



HILLSIDE SUBDIVISION

Planning & Urban Design Rationale

June 2025

Prepared by:



Architecture by:



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Prepared for:



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Introduction

1.0 Introduction

1.1 Executive Summary

Homes First Development Corporation (“the Applicant”) is proposing to develop the vacant lands located on the northeast corner of the intersection of County Road 22 and County Road 10 (“the site”), into a compact, medium-density and mixed-income community (“the proposal”). The site consists of a north and a south parcel, separated by an unopened municipal right of way (“ROW”) that extends east of Sandy Hook Road. Together the two parcels and the three adjacent ROW parcels constitute the site for the purposes of this application.

The proposal represents an exciting opportunity to deliver diverse housing options within Picton in order to support Prince Edward County’s (the “County”) residential growth and evolving housing needs. The proposal features a mixture of housing types, tenures, and price points, addressing the needs of households in various life stages, including families, seniors, and workers. A total of 483 residential units are proposed, including apartment, townhomes, link, and single detached; of these, 313 units (65%) will be rental units, with the remaining 170 as freehold units. The proposal is targeting 30% of the rental units (approximately 94 units) to be allocated as affordable rental.

The proposal’s context-sensitive design minimizes impacts to the surrounding natural heritage network, including Marsh Creek and its associated valley lands. Organized around a series of new public streets that follow the site topography, the proposal will feature a connected network of pedestrian paths, semi-private courtyards, and open green spaces that support accessibility, livability and sustainability. Two stormwater management ponds have been designed and situated on the north west and south west extents of the site, to receive runoff and also provide additional outdoor recreational opportunities for the community. A proposed multiuse trail along the Marsh Creek valleylands is envisioned as part of a longer trail connection between the Picton town centre and Base 31.

SvN Architects + Planners has been retained by Homes First Development Corporation to prepare this Planning and Design Rationale to facilitate the proposal in support of applications for Official Plan Amendment (“OPA”), Zoning By-law Amendment (“ZBA”), and Draft Plan of Subdivision.

The purpose of this report is to describe the proposal, and to evaluate it against the various layers of the planning policy framework, as it pertains to the site. This report also acknowledges in-progress infrastructure planning and zoning efforts that are underway – namely the Picton Master Servicing Plan (“MSP”) and the Comprehensive Zoning By-law update.

We acknowledge that development in Picton is currently subject to an Interim Control By-law. By-law 155-2024 prevents the use of lands for any purpose that did not lawfully exist on November 26, 2024, and prohibits any new construction except for within prescribed circumstances that are outlined in clause 5 of the By-law. We also understand that Clause 5(v) provides an exemption for any Third-Party applications that Council deems acceptable. Given the critical need for affordable housing in the County, we feel an exemption would be supportable for this project. Homes First Development Corporation will work with Staff and Council to advance the applications, acknowledging that they may not be approved before the expiry of the Interim Control By-law.

As part of the applicant’s ongoing efforts to advance the Hillside Subdivision and demonstrate a continued commitment to expanding affordable housing options within the County, the applicant has actively engaged in with municipal staff about the proposal since late 2022. It has always been understood that municipal servicing is constrained, requiring infrastructure upgrades to service the site. The applicant was advised that the MSP was underway and that the subject lands would be included in its scope. A summary of key discussions and milestones is provided below:

- **May 23, 2023:** A meeting was held with the applicant, Greer Galloway, Peter Moyer, Michael Michaud, and Dave MacPherson. Municipal staff indicated that the MSP was expected to be completed in Fall 2023 and recommended deferring submission of a Draft Plan of Subdivision until the MSP was finalized.
- **September 4, 2024:** In a discussion involving the applicant, Greer Galloway, and Peter Moyer, it was confirmed that servicing allocation would only be considered following

conditional approval of a Draft Plan. Staff recommended that the application be prepared and submitted.

- **November 26, 2025:** A collaborative meeting took place with the applicant, SvN, Michael Michaud, and Matthew Coffey. The proposed subdivision layout was reviewed, along with potential community benefits such as a trail connection to Base 31 and a substantial commitment to affordable housing. It was acknowledged that the Interim Control By-law (ICBL) had passed and was in effect; however, staff advised there was still an opportunity to submit and circulate the application, with the understanding that final approval may be deferred until the ICBL has expired.

It is our respectful opinion that the application should be accepted and circulated. Timing of servicing capacity can be addressed through the use of holding (H) provisions and subdivision approval conditions.

This report is submitted in support of the proposal, and will provide and analysis to demonstrate how it conforms to provincial and municipal planning policy, achieves a number of community objectives, and represents good planning.

1.2 Requested Approvals

Amendments to the Prince Edward County Official Plan (OP) and Prince Edward Comprehensive Zoning By-law No. 1816-2006, as amended, are sought to facilitate the proposal. In addition, an application for Draft Plan of Subdivision is submitted to create new lots and blocks for future development, as well as new public parkland and streets.



View looking North on County Road 10



View from Southern Limit of Site looking North

KEY BENEFITS OF THE PROPOSED DEVELOPMENT

- Delivers a medium-density, multi-typology residential community which contributes to the range of housing options available in the County;
- Introduces diverse residential forms which do not currently exist in large numbers across the County, including apartments, townhouse and link dwellings;
- Protects ecologically-sensitive areas by avoiding development on these lands and maintaining appropriate natural heritage buffers to the Environmental Protection (EP) zone, including an additional wetland setback;
- Extends the area’s transportation network through the construction of five new public roads and two public laneways;
- Features a classic architectural design which is contextually-appropriate and draws inspiration from the architectural character of small-town Ontario;
- Contributes to placemaking and public realm objectives through dedication of 1.73-ha of parkland, an enhanced landscaping strategy including stormwater management pond trails, mid-block connections, and potential for a new trail connecting to the future Base 31 development;
- Provides options for low- and middle-income families through the inclusion of affordable rental units varying in size to meet the evolving needs of young families, seniors aging in place, and the County workforce who often commute from Belleville and Quinte.

An aerial photograph of a rural landscape, showing a patchwork of green and brown agricultural fields, a winding road, and a small cluster of buildings. A semi-transparent map overlay is visible, showing the same area with a white outline of a specific site. The map overlay includes a large, irregularly shaped area in the center, a smaller rectangular area to its right, and a triangular area below the rectangular one. The background image is faded to allow the map overlay and text to be clearly visible.

2

Site and Context

2.0 Site and Context

2.1 County Context

Prince Edward County (“the County”) is a peninsula located on the north shore of Lake Ontario. The County is predominantly a rural and agricultural area, with a total permanent population of approximately 25,000. In recent years, the County’s amenities and its proximity to three urban centres has led to its establishment as a popular tourist destination and retirement community. The County is approximately 200 kilometres east of Toronto, 90 kilometres west of Kingston and 200 kilometres west of Ottawa. Prince Edward County is a single-tier municipality and has been so since its amalgamation in 1998.

Several roads and bridges connect the County to the mainland, including County Road 64, Loyalist Parkway, Provincial Highway 62, and County Road 49. The County is accessible from Provincial Highway 401 by way of the towns of Belleville or Trenton. The Glenora Ferry is a passenger and vehicle ferry that operates year-round between Glenora and Adolphustown.

With its unique sawtooth geometry, the County has over 800 kilometres of shoreline on the Bay of Quinte and Lake Ontario. The shoreline has a varied topography and includes steep cliffs, sloping escarpments, white beaches and dunes, marshes, and agricultural fields. Wetlands, swamps, rivers, and inland lakes all connect and reinforce the County’s relationship with the water. The County’s interior consists of farmland, quaint villages and hamlets, and natural areas. The main urban centres are the towns of Picton and Wellington and smaller villages dot the landscape.

The site is located in Picton, which is the commercial and administrative centre of Prince Edward County. It is the largest community in the County, with a total population of approximately 4,500 residents according to the 2021 census. Originally named Hallowell, it was first settled in the 1780s by Loyalists from the Thirteen Colonies and is well-known known for its Loyalist heritage, architecturally-significant buildings, charming harbor and marina area, and vibrant main street.

Recent growth and development in the County has been largely concentrated in Picton, with development primarily consisting of single-detached homes. A limited amount of multifamily housing available to meet current demand and diversify the local housing supply. As a result, it has become increasingly difficult for younger families, professionals, and tourism industry workers to find affordable housing options in the County.



Aerial View of Picton Harbour



Millennium Trail



Picton Main Street



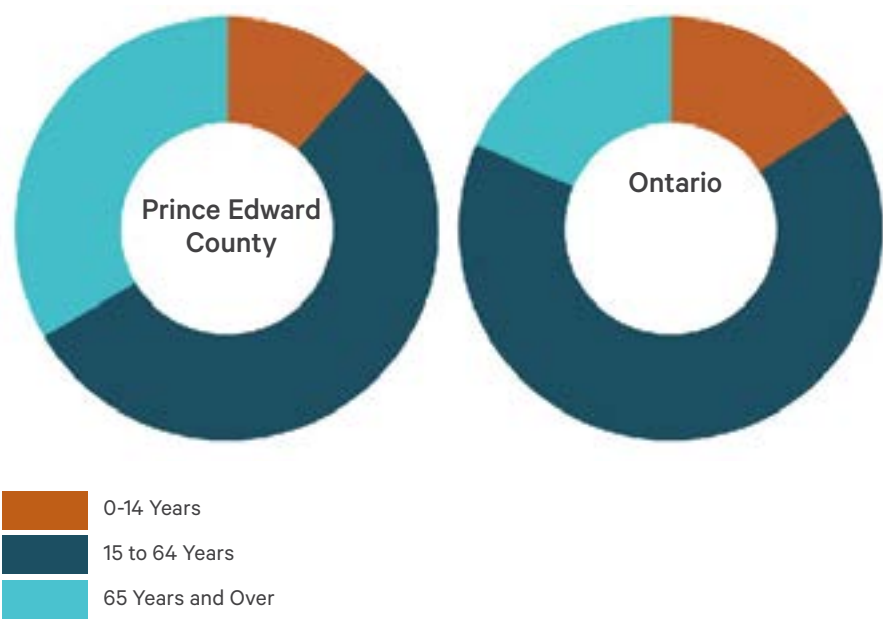
The Regent Theatre



Figure 1: County Context Map

2.2 Demographics

The following demographic profile draws upon the 2021 Census Profile for Prince Edward County Census subdivision.



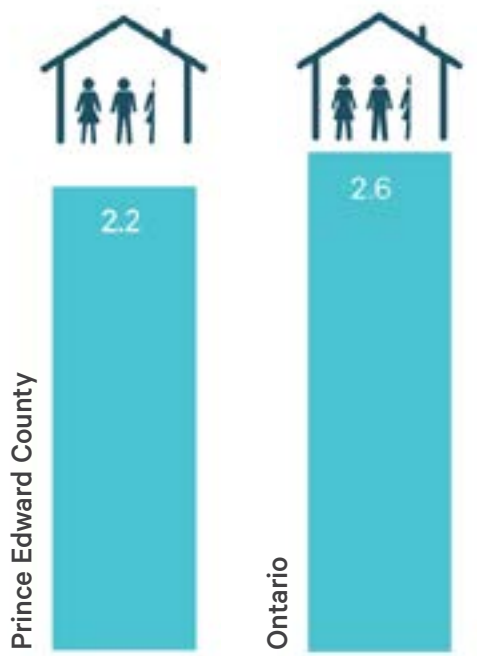
Population and Age

The total permanent population of Prince Edward County in 2021 was 25,704, representing a 3.9% growth in population since 2016. This population growth rate is lower than the Ontario-wide rate of 5.8%. The census subdivision has a population density of 24.4 people per square kilometre. A higher population of seniors (individuals 65 years and older) live in the County at 33.5%, compared to youth (individuals aged 0-14 years old) at 11.6%. The majority of the County's population is working age (individuals aged 15-64 years old) at 54.9%. The average age of the population in the County is 50.7 years old, which is older than the provincial average of 41.8 years old. Population growth is trending upwards for families with children. This pattern intensified during the pandemic as more office workers transitioned to work-from-home or a hybrid model.



Language and Immigration

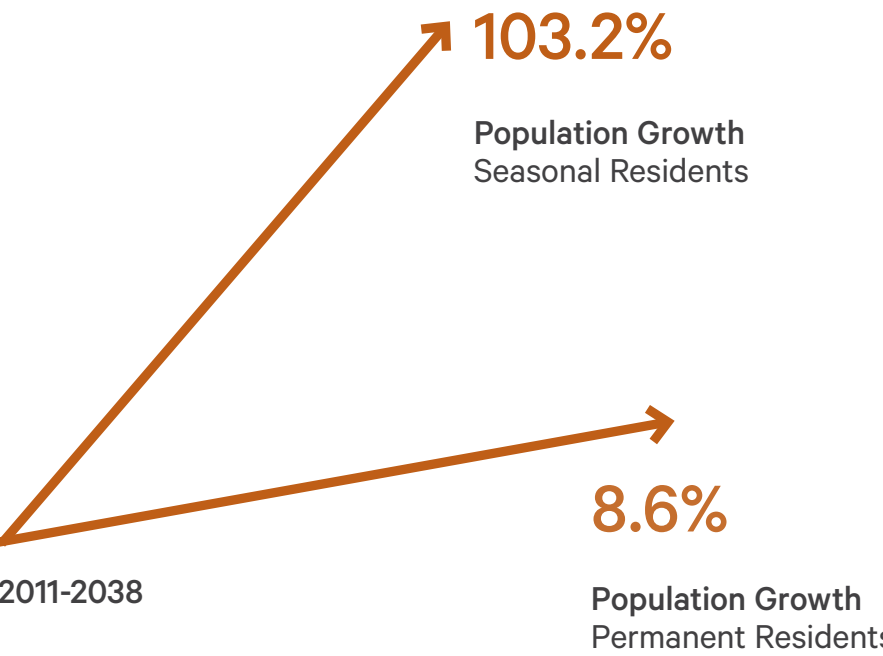
In 2021, 26.2% of census respondents identify as either first or second-generation Canadian, with 10% of the population being immigrants in the County. The top places of birth for recent immigrants are the United Kingdom, Germany, and the United States. Approximately 3% of the population identifies as a visible minority compared to 34.3% across the province. In 2021, English was the mother tongue language for the vast majority of the County population at 92.1%.



Households and Housing

The vast majority of the housing stock in the County is in the form of single-detached homes (86.0%), and relatively few homes of other types, including apartment buildings that are fewer than five storeys (6.8%), row houses (2.9%), and semi-detached houses (2.1%). The average household size is 2.2 people per household which is lower than the Ontario-wide average of 2.6 people per household. Approximately 81.6% of households own their homes, while renters make up the remainder. Of the ownership households, 11.9% are spending more than 30% of income on shelter costs. Of the renter households, only 12.8% live in subsidized housing, while 37.8% are spending more than 30% of their income on shelter costs, and 19.4% are in core housing need.

A majority of the housing units in the County are larger units, with 93% of units having 2 or more bedrooms and 68% of units having 3 or more bedrooms. Most of the housing stock in the County is older, with approximately 79% of the housing stock constructed prior to 2000.



Recent Demographic Trends

As interest in the County as a place to live, work, and play continues to grow, an increase in the number of permanent and seasonal residents is expected. As outlined in the 2021 Official Plan, the County projects an 8.6% growth in the permanent population from 2011 to 2038, bringing the number of residents from 24,605 to 26,709. In 2011, there were 5,966 seasonal residents, and the County projects this will increase to 12,125 seasonal residents by 2038, a 103.2% increase. At the same time, jobs are also expected to grow by 35.1% from 2011 to 2038 as the County's economy evolves and diversifies.

The lack of affordable housing and housing for residents and workers continues to be a challenge, especially as home prices have risen amid limited supply. The County has introduced several programs to encourage the development of affordable housing accommodations to support the annual influx of seasonal workers who are integral to the health of the tourism and agricultural industries. It has also recently introduced a number of initiatives and plans to support the construction of affordable, permanent housing for residents.

The modest population growth is a positive sign that the County is continuing to grow and establish itself as an attractive place to call home, and the amount of new home construction has picked up in recent years. Economic development is a priority for the County government, pursuing opportunities across a range of sectors in order to attract and retain working-age adults and families.

2.3 Transportation Context

The following transportation context draws upon the County's Official Plan, adopted February 2021, and the Picton Settlement Area Transportation Master Plan (TMP), endorsed by Council March 2025.

2.3.1 EXISTING ROAD NETWORK

The site is bound on two sides by County Roads – County Road 10 (Lake street) and County Road 22 (Church Street). They are considered to be “Inter-Centre Collector” roads according to the Official Plan, and are roads that connect settlement areas to each other or to higher-order highways and provide access to major recreational uses. Other roads in the vicinity of the site are listed below.

- County Road 1 (Sandy Hook Road)** an east-west, two-lane road cross section, with a speed limit of 60km/h.
- County Road 10 (Lake Street)** a north-south, two-lane road cross section (one lane per direction), with a speed limit of 60km/h.
- County Road 22 (Church Street)** a two-lane cross road section (one lane per direction with a speed limit of 80km/h.
- Ridge Road** a special service collector road, consisting of a two-lane road cross section (one lane per direction) and a speed limit of 70km/h.

2.3.2 PUBLIC TRANSIT SERVICE AND RIDE SHARING

Public transit is currently limited in the County, however County Transit operates one bus that connects multiple destinations in Picton. The closest bus stop is located approximately 1km from the subject site at Base 31 along County Road 22.

The municipality has initiated a transit program refresh, starting with minor short-term improvements through a review of existing routes and stop locations, followed by long-term planning to shape the future of public transit across the County. In summer 2024, County Transit piloted the Picton Summer Loop, adding stops at Base 31 and the Waring House to its fixed-route service to generate data and assess rider demand.

Quinte Access operates a specialized transit service, offered by County Transit running Tuesday through Friday serving multiple communities, including Picton, Bloomfield, Wellington, Consecon, Carrying Place, Rednersville, Rossmore, and Trenton. The service offers door-to-door service for adults 55 and over, and persons with disabilities, requiring advance booking.

Uride is a platform connecting riders with responsible drives, providing safe, reliable and affordable rides. Uride has operated under a subsidy agreement in the County since 2022.

2.3.3 ACTIVE TRANSPORTATION FACILITIES

Picton's active transportation network consists of sidewalks, formal and informal trails. The Millennium Trail is a formal, multi-use trail that connects Picton to Wellington and Consecon. Sidewalks are generally found in central Picton, though some residential neighbourhoods may not have them. County Roads, including County Roads 10 and 22, typically do not have sidewalks outside of the urban area.

Picton's cycling infrastructure is primarily limited to the Millennium Trail and some paved roadway shoulders. The 2021 Cycling Master Plan for Prince Edward County proposed expanding the cycling network with paved shoulders, bike lanes, signed routes, and shared lane markings to improve connectivity and encourage cycling.

2.4 Affordable Housing Context

Prince Edward County is facing an escalating housing affordability crisis with significant implications for long-term community sustainability and economic resilience. Heightened demand, driven by tourism, in-migration from other urban centres post-COVID, and an aging population, has outpaced housing supply, making homeownership increasingly inaccessible for many, particularly first-time buyers and low-income households.

Between Q3 2020 and Q2 2023, housing prices rose by 74%, peaking at \$1.2 million before falling to \$752,530 by Q4 2024. Rental costs have remained elevated, with one-bedroom rents increasing nearly 61% between 2020 and 2024. Although they have since dipped to \$1,861, this remains unaffordable for many, given the CMHC threshold of \$1,720/month. At this rate, approximately 50% of households in the County would not be able to afford a one-bedroom rental. Exacerbating this is the extremely limited supply of rental housing; the vacancy rate of 0.2% is one of the lowest in the Province. According to KPMG, only 7% of housing built in rural municipalities over the last 25 years has been rental, compared to the 25% needed to meet current demand. High-density housing options such as apartment buildings are limited, reducing affordable options.

