that alternatives to the minimum right-of-way widths required for each road classification may be considered in cases where the reconstruction of existing roads to required standards may be physically or economically infeasible due to the location of existing services, buildings, driveways, etc. Alternative development standards may be considered in new neighbourhood development provided such standards support the goals and policies of this Plan of encouraging the provision of more affordable forms of housing and compact development.

Section 3.1.4 of the Secondary Plan, Active Transportation System, provides the following relevant policies:

*Promoting active transportation in Picton-Hallowell is important to the health and well-being of residents and visitors alike. Active transportation includes any mode that is non-motorized, including walking, cycling, skateboarding, rollerblading, wheelchair, and paddling/rowing. Not only is active transportation important for human health, but also it contributes to Transportation Demand Management (TDM) by providing safe, efficient, and sustainable means of traveling without the need to drive. Active transportation in Picton-Hallowell must be safe, accessible, and an integrated part of community development.*

#### *Implementing Policies*

*Council shall:*

1. Create a network of activity routes in Picton-Hallowell that includes sidewalks, paths, and trails to accommodate all forms of active transportation. Activity routes should connect neighbourhoods to various activity centres, including the Downtown Core, Harbour, park and open space areas, and the Millennium Trail. Changes to the activity routes shown on Schedule B: Secondary Plan Transportation Map may be completed at the time of Plan review in accordance with Section 5.2.3 of this Plan.

2. Engage community members and relevant stakeholder groups, such as the Hastings and Prince Edward Counties Health Unit, in the process of creating the active transportation network in Picton-Hallowell by conducting street inventories that examine existing physical elements, such as sidewalks, parking, parks and open space, and zones of community activity, and note physical conditions and the need for improvements.

3. Consider adapting existing roads to provide safer travel for pedestrians and cyclists, as appropriate. Adaptation could include the addition of or repair to sidewalks making them barrier free and consistent with the Accessibility for Ontarians with Disabilities Act (2005). It should also include the removal and/or relocation of obstacles to pedestrians and cyclists such as light standards and utility poles. Other improvements may be identified as part of the street inventory process as noted in the policy above.

*4. Ensure that all new and existing roads in Picton-Hallowell accommodate active transportation facilities including sidewalks and on-road bicycle lanes, as appropriate. Ensure that activity routes incorporate enhanced facilities, including but not limited to: sidewalks; on-road bicycle lanes; pedestrian-oriented lighting; pedestrian-oriented signage/wayfinding; seating areas; bicycle lock-up at activity centres; and high-quality landscape materials. Priority for the provision of enhanced facilities shall be activity routes that coincide with “green ways” (refer to Section 4.6.1 of this Plan).*

*5. Improve access to and use of the Millennium Trail by extending the sidewalks on Johnson and Talbot streets to the Trail, creating a trailhead in the area of McFarland Drive and one in the area of Lake Street at West Mary Street, and by improving and maintaining the conditions of the Trail. The trailhead could include a designated parking area, information kiosk with maps and updated trail information, interpretive displays, and potable water.*

*7. Require that traffic signals in Picton-Hallowell include a push-button or sensor control for pedestrians and cyclists located at standard wheelchair height and located free from barriers.*

The subject site is within Service Area 3 (see Figure 12 below) per the Secondary Plan. The subject lands are now part of the serviced area as considered and approved through previous planning processes.

#### **Part Four: Quality of Place in Picton-Hallowell**

Section 4.1 of the Secondary Plan provides policy direction for matters pertaining to design and creating a sense of place. Good design relates to buildings and the public spaces around them. As such, new development is expected to complement the existing context.

##### **Section 4.1.1 Residential Design**

*As noted in Section 2.4 of this Plan, future residential development in Picton-Hallowell will generally occur in two ways. First, it will occur in the already established neighbourhoods of the Town Residential Area by means of infill development and the extension of the neighbourhoods into surrounding undeveloped areas. Second, it will occur in new areas, such as the Heights Development Area.*

*With respect to future development in the Town Residential Area, compatibility of design is a primary concern. In the Heights Development Area, compact design and connectivity are the primary concerns.*

*4. Encourage the extension of existing neighbourhoods in the Town Residential Area and new neighbourhoods within the Heights Development Area based on a grid-like pattern of streets so as to provide a strong circulation network. Such a network should link local residents with important community elements, amenities, and adjacent neighbourhoods and provide sufficient access for both vehicular and active modes of transportation.*

*5. Ensure that community uses in the extension of existing neighbourhoods in the Town Residential Area and new neighbourhoods within the Heights Development Area are at a neighbourhood scale and are visually compatible with surrounding development. Such uses should be connected with surrounding development by means of streets, sidewalks, walkways or bicycle paths, and open space. Planting should be used to buffer parking and service areas from surrounding development.*

*6. Recognize the potential for laneways as a means of removing garages from the front and side of new homes to provide visual diversity and allow buildings to be located closer to the street. Consider laneways for potential location of utilities within the right-of-way.*

*Implementing Policies*

*Council shall:*

1. *Support green design initiatives to improve air quality in Picton-Hallowell, including:*
  - a) *Developing or expanding active transportation facilities inclusive of bicycle parking, bicycle racks, sidewalk connectivity, sidewalk curb ramps, etc.;*
  - b) *Planting trees to improve air quality and provide shade for pedestrians;*
  - c) *Using locally-sourced materials in construction to reduce transportation related emissions; and Locally-sourced materials will be use in construction where feasible.*
  - d) *Building compact, higher density developments that consume less land.*
2. *Support green design initiatives that reduce water use and improve water quality in Picton-Hallowell, including:*
  - a) *Exploring greater efficiencies in municipal water treatment and distribution;*
  - b) *Reducing demand for water use within buildings through the use of water-saving fixtures and appliances;*
  - c) *Reducing demand for water for landscaping by using drought-tolerant plants, high efficiency irrigation technology, captured rainwater, or recycled site water;*
  - d) *Installing rain barrels;*
  - e) *Reducing the amount of stormwater runoff through design mechanisms such as site permeability; and*
  - f) *Improving the quality of stormwater runoff by increasing on-site infiltration and eliminating contaminants.*
5. *Support green design initiatives that reduce the need to drive, including:*
  - a) *Creating walkable streets to promote walking by providing continuous sidewalks on both sides of the street, supporting connectivity through the provision of a grid-like pattern of streets, and setting a maximum speed limit of 40 km/h on new residential only streets;*
  - b) *Supporting carpooling through the provision of dedicated carpooling spaces; and*
  - c) *Developing or expanding active transportation facilities inclusive of bicycle parking, bicycle racks, sidewalk connectivity, sidewalk curb ramps, etc.:*

Section 4.3 of the Secondary Plan provides policy direction for matters pertaining to the provision of housing in the Picton-Hallowell area. Housing is a critical component of healthy, sustainable, and complete communities. Although single family housing has been predominant in the past, the Secondary Plan encourages a growing diversity of household types in response to an aging population, reduced household sizes, and limited supply of rental housing. Multi-unit housing with varying types of tenures (rental, condominium, and freehold) are encouraged to meet the emerging household needs in the County.

*Guiding Policies – It is the intent of this Plan to:*

1. *Maintain an appropriate supply of land in Picton-Hallowell to accommodate residential growth.*
2. *Provide for and promote a full range of housing in terms of form, tenure, and affordability to meet the current and future needs of residents in Picton-Hallowell.*

3. Encourage and promote as a priority the production of affordable housing for low and moderate income households in Picton-Hallowell.

4. Encourage and promote housing for seniors, including housing with support facilities that enable seniors to age in place.

5. Recognize the importance of special needs housing in meeting the needs of Picton-Hallowell residents.

*Implementing Policies – Council shall:*

1. Maintain the ability to accommodate future residential growth for a minimum of 10 years through intensification, redevelopment, and land designated and available for residential development. Refer to Sections 2.4 and 2.5 of this Plan regarding development in residential and mixed use areas.

2. Maintain available servicing capacity to provide a minimum three-year supply of residential units in draft approved and registered plans, or in cases of residential intensification and redevelopment, land appropriately zoned and available for development, as required by the Provincial Policy Statement.

3. Monitor the County's ability to accommodate future residential growth and available servicing capacity for residential development to ensure that the housing targets of this Plan are achieved.