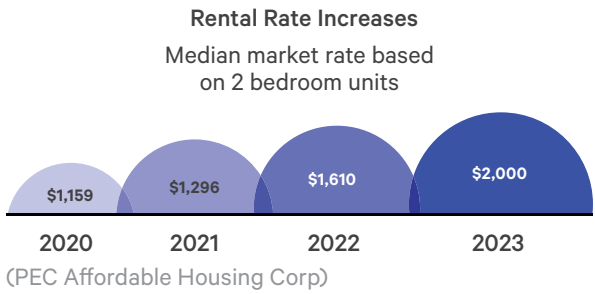
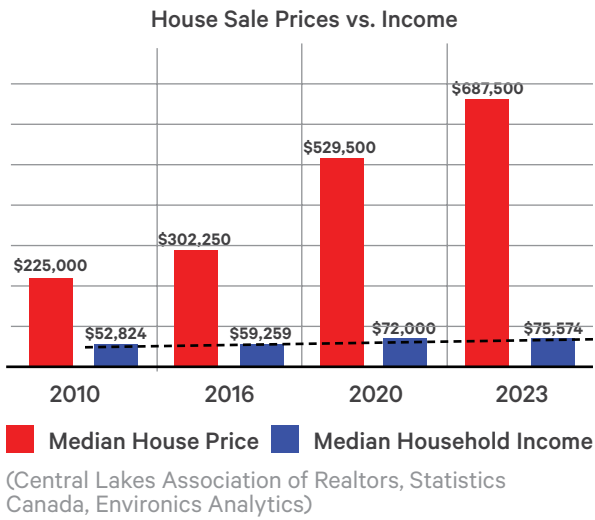
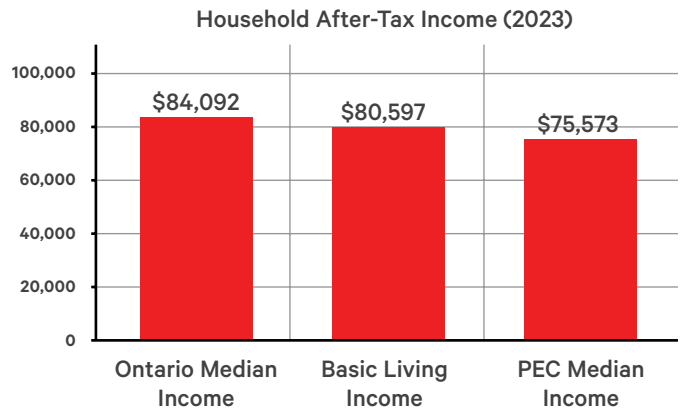
Contributing to the crisis is the significant impact of short-term accommodations. With over 850 registered STAs and more than 1,000 Airbnb listings, of which 250 are in Picton alone, approximately 4.9% of the County's housing stock has shifted away from long-term use. While development activity has increased, with 105 active applications as of January 2025, the market continues to fall short in delivering the diverse housing forms needed, particularly smaller, rental, and affordable units.

2.4.1 COUNTY HOUSING INITIATIVES

In response to the growing housing crisis, Prince Edward County has launched several initiatives aimed at increasing affordable housing supply. In May 2023, Council endorsed the County Housing Plan (2024–2028), the first of its kind, which sets a target of 1,185 new affordable units by 2028, building on the existing 353 units identified in 2023. Complementary initiatives include zoning by-law amendments to

support affordable and attainable housing and a new Secondary Suites Subsidy pilot program. The County also endorsed the EOWC's 7-in-7 Regional Housing Plan, aiming to deliver 7,000 community rental units and 21,000 attainable units across Eastern Ontario.

The Prince Edward County (“PEC”) Affordable Housing Corporation, established in 2018, plays a key role in delivering affordable rental housing through public-private partnerships. Notably, the applicant recently received rezoning approval for their project at Nicholas Street and Cumberland Street, which includes 50% affordable units and 8 supportive units in collaboration with the PEC Affordable Housing Corporation.



Source: VitalSigns 2024

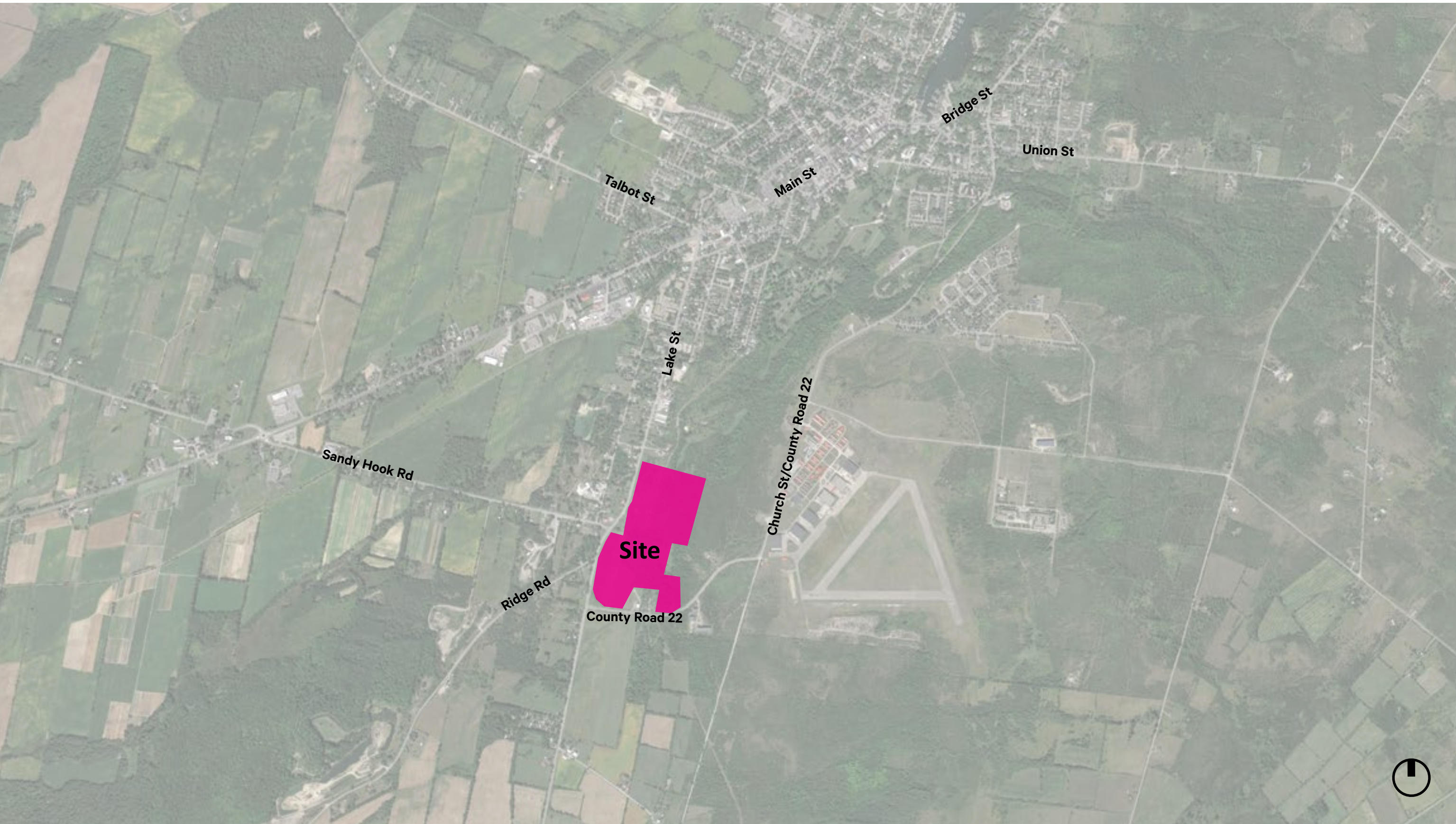


Figure 2: Aerial View of Picton

2.5 The Site

The site consists of two main properties, referred to throughout this application as the north and south properties. They are referred to as follows:

Name	Address	Legal Description (Short)	ARN
(1) North Property	287 Lake Street	Lot 23, Concession 3, Military Tract	135051102512800
(2) South Property	318 Lake Street	Lot 23, Concession 2, Military Tract	135051102520202

Table 1: Lands Owned by the Applicant

The site also includes three public rights-of-way that are not required to implement the County’s future road network. Accordingly, these parts will need to be closed and purchased from the County by the developer to enable the proposed development. The rights-of-way include:

Parcel	Legal Description (Short)	PIN
(3) An portion of an unopened municipal right-of-way extending east of County Road 1	Road Allowance between Conc 2 and 3, Military Tract	55065-305
(4) A portion unopened municipal right-of-way associated with a planned realignment of County Road 22	Hwy Plan 292 (P-2566-1)	55065-0315
(5) A triangular sliver of land between the existing intersection and the planned curve of County Road 22	Pt Lt 23 Con 2 Military Tract, Being travelled rd Pt 2 Hwy 292, aka County Rd 22	55075-01234

Table 2: Lands Subject to Conveyance

A land transfer diagram demonstrates the three public rights-of-way described above, as shown in Figure 3 as well as the proposed EP Lands conveyance. A full legal description, parcel abstracts, and a PIN map are included with the submission.

The site is situated on the northeast corner of the County Road 10 and County Road 22 intersection. It has approximately 643 metres of public frontage on County Road 10 (Lake Street) and approximately 350 metres of public frontage along County Road 22. County Road 10 runs north-south and connects the site with Picton Main Street, located approximately 1.5 kilometers to the north. County Road 22 runs east-west directly south of the site but turns into a north-south route approximately 500 metres east, where it becomes known as Airport Lane (south segment) / Church Street (north segment).

The site is characterized by an undulating topography, descending from its highest point along its eastern boundary, generally sloping down to the north in the direction of Picton Harbour. Marsh Creek runs along the east side of the property, within a ravine, as seen in Figure 4.

The site is presently vacant but was formerly used for agricultural purposes. The remains of an abandoned barn can be found in the northwest corner of the site. Approximately 12.29 hectares along the eastern boundary of the site are within the Environmental Protection zone, related to Marsh Creek and its valleylands, and the dense vegetation.

There are other existing uses on the block, on parcels that may have been carved out of the subject property at an earlier date. On the County Road 10 frontage there is a triangular shaped property, municipally known as 299 County Road 10, which contains one single detached home. On the County Road 22 frontage there are three parcels, one of which contains an automotive repair shop, and the other two containing single detached dwellings.

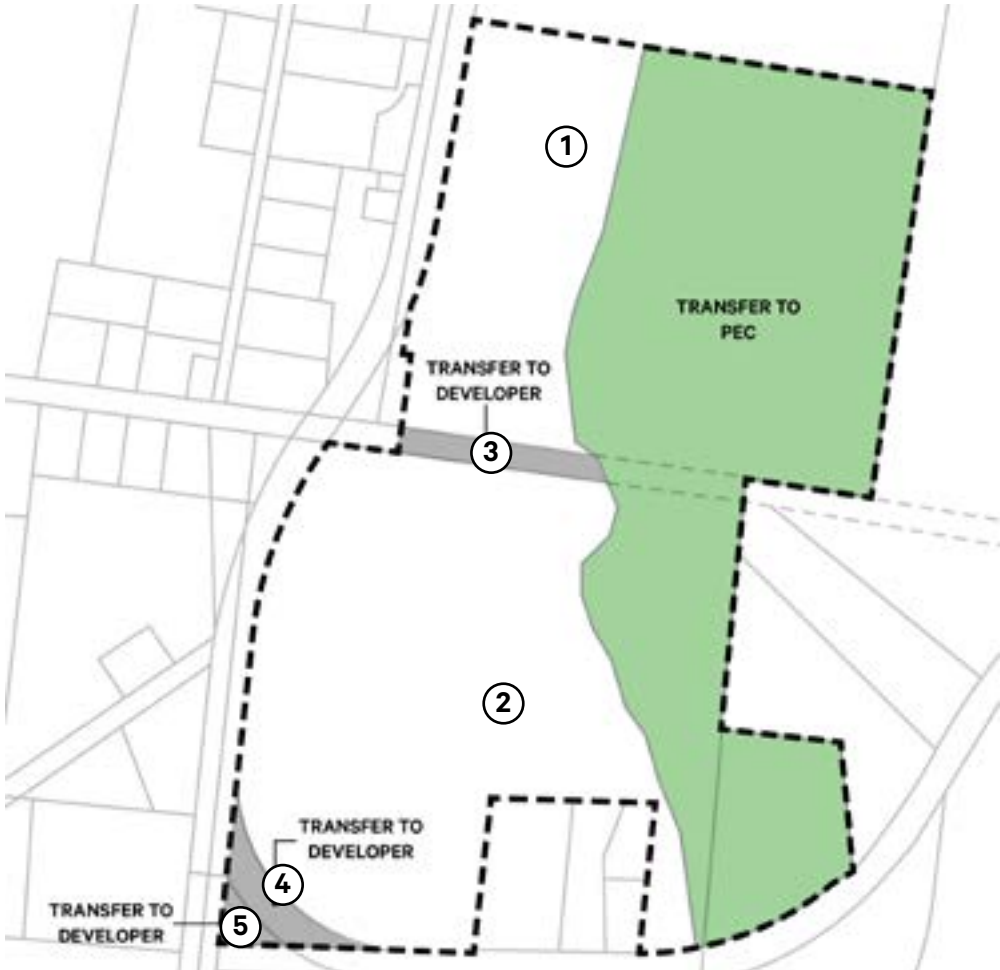


Figure 3: Land Transfer Diagram

2.6 Adjacencies

North: Immediately to the north, the adjacent lands contain grass, low brush and trees. To the northwest along County Road 10 there are a handful of low-rise commercial and residential properties, including detached dwellings, a restaurant (Bailey’s Casual Dining), and motel (Lake Street Lodge). Picton Main Street is approximately 1.5 kilometres to the north.

East: A forested area is located directly to the east of the site, including the continuation of Marsh Creek which travels North to the Picton Harbour. Approximately 600 metres to the east is a 700-acre property consisting of the former Picton Airport and the Loch Sloy Business Park, presently known as Base 31. Base 31 has recently become a community destination providing interim uses including a concert venue, public art, galleries, a food and drink market, outdoor play spaces and historic tours. Development applications are underway to support a Master Plan redevelopment with up to 7,500 units including a full range of housing types, and adaptive re-use of existing heritage structures, further described below. The Official Plan Amendment was approved in January 2024, and there are active subdivision applications for portions of the Base 31 lands.

South: The site abuts County Road 22 to the south. Further south, there are agricultural fields and wooded areas.

West: The site abuts County Road 10 to the west. On the west of side of County Road 10 there are a number of single detached dwellings on large lots, with trees and natural vegetation interspersed throughout. Approximately 730 metres to the west, located north of Sandy Hook Road, south of Loyalist Parkway, applications for Rezoning and Draft Plan of Subdivision are presently under review to permit the redevelopment of the 34-acre site with 904 residential dwelling units, further described below.

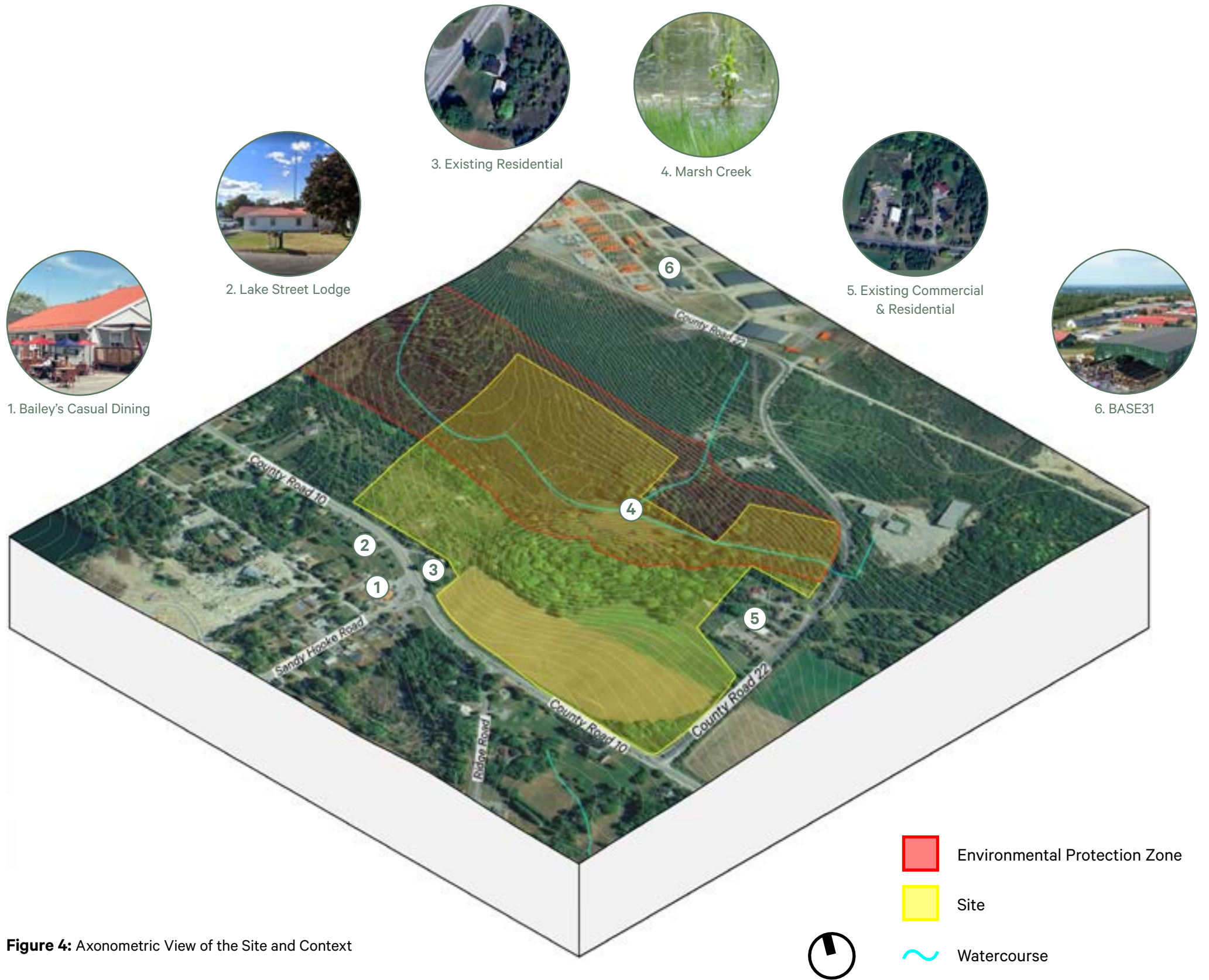


Figure 4: Axonometric View of the Site and Context

2.7 Recent and Nearby Development

There are a number of recent development applications within and around Picton. As detailed in Table 3, the proposed and approved developments generally consist of residential subdivisions with some proposals for multifamily housing in higher density building forms.

Figure 5 shows the location of these projects, which are generally within a 1.5 km radius of the site.

#	Address	Application Type	Description	HOUSING YIELD	Status
1	Base 31	OPA	Proposal to facilitate the master planned redevelopment of a 750-acre site which will include a range of housing types, as well as cultural and community uses.	A minimum of approximately 5000 to 7500 units across the site with permitted densities up to 10,000 units over a 20-25 year time horizon	Approved January 10, 2024
2	Base 31 - 343 County Road 22	DPS	Proposal to create future development blocks on the east and west of County Road 22.	Approximately 1200 in Future Village I-K (6300 units projected across the project)	Under Review
3	Base 31 - Rental Building A	SPA	Proposal to facilitate the development of a 7-storey rental apartment building containing 120 units.	120	Under Review
4	BASE 31 Village A	DPS	Proposal to facilitate the development of 244 single detached lots, a total of 171 townhouse units, and 66 stacked townhouse units. In addition, two blocks are designated for higher density condo/apartment purposes.	To be finalized at SPA	Under Review
5	6 John Street	DPS & ZBA	Proposal to facilitate the development of 8 freehold townhouse units.	8	Under Review
6	Cold Creek	DPS & ZBA	Proposal to facilitate the development of 870 total dwelling units consisting of a mix of unit types including single and semi-detached dwellings, townhouses, and apartment buildings.	870	Under Review
7	West Meadows Phase 2	DPS	Proposal to facilitate the development of 245 residential units comprised of 145 single detached dwellings, 6 semi-detached dwellings units, 52 apartment dwelling units and 61 townhouse dwelling units.	245	Draft Plan Approved
8	13 Lake Street Keros Corporation	ZBA & SPA	Proposal to facilitate the development of a three-storey, 12-unit rental apartment building.	12	Under Review
9	Loyalist Heights Sandy Hook Road (13437 Loyalist Parkway)	OPA, ZBA, DPS	Proposal to facilitate the development of 495 residential units, of which 75 will be affordable housing units. The proposal contains single detached, semi-detached, townhomes, apartments and senior bungalows. The ownership will vary from freehold, rental and condominium.	495	Under Review
10	Nicholas Street	ZBA, OPA, SPA	Proposal to facilitate the development of a rental community with both affordable and market-rate units.The proposed development includes a 98-unit apartment building, a six-unit townhouse block, and a semi-detached building with two units.	106	OPA & ZBA Approved November 26, 2024
11	VineRidge/Nery & Inkerman	DPS & ZBA	Proposal for a multi-unit residential community with 432 townhouse units (street and stacked), including 21 rental units offered to PEC Housing Corporation.	432	Under Review
12	St. Gregory Catholic School (ALCDSB)	SPA	Proposal for a new two storey St. Gregory Catholic Elementary School.	N/A	Technical Circulation

Table 3: Development Activity



Figure 5: Development Activity in Picton



3

The Proposal

3.0 Proposal

3.1 Site Plan

The proposal delivers a new residential community featuring a multitude of building typologies organized around a network of new public streets, public lanes, and open spaces which support connectivity, social interaction and access to nature. The proposal is illustrated in the Site Plan and Draft plan of Subdivision prepared by HSMP Holdings, as seen in Figure 6.