5. Work toward achieving a target of 33 percent of new housing to be developed as affordable which term is defined as:

a) In the case of ownership housing, the least expensive of:

1. Housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for households with incomes in the lowest 60 percent of the income distribution for the County; or

2. Housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the County; and

b) In the case of rental housing, the least expensive of:

1. A unit for which the rent does not exceed 30 percent of gross annual household income for households with incomes in the lowest 60 percent of the income distribution for renter households for the County; or

2. A unit for which the rent is at or below the average market rent of a unit in the County.

6. Encourage the provision of affordable housing by:

a) Supporting increased residential densities in appropriate locations and promoting a full range of housing types—including semi-detached, duplex, triplex, townhouse, and apartments—as part of development or redevelopment;

b) Permitting second units within existing and proposed single-detached, semi-detached, and townhouse units, and accessory units as appropriate;

c) Permitting the conversion of single-detached residential dwellings into not more than three separate dwelling units, and the conversion of semi-detached and townhouse dwellings into not more than two separate dwelling units;

d) Permitting the conversion of non-residential buildings to residential use preferably to include affordable housing;

e) Informing the community of government grants available to encourage the creation of second units, converted units, and accessory units;

f) Providing infrastructure in a timely manner;

g) Negotiating agreements with the public and private sectors to provide affordable housing through the draft plan of subdivision, plan of condominium, rezoning, and consent processes;

*h) Enacting a Municipal Housing Capital Facilities By-law under the Municipal Act to enable the County to enter into agreements with private and non-profit partners for the provision of affordable rental housing;*

*i) Streamlining of the development approvals process for projects that provide affordable housing as defined by the County;*

*j) Providing, on a case-by-case basis, relief from development, planning, permit, and other fees normally charged for projects that provide affordable housing as defined by the County;*

*k) Equalizing the tax ratio for new multi-unit residential buildings in accordance with Federal and Provincial affordable housing guidelines;*

*l) Considering alternative residential development standards to facilitate affordable housing and a more compact development form; and m) Considering innovative housing models, such as cohousing and life-lease housing.*

*7. Ensure that the provisions of the County Zoning By-law are sufficiently flexible to permit a range of housing types, sizes, tenures, and affordability.*

*10. Encourage the development of low income housing geared towards seniors, including affordable rental and ownership housing and housing models that allow seniors to stay in their own home for longer.*

Section 4.6.1 of the Secondary Plan, Parks and Open Space, provides the following relevant policies:

*Park and open space areas can define a community more than any other physical element. Park and open space areas support exercise, play, community interaction, and provide contact with nature. These areas contribute greatly to quality of life in Picton-Hallowell and portray it as a community that is healthy, green, and attractive to both residents and visitors. In the next twenty years, the population of Picton-Hallowell may increase by up to 1,230 permanent residents. By current County standards, an additional 1.2 hectares (3.0 acres) of parkland may be required. However, it is important to note that the provision of park and recreation facilities is not solely related to the provision of physical space – there also needs to be a diversity and equitable distribution of park and recreation facilities throughout the community. While the policies of this section provide direction regarding parks and open space, the policies of Section 2.9 – Park and Open Space Area, relate specifically to the land use and development of these lands. As such, the policies of this section are to be read in conjunction with those of Section 2.9 of this Plan.*

#### *Guiding Policies*

*It is the intent of this Plan to:*

*1. Recognize park and open space lands as important contributors to the quality of place in Picton-Hallowell and as invaluable to the long-term health and well-being of its residents; and*

*2. Work toward the creation of an interconnected network of park and open space lands linked by the active transportation system to surrounding neighbourhoods.*

#### Analysis

The proposed residential development will accommodate 156 residential units on municipal services within the urban centre (settlement area) of the County. The development will feature a compact form of housing types (apartments) which will result in a net density of approximately 216 units per hectare. Through providing compact housing types which differ from the majority within Picton, the development will assist the County in addressing identified housing concerns and help create attainable housing supply within the West Meadows Subdivision.

A goal for the development will be to promote active transportation and pedestrian connectivity by encouraging connections to the Millennium Trail. The planned infrastructure (e.g., sidewalks) and pedestrian connections will help the development integrate into the larger community and promote active transportation.

The residential development, embedded within the West Meadows Subdivision, will represent efficient utilization of a largely vacant parcel within the urban boundary area, and studies prepared demonstrate that the lands are appropriate for the development with respect to servicing and stormwater management, traffic accommodation, and confirmed that there are no identified threats to public health and safety.

**It is our professional planning opinion that the proposed development conforms with the policies of the Picton Hallowell Secondary Plan.**

## 6.0 Current and Proposed Zoning

As part of the West Meadows Subdivision Application, a Zoning Schedule has been approved. Schedule 1 to By-law No. 127-2020 further amended Comprehensive Zoning By-law No. 1816-2006. The subject lands of the application are zoned Urban Residential 3 (R3-63-H) Holding Zone (see Figure 13 below).

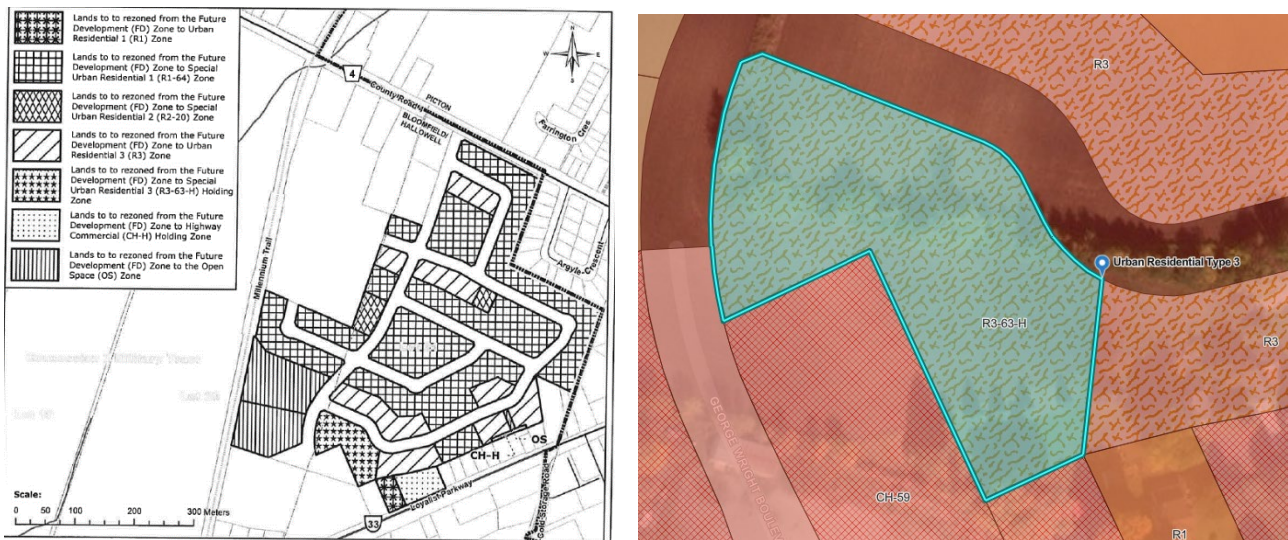


Figure 12: Approved Zoning Schedule and Zoning By-law Map

The subject site is subject to a Holding symbol (H). Section 4.10.3 states that the holding zone provisions shall only be removed by an amending by-law, passed in accordance with the Planning Act and only when Council is satisfied that all appropriate criteria have been met in a manner and form acceptable to Council. It is anticipated that the H symbol will be resolved through a subsequent Site Plan application.

Section 12.5.63 in Zoning By-law 1816-2006 outlines the provisions in R3-63 Zone, which is specific to the West Meadows development at Part of Lots 20 & 21, Concession 3 Military Tract in the Ward of Picton (Amending By-law No. 127-2020). The following Zoning Compliance Table outlines compliance with the zoning provisions for the R3-63 zone, where applicable, and R3 zone otherwise.

Table 1: Zoning Compliance Table - Block 156 (R3-63-H)

Permissions for Residential Uses – Apartment Dwellings		Requirement	Proposed	Compliance
<b>Section 12.5.63 – R3-63 Zone</b>				
<b>Min. Lot Frontage</b>		7 m	125.7 m	✓
<b>Min. Setbacks</b>	Front Yard	6 m	3 m	✗
	Rear Yard	6 m	4 m	✗
<b>Unenclosed porches, balconies, steps and patios, whether covered or uncovered, exterior stairs and lands may project into any required yard to a maximum of 3 m but no closer than 3 m to the rear lot line.</b>				
<b>Section 12 – R3 Zone</b>				
<b>Min. Lot Area</b>		232m <sup>2</sup> per unit for first four units, plus 46 m <sup>2</sup> for each additional unit  928 m <sup>2</sup> (4 units)+ 6,992 m <sup>2</sup> (152 units)= <b>7,920 m<sup>2</sup>.</b>  0.79 ha	0.72 ha	✗
<b>Min. Setbacks</b>	Exterior Side Yard	3 m	4.2 m	✗
	Interior Side Yard	4.5 m	3.7 m	✗
<b>Max. Lot Coverage (all buildings and structures)</b>		35%	27%	✓
<b>Min. Landscaped Open Space</b>		35%	40%	✓
<b>Max. Building Height</b>		15 m	16.4 m	✗
<b>Section 5 – Parking, Loading and Driveway Provisions</b>				
<b>Parking Provisions</b>				
<b>Residential – Apartment</b>		1.25 spaces per dwelling unit for apartment dwellings located in Picton Ward	1 per dwelling unit (156)	✗