As noted previously, development is limited to the western portion of the site, avoiding and respecting the environmentally sensitive areas associated with the EP zone. The development area comprises a total of 8.54 hectares, representing 33% of the site area. Lots and blocks for new development have been sited to prioritize access to public open space, and the road network works with the existing topography to minimize the need for extensive cut and fill. The community will feature tree-lined boulevards, three public parks, two stormwater management ponds with adjacent active uses, and private outdoor amenity areas for residents. The scale of the new development will be modest, consisting of low-to mid-rise structures that are sensitively integrated within the landscape, with architectural designs that are inspired by and complementary to existing County architecture.

Approximately 47% of the site is proposed to remain undeveloped, conserving the lands that are currently protected under the EP Zone. The ecological and topographic features are described in detail in the EIS. Development will respect a 15 metre setback from the top-of-bank, as well as a 50 metre setback from the wetland related to Marsh Creek. The remaining 21% of the site area will comprise the new road network, parkland, and SWM ponds.

A new network of public streets and lanes provide circulation throughout the site. From the North, street 'A' provides access to the site, connecting County Roads 10 and 22. Other public roads and lanes are laid out in a modified grid pattern that follows the site topography. All of the new housing is accessed from the new public streets.

A green link is provided south of the existing residential dwelling located at 299 County Road 10, providing an east west activity route from County Road 10, to the northernmost part of the 1.30-ha park. Details on the proposed housing, public realm, and open spaces are provided below.



Figure 6: Site Plan

3.2 Phasing

The proposal is intended to be constructed in phases over the course of several years, dependent on available servicing capacity. Phase 1 is detailed on the Draft Plan of Subdivision. It will include one apartment building providing 145 units, 4 affordable rental townhouse units, 5 freehold townhouse units, and 4 link units. Approximately 45 affordable housing units will be delivered in phase one and the balance in future phases. An interim street public street network with a temporary cul-de sac is provided, and a stormwater management pond.

Future phases will be determined based on servicing capacity once details on Picton's long-term servicing strategy is known.

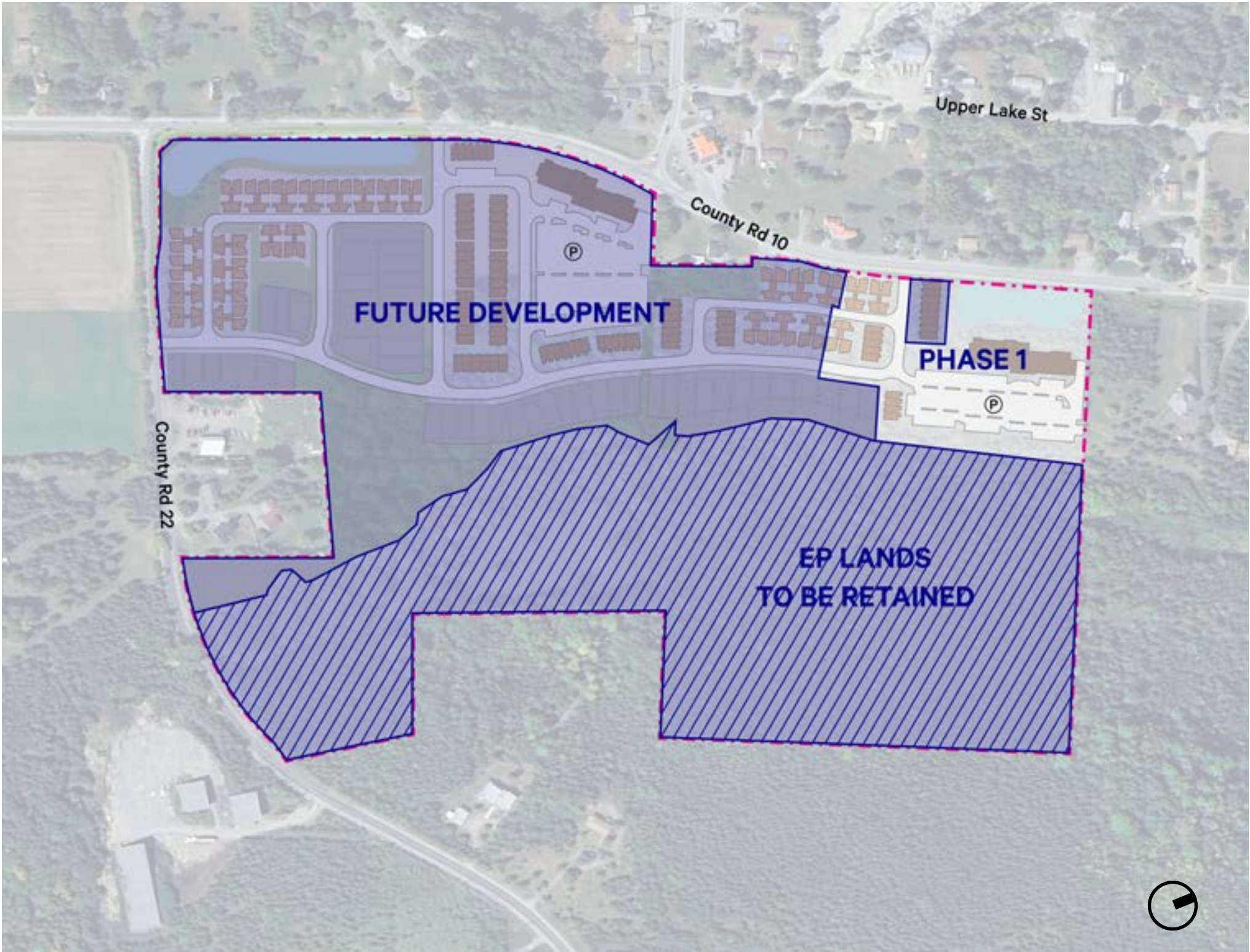


Figure 7: Phasing Plan

3.3 Built Form and Unit Mix

The variety of housing units has been designed to cater to the changing demographics of the County, while the design provides a cohesive neighbourhood aesthetic. In total, the proposal will have a total unit count of 483 units. The proposal features a modest density of 43.59 units per hectare and a Floor Space Index (FSI) of 0.51. The mix of housing is summarized in Table 4 below:

Type	Building Height	# Units	Parking per Unit
Single Detached Dwelling	2	53	4 (driveway + garage)
Link Dwelling	2	54	3 (driveway + garage)
Townhouse (ownership)	2	63	2 (driveway + garage)
Townhouse (rental)	2	23	1.5 (surface parking lots)
Apartment (rental)	6 and 7 storeys	290	1.1 (surface parking lots)

Table 4: Housing Mix Summary



Figure 8: Built Form Precedents

Single Detached Dwellings

A total of 53 freehold single detached dwellings are proposed on five lot sizes, 40', 45', 50', 60', and one 144' single lot within the subdivision. Dwellings will be designed with inspiration from classic elements of County housing while meeting contemporary family needs.



Figure 9: Examples of Single Detached Dwellings

Link Dwelling Units

A total of 54 freehold link units are proposed on two lot sizes, 30' and 35', in the subdivision. A link unit is a type of semi-detached housing form, comprised of two units with a shared foundation. Above grade, when viewed from the street, the homes appear to be detached. An enclosed corridor "links" the buildings above grade to their rear facing garages, which are accessed via a rear private lane. The garage provides an opportunity for future accessory units – aging parents, adult children, or a rental suite.

This typology is a creative approach to achieving detached living in a more cost-effective manner, offering a more affordable alternative to a single detached home.



Figure 10: Examples of Link Dwelling Units



Townhouse Units

The proposal contains a total of 86 townhouse units, with lot frontages of 18' and 23'. A total of 23 units have been allocated as rental units, including approximately 7 affordable rental units, located on 18' lots. The rental townhouse units do not have a garage, rather each unit will be assigned one surface parking space in the adjacent surface parking lot. A total of 63 units are freehold, 25 of which are located on 18' lots, and the remaining 38 units on 23' lots.



Figure 11: Examples of Townhouse Units

Apartment Buildings

The two apartment buildings provide a compact, low maintenance, attainable housing option for smaller households. Due to the sites unique grading the apartment buildings will appear as seven storeys facing County Road 10, and six storeys internal to the site. The apartment buildings contain a total of 145 rental units in each building, for a total of 290 units. 87 apartment units have been allocated as affordable rental units. In order to cater to a wide demographic of professionals, seasonal workers, and seniors aging in place, a higher proportion of one-bedroom units (including studios and one-bedroom + den units), are proposed. The balance of larger unit types creates an affordable option for young or multi-generational families.

Indoor amenity will be provided at a rate of 2.00 square metres per unit, for a total of 290.00 square metres in each apartment building, and outdoor amenity at a rate of 4.00 square metres per unit, for a total of 580.00 square metres adjacent to each apartment building.



Figure 12: Examples of Apartment Buildings



3.4 Housing Tenure and Affordability

In response to the housing affordability crisis, the development proposes to allocate 30% of rental units towards affordable housing, rented at affordable rates. This equals a total of approximately 87 apartment units and 7 townhouse units, increasing the supply of affordable housing in the County by 94 new units. The proposed delivery of new affordable housing brings the County one step closer to achieving its Housing Plan target of 1,185 additional affordable units by 2028.

Given the early stages of the submission process, ongoing discussions with County affordable housing staff will inform the degree of affordability. It is expected that rents will be geared to income. Specific details will be confirmed at a late date and be made available to the general public through the PEC Affordable Housing Corporation.

Accessibility requirements will be determined through consultation with County Staff as well as the Canada Mortgage and Housing Corporation, but will exceed the requirements of the Ontario Building Code. Energy efficiency and sustainability measures will be implemented to achieve a minimum 15% reduction in energy use and greenhouse gas emissions over the 2017 National Building Code.

3.5 Parks, Open Space and Public Realm

The proposal integrates a range of public open spaces and private amenity areas that thoughtfully integrate with the surrounding natural heritage network while offering diverse outdoor experiences and active transportation options for residents and the broader community. Key features are illustrated in Figure 13.

Three new public parks have been proposed as parkland dedication for a total contribution of 1.73-ha, exceeding the requirement of 1-ha for every 300 units. The three parks have different sizes and configurations to support a range of active and passive recreational uses. In addition to the three new public parks, the proposal includes a potential multi-use trail connection along Marsh Creek, connecting central Picton with Base 31. Delivery and management of this trail will be subject to discussion with County and Conservation Staff.

Private outdoor amenity areas are proposed adjacent to the apartment buildings, intended for use by residents of both the apartments and rental townhomes. These spaces are envisioned to be animated with a variety of programming including open spaces and barbeques, designed as extensions of the natural environment, enhancing quality of life and resident enjoyment.

Two stormwater management (SWM) ponds are proposed to be publicly accessible for passive recreation, featuring perimeter multi-use trails, seating, and planting. This proposal will be subject to discussion with County Public Works Staff.

Landscaping is proposed along all public streets in order to improve the pedestrian experience and introduce additional greenery within the site, connecting the perimeter roads with the parks and the valleylands. A 'green link' with a wider landscape zone is proposed as part of the Street 'D' cross section. Public realm improvements to existing streets will be implemented through additional green space and street trees within the public boulevard along County Road 10 (Lake Street) and County Road 22, subject to further discussion with the County.

Landscape design features, including street trees and furniture, will complement the architectural style of the community, and will be detailed in future site plan applications. The Landscape Concept Plan prepared by JDB Associates Limited demonstrates potential locations for trees, shrubs, benches and fencing throughout the site.



Valley Land Trail



Mid-block Connection



Pickleball / Playground



SWM Feature

LANDSCAPE CONCEPT

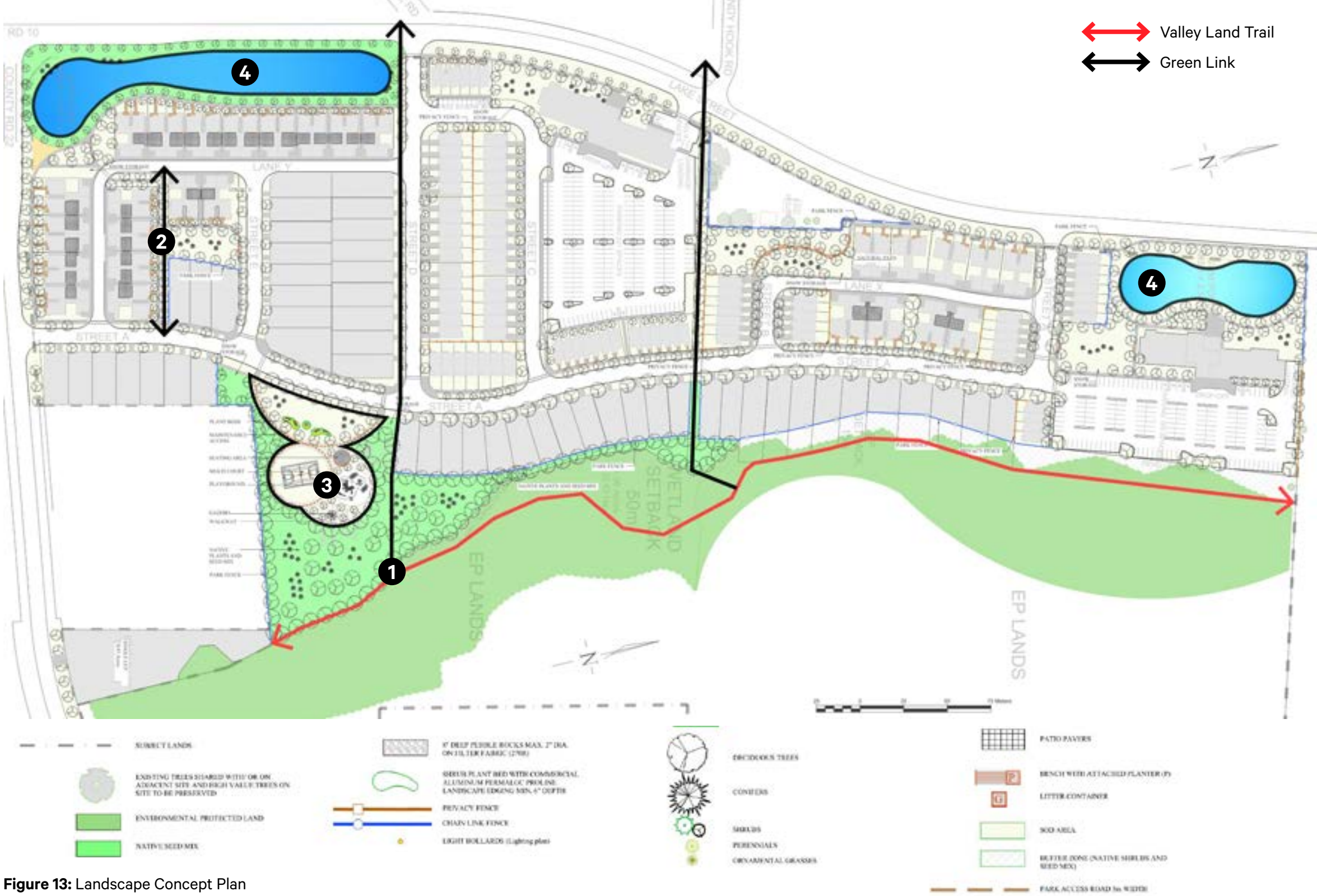


Figure 13: Landscape Concept Plan

3.6 Access and Circulation

The proposal introduces a connected, modified grid-like street network, establishing five new public streets.

Pedestrian circulation throughout the site is supported through the provision of 1.5 metre sidewalks on all internal streets, in addition to mid-block connections (Figure 14).

Street 'A', 'B', 'C', and 'E' have an 18 metre road allowance, designed to municipal standards. Street 'D' will feature a new 20-metre road allowance, incorporating a "green link" creating a widened boulevard condition on the south side. The streets will accommodate vehicular and cyclist traffic, and will prioritize the movement of pedestrians. All streets have 4.25-metre bi-directional lanes, resulting in a roadway width of 8.5 metres, with generous landscaping zones on both sides of the street. Lane 'X' and 'Y' consist of a 8.5-metre wide public residential lane is provided at the rear of the Link Dwelling lots, separating vehicles from pedestrians and cyclists who are on the public streets.

Site access is provided in three locations to the existing road network and includes a full moves access at (1) Street 'A' and County Road 10, north of County Road 1 (2) Street 'D' and County Road 10 at Ridge Road, and (3) Street 'A' and County Road 22.

One loading space will be provided for each Apartment building to support moving activities and garbage collection. All ground-related dwellings with utilize municipal curbside waste collection.

PEDESTRIAN CIRCULATION

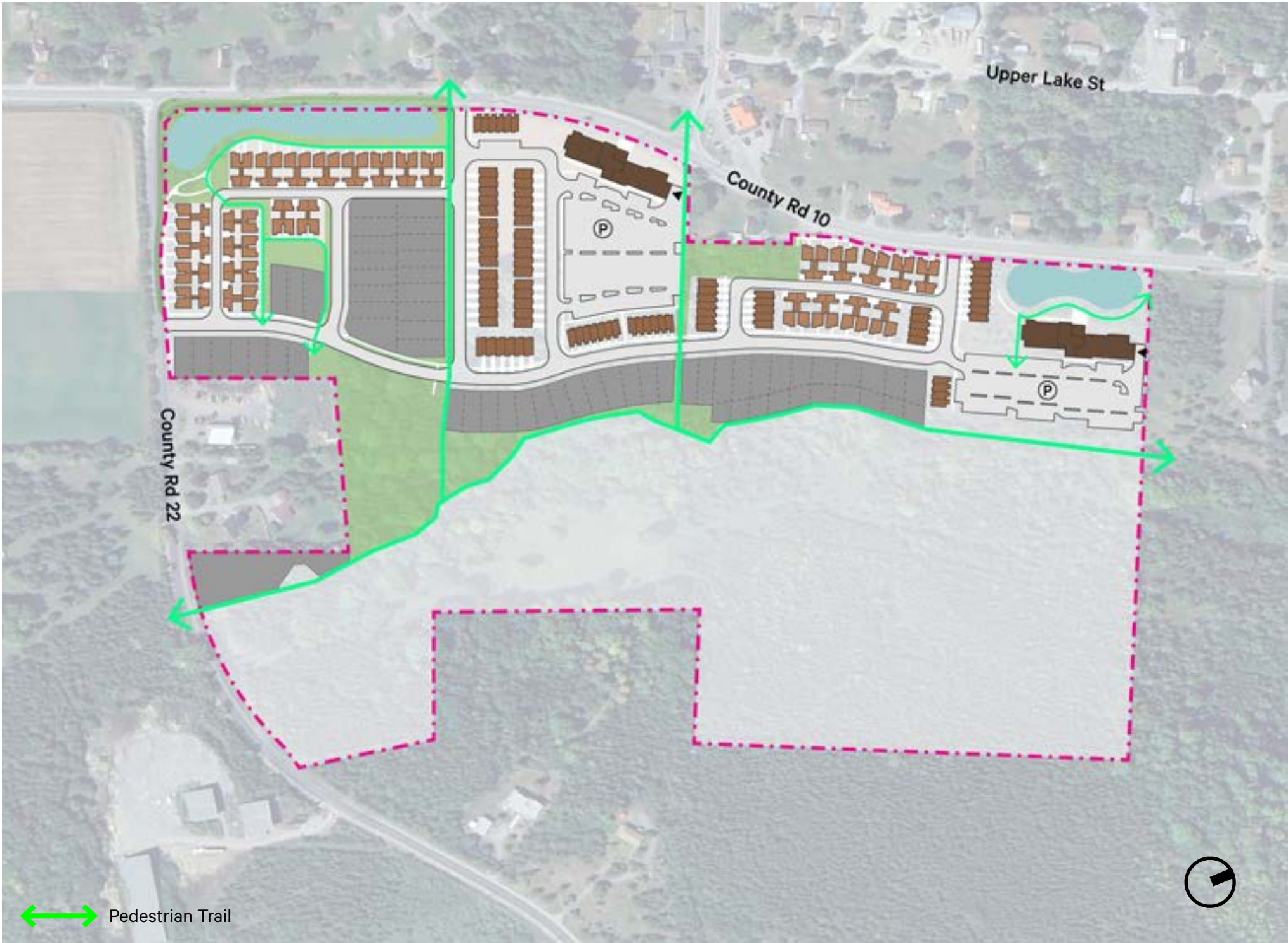


Figure 14: Pedestrian Circulation

VEHICULAR CIRCULATION

The swept path analysis which forms part of the Transportation Impact Study, prepared by NexTrans, demonstrates that the tested vehicles consisting of a fire truck, front and side-end waste collection trucks, and snow plow were able to access the proposed internal road network without any functional conflicts. Figure 15 demonstrates the vehicular circulation throughout the site described above.

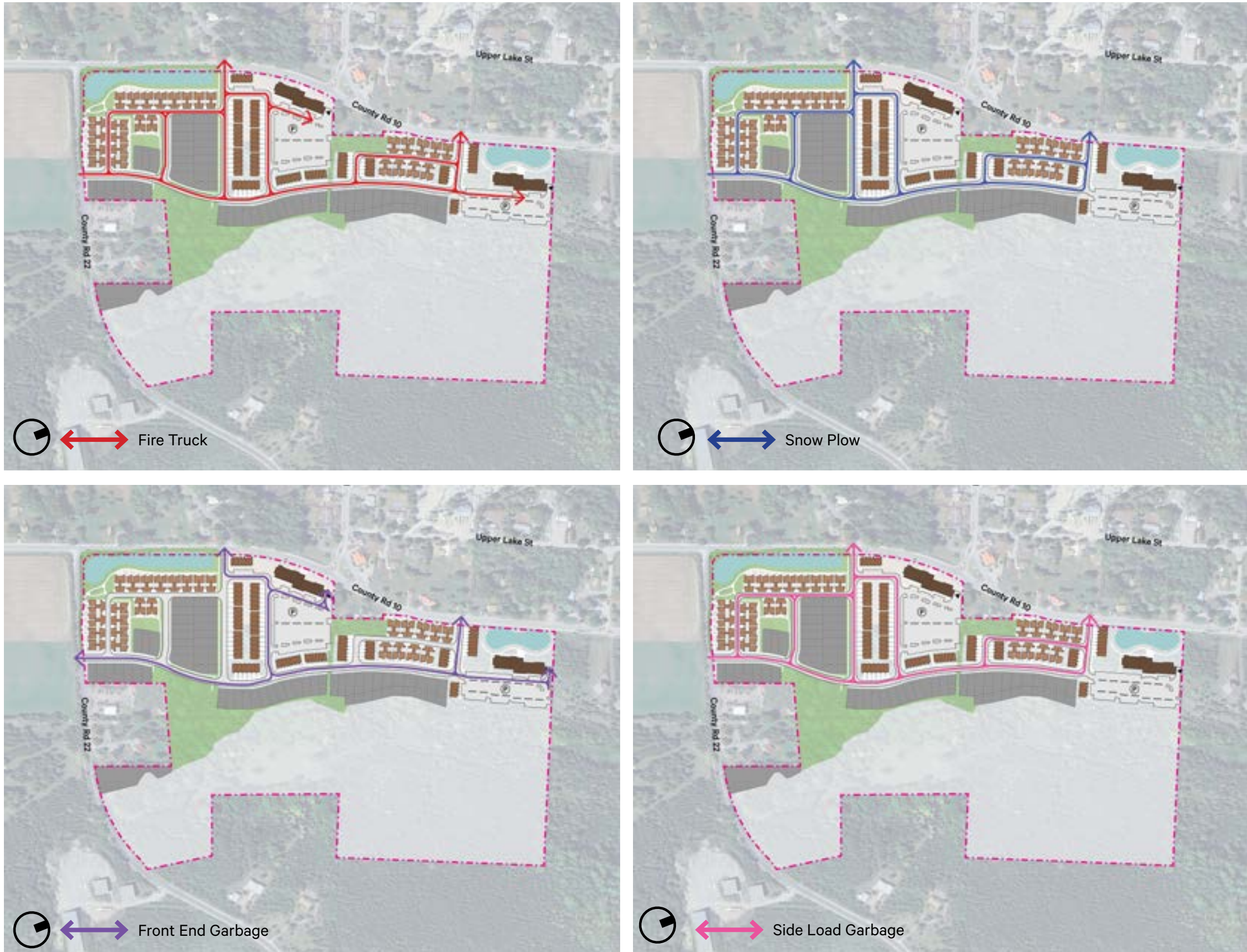


Figure 15: Vehicular Site Circulation

LANDSCAPE CROSS SECTIONS



Figure 16: Landscape Cross Sections Key Plan

Landscape sections have been included to illustrate the spatial relationship between the built form and surrounding public realm elements, including pedestrian sidewalks, boulevards, and vehicular roadways. The Key Plan in Figure 16 identifies the locations on the Site Plan corresponding to the sections illustrated in Figures 17 to 20.

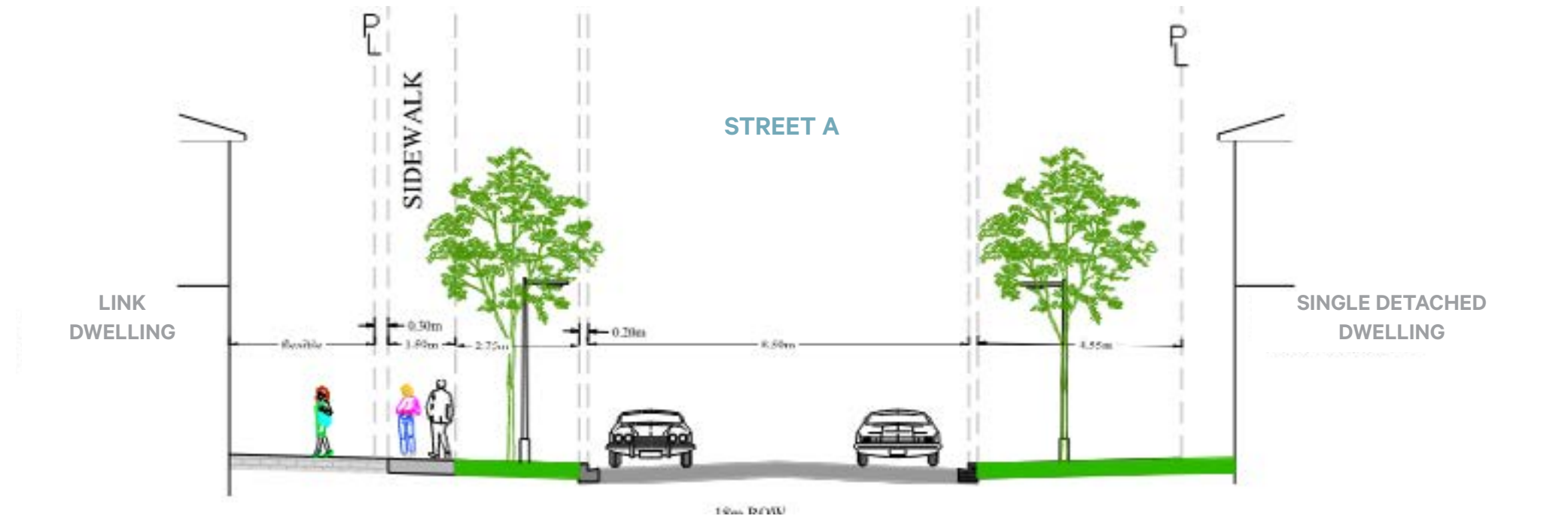


Figure 17: Section 'A-A'

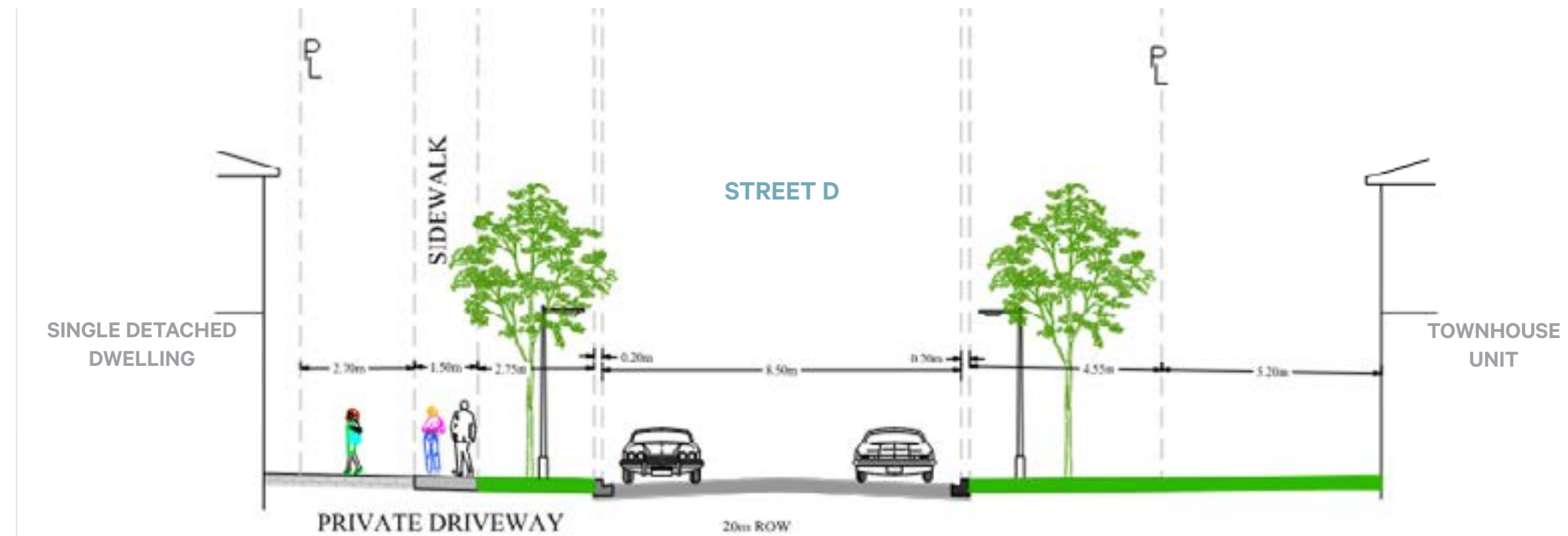


Figure 18: Section 'B-B'

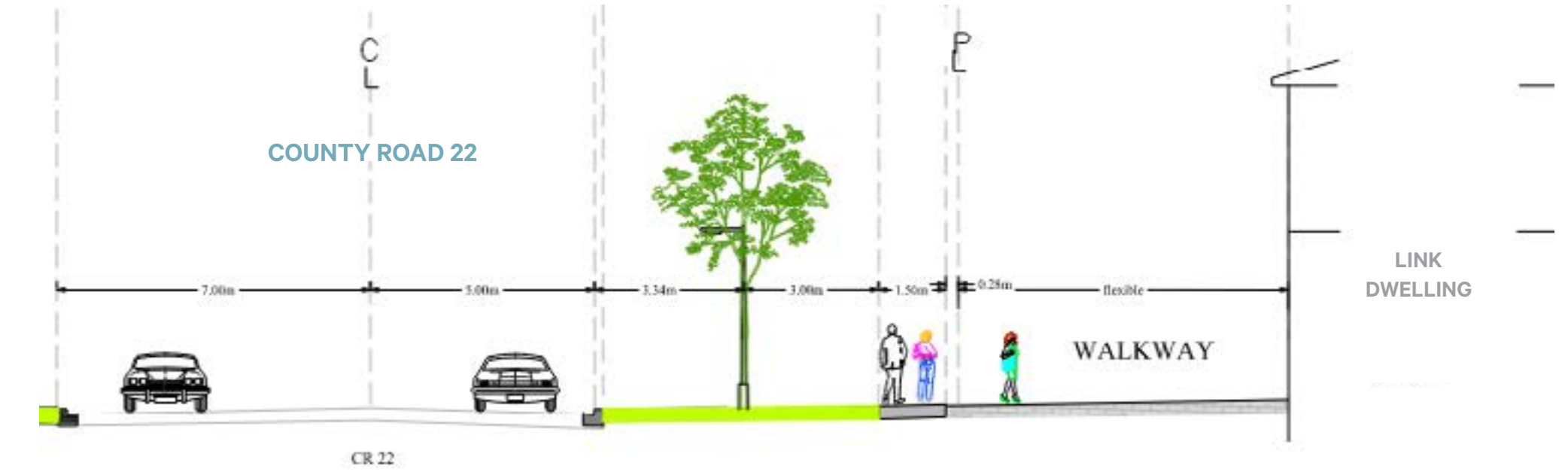


Figure 19: Section 'C-C'

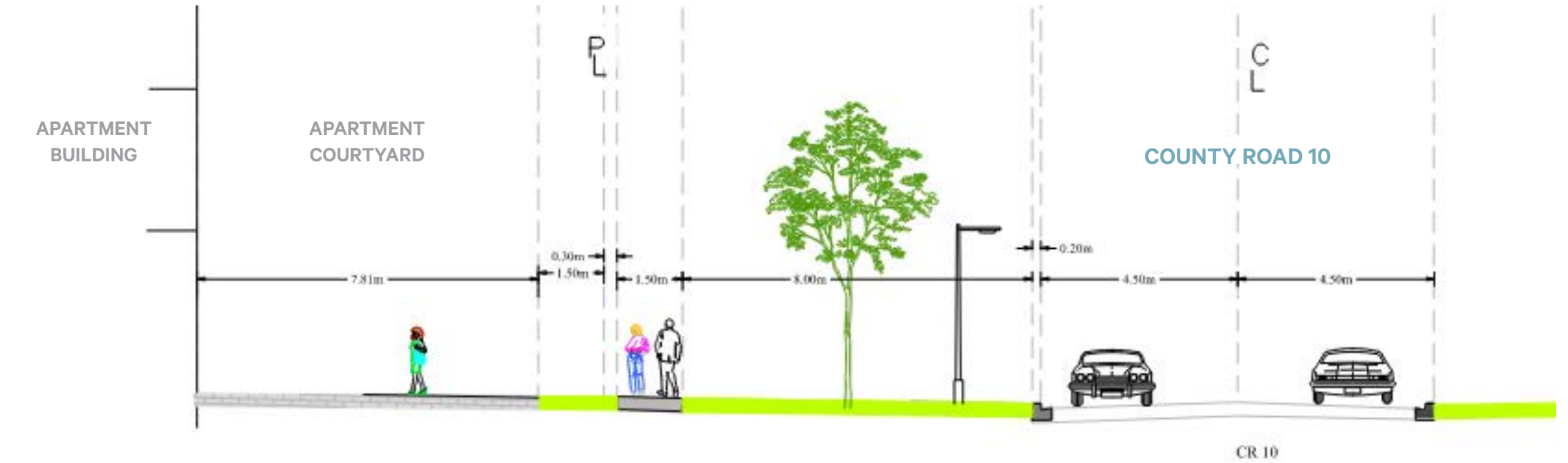


Figure 20: Section 'D-D'



4

Planning Policy Review & Analysis

4.0 Planning Policy Review and Analysis

This chapter provides a detailed overview of the Provincial and County planning policy framework applicable to the proposal. Within each section, the applicable policies are summarized along with a description of how the proposal responds to these policies. Collectively, the policies described in this section form the basis for evaluating the proposal.

4.1 Provincial Policy

At the top of Ontario's planning policy hierarchy, Provincial planning policy outlines the principles and procedures to manage growth and redevelopment and provides directions that apply to municipalities across the Province. The Planning Act is the uppermost legislative document for planning processes and outlines matters of Provincial interest and provides the rules and procedures in Ontario. It also sets a high-level list of matters of Provincial interest that planning decisions should have regard for. These matters are expanded upon in the Provincial Planning Statement.

4.1.1 THE PLANNING ACT, 1990

The Planning Act provides the rules and procedures for land use planning in Ontario. All planning decisions must have regard for matters of Provincial interest, found in Section 2 of the Planning Act. Among these are a number of matters that are relevant to the proposal including:

- The protection of ecological systems, including natural areas, features and functions (a);
- The orderly development of safe and healthy communities (h);
- The accessibility for persons with disabilities to all facilities, services and matters (h.1);
- The adequate provision of a full range of housing, including affordable housing (j);
- The appropriate location of growth and development (p);
- The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians (q);
- The promotion of built form that: is well-designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant (r); and
- The mitigation of greenhouse gas emissions and adaptation to a changing climate (s).

It is our opinion that the proposal has appropriate regard for the applicable matters of provincial interest outlined in the Planning Act, in particular, the orderly development of safe and healthy communities (2(h)); the adequate provision of a full range of housing; the appropriate location of growth and development (2(p)); the promotion of development that is designed to be sustainable and pedestrian-oriented (2(q)); and the promotion of built form that is well-designed and encourages a sense of place (2(r)).

The Planning Act also establishes the suite of tools and mechanisms used to implement these interests, along with parameters for how planning instruments become approved and amended. Specifically, Official Plan and Zoning By-law Amendments are governed by Sections 22 and 34 respectively. For each of these, the Planning Act outlines the process, timelines and contents of complete applications as well as consultation timelines. Draft Plans of Subdivision are governed by Sections 50 to 53 of the Planning Act, which contain regulations pertaining to the division of land. Section 51 (24) contains the criteria for evaluating Draft Plans of Subdivision, which are summarized below as they pertain to the proposed development:

Draft Plan of Subdivision Criteria Summary

	Criteria	Summary
(a)	The effect of development of the proposed subdivision on matters of provincial interest as referred to in Section 2	As described above.
(b)	Whether the proposed subdivision is premature or in the public interest	We acknowledge that there is inadequate servicing capacity to support the proposed development at this time. However, in our opinion it is not premature as the site has been contemplated for development in the Official Plan and Zoning By-law. Timing of servicing can be addressed through the use of holding (H) provisions and subdivision approval conditions.
(c)	Whether the plan conforms to the official plan and adjacent plans of subdivision	The proposal conforms to the Urban Centre designation. Further details on conformity with the Official Plan are found in Section 4.2 below. There are no immediately adjacent plans of subdivision.

	Criteria	Summary
(d)	The suitability of the land for the purposes for which it is to be subdivided	The site is within the Picton Urban Area and is designated for residential development.
(d.1)	If any affordable housing units are being proposed, the suitability of the proposed units for affordable housing;	The proposal aims to deliver 94 affordable apartment and townhouse units.
(e)	The adequacy of the surrounding road network	The roads within the proposed development have been designed appropriately for the intended volume of traffic. The Picton TMP has identified a number of potential roadway improvements within the site's vicinity.
(f)	The dimensions and shapes of the proposed lots and blocks	The lots and blocks are the appropriate size and configuration to implemented the proposed development, as guided by the zoning by-law amendment
(g)	The restrictions or proposed restrictions, if any, on the land	A holding (H) provision in the zoning by-law amendment prevents and new construction on the lands until a servicing solution is approved and capacity is in place.
(h)	Conservation of natural resources and flood control	The subdivision has been designed to preserve the existing ecological features on the site, through the creation of a block in the plan of subdivision that is contiguous with the EP zone in the zoning by-law amendment. The stormwater design includes two stormwater management ponds to manage the quality and quantity of stormwater runoff before it is discharged into the environment.
(i)	The adequacy of utilities and municipal services	Servicing for the site is dependent on the Picton Master Servicing Plan, which is currently underway.
(j)	The adequacy of school sites	There are 4 existing schools within a 5 km radius of the site.

	Criteria	Summary
(k)	Lands to be conveyed	The DPS includes several blocks to be conveyed for public purposes including the roads, SWM ponds, public parks, and EP lands.
(l)	Energy efficiency	The DPS facilitates the efficient use of land and resources within an urban area. All buildings will comply with the enhanced energy efficiency requirements of the OBC.
(m)	Site plan control matters	The apartment and townhouse blocks will be subject to site plan control.