This application is requesting an amendment from the Zoning By-law to specifically seek relief from the following provisions:

- Setbacks** The proposed design for the subject site does not meet minimum setback requirements. These setbacks are:
- / Front Yard: 6 m (proposed: 3 m)
  - / Rear Yard: 6 m (proposed: 4 m)
  - / Exterior Side Yard: 3 m (proposed: 4.2 m)
  - / Interior Side Yard: 4.5 m (proposed: 3.7 m)
- Lot Area** The proposed design does not meet minimum lot area requirements. The minimum lot area requirement is a calculation based on number of units, which is 0.79 ha. The subject site is 0.72 ha.
- Height** The proposed design does not meet maximum height requirements. The requirement is 15 m and a height of 16.4 m is proposed.
- Parking** The proposed design does not meet minimum parking requirements. The requirement is 1.25 parking spaces per dwelling unit. The design proposes 1 parking space per dwelling unit, with a total of 156 parking spaces.

Analysis

While the proposed development does not meet all of the residential apartment provisions in Zoning By-law 1816-2006, as amended, it is our opinion that that proposed development meets the intent of the Zoning By-law and is appropriate for the site, given the immediate context of the West Meadows Subdivision and the broader context of residential developments in the surrounding area. We believe the reduction in parking spaces is adequate to meet the needs of residential tenants by providing a 1:1 ratio with dwelling units while encouraging active transportation and aligning with broader policy objectives.

**It is our professional planning opinion that the proposed development meets the general intent of the zoning by-law.**

## 7.0 Conclusion

The applicant is seeking to develop the 0.72 hectare site with residential development, containing two five-storey apartment buildings with associated parking and landscaping. At full build-out this development is slated to feature a total of 156 residential units and 156 parking spaces. The development will integrate with the municipal road network and sidewalks which provide access and circulation throughout the West Meadows Subdivision and larger community.

This application is requesting an amendment from the Zoning By-law to rezone the subject site with an appropriate site-specific zone to support the proposed development on Block 156. The proposed zone will establish appropriate performance standards which help the development achieve a density and mix of housing units which support the provision of attainable housing in the County. The proposed performance standards are typical for urban settings and will facilitate greater density while ensuring that the functional needs of residents are met.

It is our opinion that the submitted Zoning By-law Amendment application is consistent with the Provincial Policy Statement and conforms to the policies of the County of Prince Edward Official Plan and Picton Hallowell Secondary Plan and meets the intent of the Zoning By-law. The proposed development represents residential intensification of lands within the urban centre in a planned residential subdivision which will result in the efficient use of land and resources, as well as infrastructure. The proposed development emphasizes pedestrian-oriented design and will help encourage active transportation through planned infrastructure and connections to the broader community. It is our opinion that the application represents good planning. If you have any questions or should you require any additional information, please do not hesitate to contact the undersigned at 613.542.5454 x 234 or at [nanton@fotenn.com](mailto:nanton@fotenn.com).

Respectfully,



David Nanton, MCIP RPP  
Senior Planner



Claire Stevenson-Blythe, MCIP RPP  
Planner

# Appendix A Zoning By-law Schedule

Zoning By-law No. 1816-2006, as amended, is hereby further amended as follows:



## Appendix B

# Proposed Zoning By-law Amendment

**R3-XX Zone (Block 156, Part Lots 20 and 21, Concession 3 Military Tract, Ward of Hallowell in the County of Prince Edward)**

Planning Justification Report in support of a Zoning By-law Amendment application to develop a portion of the lands legally known as Part Lots 20 and 21, Concession 3 Military Tract in the County of Prince Edward ("the County").

Notwithstanding the provisions of By-law No. 1816-2006, as amended, to the contrary, on the lands zoned R3-XX, the following provisions shall apply:

/	Minimum Front Yard	3 m
/	Minimum Rear Yard	4 m
/	Minimum Exterior Yard	4.2 m
/	Interior Side Yard	3.7 m
/	Minimum Lot Area	0.72 ha
/	Maximum Height	16.4 m
/	Minimum Parking Requirement	1 space per dwelling unit for apartment dwellings located in the Picton Ward

All other provisions of the R3 Zone and By-law No. 1816-2006, as amended, shall apply to the lands zoned as R3-XX. In the event of a conflict between zone categories the stricter provision shall apply.