Table 5: Draft Plan of Subdivision Criteria Summary

4.1.2 THE PROVINCIAL PLANNING STATEMENT, 2024

The 2024 Provincial Planning Statement (or "PPS") is issued under section 3 of the Planning Act, and came into effect on October 20, 2024. It provides policy direction on matters of provincial interest and sets the policy foundation for regulating land use planning and development province-wide. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS promotes a framework for development that helps achieve the provincial goal of meeting the needs of a fast-growing province while enhancing the quality of life for all Ontarians, with a target of building at least 1.5 million homes by 2031. The objectives of the PPS are to increase the supply and mix of housing options, addressing the full range of housing affordability needs, support a strong and competitive economy, prioritize growth and settlement within urban and rural settlements that support the viability of rural areas, and recognize the role Indigenous communities have in land use planning and development. The Planning Act requires that all planning decisions be consistent with the PPS.

Planning for Growth

Among other policy directions, the PPS requires that planning authorities maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment on lands designated and available for development and to maintain servicing capacity sufficient to provide a three-year supply of residential units (2.1.4).

The PPS also directs planning authorities to provide for an appropriate range and mix of housing options by establishing minimum targets for the provision of housing that is affordable to low- and moderate-income households to address the full range of housing options including affordable housing needs, permitting and facilitating all types of residential intensification which results in a net increase in residential units, and promote densities for new housing which efficiently uses land, resources and infrastructure and public facilities and support the use of active transportation (2.2.1a, b, c).

The PPS identifies that settlement areas shall be the focus of growth and development. Within settlement areas, land use patterns should be based on densities and a mix of land uses which efficiently use land and resources and support active transportation. Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities (2.3.1.1, 2.3.1.2 a, c, 2.3.1.3).

Within Settlement Areas, the PPS prioritizes planning for the intensification of strategic growth areas to accommodate significant population and employment growth, create a range of housing in a compact built form, and coordinate the planning and investment in infrastructure and public service facilities (2.4.1.2a ,2.4.1.2d, 2.4.1.3a,c).

The proposal is consistent with Chapter 2 of the PPS. The site is presently underutilized and located in Picton's Urban Centre, a settlement area as identified by the County's Official Plan (2.3.1). The proposal features a new residential community with a total of 483 units achieving an appropriate range and mix of housing options in a compact built form, with an overall density of 43.59 and FSI of 0.51 (2.2.1, 2.3.2, 2.4.2, 2.4.3). A variety of built form options have been proposed, specifically geared towards low and moderate-income households that are available at a mix of tenures including ownership, rental, and affordable rental tenures. To support the critical need for affordable housing in the County, 30% of rental units are proposed to be allocated as affordable rental housing (2.2.1a, b).

Public Spaces

The PPS encourages healthy, active, and inclusive communities which can be achieved by planning for public streets, spaces and facilities that are safe, meet the needs of persons of all ages and abilities, foster social interaction and community connectivity. The PPS promotes the provision of a full range of

publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages. Further, the policies direct municipalities to minimize negative impacts on these areas. (3.9.1 a, b, d).

Within the new residential community, the proposal features a new network of sidewalks, mid-block connections, trails, public parks, and additional opportunities can be explored with the County to connect existing and emerging neighbourhoods through further public trails. The proposal envisions a healthy, active and inclusive community that supports a high quality of life.

Natural Heritage

The PPS states that natural heritage features and areas shall be protected for the long term in order to maintain ecological function and biodiversity of natural heritage systems (4.1.1, 4.1.2).

The proposal has been designed in a manner that protects the natural heritage features by limiting development to lands outside of the identified Environmental Protection zone as delineated in the Zoning By-law, and maintaining adequate development buffers to these protected areas. Please note the boundary of the Environmental Protection Area in the Secondary Plan is not consistent with the Official Plan and Zoning By-law, and is further discussed in section 4.2.2 below. In our opinion the proposal successfully balances the protection of natural heritage features (4.1) while efficiently using land to provide new housing.

In summary, the proposal is consistent with the PPS, representing adequate intensification of an underutilized site to support the needs of the County. It is our opinion that the proposal represents good planning in the public interest.

4.1.3 QUINTE CONSERVATION REGULATIONS

The site is located partially within the conceptual regulated area of the Quinte Conservation Authority (QCA), whose area includes the drainage basin of the Moria, Napanee and Salmon Rivers (Figure 21). Quinte Conservation regulates hazard lands including watercourses, valley lands, shorelines and wetlands under Ontario Regulation 319/09: Quinte Conservation Authority Regulation of Development, Interference with Wetlands and Alterations to Shorelines and Watercourses.

The site is located within the Prince Edward Region Watershed. The QCA regulations require that development proposals shall not adversely impact the quality or quantity of water in downstream watercourses and shall retain existing base flow and thermal regimes. As per the Quinte Region Source Protection Plan, Map 4-3 the site is partially located within the Intake Picton Protection Zone 3a (IPZ 3a), as seen in Figure 22, consistent with Schedule C of the County’s Official Plan, and Schedule D of the Picton Urban Centre Secondary Plan. The drinking water source located in IPZ 3a for Picton is somewhat vulnerable to contaminants due to surface water drainage toward the intake.

The project team, through environmental consultants Geer Galloway Consulting Engineers have undertaken the preparation of an Environmental Impact Study (“EIS”) to satisfy the requirement identified by municipal staff. To date, there has not yet been a discussion with Quinte Conservation Staff with regards to a permit being required.

The Marsh Creek is located within a portion of the site zoned Environmental Protection, where development is not permitted or proposed. The EIS confirms that the Marsh Creek will not receive surface water discharge from the proposed development, as stormwater will be managed by two dedicated stormwater management ponds. With regard to the Intake Protection Zone, the EIS concludes that there will be no impacts to the Town of Picton's drinking water.



Figure 21: Map of Quinte Conservation Authority Regulated Area

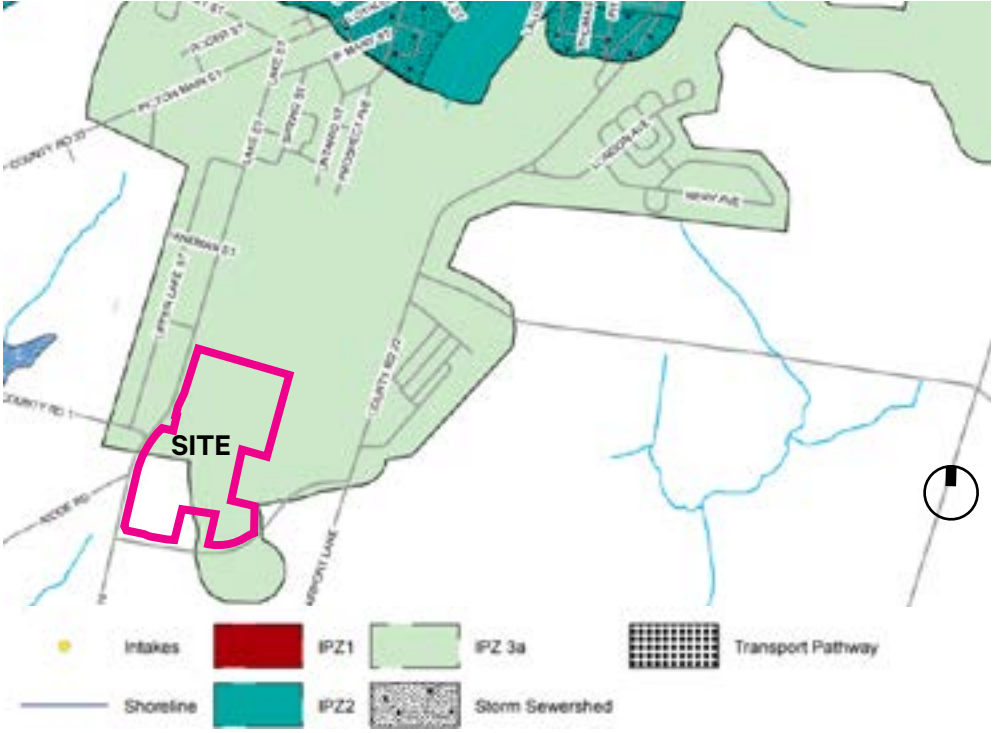


Figure 22: Map of Intake Protection Zones

4.2 Municipal Policy

This chapter provides a detailed overview of the municipal planning policy framework applicable to the proposal. Within each section, the applicable policies are summarized along with a description of how the proposal responds to these policies. Collectively, the policies described in this section form the basis for evaluating the proposal.

4.2.1 PRINCE EDWARD COUNTY OFFICIAL PLAN

The County of Prince Edward Official Plan (“the Official Plan” or “the OP”) was adopted by the Prince Edward County Council on February 24th, 2021 and came into effect on July 8th, 2021, superseding the 1993 Prince Edward County Official Plan. The Official Plan prescribes policies on land use and guides how the municipality will grow and develop over the next 25 years.

Section 2.3 of the Official Plan establishes a vision for Prince Edward County including a set of guiding principles including but not limited to:

- Protecting the distinct character of Prince Edward County (2.3.1.i);
- Creating healthy, livable, resilient and where appropriate, complete communities, that provide access to community services and facilities, generate employment opportunities, provide affordable housing, recreational programs, ensure safe and accessible built environments, and provide access to local, healthy foods (2.3.1.ii);
- Revitalizing Urban Centres and Villages as complete and inclusive communities containing a diversity of housing options, commercial spaces, community services and facilities, employment and recreational opportunities, close to where people live (2.3.1.iii); and
- The County will promote climate change mitigation and improved air quality through facilitating the creation of a compact built form that minimizes energy consumption and greenhouse gas emissions, while promoting active transportation. Along with promoting high standards for green buildings (2.2.1.viii).

Growth Management

Section 2.4 of the Official Plan outlines the approach and policies for Growth Management within the County. It anticipates both permanent and seasonal growth focused within the Urban Centres and Villages (2.4.1.iii). By 2038 the population is expected to grow 28,834 people and 8,750 jobs. The Official Plan states that Urban Centres shall be the primary focus for new growth (2.5a). It establishes policies in Section 2.5 to be considered when reviewing development proposals:

- New development shall be compatible with the local context (b.i);
- New development should be in proximity to existing development and include a mix of uses and densities to allow for efficient use of infrastructure, services, and facilities (b.ii); and
- The County shall sure 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 (b.iii).
- New development applications on properties that are within or adjacent to a Natural Heritage Feature may be required to submit an Environmental Impact Study to ensure that there is no negative impacts on the Natural Heritage Feature from the proposal development (2biv).

The site is situated within the Picton Urban Centre, a primary focus for new growth, making it an ideal location to accommodate new residential development. The proposal is exemplifies the type and form of development that is sought by the Official Plan.

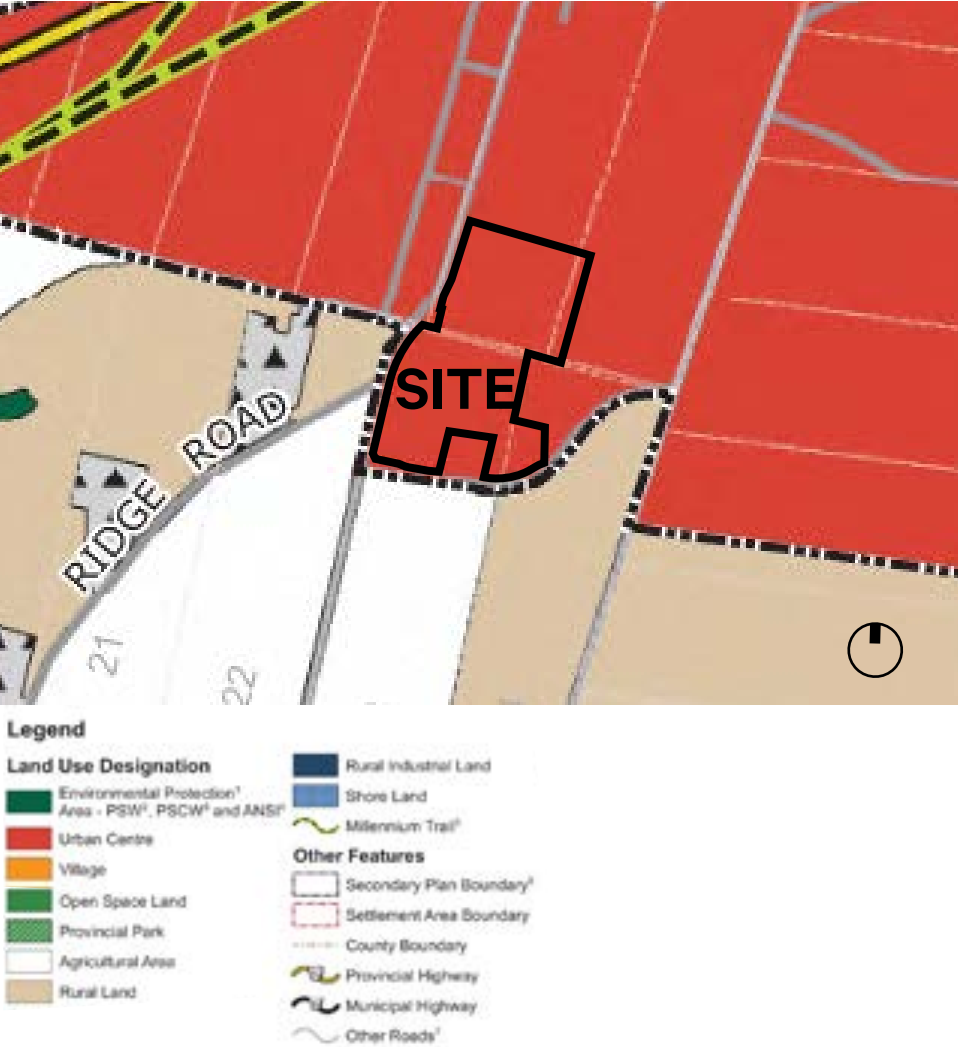


Figure 23: Official Plan Schedule A: Land Use Designations

Land Use

The proposed site is designated as Urban Centre according to Schedule A-4: Land Use Designations of the Official Plan (Figure 23) and is specifically part of the Picton Urban Centre. It is the intent of the Official Plan to facilitate the evolution of Picton as a healthy, vibrant and complete community (4.1.2).

The Official Plan states that an approved Secondary Plan is in place for the designated Picton Urban Centre, which provides further planning policy guidance for the area. The Secondary Plan must be read in conjunction with the Official Plan , and where there is a conflict, the Secondary Plan shall take precedence.

Housing

The Official Plan recognizes that access to adequate housing is essential to the social well-being of residents. It acknowledges that housing unavailability and unaffordability may be contributing to the outmigration of young professionals and rising housing costs due to limited new development.

Section 3.3.3 of the Plan outlines the County’s approach to housing, emphasizing the need for a diverse mix of housing types, sizes, densities, tenures, and affordability to meet evolving community needs (3.3.3.1). A County-wide target of 25 percent affordable housing for all new units is established, with a higher minimum of 33 percent in areas within applicable by Secondary Plans (3.3.3.4). Affordable housing is expected across various forms including apartments, townhouses, and detached dwellings, and are encouraged to be represented in all neighbourhoods across Settlement Areas (3.3.3.14).

Additionally, the Plan sets a target to accommodate 10 percent of future growth through residential intensification within Settlement Areas, particularly Urban Centres (3.3.3.6). To support these objectives, the County may consider strategies such as encouraging higher-density housing, adopting flexible development standards, and reducing parking requirements for projects that include affordable units (3.3.3.15a, 3.3.3.16f).

The proposal supports housing diversity and supply within the Picton Urban Centre by introducing 483 new residential units in a mix of built forms, tenures, and affordability levels. To contribute to meeting the affordable

housing targets set by Council, 30% of all rental units in the proposal have been allocated as affordable rental units, providing 94 new affordable rental units to the County’s supply to help meet the shelter needs of low and moderate-income households.

Natural Environment

The Official Plan outlines objectives to maintain, restore and enhance the health of the County’s natural heritage features and protect them from incompatible development (3.1.2).

As shown in Schedule B: Natural Features and Areas of the Official Plan, portions of the site to the northeast are identified as Valleylands, portions of the site to the northwest are located in the Watershed for Waring’s Creek, and a small portion of the site to the southeast is identified as Wetlands. The property is not within an Area of Natural and Scientific Interest or Provincially Significant Wetland. The Official Plan states that development shall not be permitted within significant valleylands, or within an identified wetland (3.1.4.13, 3.1.4.2). However, development may be permitted on adjacent lands to identified valleylands, or within an identified Wetland if the ecological function of the adjacent lands has been evaluated through an Environmental Impact Study (EIS) and it can be demonstrated that there will be no negative impacts on the natural feature or its ecological function (3.1.4.14, 3.1.4.2). Further, with regards to the Watershed for Waring’s Creek, the Official Plan recognizes the sensitivity of Waring’s Creek, and the substantial efforts that have been made towards its protection and enhancement (3.1.4.14).

The site is subject to a number of natural constrains according to Schedule C: Constraint Areas, including portions of the site being located within the designated Source Water Protection – Intake Protection Zones, Steep Slopes, and Fire Hazard. Within Source Water Protection Zones, the County is to work with Quinte Conservation in ensuring an additional level of vigilance that land use activities do not have the potential to compromise the quality of these drinking water supplies (3.1.6.8). Steep Slopes are deemed to be generally incompatible with development and the Official Plan directs development away from areas identified as such; for major development, a specific analysis of how development activities within proximity of identified Steep Slopes avoid or mitigate the impacts on those features will be required as part of the development review process (3.1.6.2, 3.1.6.3). Development may

be permitted on lands with hazardous forest types for wildland fire where the risk is mitigated in accordance with wildland fire assessment and mitigation standards (3.1.6.28).

Finally, Schedule D: Resource Areas, identifies Significant Groundwater Recharge Areas, Bedrock Drift Thickness less than 1 metre, and Aggregate Deposit. The Official Plan directs the County to require appropriate impact studies when development proposals have the potential to affect groundwater systems/resources (3.1.6.1.7g).

As a result of the site’s adjacencies, a number of detailed technical studies have been undertaken to understand the impact and limitations of the surrounding landscape, including a Functional Servicing Report (“FSR”), Stormwater Management Repot (“SWM”), Geotechnical Investigation, Phase One Environmental Site Assessment (“ESA”) and an Environmental Impact Study (“EIS”), prepared by Greer Galloway, and a Phase One ESA, prepared by Cambium, described in Section 5 of this report. Where potential impacts have been identified, prevention, mitigation and restoration measures have been proposed. Please refer to chapter 5 for a summary of each supporting study.

The proposal is consistent with the environmental protection policies of Chapter 3, and is supported by the EIS, prepared by Greer Galloway. The EIS concludes that the proposed development and the related infrastructure will cause no unacceptable ecological impacts and will not contribute to cumulative significant impact related to detriment of natural features in the area.

Portions of the site are located within a designated Fire Hazard area as identified in Schedule C: Constraint Areas of the Official Plan. While a specific wildland fire assessment has not yet been prepared, the improved circulation network throughout the development plan is anticipated to provide enhanced access for emergency services, allowing fire crews to respond more effectively to potential forest fires in previously difficult-to-reach areas. This improved accessibility aligns with the County’s objectives to ensure safe development while maintaining protective measures for natural features.

Design

Section 3.3.7 of the Official Plan identifies the design policies for development patterns and compatible development. The Official Plan recognizes the importance of development patterns with positively contribute to the quality of place to ensure the County remains and attractive place to live, work, and play for decades to come (3.3.7.1, 3.3.7.2). In addition, compatible development is necessary to ensure the sensitive integration of new development within existing landscapes. (3.3.7.3). Section 3.3.7.4 identifies the following design considerations when evaluating a development application.

- building height will generally be compatible with the prevailing building heights in proximity to the development; (a)
- building massing will be compatible with the prevailing forms of the surrounding buildings with respect to the visible volume and scale of the building from the street; (b)
- the siting, scale and massing will not interfere with the provision of adequate privacy conditions for adjacent residential buildings and their outdoor amenity areas; (c)
- the siting, building design and landscape design will protect and enhance cultural and natural heritage features on or adjacent to the development site; and (d)
- buildings will be oriented to the street with setbacks that are consistent with other buildings in the area. (e)

The proposal presents a context-sensitive response to the County’s evolving housing and growth needs, consistent with the objectives of the Official Plan. Development is focused within lands designated Future Development, with built form scaled appropriately and sited to respect surrounding land uses and natural heritage features. Appropriate development buffers have been established from the Marsh Creek and associated wetlands, complemented by integrated open spaces and landscaping to enhance livability.

The proposed built form includes a mix of single detached and link dwellings, townhouse, and two apartment buildings ranging from six to seven storeys. A new internal road network, mid-block connections, and two stormwater management ponds (activated with trails and recreational spaces) contribute to a vibrant and accessible community. The proposal successfully implements the design considerations to support the creation of healthy, complete and accessible communities for people of all ages, sensitively integrating into the existing natural landscape.

Infrastructure

The Official Plan recognizes the key role that water and sanitary services, transportation facilities, and stormwater management as well as other infrastructure considerations play in shaping future growth and development in the County. At present, existing services are reaching or exceeding capacity and have created constraints to future development. The OP states that the Municipality may adopt by-laws, policies and procedures to guide the allocation of uncommitted servicing capacity to proposed developments, including the use of “H” (Holding) provisions, and phasing provisions in subdivision/condominium agreements. (3.4.3.4). 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 (3.4.3.1.1). Development shall be designed and constructed in accordance with a Functional Servicing Plan and Stormwater Management Plan to the satisfaction of the Municipality (3.4.3.1.5, 3.4.4.1).

A Functional Servicing Report (FSR) and Storm Water Management Report (SWN) has been prepared by Greer Galloway to analyze the proposal. The FSR acknowledges that site servicing is highly dependent on the results of the MSP as the available treatment plant capacity for water and wastewater is not sufficient for the developments that are or will be requesting allocation and will require extensions to service the site.

The SWM report concludes that two stormwater management ponds will provide quality control to (1) ensure post development discharge rates do not exceed pre-development rates, and (2) treatment of the 25mm quality rainfall event. The SWM ponds have been actively programmed and animated with trails and other landscaping element for the benefit of the community.

The site is located in Picton’s Urban Centre and as such is an appropriate location for development at such time servicing capacity is made available. To support growth and development, the preparation of the Picton Master Servicing Pan (MSP) is presently underway. The MSP will identify the short- and long-term infrastructure needs, determining requirements for water, wastewater, stormwater and transportation within the serviced area of Picton/ Bloomfield.

Passed at Council on November 26, 2024 was an Interim Control By-law for Picton and Wellington Urban Centres, and the Village of Bloomfield directing staff to pause all future development applications within the Urban Centres of Picton, Wellington and the Village of Bloomfield for a period of one year. However, it is up to Council to exempt certain Third-Party applications deemed acceptable, as prescribed by the Planning Act from the provisions of the by-law. In our opinion this project is a candidate for this exemption, given that it will provide a significant number of affordable and attainable housing units in the first phase.

Economic Development

The Official Plan recognizes the key role that ongoing and enhanced economic development will be to the County’s future success and sustainability. Specifically, the County is known as a scenic destination with a unique collection of local businesses, cultural, and recreational attractions.

The site abuts both County Road 10 and County Road 22, which are identified on Schedule F-1: Recreation and Tourism (Figure 24) as a Municipal Tourism Corridor. Tourism Corridors are existing roads in the County that have a historic or scenic value for tourists and travelling visitors (4.5.2.2). Along the Tourism Corridors, it is the intent of the County to carefully manage development regarding the location, siting and landscaping of new development (4.5.2.2).

The proposal contributes to the high quality of place experience that the County is known for by contributing to an enhanced public realm along major streets. It will provide employment opportunities linked to its construction and will facilitate new opportunities for access to nature for existing and future residents.

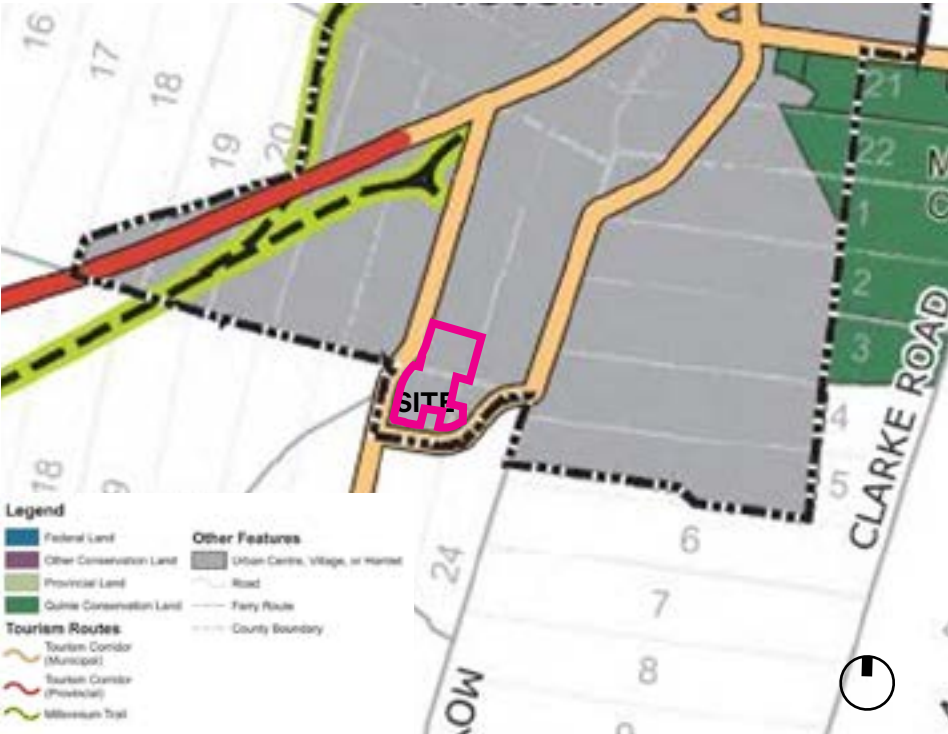


Figure 24: Official Plan Schedule F-1: Recreation & Tourism

Based on our review of the Official Plan, it is our opinion that the proposal is consistent with its policies. It envisions a new residential community that is sensitive to the adjacent natural heritage context, incorporating appropriate development buffers. The proposal delivers 483 new residential units, including 94 affordable rental housing units, and offers a variety of built form typologies and tenures. Overall, the proposal represents good planning.

4.2.2 PICTON URBAN CENTRE SECONDARY PLAN

The Secondary Plan establishes the land use strategy and physical framework for development in the town for the next 20 years.

In Schedule A: Secondary Plan Land Use Map (Figure 25), the site is designated Town Residential, Town Corridor, Park & Open Space, and Environmental Protection Areas. The Town Corridor and Parks and Open Space Areas pertain to the north portion of the site and the Town Residential and Environmental Protection Areas pertain to the south portion of the site. The Open Space and Environmental Protection Area pertain to the lands adjacent to the Marsh Creek.

The proposed land uses align with the Town Corridor Area designation but not with the Environmental Protection (“EP”) Area designation identified in the Secondary Plan. The EP area of the site is inconsistently identified across planning documents, with the Official Plan and Zoning By-law designating it as Urban Centre and Future Development (“FD”), respectively. This discrepancy appears to be a mapping error in the Secondary Plan.

To facilitate the proposal, a land use redesignation and mapping change is required, to bring the site into the Town Corridor Area designation. This redesignation would represent an extension of the Town Corridor Area lands to the north enabling appropriate infill development, supporting the delivery of affordable housing, and contributing to broader municipal objectives related to growth, intensification, and public realm improvements within Picton’s Urban Centre.



Figure 25: Picton Urban Centre Secondary Plan Schedule A: Land Use Map

Town Corridor Areas

The policies of the Town Corridor Area are intended to support a diverse mix of complementary residential and community uses that meet the existing and future needs of the community and encourage a healthy and vibrant use of land. The area is intended to be a gateway to the community consisting of development that is of a high-quality design and compatible with surrounding neighbourhoods (2.5.3).

Implementing policies direct council to permit a mix of neighbourhood scale community uses, including parks and open space (2.5.3.2), encouraging the provision of more affordable forms of housing (2.5.3.4), a mix of residential unit types including single detached, semi-detached, duplex, triplex, townhouse, and apartment uses, as well as secondary and accessory units (2.5.3.5).

Within the Town Corridor Area, new buildings are required to be of a high-quality design, permitted up to three storeys in height, while recognizing that some flexibility in building height will be necessary to accommodate mixed-use buildings with varying floor heights (2.5.3.12, 2.5.3.8).

New development is encouraged to locate parking away from prominent views, locate buildings nearer the street, provide setbacks to neighbouring uses, minimize driveways to improve pedestrian safety and vehicular flow, landscape areas along the back of the sidewalk, and encourage compatible development on adjacent side streets (2.5.3.13, b, c, d, f). In addition, opportunities to strengthen the links between the Town Corridor Area and Downtown Core by means of visual and physical connections, such as sidewalk extensions, and bicycle lanes is encouraged.

Development in the Town Corridor Area shall conform with the policies of section 2.12.3 pertaining to the Waring’s Creek Watershed Policy Area, as appropriate (2.5.3.18). A portion of the site is located in the south east portion the policy area, as such, an Environmental Impact Study has been prepared where it was determined that the property has a minimal contribution to the Waring’s Creek Watershed as the west part of the land drains to a watercourse outside the Waring’s Creek Watershed.

The proposal conforms with the Town Corridor Area policies by delivering a context-sensitive, medium-density residential subdivision that addresses current and future housing needs (2.5.3.5, 2.5.3.12). The proposed density

of 43.59 units/ha supports intensification while only 33% of the site will be covered with buildings. To buffer adjacent residential uses, new parks and enhanced landscaping are used to minimize impacts. Building orientation and internalized parking reduce visual intrusion, and future County-led improvements will strengthen active transportation connections (2.5.3.13, b, c, d, f).

Park & Open Space and Environmental Protection Area

Park & Open Space

Per Section 2.9, the Park and Open Space Area is intended to preserve and enhance the network of park and open space lands in Picton-Hallowell and accommodate recreational facilities, community centres, parks, private recreational facilities such as golf courses, and other public open space. Section 4.6.1 of the secondary plan provides additional details on the goals and objective for parks and open space. A mix of recreation and conservation related land uses are permitted within these lands which include community centres, sports fields, courts, pools, and arenas; playgrounds; golf courses; cemeteries; environmental education facilities; nature preserves; and trails (2.9.2). Privately-owned lands within the Park and Open Space Area may not be open to public access and use. There is no obligation for the County or any other public agency to purchase such lands (2.9.4). No development is proposed on the lands designated Parks and Open Space.

Environmental Protection Area

The Secondary Plan provides direction to preserve and enhance the ecological function and value of significant environmental lands in the Picton-Hallowell area. The policies of the Environmental Protection land use designation in the Secondary Plan recognize the importance of preserving the ecological function and value of environmental lands in Picton-Hallowell. The Secondary Plan states that the boundaries of the Environmental Protection Area are subject to change as a result of more detailed analysis, including through project-specific Environmental Impact Studies (EIS) completed by the applicant (2.10.3). An EIS is required in support of any development on lands adjacent within 50 metres of an Environmental Protection Area (2.10.5). Appropriate development setbacks of no less than 30 metres should be established, unless supported by technical analysis

within the report (2.10.6). Uses within the Environmental Protection Area are limited to those related to open space, conservation or flood protection (2.10.4).

As noted, a portion of the development falls within lands currently designated Environmental Protection Area. The Secondary Plan permits boundary adjustments as a result of a site specific EIS (2.10.3). A redesignation of a portion of the site from Environmental Protection Area to Town Corridor Area is supported by the EIS, which confirms there will be no unacceptable or cumulative ecological impacts as a result. With such, a 50 metre setback from the wetland and a 15 metre buffer to Marsh Creek and steep slopes protect both ecological function and proposed development. No development is proposed on the balance of the 12.29 ha EP lands.

Housing

Housing is identified as a critical element to the creation of healthy, sustainable, and complete communities in the Picton-Hallowell area. The Secondary Plan recognizes that a greater diversity of housing forms and tenures, including multi-unit typologies, is needed to respond to residential growth pressures and the changing household sizes.

Guiding policies include providing a full range of housing in terms of form, tenure, and affordability to meet the current and future needs and prioritizing the production of affordable housing for low- and moderate-income households. More specifically, the Secondary Plan directs Council to work toward meeting a target of 33% of new housing within the Secondary Plan area to be developed as affordable housing (Policy 4.3.5). Affordable rental housing is defined in the Secondary Plan as 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.

Affordable housing is encouraged through the support of 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 (Policy 4.3.6.a).

The proposal delivers a much-needed injection of 483 housing units into the local housing market for Prince Edward County, with a wide mix of housing options. Many of the units will be well-suited to families and/or larger households, catering to a wider demographic of families in need of adequate housing to suit their evolving needs in the County. At this time, it is anticipated that approximately 30% of the rental units will be affordable units, creating opportunities for rental housing accessible to those with low to moderate incomes.

Town Design

The Secondary Plan includes policies on Town Design in section 4.1, in order to ensure that development and redevelopment positively shapes community ‘look’ and ‘feel’ and contributes to a unique sense of place. New development is required to be visually compatible with the surrounding neighbourhood through appropriate scale, massing, access, landscape treatment, materials and lighting (4.1.5). In addition, site, building, and landscape design should protect and enhance cultural and natural heritage features. At a broader scale, new development should consider pedestrian accessibility and circulation, site safety and security, integration and interface with public spaces, and green infrastructure, among others (4.1.6). These topics have been discussed in greater detail in Section 3.0 of this report.

The site is proposed to be designated as Town Corridor Area, which is guided by the mixed use design policies in Section 4.1.2, however, below is a high-level overview of some of the residential design policies which are applicable to the site, under section 4.1.1.

Infill development should reflect the scale, function, and character of existing neighbourhood and intensification should be well-integrated into the existing urban fabric (4.1.1.1). The Secondary Plan urges the consideration of slightly taller buildings of three or four storeys in the extension of existing neighbourhoods and new neighbourhoods, while locating such buildings on interior roads away from existing low-rise development (4.1.1.3). Additionally, it encourages the extension of existing neighbourhoods in a way which links local residents with important community elements, amenities, and adjacent neighbourhoods while providing sufficient access for vehicular and active modes of transportation (4.1.1.4).

The proposal is thoughtfully designed to reflect the design policies of both the residential and mixed use area, integrating diverse built form typologies and a cohesive network of green space, into the surrounding context.

Massing and siting were informed by the site’s natural heritage features within the Environmental Protection Zone, applying appropriate development buffers from Marsh Creek and the wetland established (4.1.6). A new road network supports efficient vehicular movement and connects to County Roads 10 and 22, promoting site accessibility and integration with the surrounding area (4.1.2.5a). Built form is oriented to the street, with taller buildings sited to reinforce an active public realm and maintain compatibility with adjacent low-density residential and commercial uses (4.1.1.3). Internalized parking allows buildings and landscaping to define the streetscape (4.1.2.5a), while the architectural style reflects the County’s character (4.1.1.1). A connected system of mid-block pedestrian linkages, valleyland trails, parkland, and stormwater ponds—along with private outdoor amenity spaces—supports walkability, environmental protection, and healthy, complete communities (4.1.1.4, 4.1.2.5d).

Services and Utilities

The Secondary Plan requires that all new development in Picton-Hallowell proceed on full municipal water and sewer services (3.2.1). The timing and prioritization of development is based on principles of serviceability and location including contiguousness of the development area, maintaining a compact urban form and pattern of development, avoiding or mitigating impacts on environmental features, ensuring economic viability of service provision, and ensuring priority for infilling, intensification and redevelopment (3.2.3). Schedule F: Secondary Plan Service Areas outlines the various servicing areas within Picton Urban Centre.

The site is located within Service Area 3, where there is no existing municipal water or sanitary collection system. The Official Plan notes that these are areas where the chance of the extension of municipal water or sanitary sewage systems appears remote, but states that Council will continue to explore possibilities for the extension of such services.

The Functional Servicing Report prepared by Greer Galloway outlines current insufficient sanitary, water, and wastewater servicing capacity to support the proposal. It is recognized that the proposal is contingent on the ongoing

Master Servicing Plan (MSP) for Picton, which will determine infrastructure availability. To manage this, a Holding (“H”) symbol has been applied to the proposed zones in the draft zoning by-law, until provisions of the subdivision agreement relating to site servicing have been satisfied. Draft plan conditions will secure the necessary servicing and phasing requirements to ensure the development aligns with the infrastructure capacity and planning objectives established through the MSP.

Natural Heritage System and Environmental Management

The natural heritage policies of the Secondary Plan are consistent with the policies of the Official Plan, which also contains more up-to-date policies and mapping. Please refer to Section 4.2.1 above and the Environmental Impact Study summary in Chapter 5.

Transportation

The Secondary Plan provides guidance on transportation matters within Picton-Hallowell, which is identified as having a direct influence on community development, land use, quality of life and community health.

The Secondary Plan identifies a four-level hierarchy of road classification: Arterial Roads, Collector Roads, Local Roads, and Activity Routes. In Schedule B: Secondary Plan Transportation Map, County Road 10 (Lake Street) and County Road 1 (Sandy Hook Road) are designated Collector Roads, which are designed to collect and distribute traffic at relatively low operating speeds between Local and Arterial Roads (3.1.2b). All three streets are designated Activity Routes; these are designed to accommodate non-vehicular modes of transportation (walking, cycling, wheelchair, etc.) on facilities that include sidewalks, paths, and trails (3.1.2d). In addition, a new east-west activity route is proposed to bisect the site.

The establishment of connections between developed neighbourhoods and future development in the Town Residential Area (3.1.1.8) and the provision of both motorized and active modes of transportation across the Secondary Plan area (3.1.1.3) is encouraged. The Secondary Plan also includes direction for the establishment of a more grid-like pattern of streets in the planning of new development as a means of encouraging compact development and providing more direct and accessible routes for pedestrians and cyclists (3.1.1.7). All new and existing roads are encouraged to accommodate active transportation facilities, including sidewalks and bicycle lanes, as appropriate (3.1.4.4).

The proposal supports the transportation objectives of the Picton Urban Centre Secondary Plan by expanding the local road network through five new public streets and two public lanes, introducing 1.5-metre sidewalks and enhancing pedestrian infrastructure. The layout aligns with the Secondary Plan’s Schedule B: Transportation Map (Figure 26), including a new east-west “green link” to promote walkability and connectivity. Streets ‘A’, ‘B’, ‘C’, and ‘E’ will have 18-metre municipal-standard road allowances, while Street ‘D’ will feature a 20-metre allowance with a widened boulevard for the “green link.” All streets will support vehicles and cyclists while prioritizing pedestrian movement, with 8-metre-wide roadways and landscaped zones on both sides. Public lanes ‘X’ and ‘Y’ (8.5 metres wide) provide rear-lot access to the link units.



Figure 26: Picton Urban Centre Secondary Plan Schedule B: Transportation Map

4.2.3 COMPREHENSIVE ZONING BY-LAW NO. 1816-2006

Passed in October 2006, the County of Prince Edward Zoning By-law provides a further level of specificity and direction regarding built form metrics and parameters, implementing the general intent and vision as expressed in the Official Plan.

The site is currently subject to two zoning designations, Future Development Zone (FD) and Environmental Protection Zone (EP), as seen in Figure 27. Only the portion zoned FD is being is being considered for development at this time.

The FD Zone is what is known as a “holding zone” category, and this is used to identify lands that are intended for development over the long term, but for which specific built form provisions have not yet been assigned. The FD zone permits existing uses, agricultural uses and public uses or utilities. Lands within the FD zone require a zoning by-law amendment to enable their use for other purposes.

The purpose of the EP zone is to protect natural features and their associated ecological functions for the long term. The boundaries of the EP Zone are generalized and are based on mapping and analysis completed by agencies such as Quinte Conservation and the Ministry of Natural Resources and Forestry (MNRF), as well as other supporting environmental studies. These boundaries are subject to refinement through site-specific investigations and technical studies, such as Environmental Impact Studies (EIS), during the development review process. The EP zone prohibits residential uses while permitting environmental management-oriented uses, conservation, forestry, agricultural, flood, sedimentation and erosion control as approved by Quinte Conservation.

A zoning by-law amendment is required to permit the residential development contemplated within the proposal, as a result, an amendment to Zoning By-law 1816-2006 is sought to introduce site-specific use permissions and built form standards. The required planning instruments, including the zoning by-law amendment, are further detailed in Section 6.0. A zoning compliance table has been prepared and is included with this submission.

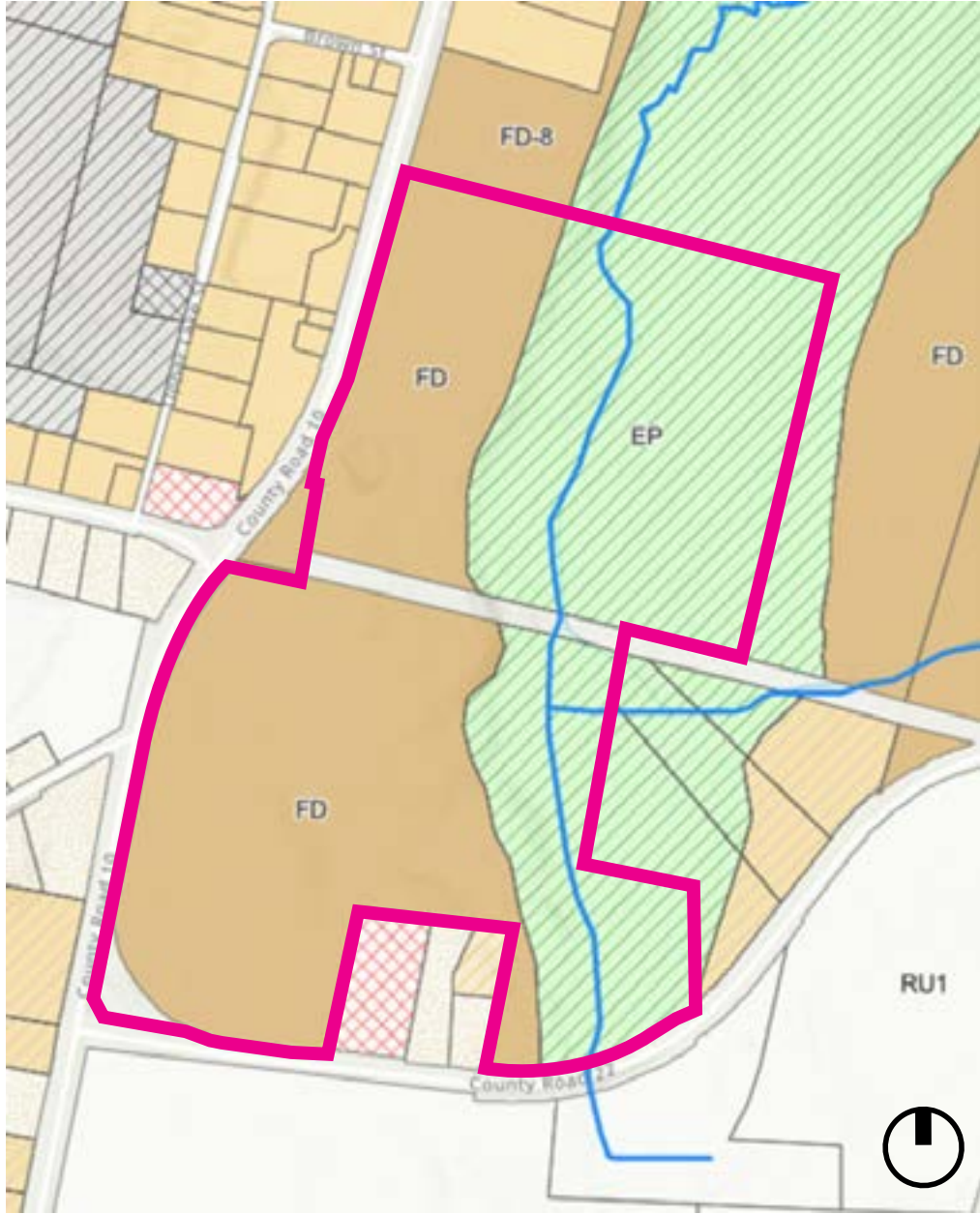


Figure 27: Comprehensive Zoning By-law 1816-2006 Map

4.2.4 INTERIM CONTROL BY-LAW NO. 155-2024

Interim Control By-law No. 155-2024, passed by Council on November 26, 2024, temporarily restricts the acceptance of new third-party development applications within the Urban Centres of Picton, Wellington, and the Village of Bloomfield for a one-year period.

The by-law addresses current servicing capacity constraints while allowing the municipality to undertake a comprehensive Development Charges (DC) Background Study. This study will evaluate and determine appropriate locations and timelines for infrastructure and services, as well as establish a capital plan for implementing necessary growth-related infrastructure projects. The draft DC Study is expected to be complete mid-2025 where it will appear before the Committee of the Whole.

Clause 5 of the By-law identifies the lands which are exempt from the provisions of the by-law which includes the following:

- i. a Planning Act application that has been submitted, deemed complete or placed on technical circulation;
- ii. a Planning Act application(s) that are approved and have service allocation;
- iii. a Planning Act application(s) that can prove through an approved functional servicing report (FSR) that no additional servicing allocation is required;
- iv. the proposed development at the former Queen Elizabeth School (35 Barker Street);
- v. any Minor Variance applications, Part Lot Control Applications or any Third-Party applications that Council deems acceptable as prescribed by the Planning Act;

This temporary measure will allow the municipality to strategically align future development with available infrastructure capacity and ensure sustainable growth across its urban centers.

The subject site is situated within the Urban Centre of Picton, as designated in Schedule ‘A’ of By-law No. 155-2024, as seen in Figure 28.

We understand that Clause 5(v) of the By-law provides an exemption for Third-Party applications that Council deems acceptable. In light of the

urgent need for affordable housing within the County, we respectfully submit that this project is a candidate for consideration under the exemption. The proposal responds to the critical need for affordable housing and proposed to deliver a significant number of affordable units in the first phase of development.

The Applicant is committed to working with Municipal Staff and Council to advance the necessary planning applications. We acknowledge that approvals may not be finalized prior to the expiration of the Interim Control By-law, but remain prepared to proceed efficiently and collaboratively to keep the project moving forward.

Affordable housing must be treated as a strategic priority. While current servicing constraints are acknowledged, the draft site-specific zoning by-law appropriately includes a Holding (H) Provision to ensure site servicing requirements are addressed in a timely and coordinated manner. This approach ensures that the project is both responsive to community needs and aligned with municipal planning objectives.

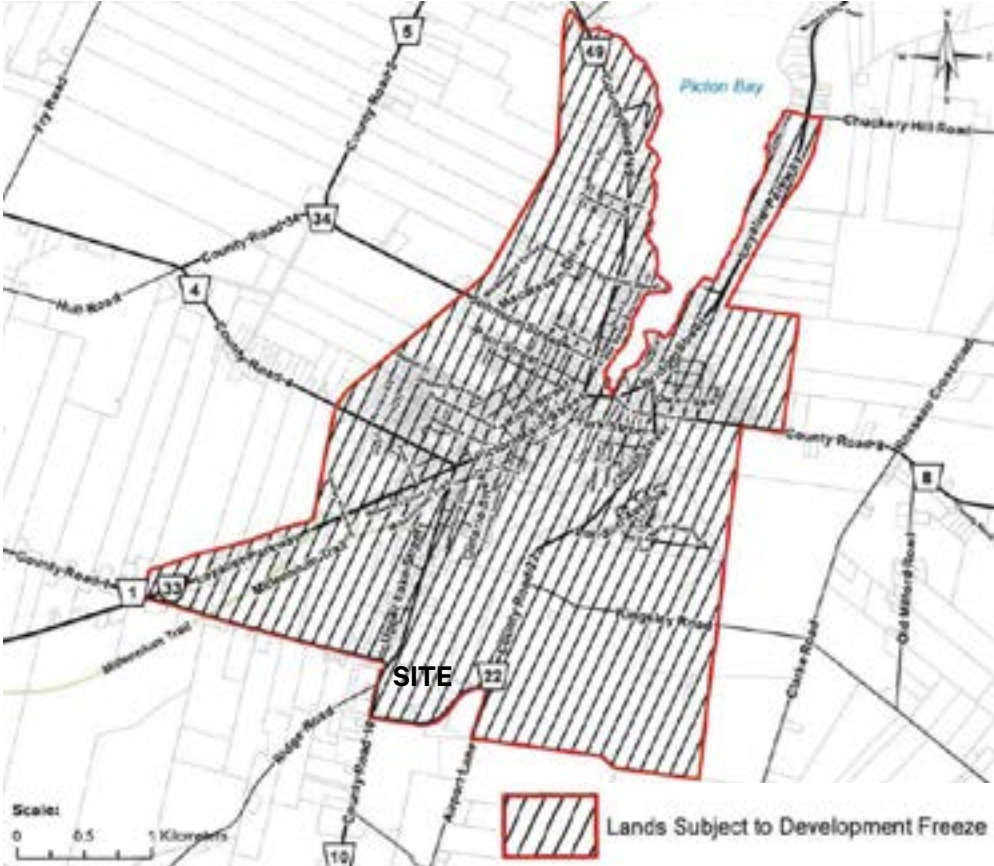


Figure 28: Schedule ‘A’ of By-law 155-2024

4.2.5 PICTON MASTER SERVICING PLAN

Initiated in 2022, Prince Edward County is presently undertaking a Master Servicing Plan (MSP) to identify the short- and long-term water, wastewater, stormwater, and transportation infrastructure needs of the Picton and Bloomfield areas to support future growth and development. At present, the current infrastructure does not have the necessary capacity to meet the upcoming and future demands, thus the objective of the MSP is to identify the existing capacity, and propose interim and ultimate strategies to improve available capacity.

The study is being conducted in accordance with the Municipal Class Environmental Assessment (EA) Master Plan process to ensure that the MSP aligns with environmental regulations while addressing the community's growth projections.

Two Public Consultation Centres (PCCs) have been held to engage with residents and stakeholders:

PCC #1: Held on August 3, 2023, at Picton Town Hall, this session introduced the project and gathered initial feedback.

PCC #2: Conducted on October 2, 2024, at the Prince Edward Community Centre, this session presented preliminary recommendations and sought further public input.

The final Master Plan report was expected to be released at the end of Q4 2024 however its preparation remains underway.

We acknowledge that the servicing of the subject lands are highly dependent on the results of the Picton Master Servicing Plan. Key findings in the FSR identify that additional coordination shall be required between the applicant and the County to understand the plans in regards to existing capacities and future system modifications.

To manage this, a Holding (H) symbol has been applied to the proposed zones in the draft zoning by-law, until provisions of the subdivision agreement relating to site servicing have been satisfied. Draft plan conditions will secure the necessary servicing and phasing requirements to ensure the development aligns with the infrastructure capacity and planning objectives established through the MSP.

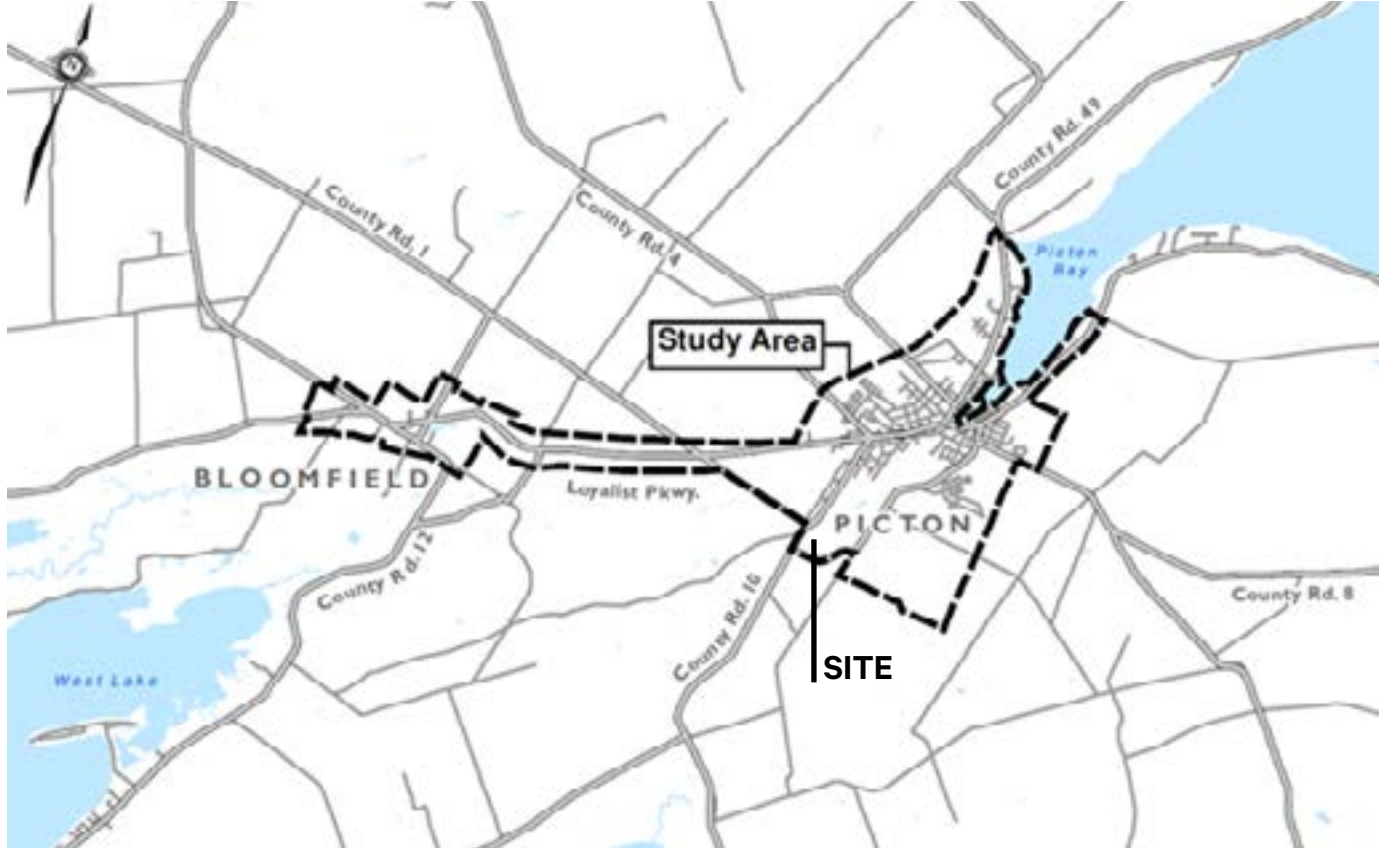


Figure 29: MSP Study Area

4.2.6 PICTON TRANSPORTATION MASTER PLAN, MARCH 2025

Endorsed by Council in March 2025, the Picton Transportation Master Plan (TMP) Amendment outlines a framework for transportation infrastructure within the Picton Settlement Area, supporting anticipated growth, including developments like Base31. It promotes a multi-modal network focused on sustainability, accessibility, and integration with community character. Improvements near the site include roadway reconstruction along County Roads 10 and 22, signalization enhancements at key intersections, and new paved shoulders (Figures 30 and 31). While proposed multi-use paths and bike routes do not extend to the site, a potential valleyland trail connection to Base31 is contemplated.

The Transportation Impact Study, prepared by NexTrans, identifies required roadway improvements aligned with the TMP, many of which are anticipated within five years, consistent with the project's development timeline.



Figure 30: TMP Amendment (Figure 18)

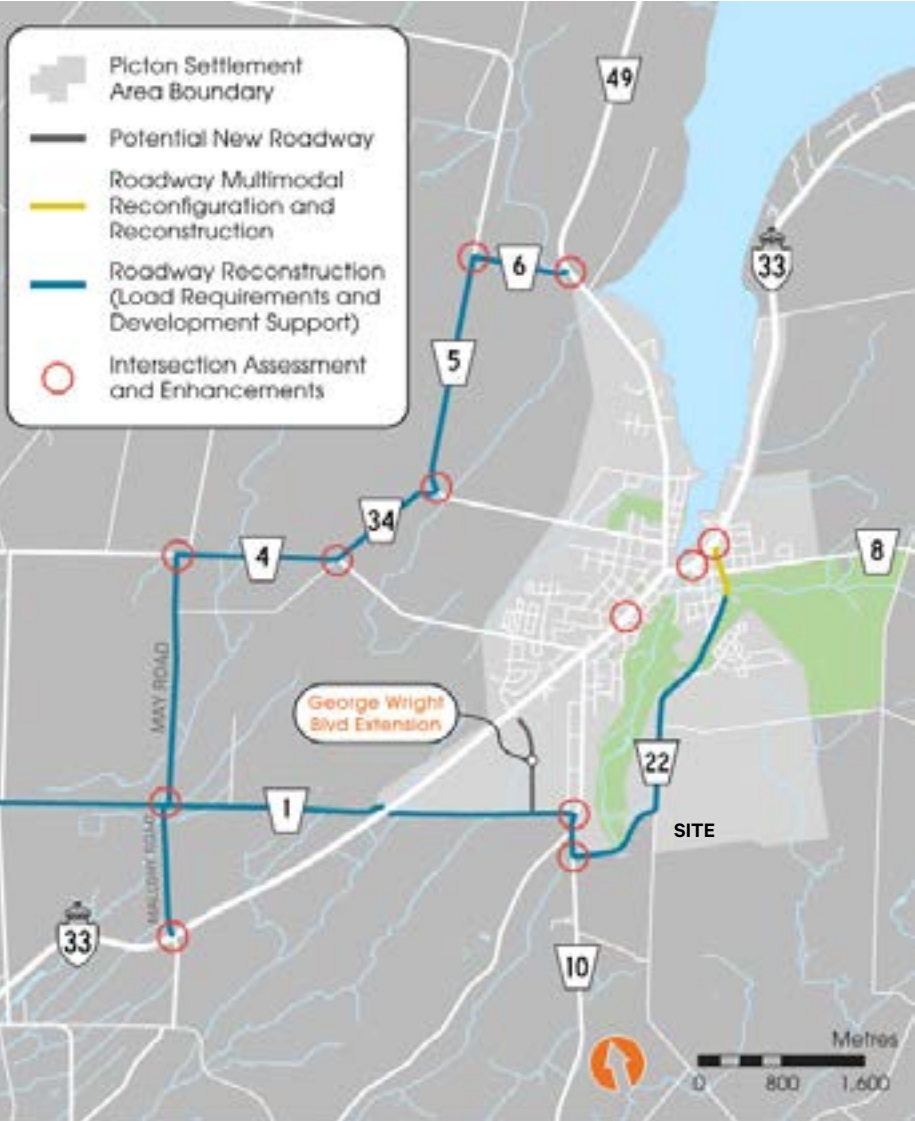


Figure 31: TMP Amendment (Figure 22)



5

Supporting Studies

5.0 Supporting Studies

In accordance with the Pre-Application Consultation checklist dated March 3, 2023, provided via. email by Michael Michaud, the enclosed applications are supported by various technical studies. All studies demonstrate that the proposal can be accommodated on the subject lands with no adverse impacts on adjacent uses or the natural environment, and does not present a risk to public health and safety. The site is clean, does not contain archaeological resources, and has appropriate soil and subsurface conditions to support development, and that the proposal meets relevant Provincial regulations.

ARCHAEOLOGICAL STUDY

AS&G Archaeological Consulting conducted Stage 1 Archaeological Background Study Assessments for the north lands and south lands, dated November 25, 2024, and June 26, 2023 respectively. Both studies established that there is potential for the recovery of archaeologically significant materials within the property. To determine if the archaeological potential classification of the property is relevant, a desktop review of ground conditions was undertaken using historical atlas maps and satellite imagery. The desktop reviews identified that the property retains archaeological potential and that a Stage 2 archaeological assessment is required. The Stage 1 Assessment for the north lands was entered into the register on February 12, 2025. The preparation of the Stage 2 for the north lands is presently underway. A Stage 1 & 2 Archaeological Assessment for the south lands was completed and entered into the resister on April 9, 2025, The Stage 2 Assessment did not identify any archaeological resources or sites requiring further assessment or mitigation of impacts and it is recommended that no further archaeological assessment of the property be required.

FUNCTIONAL SERVICING REPORT

Greer Galloway has prepared a Functional Servicing Report (FSR), dated April 25, 2025. The report assesses the feasibility of a 475-unit residential development by analyzing the existing and projected demands on the County's water and wastewater infrastructure, concluding that expansion and upgrades will be necessary to accommodate the proposal and ongoing growth in the area. As such, the implementation of the proposal is not feasible in the near term, while the Picton Master Servicing Plan (MSP) is underway. Once complete, the MSP will identify system-wide infrastructure upgrades for water, wastewater, stormwater and transportation required to support the

continued growth and development in the Picton/Bloomfield and Wellington area. Key findings in the FSR identify that additional coordination shall be required between the applicant and the County to understand the plans in regards to existing capacities and future system modifications.

STORMWATER MANAGEMENT REPORT

WSE Consulting Inc. prepared a Stormwater Management Report dated May 2025, providing a preliminary strategy for managing stormwater runoff from the proposed subdivision. The report addresses both water quality and quantity control through the implementation of two proposed stormwater management ponds designed to achieve Level 1 treatment. Post-development peak flows are anticipated to be less than pre-development rates, with quantity control measures in place to ensure discharge from the site does not exceed existing conditions. Undeveloped portions of the site will drain to the municipal ditch along County Road 10 prior to reaching existing culverts or to the existing creek. The report outlines long-term maintenance requirements, including sediment removal from forebays every 10 years and from main pond cells every 20 years. Temporary erosion and sediment control measures, such as silt fencing and straw bale barriers, will be implemented during construction to prevent off-site impacts.

GEOTECHNICAL REPORT

Terraspec (Greer Galloway) completed Geotechnical investigations for the north and south portions of the site, dated July 2, 2024 and June 27, 2023 respectively. Exploratory test holes were places on site and soil laboratory testing was undertaken to investigate the subsurface conditions on the site. The site shares similar subsurface conditions across the site, comprising silt and clay overlying limestone bedrock. Soils are classified as Type 3 with low corrosivity, and bedrock is generally deeper to the south. Frost susceptibility is rated medium to high, with a frost penetration depth of 1.5 m. Groundwater was scarcely encountered on the site, except within the natural low area to the southeast. Dewatering volumes are anticipated to remain below 50,000 L/day, with EASRs required where exceeded. Recommendations include optimized building siting, foundation design, subdrainage, and reuse of excavated soils, excluding beneath structures.

HYDROGEOLOGY REPORT

Greer Galloway completed hydrogeologic studies for the north and south properties in May 2024 and August 28, 2024. Both properties share similar bedrock geology, consisting of limestone and shale. Bedrock was encountered between 1.8 and 5.9 metres below ground, with groundwater observed at depths ranging from 4 to 28 metres. On the south property, post-development groundwater recharge is expected to remain consistent with pre-development conditions, with no significant changes to flow direction. Enhanced infiltration is recommended near the wetland on the east side of the site to mitigate potential local impacts. Groundwater in the proposed stormwater pond area was observed below the bedrock surface between May and July. On the north property, thin alkaline soils overlie limestone bedrock. The water table was measured at 19.83 metres below ground on August 8, 2024. Soils are of medium to low permeability, and drainage occurs primarily through vertical infiltration. No surface watercourses are present. The local geology supports relatively fast infiltration.

ENVIRONMENTAL IMPACT STUDY

Greer Galloway completed an Environmental Impact Study (EIS) for the North and South Properties, dated April 28, 2025. The EIS assessed potential impacts on the adjacent Environmentally Protected Area and Marsh Creek to ensure the proposed development does not negatively affect existing natural heritage features and complies with the Provincial Planning Statement, 2024. The property contains woodlands, a small wetland, and a portion of Marsh Creek. The study area included the property and adjacent lands within a 120 m radius. A 50 m setback from the wetland and a 15 m setback from the top of slope have been applied to protect ecological function and mitigate natural hazards. No development is proposed within sensitive environmental features within the remaining 12.29 ha of Environmental Protection lands. The EIS concludes that, with the implementation of recommended mitigation measures, the development will have no unacceptable or cumulative ecological impacts and will comply with PPS policies.

ENVIRONMENTAL SITE ASSESSMENT

Cambium Inc. prepared a Phase One Environmental Site Assessment (ESA) for the north property, dated April 18, 2024. The Phase One ESA identified three potentially contaminating activities (PCAs), all of which were located off-site. The report concludes that none of the off-site PCAs contributed to an Area of potential environmental concern (APEC), and that a Phase Two ESA is not required.

Greer Galloway prepared a Phase One Environmental Site Assessment (ESA) for the south property, dated July 2023. The Phase One ESA identified four potentially contaminating activities (PCAs), all of which were located off-site. Of which, one of the off-site PCAs contributed to an Area of potential environmental concern (APEC), which will require the collection and analysis of soil/groundwater samples as part of the planned development of the site in order to ensure that no adverse effects have resulted. With such the preparation of a geotechnical and hydrogeological report was prepared for each property and has been included. A Phase Two ESA is not required.

TREE ANALYSIS/CONSERVATION REPORT

The Butternut Health Assessment, prepared by JDB Associates Ltd., identifies three Butternut trees on the property. To facilitate redevelopment, one tree is proposed for removal and two are anticipated to be harmed. As Butternut is an endangered species protected under the Endangered Species Act, 2007, the report must be submitted to the Ministry of Environment, Conservation and Parks at least 30 days prior to any activity. The Tree Preservation Plan identifies existing trees on-site, indicating which are to be retained and which require removal. While every effort will be made to preserve trees where feasible as the proposal advances, appropriate replacement planting is proposed where removal is necessary. The findings of the EIS are summarized above.

TRAFFIC STUDY

NexTrans has prepared a Traffic Impact Assessment, dated April 29, 2025, to evaluate the transportation impact of the proposed development on the surrounding road network within a 1km radius and at the MTO roundabout, and to identify potential mitigation measures to improve capacity, if

necessary. The proposal will generate up to 269 two-way trips during peak hours. By 2030, intersections will operate within capacity; by 2035, some will exceed capacity due to Base 31 traffic. The proposal's impact is acceptable relative to 2035 background conditions, with mitigation measures aligned with the 2025 Picton TMP Amendment. Road improvements are planned within five years. Minimal near-term impacts are expected, with long-term considerations addressed through area redevelopment. The proposal provides 902 parking spaces, exceeding the Zoning By-law requirement of 705 spaces.

ENVIRONMENTAL NOISE FEASIBILITY STUDY

An Environmental Noise Feasibility Study was prepared by Valcoustics, dated May 1 2025. The primary transportation noise sources identified are road traffic along County Road 10 (Lake Street) and County Road 22. No significant stationary noise sources were identified in the vicinity. Sound levels at the site were measured and assessed against the Ministry of the Environment, Conservation and Parks (MECP) noise guideline limits to determine the need for mitigation. The study concludes that, with the implementation of the recommended noise mitigation measures and appropriate acoustical design, the development can meet MECP guidelines and provide a suitable acoustical environment for future occupants.



6

Planning Instruments

6.0 Planning Instruments

6.1 Official Plan Amendment

The site is designated Urban Centre, as shown on Schedule A-2: Land Use Designations of the County of Prince Edward Official Plan. In the Picton Urban Centre Secondary Plan (the “Secondary Plan”), the site is designated as Town Corridor Area, Parks and Open Space Area, Town Residential Area and Environmental Protection Area as shown on Schedule A: Picton Land Use Map.

The requested OPA would amend Schedule A in the Picton Urban Centre Secondary Plan to redesignate the southern portion of the site’s land use designation from Environmental Protection Area and Town Residential Area to Town Corridor Area, preserving the ecologically sensitive Marsh Creek valleylands under the Environmental Protection Area designation. The Town Corridor Area Designation and Park & Open Space Area designation over the northern portion of the site will remain the same. The amendment to Schedule A is illustrated in Figure 32.

The Secondary Plan recognizes that the boundaries of the Environmental Protection Area may change over time as a result of additional analysis or a project-specific Environmental Impact Study (“EIS”). Consistent with the requirements under the Secondary Plan, an EIS has been undertaken by Greer Galloway to study the ecological features of the site and confirm the boundary of the Environmental Protection Area, which is implemented in both the OPA and ZBA. Further details are provided in section 4 and 5 of this report.

Additionally, the OPA would amend Schedule B Secondary Plan Transportation Map of the Picton Urban Centre Secondary Plan to introduce new Local Roads on the site, as seen in Figure 33.

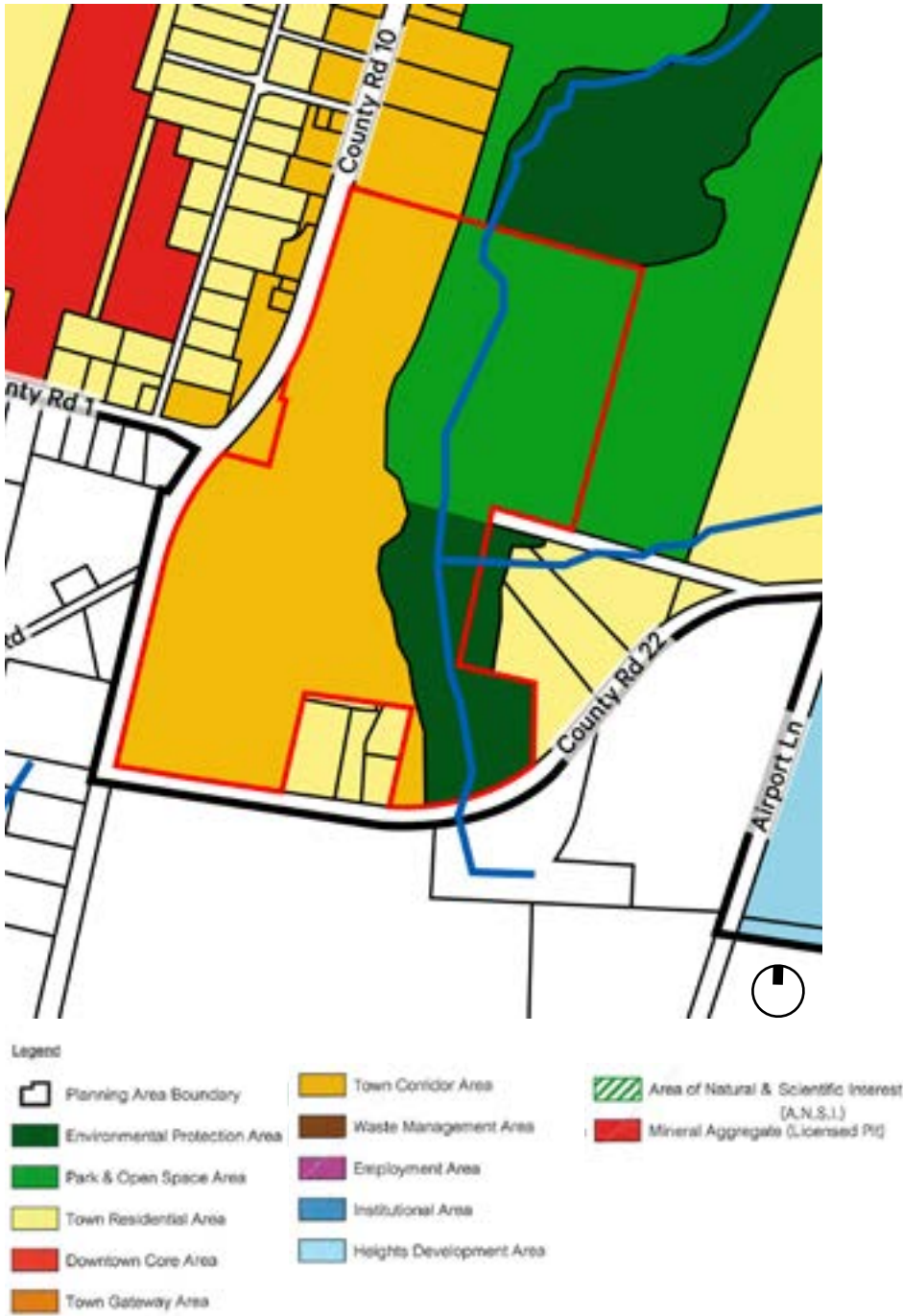


Figure 32: Draft OPA Schedule A: Land Use



Figure 33: Draft OPA Schedule B: Transportation Map

6.2 Zoning By-Law Amendment

The site is currently zoned Future Development (“FD”) and Environmental Protection (“EP”) under the County of Prince Edward Comprehensive Zoning By-law No. 1816-2006, as amended. The FD Zone is a holding zone that indicates that, while the site is intended for development, appropriate built form standards have not yet been established and will be discerned through a future site-specific zoning by-law amendment.

The enclosed amendment to Zoning By-law 1816-2006 proposes to rezone the portion of the site currently zoned FD to Residential Urban Type Three (R3), Residential Urban Type Four (R4), and Parks and Open Space (OS) Zones to permit a mix of residential typologies and establish standards for height, setbacks, and parking. The lands within the EP Zone are proposed to be conveyed to the County or Conservation Authority, subject to discussions with County Staff. The Draft Schedule 1 forming part of the ZBA is reflected in Figure 34.

The requested amendments will permit a new residential community featuring a variety of building typologies and add appropriate built form standards to enable the construction of the proposed dwellings and amenity facilities. In total, the proposed development will have a Floor Space Index of 0.51 and an overall density of 43.59 units per hectare. The buildings cover approximately 33% of the site area, with a total of 1.73 hectares of public parkland. The existing 12.29-hectare area within the EP Zone will be retained, and development appropriately set back from natural heritage lands.

The requested amendments conform with the intent of the Prince Edward County Official Plan and the Picton Urban Centre Secondary Plan. The proposal facilitates the construction of a new mixed-income, mixed-typology residential community on an undeveloped site within the County’s Urban Centre. The proposal will support the achievement of affordability, livability and sustainability objectives across the County. It is our opinion that the proposal is appropriate and desirable and the requested zoning by-law amendment should be approved.



Figure 34: Draft ZBA Schedule 1

6.3 Draft Plan of Subdivision

The proposed Draft Plan of Subdivision (DPS) provides the layout for lots, blocks, infrastructure, and public open space that will facilitate the orderly development of the site in accordance with the development standards established in the zoning by-law.

The DPS support the development of 483 residential units on the 26.24-hectare site, organized around an internal network of new public streets and public lanes. The DPS will establish a total of 53 single detached lots, 54 link dwelling unit lots, 15 medium density blocks containing a total of 86 townhouse units, and 2 high density blocks with an estimated 290 units. In addition, the DPS provides for 1.73 hectares of public parkland, five new public streets, two new public laneways, two stormwater management pond blocks, and an environmental protection block.



Figure 35: Draft Plan of Subdivision

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Public Consultation Strategy

7.0 Public Consultation Strategy

The Prince Edward County Official Plan encourages public involvement in the planning process. This section outlines the public consultation activities to be undertaken in order to ensure that the community has the opportunity to respond to the proposal and provide input into the final design

7.1 Purpose of the Consultation

Community support will be important throughout the development process. The objective of the public consultation activities is to build relationships with the local community and foster a constructive dialogue to help advance common goals through the development of the site. Through the public consultation activities, we are looking to:

- Make information about the project available to the public;
- Understand the aspirations, perspectives, and concerns of the public through engaging with a range of stakeholders including adjacent landowners, local residents, and community organizations; and
- Balance future growth, community needs, and development potential.

7.2 Matters to be Addressed

The applicant is looking forward to engaging with the Picton community to advance the project through the planning approvals process. It is anticipated that the following areas will be of interest:

- Housing affordability and unit mix ;
- Treatment of natural heritage lands
- Quality of the public realm and open space
- Architectural design and built form
- Connections to surrounding areas



7.3 Public Engagement Methods

A variety of engagement techniques are being utilized to reach the broader public as well as ongoing, targeted engagement with specific stakeholder groups. A public open house and a Statutory Public Meeting is proposed. In addition, all public comments received by staff will be distributed to the applicant and response to accordingly providing opportunities for all members of the public to engage in a meaningful way.

7.3.1 PUBLIC OPEN HOUSE

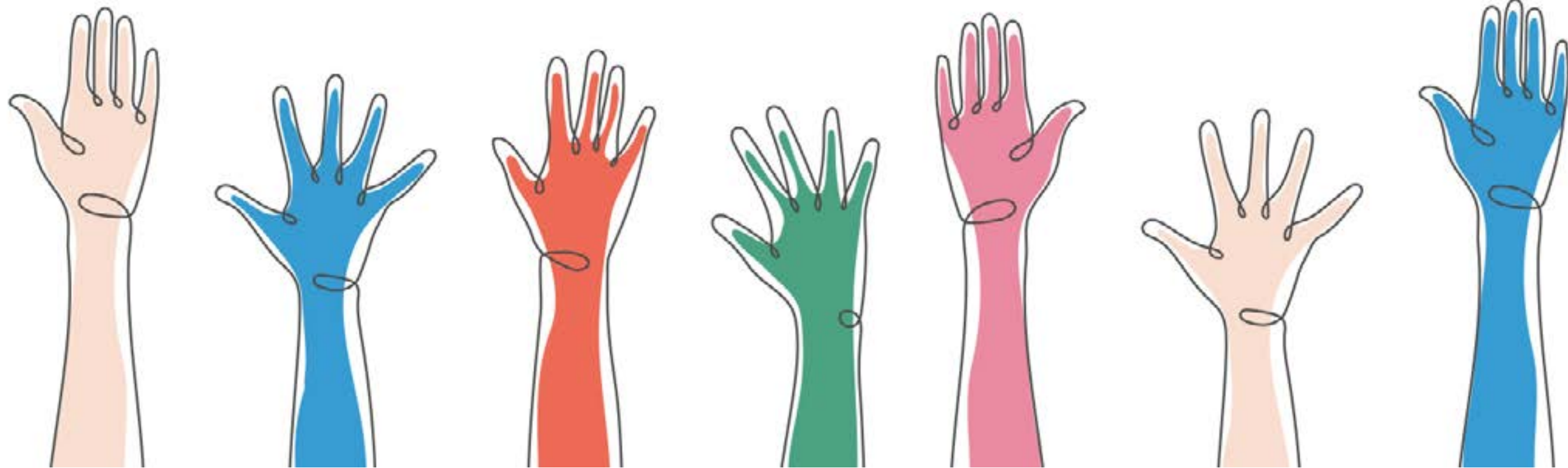
As part of the application process, the applicant is planning to host an open house on the property will host an open house at a convenient location in Picton. Immediate neighbours and other interested parties will be invited to come review the application materials and ask questions of the applicant and the Project Team.

7.3.2 STATUTORY PUBLIC MEETING

A statutory public meeting under the Planning Act will be held at a meeting of the Planning and Development Committee. Key team members will present the proposal to Council and the public, and answer any questions that may be brought forward.

7.3.3 REPORTING

A summary report will be prepared that synthesizes by theme all feedback received. The report will be submitted to County Planning Staff to inform their review of the planning applications.



An aerial photograph of a rural landscape, showing a patchwork of green and brown agricultural fields, a winding road, and a small cluster of buildings. A semi-transparent purple overlay covers the right half of the image. A large white number '8' is positioned on the purple background.

8

Planning Rationale & Conclusion

8.0 Planning Rationale and Conclusions

The proposal delivers a total of 483 new housing units in Picton, with a mix of ownership and rental options across variety of built form typologies, providing diverse housing choices that respond to the local housing needs and changes in demand of the County’s workforce, families, seniors, and others, helping to address key gaps in the current housing stock.

The diverse range of housing options in the proposal contributes to the overall health and well-being of communities. The proposal supports the creation of a mixed income, multi-generational community, located in close proximity to Picton Main Street, and natural areas, creating new communities for residents to thrive in.

The new community has been designed around a series of public open spaces, providing a series of new pedestrian connections between County Road 10, new public parks, and the Marsh Creek valleylands. Landscaped boulevards along new public streets and rear laneways contribute to a safe and pedestrian-oriented environment.

The proposal also supports sustainability goals through low-impact stormwater management, protection of natural hazard lands, and the preservation of Marsh Creek as a natural corridor. Green building priorities to be confirmed and developed on an ongoing basis as the proposal evolves.

The redesignation to Town Corridor Area represents a continuation of the existing land uses to the north and aligns with the County’s housing and economic development objectives. The current Future Development (FD) zoning further signals the site’s suitability for compatible infill and redevelopment, requiring a zoning by-law amendment to introduce site-specific permissions and built form standards.

This report has demonstrated that the proposal and associated planning instruments are consistent with the Provincial Policy Statement (2020) and are in conformity with the Prince Edward County Official Plan (2021) and the Picton Urban Centre Secondary Plan (2015). The proposal is supported by a number of technical studies and analyses, while recognizing servicing capacity constraints currently being review by the County though the preparation of the Master Servicing Plan.

As a result, the requested Official Plan Amendment, Zoning By-law Amendment, and Draft Plan of Subdivision Application represents good planning in the public interest, and it is our opinion that they should be approved.

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